THE ROLE OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS: CHRIS HANI DISTRICT MUNICIPALITY

By

Siyanda Dywili

Submitted in fulfilment of the requirements for the degree of Master of Arts (Public Administration) to be awarded at the Nelson Mandela Metropolitan University

April 2017

Supervisor: Prof. Enaleen Draai
DECLARATION

I, Siyanda Dywili (206621130), in accordance with Rule G5.6.3, hereby declare that this dissertation is my own work and that it has not previously been submitted for assessment at any other institution of higher learning for any other qualification.

Siyanda Dywili
DEDICATION

I dedicate this dissertation to my parents, Linda Dywili and Noyamkela Dywili, who taught me the value of education and always encouraging me to be the best that I can be as the sky is the limit.
ACKNOWLEDGEMENTS

I wish to extend words of gratitude to the following people who contributed immeasurably to the successful completion of this study:

My supervisor, Prof Enaleen Draai, for her leadership, guidance, advice, motivation and courage which calmed me when I panicked.

The Chris Hani District Municipality councillors and officials who were respondents on this study, as well as the Municipal Manager for granting me permission to conduct this study in that institution.

The Nelson Mandela Metropolitan University’s Research Capacity Development for partly funding this study.

My brother, S. K. Dywili, for always being there for me since day one at University.

My companion, Yondela Bavuma, for her selflessness, support, understanding and courage.

Colleagues, friends and family for their well wishes and prayers.
ABSTRACT

The Constitution of the Republic of South Africa, in Chapter 7, requires all municipalities to encourage members of the public to participate in the matters of local government. Public participation is the process by which public concerns, needs, and values are integrated into governmental and corporate decision making. The Integrated Development Plan is an example of local government instruments which seek public participation in order to address community needs through service delivery. Consequently, this study was to explore the role of public participation in the Integrated Development Planning process of the Chris Hani District Municipality. The main objectives of this study were to understand the IDP making process, establish the importance of public participation, understand the role played by the municipality to encourage public participation in the IDP processes, understand the influence of IDP in service delivery and to make recommendations based on the findings presented.

To conduct this study, qualitative research methodology was employed. The population sample comprised of councillors and municipal officials. Structured interviews were conducted with the councillors, while semi-structured interviews were held with municipal officials.

The findings of the study revealed that the Chris Hani District Municipality views public participation as an integral part of the IDP making process. Measures and strategies are taken by the municipality to enhance public involvement in all matters of the municipality, including the IDP process. To achieve this the municipality partners with a number of stakeholders such as the local municipalities, government departments and organised groups. However, this is not enough hence recommendations are presented to improve this situation.

Recommendations proposed include introducing capacity building programmes for councillors, establishment of a public participation unit, availing budget for public participation and educating members of the public about public participation and the IDP process.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Declaration</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>xi</td>
<td>v</td>
</tr>
<tr>
<td>Dedication</td>
<td>ii</td>
</tr>
<tr>
<td>Acknowledgements</td>
<td>iii</td>
</tr>
<tr>
<td>Abstract</td>
<td>iv</td>
</tr>
<tr>
<td>Table of Contents</td>
<td>v</td>
</tr>
<tr>
<td>List of Figures</td>
<td>ix</td>
</tr>
<tr>
<td>List of Acronyms</td>
<td>x</td>
</tr>
</tbody>
</table>

**CHAPTER 1: GENERAL INTRODUCTION**

1.1 Introduction

1.2 Motivation for the Study

1.3 Significance of the Study

1.4 The Aims and Objectives of the Study

1.5 The Research Questions

1.6 Preliminary Literature Review

1.7 Research Design

1.8 Research Methodology

1.9 Sample Population

1.10 Data Collection Techniques

1.11 Data Analysis and Interpretation

1.12 Ethical Considerations

1.13 Chapter Outline
CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION 18
2.2 WHAT IS PUBLIC PARTICIPATION? 18
2.3 STATUTORY FRAMEWORK FOR PUBLIC PARTICIPATION 20
2.4 THE VALUE OF PUBLIC PARTICIPATION IN LOCAL GOVERNMENT IN SOUTH AFRICA 22
2.5 PRECONDITIONS FOR CITIZEN PARTICIPATION AND EFFECTIVE GOVERNANCE 24
   2.5.1 Public Information, Consultation and Public Meetings as a Basis for Public Participation 25
   2.5.2 Municipal-Community Partnerships as a Tool for Public Participation 26
   2.5.3 The Role of Ward Committees in Promoting Public Participation 27
2.6 WHAT IS INTEGRATED DEVELOPMENT PLANNING? 29
2.7 INTEGRATED DEVELOPMENT PLANNING STATUTORY FRAMEWORK 30
2.8 ADVANTAGES OF INTEGRATED DEVELOPMENT PLANNING 32
2.9 SCOPE, NATURE AND ROLE OF INTEGRATED DEVELOPMENT PLANS 34
2.10 THE INTEGRATED DEVELOPMENT PLANNING PROCESS 36
   2.10.1 Phase 1: Analysis 37
   2.10.2 Phase 2: Strategies 37
   2.10.3 Phase 3: Projects 37
   2.10.4 Phase 4: Integration 37
   2.10.5 Phase 5: Approval 38
2.11 INTEGRATED DEVELOPMENT PLANNING AS A PUBLIC PARTICIPATION MODEL FOR ENHANCED LOCAL GOVERNANCE 38
   2.11.1 Procedures for Public Participation in the IDP Process 39
   2.11.2 Benefits of Public Participation in the IDP Process 40
2.12 INFLUENCE OF THE NATIONAL DEVELOPMENT PLAN IN INTEGRATED DEVELOPMENT PLANNING 42
2.13. CONCLUSION 43
<table>
<thead>
<tr>
<th>CHAPTER 3: RESEARCH METHODOLOGY</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1 INTRODUCTION</td>
<td>45</td>
</tr>
<tr>
<td>3.2 RESEARCH DESIGN</td>
<td>45</td>
</tr>
<tr>
<td>3.3 UNIT OF ANALYSIS</td>
<td>46</td>
</tr>
<tr>
<td>3.4 RESEARCH METHODOLOGY</td>
<td>49</td>
</tr>
<tr>
<td>3.5 POPULATION SAMPLING</td>
<td>51</td>
</tr>
<tr>
<td>3.5.1 Probability Sampling</td>
<td>51</td>
</tr>
<tr>
<td>3.5.2 Non-Probability Sampling</td>
<td>51</td>
</tr>
<tr>
<td>3.5.2.1 Quota Sampling</td>
<td>52</td>
</tr>
<tr>
<td>3.5.2.2 Accidental Sampling</td>
<td>52</td>
</tr>
<tr>
<td>3.5.2.3 Purposive Sampling</td>
<td>52</td>
</tr>
<tr>
<td>3.5.2.4 Snowball Sampling</td>
<td>52</td>
</tr>
<tr>
<td>3.6 DATA COLLECTION TECHNIQUES</td>
<td>53</td>
</tr>
<tr>
<td>3.6.1 Face-to-Face Interviews</td>
<td>53</td>
</tr>
<tr>
<td>3.6.2 Semi-Structured Interviews</td>
<td>54</td>
</tr>
<tr>
<td>3.7 ETHICAL CONSIDERATIONS</td>
<td>54</td>
</tr>
<tr>
<td>3.8 CONCLUSION</td>
<td>54</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CHAPTER 4: DATA COLLECTION PROCESS, PRESENTATION OF FINDINGS AND ANALYSIS</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 INTRODUCTION</td>
<td>56</td>
</tr>
<tr>
<td>4.2 DATA COLLECTION PROCESS</td>
<td>56</td>
</tr>
<tr>
<td>4.3 PRESENTATION OF FINDINGS</td>
<td>57</td>
</tr>
<tr>
<td>4.4 ANALYSIS OF FINDINGS</td>
<td>63</td>
</tr>
<tr>
<td>4.4.1 Local Municipalities Ensure Public Participation</td>
<td>64</td>
</tr>
<tr>
<td>4.4.2 Financial Constraints in Engaging Members of the Public</td>
<td>65</td>
</tr>
<tr>
<td>4.4.3 Need for Education</td>
<td>66</td>
</tr>
<tr>
<td>4.4.4 Satisfactory Public Participation</td>
<td>67</td>
</tr>
</tbody>
</table>
LIST OF FIGURES

FIGURE 4.1: Word Cloud of the 100 most common words 58
FIGURE 4.2: Cluster analysis of the 100 most common words 59
FIGURE 4.3: Word tree of municipality 60
FIGURE 4.4: Word tree of participation 62
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
</tr>
<tr>
<td>CHDM</td>
<td>Chris Hani District Municipality</td>
</tr>
<tr>
<td>COGTA</td>
<td>Cooperative Governance and Traditional Affairs</td>
</tr>
<tr>
<td>DIMAFO</td>
<td>District Mayors Forum</td>
</tr>
<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>IGR</td>
<td>Intergovernmental Relations</td>
</tr>
<tr>
<td>IPED</td>
<td>Integrated Planning and Economic Development</td>
</tr>
<tr>
<td>LGTAS</td>
<td>Local Government Turnaround Strategy</td>
</tr>
<tr>
<td>MCP</td>
<td>Municipal-Community Partnership</td>
</tr>
<tr>
<td>MEC</td>
<td>Member of Executive Committee</td>
</tr>
<tr>
<td>MTSF</td>
<td>Medium-Term Strategic Framework</td>
</tr>
<tr>
<td>NDP</td>
<td>National Development Plan</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>PR</td>
<td>Proportional Representation</td>
</tr>
<tr>
<td>PGDS</td>
<td>Provincial Growth &amp; Development Strategy</td>
</tr>
<tr>
<td>SDBIP</td>
<td>Service Delivery and Budget Implementation Plan</td>
</tr>
</tbody>
</table>
CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

The Chris Hani District Municipality, which will also be referred to as CHDM in this study, is a category C municipality as enshrined in terms of the provisions contained in Chapter 1 of the Municipal Structures Act, 1998 (No. 117 of 1998). This municipality was established as a Mayoral Executive System, which implies the exercise of executive authority through an executive mayor in whom the executive leadership of the municipality is vested, and who is assisted by a mayoral committee (Chris Hani District Municipality). The Council of CHDM is the highest decision making body within the municipality, while the administration is led by the Municipal Manager. The Chris Hani District Municipality comprise eight local municipalities:

- Lukhanji Local Municipality, comprising Queenstown which is the main town and small town of Whittlesea and numerous peri-urban and rural settlements. This is the home of the District administrative centre;
- Sakhisizwe Local Municipality, comprising Cala and Elliot and numerous peri-urban and rural settlements;
- Emalahleni Local Municipality, comprising Lady Frere, Dordrecht and Indwe and numerous peri-urban and rural settlements;
- Intsika Yethu Local Municipality, comprising Cofimvaba, Tsomo and numerous peri-urban and rural settlements;
- Tsolwana Local Municipality, comprising Tarkastad and Hofmeyer and surround rural settlements;
- Inkwanca local Municipality, comprising Molteno and Sterkstroom and surrounding peri-urban and rural settlements;
- Inxuba Yethemba Local Municipality, comprising Cradock, Middleburg and numerous peri-urban and rural settlements; and
- Engcobo Local Municipality, comprising Ngcobo and numerous peri-urban and rural settlements.
Chapter 5 of the Municipal Systems Act, 2000 (No. 32 of 2000), propels all categories of municipalities in South Africa, ranging from Local Municipalities, Metropolitans to District Municipalities, to compile a five-year strategic plan, better known as the Integrated Development Plan (IDP). Integrated Development Planning has been introduced to provide a framework for the developmental role of the local government. According to Ijeoma (2013: 111) the central aims of the IDP are to provide a holistic, integrated and participatory strategic plan guiding the work of the municipality.

Section 34(a) of the Municipal Systems Act, 2000 (No. 32 of 2000) stipulates that the municipal council must review the Integrated Development Plan:

(i) annually in accordance with an assessment of its performance measurements in terms of section 41; and

(ii) to the extent that changing circumstances so demand; and may amend its development plan in accordance with a prescribed process. The participants in the IDP review process vary from the broad public, the IDP representative forum, IDP task teams, planning and development departments, municipal managers, ward councillors, community development workers, ward committees, executive committees and councils, traditional council and provincial multi-sectoral IDP forum.

The aim of this study was to explore the role of public participation with specific reference to the Integrated Development Planning process of the Chris Hani District Municipality.

1.2 MOTIVATION FOR THE STUDY

The Chris Hani District Municipality was chosen for this study because, as a local sphere of government, it is required by law to compile an Integrated Development Plan. The IDP is determined by community needs and priorities. In other words, the public views and interests are fundamental in the IDP of a municipality. Bekink (2006:497) defines IDP as a mechanism introduced to local government planning processes in order to encourage municipalities to develop plans to address their developmental role with regard to community needs. It is for this reason that this study
was undertaken to explore the level of public participation and the strategies employed to improve public participation in the IDP making process of CHDM.

The Chris Hani District Municipality adopted a five-year IDP which is for 2012-2017 on 30th May 2012 (CHDM, 2015: 2). The IDP, by law, has to be reviewed annually to accommodate changes as the world changes every day. This means that by 2015-2016 there should be a fourth IDP Review which must not be in contrast with its original five-year IDP. In an effort to realise the institutional vision, CHDM has adopted five Broad Strategic Objectives for a period of five years, which were adopted in the 2012-2017 IDP and will continue as such in the 2015-2016 IDP Review as aligned with the five National Key Performance Areas (KPAs) as stipulated in the five-year Local Government Strategic Agenda. The five National KPAs with which the CHDM has aligned its IDP, are as follows:

i) Local Economic development;
ii) Service delivery and Infrastructure Development;
iii) Municipal Transformation and Organisational Development;
iv) Municipal Financial Viability & Management; and
v) Good Governance and Public Participation.

The Local Government Turnaround Strategy (LGTAS) was introduced by the Ministry of Cooperative Governance and Traditional Affairs in 2009 as an antidote to the problems facing the municipalities around the country. The LGTAS (2009: 5) identifies an ideal municipality as a municipality which would:

i) provide democratic and accountable government for local communities;
ii) be responsive to the needs of the local community;
iii) ensure the provision of services to communities in a sustainable manner;
iv) promote social and economic development;
v) promote a safe and healthy environment;
vi) encourage the involvement of communities and community organisations in the matters of local government; and
vii) facilitate a culture of public service and accountability among its staff.
These aims should create a platform in which all members of the community are able to participate in the affairs of the municipality. They should also alleviate the growing social distance between municipalities and communities, particularly on integrated development planning. The aims of the LGTAS for an ideal municipality are in line with the requirements of the Constitution of the Republic of South Africa, Act 108 of 1996, the Municipal Systems Act, 2000 (No. 32 of 2000), the Municipal Structures Act, 1998 (No. 117 of 1998) and the White Paper on Local Government (1998), which all speak volumes about the necessity for members of the public to take part in the activities of local government.

The National Development Plan, which is an initiative of the South African Government to eliminate poverty and reduce inequality by the year 2030, argues that the IDPs of municipalities vary in quality (NDP, 2013: 274). One of the problems with IDPs at municipal level is that there is no effective system to attract the national and provincial support that they require to be meaningful. IDPs also depend on robust capacity within municipalities for both planning and implementation, which is often lacking. Some municipalities have gone beyond this and related spatial development frameworks by developing long-range strategic plans and more detailed plans (NDP, 2013: 274).

However, according to the NDP (2013:274), many municipalities are still struggling to produce credible IDPs. In this quest, the NDP asks for major change in how government can change the lives of the people. Before the concept of the IDP was introduced in local government, it was expected that government should do everything for the people, but the NDP proposes that everyone must be an active citizen and work together with government, business and communities so that everyone can live the life they desire. With this in mind, in compiling its 2015-2016 IDP Review, CHDM has taken the NDP provisions into consideration.

The Chris Hani District Municipality is vast and comprises urban and rural settlements. It has a vision of being a major economic growth stimulator and a courageous destination for trade and investment, creating a better life for all (CHDM, 2015: 18). The researcher’s interest was to explore how the municipality bridges the gap and how it incorporates views from different areas into a single IDP document for the whole municipality. The employees of the Integrated Planning and Economic Development
(IPED) and Communications Department of the municipality and the Councillors of the municipality will play a pivotal role in exploring the study.

1.3 SIGNIFICANCE OF THE STUDY

The Chris Hani District Municipality, as a category C municipality, is mandated by the Municipal Structures Act, 1998 (No. 117 of 1998) to support the eight local municipalities within its area of jurisdiction so that they are self-sufficient and can manage their own affairs. In this light, CHDM has a responsibility to ensure that the needs and priorities of the eight local municipalities are reflected on the IDP document of the CHDM.

The IDP is aimed at integrated development and management of the area under the authority of the municipality and is developed in terms of its allocated powers and duties. It seeks to promote integration by balancing the social, economic and ecological aspects of sustainability without compromising the institutional capacity required in implementation. However, municipalities are required by law to involve and consult their communities when preparing, implementing and reviewing their IDPs. The Chris Hani District Municipality appears to have committed to this legislative requirement as the motto of the municipality is “Sustaining Growth Through Our People”.

The nature and magnitude of public participation in the integrated development planning of CHDM is the key focus of this study. The study is aimed at deepening our understanding of the extent, causes and effects of the lack of public participation in local government. The researcher’s main interest in this study is based on the fact that councillors, ward committees, traditional leaders, business forums and community members at large are supposed to play a critical role in the IDP making process. Integrated development planning gives councillors an opportunity to make decisions based on the needs and aspirations of the communities they represent.

This study was considered to be worth undertaking based on the fact that the South African local government sphere is faced with challenges emanating primarily from service delivery. The findings of this study will undoubtedly benefit CHDM. The
recommendations of the study could help improving public participation and ultimately service delivery provision.

1.4 THE AIMS AND OBJECTIVES OF THE STUDY

The overall aim of the study was to explore the role of public participation in the Integrated Development Planning process of the Chris Hani District Municipality.

The study was intended to meet the following objectives namely to:

• understand the IDP making process,
• establish the importance of public participation in local government,
• establish which mechanisms and methods can be employed to ensure maximum participation of members of the public in the IDP making process,
• understand the role played by the municipality to encourage public participation in the IDP processes,
• understand the influence of IDP in service delivery, and
• make recommendations based on the findings.

1.5 THE RESEARCH QUESTIONS

The Chris Hani District Municipality, as mandated by the Municipal Systems Act, 2000 (No. 32 of 2000) has a responsibility to encourage, and create conditions for the local community to participate in the affairs of the municipality, included in Integrated Development Planning.

This study was guided by the following questions:

• Who are the participants in the IDP process of CHDM?
• How are the members of the public informed of the IDP process of CHDM?
• Are members of the public given a platform to contribute to the IDP making process?
• What role do the local municipalities play in the IDP process of CHDM?
1.6 PRELIMINARY LITERATURE REVIEW

According to Denscombe (2010: 29) the literature review puts the research in context. In other words, it demonstrates the relevance of the research by showing how it addresses questions that arise from a careful and considered evaluation of what has been done so far, and how the current research aims to ‘fill in the gaps’. Denscombe maintains that literature reviewing tends to serve four main functions:

- identifying the intellectual origins of the work,
- showing familiarity with existing ideas, information and practices related to the area of interest,
- justifying the choice of research topic and approach as necessary and timely,
- developing and refining the research questions and aims of the research.

A wide range of sources were consulted to explore and describe the constitutional and legislative requirements for public participation, the importance of public participation, IDP guidelines, the role-players in the IDP process and the relationship between the IDP and public participation.

According to Section 152 (1) of the Constitution of the Republic of South Africa (1996), “local government must encourage the involvement of communities and community organisations in matters of local government”. This implies going beyond consulting communities as an aid to deliberation. Further, the Municipal Systems Act, 2000 (No. 32 of 2000), Section 16, obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and for this purpose to encourage and create conditions for the local community to participate in the affairs of the municipality, including:

(i) integrated development planning;
(ii) the performance management system;
(iii) performance;
(iv) the budget; and
(v) strategic decisions relating to services.

The Municipal Structures Act, 1997 (No. 117 of 1998) establishes ward committees to help local councils to consult communities on key municipal processes. The ward
committees, consisting of ten people and chaired by a ward councillor, are intended to act as the main means of communication between the council and the local communities.

While the requirements of the Municipal Structures Act, 1998 (No. of 1998) and the Municipal Systems Act, 2000 (No. 32 of 2000) are the most fundamental concerning public participation in municipalities, many other pieces of legislation exist which may be applied to the other municipal functions, albeit in more modest ways. The Municipal Finance Management Act, 2003 (No. 46 of 2003) requires that the Annual Report of a municipality be made public. In addition, the Promotion of Access to Information Act, 2000 (No. 2 of 2000) governs community access to municipal information.

Therefore, a review of the legislation reveals that the opportunities created for public participation, whether through ward committees or public meetings, are overwhelmingly forms of public consultation rather than the actual participation of civil society or local communities in decision-making or implementation.

Buccus, Hemson, Hicks and Piper (2007: 6) claim that throughout the world, and especially in Africa, public participation is seen as a means to:

(i) enhance development and service delivery;
(ii) improve governance; and
(iii) deepen democracy.

Bruch (2002: 166) cites the World Bank’s definition of public participation, which states: “Participation is a process in which stakeholders influence and share control over development initiatives and the decisions and the resources which affect them”. This definition directly links public participation to development; probably the most common context in which public participation is invoked.

In spite of continued challenges to public participation, there have always been those who have actively committed themselves to establishing increased participation on the basis of the democratic rights of all citizens. Bekker (1996: 75) highlights the advantages of citizen participation as:

(i) reduction of psychological suffering and apathy;
(ii) positive application of citizen powers;
(iii) willingness to sustain deprivation;
(iv) converting opponents;
(v) information dissemination;
(vi) restraining the abuse of authority; and
(vii) the inalienable rights of citizens.

In South African context public participation in local government can be justified in three ways (development, state-building and democracy). The Draft National Policy Framework for Public Participation (2005) states that public participation could be promoted in order to make development plans and services more relevant to local needs and conditions (development), in order to hand over responsibility for services and promote community action (state-building) and to empower local communities to have control over their own lives and livelihoods (democracy).

In addition, community participation in the development process entails the involvement of citizens, especially the disadvantaged groups, in influencing policies at the local level (GGLN, 2011: 56). In the new South Africa for example, the dominant democratic discourse is still an active citizen who freely participates in the voting processes. The assumption is that the elected officials representing the citizens declare the noble ideas of an inclusive society by representing their specific constituencies in all spheres of government, as opposed to the electorate participating directly at all levels of decision-making in all spheres of government.

Subban and Theron (2013: 21) claim that prior to 1994, local government was mainly concerned with service provision and implementation of regulations. However, the role of local government was greatly expanded with the introduction of the Constitution of the Republic of South Africa in 1996 and related new legislative and policy frameworks for local government. As a result, municipalities were required to be developmental in approach and activities. The value of the IDP process for municipalities lay in formulating focused plans and development priorities.

Furthermore, the approach would assist avoiding wasteful expenditure and perpetuating past spending patterns, seen as common challenges in municipal governance (Subban and Theron, 2013: 21). In other words, the notion of adopting a
more business-based approach was not to run councils like companies, but to ensure that scarce resources were spent effectively, efficiently and economically.

Integrated Development Planning is a process through which municipalities prepare a strategic development plan which extends over a five year period. According to Local Government (2000: 4) the IDP is a product of the IDP process. It is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making processes in a municipality. Tshabalala and Lombard (2009: 397) maintain that the IDP provides an opportunity for both the community and the municipality to deliberate and interact on issues of local government. At the level of the IDP, interaction centres mainly around local government, which affects the social, economic and physical conditions in which a given community exists.

The IDP involves a process comprising five phases: Starting with an analysis of local needs. These processes establish the priorities, define the local vision and design projects to meet the needs and integrate these projects with other programmes, and finally adopt the IDP. The IDP is also an outcome of consultations with community members, which is documented and endorsed as a planning document. The Municipal Systems Act, 2000 (No. 32 of 2000) regards the community as a key-role player in the IDP process. Moreover, Local Government (2000: 4) states that through the Integrated Development Planning a municipality can:

- identify its key development priorities;
- formulate a clear vision, mission and values;
- formulate appropriate strategies;
- develop the appropriate organisational structure and systems to realise the vision and mission; and
- align resources with development priorities.

The IDP is prepared by all categories of municipalities, such as local, district and metropolitan municipalities, for a five-year period which coincides with the term of the elected council (Harrison, 2006: 186).
The IDP is primarily a plan concerned with directing and coordinating the activities of an elected municipal authority. Although the IDP was initially conceived as an instrument of local planning and coordination, it is now linked, in an intergovernmental planning system, with instruments such as national government's Medium-Term Strategic Framework (MTSF) and Provincial Growth and Development Strategy (PGDS). According to Local Government (2000: 21), drafting an IDP requires a comprehensive planning process and the involvement of a wide range of internal and external role players. The Implementation of IDP is the duty of the municipal manager and senior management of the municipality. The preparation process is referred to as the Process Plan. The Municipal Systems Act, 2000 (No. 32 of 2000) regulates the preparation of the process plan in order to ensure that the IDP process complies with certain minimum quality standards and that proper coordination between and within the spheres of government is established. It requires the adoption of a process set out in writing by each municipality, which is supposed to guide the planning, drafting, adoption and review of the IDP. According to Local Government (2000: 21) the process plan has to include the following:

- a programme specifying time frames for the different planning phases;
- appropriate mechanisms, processes and procedures for consultation with and participation of local communities, organs of state, traditional authorities, and other stakeholders in the IDP process; and
- the identification of all plans and planning requirements binding on the municipality in terms of provincial and national legislation.

The municipality must, therefore, notify the local community of the particulars of the process it intends to follow.

The White Paper on Local Government (1998), Section B (3.1.1), affirms that integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long term. The IDP includes:

- an assessment of current social, economic and environmental reality in the municipal area;
- determination of community needs through close consultation;
• prioritization of the needs in order of urgency and long term importance;
• the development of frameworks and goals to meet these needs;
• the formulation of strategies to achieve the goals within specific time frames;
• the implementation of projects and programmes to achieve key objectives; and
• the use of monitoring tools to measure impact and performance.

According to www.etu.org.za/toolbox/docs/localgov/webidp there are six reasons why a municipality should have an IDP:

• effective use of scarce resources;
• it helps to speed up service delivery;
• it helps to secure additional funds;
• it strengthens democracy;
• it helps to overcome the legacy left by apartheid; and
• it promotes co-ordination between local, provincial and national government.

According to www.etu.org.za/toolbox/docs/localgov/webidp the following are the stakeholders in the IDP process:

(i) the Municipality, as the IDP guides the development plans of the local municipality;
(ii) ward councillors and ward committees. Ward councillors make decisions based on the needs and aspirations of their constituencies and ward committees assist the ward councillors to achieve that;
(iii) community members. Local councils are required to encourage and to create conditions for local communities to participate in the preparation, implementation and review of IDPs; and
(iv) national and provincial sector departments. The various departments should participate in the IDP process so that they can be guided on how to use their resources to address local needs.

An important feature of integrated development planning is the obligation imposed on municipalities to encourage and create conditions for local communities to participate in the preparation, implementation and review of IDPs. It is believed that by promoting
public participation in the design and implementation of plans and policies aimed at promoting the pursuit of social justice, government can better understand and priorities the actual needs of the poor (Fuo, 2013: 259). In drafting an IDP, each municipality is required to use the mechanisms, processes and procedures established in accordance with Chapter 4 of the Municipal Systems Act to ensure that local communities are consulted about their development needs and priorities and that they participate in the drafting of the IDP.

Furthermore, municipalities are obliged to identify and consult traditional authorities and other role players such as civil society organisations in the process of drafting IDPs. Municipalities, as part of their obligation to promote public participation in the IDP process, are required to use their resources and annually allocate funds for building the capacity of community members, councillors and council officials, to enable them to participate in local governance generally. The Municipal Systems Act, 2000 (No. 32 of 2000) also requires municipalities to put in place measures to ensure that people who cannot read or write, women, people living with disabilities and other disadvantaged people participate in the IDP process. In some municipalities, IDP Representative Forums and ward committees are the preferred channels used to ensure that community, residents and civil society organisations participate in the IDP process (Fuo, 2013: 260). An IDP forum is established to encourage the participation of communities and other stakeholders in the IDP process. The purpose of the IDP forum is to: provide an opportunity for stakeholders to represent the interests of their constituencies, provide a platform for discussion, negotiations and joint decision making, ensure proper communication between all stakeholders and the municipality; and monitor the planning and the implementation process.

The forum may be composed of members of the executive committee of the council, councillors including district councillors, traditional leaders, ward committee representatives, senior government officials from various departments, and other representatives from the community.

The council should approve a strategy for public participation. This strategy must decide on:

- the roles of the different stakeholders during the participation process;
• ways to encourage the participation of unorganised groups;
• methods to ensure participation during the different phases of planning;
• time-frames for public and stakeholder response, inputs and comments, ways to disseminate information; and
• the means to collect information on community needs.

1.7 RESEARCH DESIGN

Denscombe (2010: 99) declares that a good research design does three things; first, it provides a description of the various components of the investigation. Second, it provides a rationale for the choice of research strategy in relation to the research questions. Third, a research design explains how the key components of a research project link together.

In this study, the researcher scrutinized statutory framework such as the Constitution of the Republic of South Africa, 1996, the Municipal Systems Act, 2000 (No. 32 of 2000) and the White Paper on Local Government (1998) which discuss the involvement of community members in the integrated development planning process in municipalities. Further, other official documentation that is related and relevant to an analysis of public participation in the IDP process, such as articles, was reviewed.

1.8 RESEARCH METHODOLOGY

The research methodology followed for this study was qualitative approach. According to Babbie and Mouton (2001: 53) qualitative research is especially appropriate to the study of those attitudes and behaviours best understood within their natural setting, as opposed to the somewhat artificial settings of experiments and surveys. In qualitative research, the researcher looks at people in their particular context. The context can include sampling the population’s pasts, as well as the situation in which they currently find themselves (Winberg, 1997: 41). Therefore, this study is qualitative in nature, mainly because it focused on the personal experiences and interpretations of the sample group with respect to the role of public participation in the IDP process.
1.9 SAMPLE POPULATION

Sarantakos (1997: 25) contends that to achieve representativeness is one of the aims of sampling and several methods have been devised for this purpose. Most of these methods deal with probability sampling as well as determining the right sample size and composition of the sample in general. Leedy (1997: 211) defines sampling as the process of choosing from a much larger population, a group about which one wishes to make generalised statements so that the selected part will represent the total group.

The targeted population were the councillors and municipal officials. CHDM has eight local municipalities and seventeen Proportional Representation Councillors from the eight local municipalities. Six councillors and seven municipal officials, from the IPED, Office of the Municipal Manager and the Communication Department, formed part of the study.

1.10 DATA COLLECTION TECHNIQUES

For the purpose of collecting data, the researcher conducted face-to-face interviews with six councillors of CHDM to determine their role in promoting public participation in the IDP process. Kumar (1999: 109) notes that interviewing is a commonly used method of collecting information from people because it can be very flexible when the interviewer has the freedom to formulate questions as they come to mind around the issue being investigated.

Furthermore, the municipal officials from the IPED department, the Municipal Manager’s Office and the Communications department contributed to the study through semi-structured interviews. Semi-structured interviews are open, allowing new ideas to be brought up during the interview as a result of what the interviewee says. The researcher interviewed eight municipal officials, ranging from managers to officers involved in public participation and integrated development planning in the municipality. For example, the IDP manager, the IDP planner, the communications manager, communications officers, the manager in the Municipal Manager's Office and institutional and social development officers.
The researcher collected data and recorded interviews using a recording device and also took notes during the interviews.

1.11 DATA ANALYSIS AND INTERPRETATION

The data was gathered from structured interviews with the councillors and semi-structured interviews with the municipal officials which were analysed by the researcher. The researcher transcribed the data recordings and used the NVivo 11 software to analyse and interpret collected data. Gibbs (2002: 17) asserts that NVivo performs two functions. Firstly, it supports the storing and manipulation of texts and documents, and secondly, interprets the creation and manipulation of codes, known in NVivo as nodes. Nvivo is used by government agencies, businesses and academics as a platform for analysing unstructured data (QSR International).

Analysis of the data enabled the researcher to pronounce his findings regarding public participation in the IDP making process of CHDM.

1.12 ETHICAL CONSIDERATIONS

The researcher was open and honest with the respondents by fully disclosing the purpose of the study. The researcher also took into consideration the ethical principles of scientific research as claimed by Babbie (2004: 65):

- **Voluntary Participation**: The participants were not forced to reveal personal information about themselves. The participants were informed that they could withdraw from the study at any time without being penalised when they felt the need to do so. A letter of consent to voluntarily participate in the study was obtained;

- **Confidentiality and Anonymity**: The participants were informed that the researcher would be the only person with access to the information they provided. The names of the participants would not appear in any document when the final report was written; and

- **No harm to the participants**: Physical, verbal and emotional harm to the participants was avoided at all costs,
Before conducting the study, the researcher first applied for ethics approval from the Nelson Mandela Metropolitan University to conduct the study. Ethics clearance to conduct the study was approved by the Higher Degrees sub-committee of the Faculty of Arts Faculty Postgraduate Studies Committee, with reference no: H/15/ART/PGS-0033.

1.13 CHAPTER OUTLINE

CHAPTER ONE: GENERAL INTRODUCTION

This chapter provides an introduction and background of the study. It introduces the topic, the rationale for the study, the aims and objectives of the study, the research question, a preliminary literature review, and the methodology to be employed in the study.

CHAPTER TWO: LITERATURE REVIEW

This chapter presents the literature review in the form of statutory and theoretical framework on public participation and integrated development planning in local government.

CHAPTER THREE: RESEARCH METHODOLOGY

This chapter outlines the research methodology followed in the study. The research design, data collection techniques and population sampling will be discussed.

CHAPTER FOUR: DATA COLLECTION PROCESS, PRESENTATION OF FINDINGS AND ANALYSIS

This chapter details the data collection procedures, presentation of findings and analysis of data collected from the councillors and municipal officials.

CHAPTER FIVE: RECOMMENDATIONS AND CONCLUSION

This chapter sums up the study and provides recommendations based on the data presented in Chapter four.
CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION

This Chapter presents an overview of the literature which is applicable to the study of the role of public participation in the integrated development planning process of the Chris Hani District Municipality. It focuses, in depth, on the theoretical context, policy prescripts and legislative framework that informs this study. The literature consulted is aimed at exploring the background, purpose, significance and the role of public participation in the integrated development planning process in local government. This chapter also pays attention to the need for integrated development planning in order to enhance service delivery in municipalities.

2.2 WHAT IS PUBLIC PARTICIPATION?

Creighton (2005: 7) claims that public participation is the process by which public concerns, needs and values are assimilated into governmental and corporate decision making. In other words, public participation is two-way communication and interaction, with the overall goal of better decisions that are supported by the public. According to Creighton (2005: 7) the definition of public participation includes at least these elements:

- public participation applies to administrative decisions, that is, those typically made by agencies (and sometimes by private organisations), not elected officials;
- public participation is not just providing information to the public. There is interaction between the organisation making the decision and the people who want to participate;
- there is an organised process for involving the public. It is not something that happens accidentally or coincidently; and
- the participants have some level of impact or influence on the decision being made.
Furthermore, the International Association for Public Participation (IAP2 Core Values) approaches the definition of public participation by defining core values of public participation. These include:

- the public should have a say in decisions about actions that affect their lives;
- public participation includes the promise that the public’s contribution will influence the decision;
- the public participation process communicates the interests and meets the process needs of all participants;
- the public participation process seeks out and facilitates the involvement of those potentially affected;
- the public participation process involves participants in defining how they participate;
- the public participation process provides participants with the information they need to participate in a meaningful way; and
- the public participation process communicates to participants how their input affected the decision.

McEwan (2003: 472) defines public participation as the act of allowing individual citizens within a community to take part in the formulation of policies and proposals on issues that affect the whole community. However, some definitions of public participation not only emphasise community involvement in the process of local development, but also demand that social development leads to the empowerment of community members. This involves social change to bring about improved living standards within the community. In South Africa, emphasis on participation is significant and the formerly disadvantaged must be central targets for participation as key to social development. McEwan proclaims that it is imperative to explore the relative successes and failures of translating policy into meaningful and effective participation at the local level, and whether the structured participation outlined in IDP legislation will enable radical participation for all members of the public.
2.3 STATUTORY FRAMEWORK FOR PUBLIC PARTICIPATION

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), establishes that municipalities are required to be developmental in their approach and activities in order to give priority to the basic needs of the community. As a result, Section 152 (1) enumerates a number of objectives of local government, including that local government must “encourage the involvement of the communities and community organisations in matters of local government”. Ijeoma (2013: 399) adds that this does not only limit the scope of the inclusion of individual citizens in decision making, it also encompasses Community Based Organisations (CBOs) as well as Non-Governmental Organisations (NGOs). This makes local government a platform for public participation.

Houston (2001: 209) contends that the initial enabling legislation for public participation in the planning processes of local government was the Development Facilitation Act, 1995 (No. 67 of 1995). This Act placed a responsibility on all local councils to prepare land development objectives that define the nature and extent of development over a five year-term. These land development objectives were to be created for service delivery, land-use control, environmental planning and development strategies. In essence, local government structures were required to seek public participation in the setting of these objectives under Section 27 of the Act, which stipulates that land development objectives must be set in a “manner in which members of the public and interested bodies shall be consulted”.

The Municipal Structures Act, 1998 (No. 117 of 1998), states that for municipalities to meet their objectives, they must establish mechanisms, processes and procedures to enable community participation. Section 19 of the Act requires that each municipality is obliged to develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers. The Act, in Section 72, also establishes ward committees to act as communication channels between the municipality and the community.

The Municipal Systems Act, 2000 (No. 32 of 2000), provides for the core principles, mechanisms, and processes that are necessary to work in partnership with the community. For this, Chapter 4 of the Act deals with community participation and
obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Gray and Mare (2002: 4) argue that Chapter 4 of the Municipal Systems Act emphasises three elements of participatory governance. First, municipalities must foster participation in the IDP process, performance management, the budget process, and strategic decisions regarding service delivery. Second, they must enable participation through capacity building in communities among staff and councillors. Lastly, funds must be allocated and utilised for the above purposes.


Ijeoma (2013: 420) states that it provides three approaches that can help municipalities become more developmentally-orientated. These approaches are:

- integrated development planning and budgeting;
- performance management; and
- working together with local citizens and community organisations.

Section B (3.3) of the White Paper on Local Government (1998) suggests ways in which municipalities can engage citizens and community groups in the affairs of municipal governance in their capacities as voters, citizens affected by municipal policy, consumer, and end-users of municipal services, and partners in resource mobilisation for the development of municipal areas. These mechanisms include ward committees, budget consultations and IDP forums.

Moreover, the Municipal Finance Management Act, 2003 (No. 46 of 2003), which requires the Annual Report of a municipality to be made public, and the Promotion of Access to Information Act, (No. 2 of 2000), which governs community access to municipal information, are examples of many other pieces of legislation which pronounce the need for public participation in local government.
2.4 THE VALUE OF PUBLIC PARTICIPATION IN LOCAL GOVERNMENT IN SOUTH AFRICA

The subject of public participation is of crucial importance in a democratic government such as South Africa’s. Mzimakwe (2010: 512) claims that public participation touches the core of the relationship between citizens and their government. This relationship is supposed to be uniquely close and interdependent. Kroukamp (2002: 52) contends that public participation is costly, time consuming and frustrating, but cannot dispense with it because of the following values it carries:

- firstly, public participation, in and of itself, constitutes affirmative activity – an exercise of the very initiative, the creativity, the self-reliance, the faith that specific programmes such as education and others seek to instil. Participation is the necessary concomitant of the people’s faith in the dignity and worth of the individual. It implies that the public wrestle with the meaning of such normative and practical concerns as social equity, citizenship, social conflict, co-operation, democratic theory and the public interest;

- secondly, public participation is a means of mobilising the resources and energies of the poor. In the South African situation, those in the informal settlements surrounding many urban areas are a living example of passive consumers of the services to producers of those services. Public participation thus exerts pressure to increase mass production for mass consumption;

- thirdly, public participation constitutes a source of special insight, of information, of knowledge and experience that cannot be ignored by those concerned, and their efforts should fulfil their aims in South Africa’s comprehensive action programmes. These were devised by professionals and accepted by the dominant social, political, education and economic institutions and they represent consensus of the majority on how to solve social problems;

- fourthly, vigorous, continued public participation is necessary for consolidating democracy. The value of democracy is ensured through experiencing it first-hand. This might be in a procedural, formal sense when participation for many are confined to electing their representatives periodically and regularly; and

- lastly, public participation in governance has an instrumental purpose too. If by participating, the public are able to satisfy their needs, and even their demands,
by observing the rules of the game of democracy, then there is all the more reason to support the game, and indeed nurture it.

The democratic election of citizens to the local authority constitutes a form of public participation. Together with this democratic participation of citizens in municipal affairs, is the fact that they may also take part in the planning or implementation of specific programmes. Public participation also includes the information which they receive regarding administrative and political matters related to their local area. This entails, among other things, information disseminated by the administration, and the fact that local authority meetings are open to the press and members of the public. Ismail, Bayat and Meyer (1997: 111) propose that in order to encourage broader citizen participation, local authorities will need to:

- consult citizens and obtain their views on critical issues through social surveys, questionnaires, exhibitions, community forums and advisory panels;
- create mechanisms through which citizens can establish voluntary and interest groups to facilitate interaction between councillors and officials;
- provide information to citizens pertaining to taxes, service delivery, service performance and targets;
- create forums for meetings, workshops, seminars and conferences to discuss and debate important issues or a detailed agenda of issues, problems and alternatives;
- establish telephone communications, including hot-lines, with citizens; and
- make provision for citizens’ enquiries and opinion polls.

This all implies that extensive public participation should be encouraged by all local authorities. Public participation in the preparation of decisions will expand the volume of information available to the decision-makers. As a result, it is likely that the citizen’s loyalty to his/her community will be strengthened because citizen responsibility has been enhanced.
2.5 PRECONDITIONS FOR CITIZEN PARTICIPATION AND EFFECTIVE GOVERNANCE

According to Theron, Van Rooyen and Van Baalen (2000:29) governance is a process in which power and authority is exercised between and within institutions in the state and civil society, around the allocation of resources. In the process of participation in governance, citizens should be informed about the factors that may affect the efficiency of government activities (Nzimakwe, 2008: 48). These factors should be understood and should serve as guiding principles for citizens in order to ensure that the concept of governance will succeed. These factors are inter alia the:

- Determination of goals. The effects of economic, social, constitutional and other factors on the identification and prioritisation of goals for service delivery are well known. Contributions by the public cannot be made in isolation. Therefore, it is essential for citizens to have access to relevant information to broaden their vision;
- the misconception that the national and provincial spheres of government have unlimited financial resources that have to be reallocated to address the basic needs of the people. What citizens should understand, is the fact that government is continuously under pressure to do more with less;
- The human factor. The difference in opinion of individuals could become so serious that it may negatively affect service delivery. It is important that the participants in governance should promote common goals rather than impose their personal value considerations or minority views on others;
- cultural diversity should be acknowledged as public administration and management, specifically in South Africa, requires knowledge of and sensitivity to intercultural relations pertaining to the diversity of cultures that exist; and
- to equalise the divergent approaches to citizen participation and disadvantaged groups in South Africa. Education can be used as a mechanism to facilitate this process. Public Managers can play a crucial role in educating the members of a community to assist them in carrying out their roles.
2.5.1 Public Information, Consultation and Public Meetings as a Basis for Public Participation

Fedorcio, Heaton and Madden (1991: 65) assume that information plays a vital role in determining the quality of service which is delivered by local authorities. It is also provided as a public service in itself, and councils need to gather information from the public on their views about policies and services. Information provision at the front-line makes all the difference between creating the best first impression or alternatively a poor image of the municipality in the mind of the public. Councils have continually sought to improve their public relations by introducing a consumer-orientated approach to service delivery. An example of this is training of front-line staff to be customer friendly, courteous and to be well equipped with municipal information, and sign posts to direct the public when visiting municipality offices. Councils hold vast amounts of information, not just about their own services, but also about other public sector services, including health, social development, housing and employment.

Fedorcio, et al. (1991: 68) argues that public consultation gets a bad name when a council confuses information with consultation. In this regard, consultation is more than just passing on information about council decisions, policies or procedures. It takes place before decisions are taken, policies agreed or actions taken. Consultation needs to take place in the right climate. A council which consults should be establishing a real dialogue with the people it serves, asking for their views on the issues which affect their lives and those of others in their community. The White Paper on Transforming Public Service Delivery (1997: 16) suggests that there are many ways to consult users of public services. These include customer surveys, interviews with individual users, consultation groups, and meetings with consumer representative bodies, NGOs and CBOs, including bodies representing previously disadvantaged groups.

Public meetings have long been used as a means of both giving and receiving information. According to Fedorcio et al. (1991: 69) the personal interaction at a face-to-face gathering can do far more for communication than any written exchange. The time and place of a public meeting should be flexible; not for the convenience of the council but for the numbers of the community who are expected to attend. Access for people with disabilities, translation, provision of transport and giving an early notice
about the meeting may help to reach a larger crowd from the members of the community.

2.5.2 Municipal-Community Partnerships as a Tool for Public Participation

A common theme that underscores both perspectives is the need to promote new forms of engagement between government, civil society, the private sector and the citizens. These are normally understood to be partnerships. Municipal-community partnerships (MCPs) are one type of partnership, which assume different forms and entail different levels of complexity, depending on resource endowments, institutional capabilities and development priorities (Parnell, Pieterse, Swilling and Wooldridge, 2002: 266). Hence, it can be said that partnerships between government and civil society organisations:

• deepen and sustain participatory approaches to service delivery and infrastructure provision;
• facilitate large-scale government programmes, which may include conceptualisation, implementation, service delivery and monitoring and evaluation;
• contribute to policy formulation and socially responsive development interventions through structured and unstructured interactions; and
• improve access for the poor to goods and services and effects both incremental change in municipal policies and procedures and substantive change in rules, norms and values so that there is a fundamental change in favour of the poor.

Cranko and Khan (2014: 32) maintain that MCPs are an example of one institutional strategy that can help meet developmental needs at a local level. They should not be seen as vehicles purely for community participation, nor as a panaceas for extending infrastructural services to poor people. They are a service delivery and governance tool which, in the context of meeting developmental needs of poor people with respect to all municipal functions, sometimes demonstrate a competitive advantage over other approaches.

Therefore, MCPs are an example of a public participation strategy that can help meet the needs of citizens in a manner that pushes state and civil society towards
democracy-enhancing roles. Moreover, successful MCPs are understood as service delivery and governance mechanisms which include three key elements: organisational effectiveness; extending basic services to address areas of greatest unmet need and poverty; and community empowerment and deepening of the social contract at municipal level.

2.5.3 The Role of Ward Committees in Promoting Public Participation

The dawn of democracy in 1994 has seen South Africa to be committed to participatory governance. Both government and civil society have been given legal standing and encouragement through the country’s Constitution and other pieces of democratic enabling legislation. At the level of local government, the commitment to participatory governance is reflected in an impressive multitude of laws and policy documents. It is intended to be realised through new modalities of development that require formal participatory processes and institutions in local governance (Smith, 2008: 4). Since 2001, ward committees have emerged as a key institutional mechanism intended to contribute toward bringing about people-centred, participatory and democratic local governance. The rationale for ward committees is to supplement the role of elected councillors by creating a bridge between communities and the political and administrative structures of municipalities. Ward committees have been the focus of considerable attention by government, as well as civil society, with substantial investment already made in an attempt to ensure that these structures have the necessary capacity and resources required for them to fulfil their envisaged roles as the voice of communities. They provide an important channel for citizens to have their voices heard at municipal level.

The concept of ward committees was first introduced by the Municipal Structures Act, 1998 (No. 117 of 1998). Chapter 4 of the Act sets out the composition and election of ward committees, as well as a framework for the powers and functions of ward committees, the term of office and procedures for dealing with vacancies and the dissolution of ward committees. According to Section 74 of the Act a ward committee may make recommendations on any matter affecting its ward.

Chapter 4 of the Municipal Systems Act, 2000 (No. 32 of 2000) indicates that ward committees are one of the structures through which participation by local community
in the affairs of the municipality must take place. The Act draws specific attention to
the fact that municipalities should facilitate the participation of the local community in
all processes related to their IDPs and performance management systems, as well as
the preparation of municipal budgets, and strategic decisions relating to the provision
of municipal services. These are the principal processes in which ward committees
are expected to participate.

The Department of Provincial and Local Government (dplgGTZ, 2005) gazetted
Guidelines for the Establishment and Operation of Municipal Ward Committees. The
Guidelines assert that the object of ward committees is to enhance participatory
democracy in local government. The Guidelines offer some possible powers and
duties that municipalities may delegate to ward committees namely:

a) To serve as an official specialised participatory structure in the municipality.
b) To create formal unbiased communication channels, as well as cooperative
partnerships between the community and the council through:

(i) advising and making recommendations to the ward councillor on matters
and policy affecting the ward;
(ii) assisting the ward in identifying challenges and needs of residents;
(iii) disseminating information in the ward concerning municipal affairs;
(iv) receiving queries and complaints from residents concerning municipal
service delivery, communicating these to council and providing feedback
to the community;
(v) ensuring constructive and harmonious interaction between the
municipality and community through the use and coordination of ward
residents meetings and other community development forums; and
(vi) interacting with other forums and organisations on matters affecting the
ward.

c) To serve as a mobilising agent for community action within the ward. For
example, ensuring the active participation of the community in service payment
campaigns, IDP and budget processes and decisions about municipal service
and by-laws.
2.6 WHAT IS INTEGRATED DEVELOPMENT PLANNING?

The concept of integrated development planning was first introduced into municipal law when the Local Government Transition Act, 1993 (No. 203 of 1993) was amended by Act 97 of 1996, which required metropolitan councils to have an IDP and permitted district councils to formulate and implement an IDP for a local council, a rural council or a representative council (Craythorne, 2006: 145).

Local Government Transition Act Second Amendment Act, 1996 (No. 97 of 1996) defined an IDP as “a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled having regard to the general principles contained in Chapter 1 of the Development Facilitation Act, 1995 (No. 67 of 1995), and where applicable, having regard to the subject matter of a land development objective contemplated in Chapter 4 of the Act”. The Municipal Systems Act, 2000 (No. 32 of 2000) replaces what was defined in the Local Government Transition Act, 1993 (No. 203 of 1993) in its entirely and now specifies all aspects of the IDP.

Venter and Landsberg (2011: 146) identifies an integrated development plan as a municipality’s principal strategic planning document. It is the most significant document prepared by a municipality, as it affects all aspects of local government activities. To better understand the meaning of integrated development planning, Venter and Landsberg make an analysis of each of the constituent words:

There are three types of integration. Firstly, there is the integration between the activities of the national, provincial and local spheres of government. This could include aspects such as human settlements, health care, water provision, tourism and social services. It is for this reason that, during the IDP planning workshops, there should be representation from the sectoral departments of both provincial and national government. The second level of integration is between municipalities themselves. It is a requirement that a district municipality should provide a framework for the IDPs of the local municipalities within its area of jurisdiction. The third level of integration is within a municipality itself, where the different departments should integrate their activities so that the vision statement can be achieved. In addition to the above-
mentioned stakeholders, the local community must also be integrated in the drafting of a municipality’s IDP.

The second component of an IDP is that a developmental approach is required of all three spheres of government, and very specifically of local government. Section 152 of the Constitution states that a municipality must promote social and economic development as one of its objectives, and Section 195 requires that public administration must be development orientated.

Much more than just a plan, this involves strategies, programmes, the setting of goals and objectives, and action steps. It is a five-year route map that informs all municipal activities during the term of office of a municipal council, and the departure point and source document for all other plans including budgetary planning.

2.7. INTEGRATED DEVELOPMENT PLANNING STATUTORY FRAMEWORK

According to Craythorne (2006: 146) the Constitution implies that a municipality must practice integrated development planning in that it requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community. Section 152 (1) of the Constitution outlines the following as the core objects of local government:

a) To promote democratic and accountable government for local communities.

b) To ensure the provision of services to communities in a sustainable manner.

c) To promote social and economic development.

d) To promote a safe and healthy environment.

e) To encourage the involvement of communities and community organisations in the matters of local government.

Chapter 5 of the Municipal Systems Act, 2000 (No. 32 of 2000), obliges all municipalities in South Africa to compile a five-year strategic plan (IDPs). Section 25 of the Act states that each municipal council must, within a prescribed period after the
start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which:

a) Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;

b) Aligns the resources and capacity of the municipality with the implementation of the plan;

c) Forms the policy framework and general basis on which budgets must be based;

d) Complies with the provisions of this Chapter; and

e) Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation?

The White Paper on Local Government (1998) pronounces that South African municipalities are faced with enormous challenges in developing sustainable settlements which meet the needs and improve the quality of life of local communities. To meet these challenges, municipalities need IDPs to understand the various dynamics operating within their area, develop a concrete vision for the municipality, and strategies for realising and financing that vision in partnership with other stakeholders. For this, Section B (3.1.1.) of the White Paper on Local Government tables the following main steps in producing an integrated development plan for the short, medium and long-term:

- An assessment of the current social, economic and environmental reality in the municipal area;

- A determination of community needs through close consultation;

- An audit of available resources, skills, and capacities;

- A prioritisation of these needs in order of urgency and long-term importance;

- A development of integrated frameworks and goals to meet these needs;

- The formulation of strategies to achieve the goals within specific time frames;

- The implementation of projects and programmes to achieve key goals; and
- The use of monitoring tools to measure impact and performance.

2.8 ADVANTAGES OF INTEGRATED DEVELOPMENT PLANNING

According to Van der Waldt (2014: 111) the IDP helps a municipality to be informed about the development problems affecting its municipal area, and guided by information on available resources, is able to develop and implement appropriate strategies and projects to address the problems facing the municipality. Van der Waldt outlines the following benefits of integrated development planning:

- Integrated development planning is a mechanism to fast-track service delivery by:
  - Ensuring a well-informed, speedy and sustainable decision-making process;
  - Getting the buy-in of all role-players for implementation;
  - Providing a tool that guides where investment should occur; and
  - Arriving at realistic project proposals by taking limited resources into consideration.

- IDP, as an agent of transformation, helps to strengthen democracy and enhance institutional transformation, because decisions are taken in a democratic and transparent manner, rather than by a few influential individuals;

- IDP serves as a vehicle to facilitate communication. Within the municipality, the IDP provides a basis for interaction amongst officials, councillors, community members, the private sector and other role-players to promote strong networks, alliances and partnerships in order to realise the vision of truly developmental local government. In addition, it facilitates a system of communication between the three spheres of government, thus promoting intergovernmental co-ordination;

- Integrated development planning should address the socio-economic imbalances of the society. Outputs of integrated development planning should therefore reflect how the living conditions of the poor will be improved. Through IDP, poverty alleviation can be achieved by:
  - Identifying and prioritising poverty issues;
- Developing multi-sectoral development strategies for poverty alleviation;
- Developing operational strategies that give priority to the employment of the poor in the implementation of projects; and
- Promoting job creation through local economic development programmes, and preparing spatial frameworks that make provision for the spatial integration of the poor into the economy.

- The IDP process facilitates budgeting in accordance with planning by linking the municipal budget to the IDP, as required by legislation. Identifying the priorities in conjunction with the community and other stakeholders and is key in ensuring the budget is best utilised. Strict financial control and effective financial management are not possible unless there is a focused budget;
- IDP is a vehicle to ensure local corporate governance by maintaining the balance between:
  - Economic and social objectives; and
  - Individual and communal objectives, so as to align as closely as possible the interest of individuals, corporations and society.

Furthermore, the White Paper on Local Government, 1998 (Section B 3.1.1), identifies IDPs as the planning and frameworks to help municipalities realise their developmental mandate, as:

- they enable municipalities to align their financial and institutional resources behind agreed policy objectives and programmes;
- they are an important tool to ensure the integration of local activities with other spheres of development planning at provincial, national and international levels, by serving as a basis for communication and interaction;
- they serve as a basis for engagement between local government and the citizenry as the accountable government only has meaning if it is related to concrete issues, plans and resource allocations;
- they enable municipalities to weigh up their obligations and systematically prioritise programmes and resource allocations; and
- they help municipalities to develop a holistic strategy for poverty alleviation.
Reddy (1996: 168) augments that potential benefits accruing to local governments involved in development planning include:

- sustainability of development initiatives of local inhabitants, through councils and councillor. They come to feel a sense of owning projects and programmes; assuming that letter quality information is obtainable and exchanged to the benefit of project planning. The officials and councillors of municipalities are more in touch with local realities such as the aspirations and constraints that can be expected of central or other levels of government;
- easier consultation with local communities so that joint planning between formal institutions of government and communities can be simplified; and
- faster decision-making on issues affecting localities and avoiding the red tape of which central governments stand accused.

The mere creation of local government, however, does not make it developmental. While it may be a necessary condition for local development, it is not sufficient. A multitude of other conditions need to be met if planning is to be effective.

2.9 SCOPE, NATURE AND ROLE OF INTEGRATED DEVELOPMENT PLANS

In South Africa the concept of developmental planning was first introduced in the local government sphere (CoGTA, 2011). It is only more recently as the country has edged towards the notion of a “developmental state”, that national and provincial planning has begun to be emphasised more seriously. It was after the April 2009 national and provincial election that a National Planning Ministry was introduced in the Presidency and a National Planning Commission (NPC) appointed to advise a long-term plan for the country. This national development plan prepared by the NPC will have implications for development planning in local government. The local government planning model at present is Integrated Development Planning.

Former Deputy Minister of Cooperative Governance and Traditional Affairs, Yunus Carrim, claimed that important aspects of the IDP should ideally be based on key elements of the Election Manifesto of the party that wins the elections (CoGTA, 2011).
Fundamentally, an IDP is meant to be a community-driven and community-led municipal strategic plan based on the needs of residents, organised into goals and priorities, and aligned to resources, providing a framework for municipal budgets, programmes and projects. The IDP is reviewed annually before the budget is prepared. The IDP approach marked a major shift away from the previous narrow focus of planning and physical development, which is a holistic and participatory approach, balancing social, economic, and environmental, governance, institutional and financial considerations. To emphasise the importance of IDPs, Carrim referred to:

(i) Section 153 of the Constitution sets out the “developmental duties of municipalities” as:

a) To structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social economic development of the community; and

b) To participate in national and provincial development programmes,

(ii) The White Paper on Local Government (1998), notes that developmental local government is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

(iii) Section 25 of the Municipal Systems Act, 2000 (no. 32 of 2000) requires that “each municipal council must, within a prescribed period after the start of its election term, adopt a single, inclusive and strategic plan for the development of the municipality which:

a) “Links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;

b) Aligns the resources and capacity of the municipality with the implementation of the plan; and

c) Forms the policy framework and general basis on which annual budgets must be based...”. The IDP must be compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation. The IDPs are also meant to provide an open and
transparent basis for communities to evaluate the performance of municipalities.

Each district municipality must, after consulting the local municipalities within its area, develop a district-wide IDP that provides a framework for the local municipalities to decide on their IDPs. The provincial Member of the Executive Council (MEC) responsible for local government has to monitor and assist municipalities to finalise their IDPs. The MEC has to ensure that both the process of adopting IDPs and their content meets the requirements of the law, and that the IDPs of different municipalities are not in conflict with each other, including those of the district municipalities and the local municipalities that fall under them. Should there be a dispute between the provincial government and a municipality about the IDP, an ad-hoc committee of representatives of all three spheres of government has to attend to this. The MEC also intervenes if there is a dispute between a municipality and the community on the drafting, adopting and reviewing of an IDP.

2.10 THE INTEGRATED DEVELOPMENT PLANNING PROCESS

The IDP process plan is a management tool for each municipality which helps with the management of the IDP process on a day-to-day basis. The process plan should fulfil the function of a business plan or an operational plan for the IDP process (IDP Guide Pack, 2000: 5). It should say in a simple and transparent manner what has to happen when, by whom, with whom, and where, and it should include a cost estimate. Consequently, it should be a highly standardised document, which provides an easy overview through formats. The process plan, according to the IDP Guide Pack, must contain:

- Institutional structures to be established for management of the process;
- Approach to public participation;
- Structures to be established for public participation;
- Time schedule for the planning process;
- Roles and responsibilities; and
- How the process will be monitored.
The IDP Guide Pack (2000: 14) declares that the integrated development planning process consists of five phases which need to be followed by all municipalities. These phases are:

2.10.1 Phase 1: Analysis

This phase deals with the existing situation within the municipal area. It is the focused analysis of the type of problems faced by the community members of that particular municipality. These problems include poor service delivery, crime, unemployment and lack of housing. At this phase it is important to determine the priority issues because the municipality will not have sufficient resources to address all the issues identified by different segments of the community.

2.10.2 Phase 2: Strategies

At this phase, once the municipality understands the problems affecting the people of the area and its causes it must then formulate solutions to address the problems. Public Participation during this phase should take the form of a public debate on the appropriate ways to solve the challenges that were identified during the first phase. This phase includes the formulation of the vision, objectives and strategies of the municipality.

2.10.3 Phase 3: Projects

This phase is about the design and specification of projects for implementation. The IDP Pack holds that the municipality must ensure that the identified projects are aligned to the priority issues and the strategic objectives that were identified during the analysis phase. The target group as the beneficiary of the projects, the location of the projects, the time frames of the projects, the role clarification, the resources needed and the people who will fund the projects and the specific indicators to measure the performance of the projects all need to be clarified during this phase.

2.10.4 Phase 4: Integration

Once the projects are identified, the municipality must make sure that they are in line with the municipality’s objectives and strategies, and the resource framework, and
comply with the legal requirements. The municipality has to consolidate its operational strategies which include a five-year financial plan, a five-year capital investment programme, an Integrated Spatial Development Framework, integrated sectoral programmes, consolidated monitoring, a performance management system, a disaster management plan and an institutional plan.

2.10.5 Phase 5: Approval

During this phase, once the IDP has been completed, it has to be submitted to the municipal council for consideration and approval. However, before the council approves the IDP of the municipality, the municipality must give the public an opportunity to comment on the draft IDP. Once the IDP is amended according to the input from the public, the council considers it for approval.

As soon as a municipality adopts its IDP, it must submit a copy of it, together with the process plan to the Member of Executive Council (MEC) responsible for local government to assess whether it complies with the provisions of the Municipal Systems Act and also that it is not in conflict with IDPs and strategies of other municipalities or organs of state.

2.11 THE INTEGRATED DEVELOPMENT PLAN AS A PUBLIC PARTICIPATION MODEL FOR ENHANCED LOCAL GOVERNANCE

Integrated development planning requires that municipal planning should be developmental and should focus on the needs of the poor. According to Mayekiso, Taylor and Maphazi (2013: 191) this is a new approach to planning that involves the entire municipality and its inhabitants in finding the best solutions to achieve sustainable long-term development, as mandated by the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) and the Municipal Systems Act, 2000 (No. 32 of 2000). This legislation guides municipalities on how to plan and facilitate local development initiatives in an integrated manner. Furthermore, the IDP is a master plan that assists municipalities with how they will spend their capital budget for the next five years, and it also allows them to set their budget priorities. However, it should be noted that the IDP is a product of integrated development planning. Ward plans help to ensure that IDPs are more targeted and relevant to addressing the priorities of all
groups, including the most vulnerable. Ward-based planning provides ward committees with a systematic planning and implementation process to perform their roles and responsibilities. For ward committees to become more effective influencing the policymaking process in local government, they will need to be strengthened and nurtured.

2.11.1 Procedures for Public Participation in the IDP Process

The involvement of community and stakeholder organisations is one of the main features about the integrated development planning process. Participation of affected and interested parties ensure that the IDP addresses the real issues that are experienced by the citizens of a municipality. The IDP Guide Pack II (2003: 26) asserts that a public participation strategy in the IDP process needs to be approved by a council. The proposed process for public participation is as follows:

1. The IDP Steering Committee formulates a proposal for the strategy taking into consideration the need to comply with any relevant legislation. For example, The Municipal Systems Act and IDP Regulations.
2. The proposal is submitted to the council for consideration and approval.
3. Once the strategy is approved by council, the IDP Steering Committee has the responsibility to implement it.
4. The IDP Steering Committee presents the strategy to the first meeting of the IDP Representative Forum.

In designing a strategy for public participation in the IDP process, a municipality must take into consideration the following issues:

- the elected council, as the ultimate decision-making forum on IDPS, has to give members of the community an opportunity to provide input on the decisions taken by the council;
- in order to ensure public participation, the legislation requires municipalities to create appropriate conditions that will enable members of the community to participate;
- participation in the IDP process needs clear rules and procedures specifying:
  (i) who is to participate;
(ii) who will not directly participate (but are consulted); and
(iii) on which issues should direct participation or consultation take place?

- the way public participation is structured has to provide sufficient room for diversity within the municipal area in terms of different cultures, gender, and language and education levels; and
- participation costs can be kept at an acceptable level if potential participants are made aware of the fact that it is in their own interest to be involved in the planning process and it is not a task they have to be paid for.

In developing a public participation strategy, the municipality has to ensure that conducive conditions are created for proper and successful participation (IDP Guide Pack II, 2003: 29). Some of those issues to consider include:

- informing communities and stakeholders about the municipality’s intention to embark on the integrated development planning process. For example, through newspapers, community radio stations and through ward councillors;
- the use of appropriate language is important to allow all stakeholders to freely participate;
- the venue and time where public participation events are held can determine the level of attendance;
- draft planning documents should be made accessible for all community members and stakeholders to comment on;
- council meetings on the approval of the IDP should be open to the public; and
- copies of the final IDP must be available to all members of the community and stakeholders.

The municipality through its IDP committee and its councillors, should use all appropriate means, above and beyond creating the necessary conditions, to encourage public participation.

2.11.2 Benefits of Public Participation in the IDP Process

The most significant argument for public participation in developmental local government is the recognition that local government structures are primarily
responsible for serving the needs of the residents and stakeholders in their areas (Houston, 2001: 216). The contention that developmental local government should prioritise service to the community is supported in Section B (3.3) of the White Paper in Local Government (1998) in the following terms:

“One of the strengths of integrated development planning is that it recognises the linkages between development, delivery and democracy. Building democracy is a central role of local government, and municipalities should develop strategies and mechanisms (including, but not limited to, participative planning) to engage continuously with citizens, business and community groups”.

Municipalities require active participation at four levels:

- As voters, to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote;
- As citizens who express, via different stakeholders associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible;
- As consumers and end-users, who expect value-for-money, affordable services and courteous and responsive service; and
- As organised partners involved in the mobilisation of resources for development via for-profit businesses, non-governmental organisations and community-based institutions.

Consequently, the White Paper in Local Government (1998) obliges municipalities to prioritise the needs of residents, communities and other stakeholders, as both citizens of municipal areas and clients of municipal services, in the performance of their tasks. This, in turn requires a great deal of interaction between local authorities and their communities, to ensure that all stakeholders are at least informed about the expectations of the community and the ability of municipalities to deliver services. Moreover, public participation enhances understanding of the impact of policy and programmes, and promotes the development of priorities. Public participation in the IDP process is essential for long-term democratic stability. It promotes legitimacy and public support for the policies and programmes of local authorities, and thereby
ensures democratic stability. Houston (2001: 217) points out that public participation in the IDP process would ensure the fullest support of residents and stakeholders; mobilise community; and private sector resources to make the most of growth and development strategies; and provide a foundation for future development initiatives.

2.12 INFLUENCE OF THE NATIONAL DEVELOPMENT PLAN IN INTEGRATED DEVELOPMENT PLANNING

The National Development Plan offers a long-term perspective and defines a desired direction and identifies the role different sectors of society need to play in reaching that goal (South African Government News Agency, 2013). As a long-term strategic plan, the NDP serves four broad objectives:

(i) providing overarching goals for what South Africa want to achieve by 2030;
(ii) building consensus on the key obstacles to government in achieving these goals and what needs to be done to overcome those obstacles;
(iii) providing a shared long-term strategic framework within which more detailed planning can take place, in order to advance the long-term goals set out in the NDP; and
(iv) creating a basis for making choices about how best to use limited resources.

The Plan aims to ensure that all South Africans attain a decent standard of living, through the elimination of poverty and reduction of inequality. The principal elements of a decent standard of living identified in the NDP are:

- Housing, water, electricity and sanitation;
- Safe and reliable public transport;
- Quality education and skills development;
- Safety and security;
- Quality health care;
- Social protection;
- Employment;
- Good governance;
• Recreation and tourism;
• Clean environment; and
• Adequate nutrition.

The planning process carried out by departments and other government entities will have a vital role to play in bringing the vision and proposals contained in the NDP to life. These NDP proposals are being incorporated into the existing activities of departments and broken down into medium and short-term plans of government at national, provincial and municipal level. For instance, municipalities are urged to align their IDPs to the NDP. The Government has already started a process to align the long-term plans of departments with the NDP and to identify areas where policy change is required to ensure consistency and coherence (South African Government News Agency, 2013). Each government programme will have to be backed by detailed implementation plans, which clearly set out choices made, actions that need to be undertaken and their sequencing.

In local government, the NDP highlights the need to strengthen the ability at municipalities to fulfil their developmental mandate. Municipal IDPs need to be used more strategically to focus attention on crucial priorities in the IDP that relate to the mandate of local government, such as spatial planning, infrastructure and basic services. These IDPs should be used to focus on aspects of the NDP that fit within a municipality’s core responsibilities. This would allow the IDP process to become more manageable and the participation process more meaningful, thus helping to narrow the gap between the aspirations contained in these documents and what can actually be achieved. The NDP (2013: 410) focuses on strengthening local government by developing an enabling framework for local government with active support and oversight from national and provincial government. In addition, the Plan takes a more long-term approach to developing skills together with a professional ethos and a commitment to public service. For example, mainstreaming citizen participation and ensuring that the IDP process is led by officials and not outsourced to consultants.

2.13. CONCLUSION

This Chapter has attempted to explore a legal and theoretical framework in the analysis of the importance of public participation in the IDP making process.
Definitions of public participation and integrated development planning have been given, as defined by different authors. This chapter has discussed the role of public meetings, MCPs and ward committees as a means for enhanced public participation in local government. Furthermore, the role of IDPs, the IDP process and the advantages of integrated development planning were discussed in support of the legislation which requires all municipalities in South Africa to practice integrated development planning.

Therefore, integrated development planning is a standard requirement, as mandated by legislation, for municipalities to achieve their objectives. In drafting, implementing and reviewing their IDPs, municipalities are obliged to consult their communities. In this respect, consulting communities, better known as public participation, is very important when municipalities are making their IDPs.
CHAPTER 3:
RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter presents the research methodology used to undertake this study. This chapter is significant in assisting the reader in understanding the research processes that the researcher chose to undertake for the purpose of the study. This chapter helps to ensure that the research design is aligned to the problem statement, together with facilitating that the research objectives correspond with the research approach. A detailed focus is given to the research design, the unit of analysis, data collection techniques, population sampling and ethical considerations of the study.

3.2 RESEARCH DESIGN

At the beginning of any research project, the researcher needs to make some key decisions about how they intend to approach the investigation of the topic (Denscombe, 2010: 101). These decisions will have a fundamental impact on the research design. The main function of research design is to explain how you will find answers to your research questions (Kumar, 1999: 16). The research design sets out the logic of your inquiry. A good research design should include the following:

- the study design and the logistical arrangements that you propose to undertake;
- the measurement procedures;
- the sampling strategy;
- the frame of analysis; and
- the time frame.

For any study, the selection of an appropriate research design is crucial in enabling the researcher to arrive at valid findings, comparisons and conclusions. In scientific circles, the strength of an empirical study is primarily evaluated in the light of the research design adopted. When selecting a research design it is important to ensure that it is valid, workable and manageable.

Kumar (1999: 74) asserts that through a research design the researcher is able to:
• conceptualise an operational plan to undertake the various procedures and tasks required to complete a study; and
• ensure that these procedures are adequate to obtain valid, objective and accurate answers to the research questions.

All types of studies that are empirical require a research design, regardless of which theories or approaches drive a given study (Lapan, et. al., 2012: 92). Through a research design, methodology follows from the research questions and initial hypotheses. A discussion of methodology includes a consideration of the study setting or community and the study population. The researcher must also address sampling procedures and guidelines. Dissemination of results may also be included in the research methodology.

3.3 UNIT OF ANALYSIS

The Chris Hani District Municipality is the unit of study. It was established in 2000 in terms of the provisions contained in the Municipal Structures Act, 1998 (No. 117 of 1998) as a category C municipality. The CHDM is located within the centre of the Province of the Eastern Cape surrounded by the district municipalities of Amathole, Sarah Baartman, Joe Gqabi and OR Tambo. It is made up of eight local municipalities.

The council of CHDM is made up of forty councillors, seventeen of which are on Proportional Representation (PR). Six of the PR are members of the Executive Mayoral Committee (The Local Government Handbook, 2016: 091). The Council is the highest decision making body in CHDM, headed by the Executive Mayor. The administration is led by the municipal manager and consists of the following departments:

• Office of the Municipal Manager;
• Corporate Services;
• Integrated Planning and Economic Development;
• Health and Community Services;
• Budget and Treasury; and
The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), provides for the objects of local Government in Chapter 7. In order to achieve those objects, the Municipal Systems Act, 2000 (No. 32 of 2000), Chapter 5 requires all municipalities to develop an Integrated Development Plan. The IDP is then prepared in line with the five local government priorities:

- Economic Transformation;
- Service Delivery;
- Infrastructure Development;
- Public Participation and Good Governance; and
- Economic Development.

CHDM runs IDP and budget roadshows on a yearly basis in all its local municipalities. It hosts several public knowledge sharing days on health issues, hygiene, water and sanitation usage, supply chain management, disaster and fire prevention strategies. This initiative is championed by the Mayoral Committee. The House of Traditional Leadership in the region plays a huge role to strengthen relations between the traditional leaders and the municipality. The municipality holds regular IDP Representative Forum meetings in drafting its IDP, as prescribed by the Municipal Systems Act, 2000 (No. 32 of 2000). At the beginning of the IDP planning cycle, advertisements are placed in the local newspapers calling for interested parties to contact the CHDM (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 148). Once the IDP and budget have been drafted and tabled at Council, the municipality places another advert calling for public comments. Copies of the document are lodged at all the libraries within the district and local municipalities. The municipality then embarks upon IDP and budget roadshows to the communities at all local municipalities. Local municipalities assist the district municipality by the means of ward councillors to mobilise the ward community members to attend these roadshows. The draft IDP is summarised and presented to communities in English and isiXhosa for comment and discussion. Once all the discussions have been taken into consideration towards an amended IDP and budget, the above process is followed up by a council open day, where committees and members of the public are invited to
a council meeting. The council procedures are relaxed for the council open day to allow members of the public to speak and voice their comments after the presentations have been made. These comments are again collated into a document.

The CHDM has developed its first review of its IDP since 2006; this review was enriched by a number of sessions held since the development of 2012-2017 IDP (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 3). By law the IDP has to be reviewed annually to accommodate changes as the world changes. This means that by 2015-2016 there should be a fourth IDP Review which must not be in contradiction with its original five year IDP. In reviewing its IDP, the CHDM engages all government departments and parastatals within the district in various sessions, which include Intergovernmental Relations (IGR), District Mayors Forum (DIMAFO), IDP Forums and the Institutional Strategic Session. The Institutional Strategic Session is held for purposes of developing objectives, strategies and programmes that will respond to the situation/status quo of the region, as well as to ensure alignment of government programmes, for example the State of the Nation Address (SONA) and the State of the Province Address (SOPA). The CHDM, as a mainly rural district, focuses its IDP on:

- Agriculture and Agro-processing through the Agri-Park concept;
- Water service infrastructure;
- Liberation Heritage Route (Tourism);
- Aligning business opportunities for economic development; and
- Skills development and support (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 5).

The programmes form the core of the IDP of CHDM and the alignment with the programmes at National and Provincial Government. These programmes include Small Town Revitalisation, Agri-Parks, Special Economic Zone (SEZ) and Extended Public Works Programme (EPWP) which becomes critical for an integrated government program. The IDP review is normally adopted in May and it includes all inputs from communities as gathered from the IDP Roadshows organised by the municipality. The municipality then implements these through the Service Delivery
Budget Implementation Plan (SDBIP) that will inform the communities of the programme the municipality will implement.

The CHDM has shown improvement on the Audit in the past two financial years as the audit opinion has changed from disclaimer to qualified audit report (Chris Hani district Municipality 2015-2016 IDP Review, 2015: 142). The municipality is striving for an unqualified audit opinion. To ensure this, the municipality has established an Audit Task Team to address the matters raised by the Auditor General. For the 2015-2016 IDP Review, the CHDM has noticed an improvement in the participation of stakeholders in the IDP Representative Forum. The municipality calls on all its officials, business and other stakeholders to work ethically, free of any corrupt act, but emphases the limited resources at its disposal in order to achieve its mandate.

3.4 RESEARCH METHODOLOGY

Research methodology refers to the strategies that researchers use to ensure that their work can be critiqued, repeated and adopted (Lapan, Quartaroli and Reimer 2012: 71). These strategies guide the choices researchers make with respect to population sampling, data collection and analysis. Thus there is and must be a close link and integration between research questions, research design and data collection methods. Research methodology is, in other words, the roadmap that guides the study. As a result, researchers, in developing their research methodology, must consider their assumptions, selection and perception biases, positionality, and the rules they follow in research decision making.

In social sciences there are two research methods which are commonly used to conduct a study. These are qualitative and quantitative research methods. Qualitative research can make visible and unpick the mechanisms which link particular variables, by looking at the explanations, or accounts provided by those involved. Quantitative research, on the other hand, excels at identifying statistically significant relationships between variables, such as social class and health status, and frequently produces diagrams which show the distribution and strength of this association for people located at different points on the social class spectrum (Barbour, 2014: 13).
According to Flick (2011: 96) the following factors provide starting points for deciding between qualitative and quantitative approaches to any empirical study:

- the issue you study and its features should be your major points of reference for such a decision;
- theoretical approaches have implications for selecting your methodological approaches;
- your concrete research question will play a major role in defining how you focus your issue conceptually and how you cover it empirically;
- methodological discussions between qualitative and quantitative methods and designs should be derived from the points of reference just mentioned above. They should not be based simply on the belief that research is scientific, acceptable or credible; and
- a main reference should be the resources available, such as time.

The overall decision of the researcher’s decision between qualitative and quantitative methodologies should be driven more by the researcher’s research interest and the features of the field. However, if it is not possible to decide unequivocally between the two approaches, there may be a case for using a combination of the two.

In pursuing this study, the researcher followed qualitative research methodology. The researcher opted for this approach because “qualitative methods can allow us to access embedded processes by focusing on the context of people’s everyday lives where such decisions are made and enacted…” (Barbour, 2014: 15). Qualitative research is more associated with exploratory research in which there needs to be a degree of flexibility and potential for development built into the design. Denscombe (2010: 109) claims that in conducting a social study, there is the matter of flexibility and adaptability. It is more normal for qualitative research to adapt and change as the research progresses. The success of qualitative research can often depend on its ability to react to developing circumstances. Therefore, qualitative research approaches tend to have a built-in flexibility that allows them to be responsive to emerging circumstances.
3.5 POPULATION SAMPLING

Most empirical studies involve making a selection from a group for which propositions will be advanced at the end. In this regard, this is called population sampling. Leedy (1997: 211) defines population sampling as the process of choosing from a larger population, a group about which the researcher wishes to make generalised statements so that the selected part will represent the total group. Creswell (2005: 145) declares that a research population is any group of individuals with some common defining characteristics that a research can identify and study.

There are a number of requirements for a sample. According to Flick (2011: 71) the sample should be a minimised representation of the population in terms of the heterogeneity of the elements and the representativeness of the variables. In other words, the elements of the sample have to be defined. The population should be clear and empirically defined. This means the population has to be clearly limited. There are two major alternatives for population sampling. They are probability methods and non-probability methods.

3.5.1 Probability Sampling

In probability sampling, each element in the population must have an equal and independent chance of selection in the sample (Kumar, 1999: 154). Equal implies that the probability of selection of each element in the population is the same. This means, the choice of an element in the sample is not influenced by other considerations such as personal influence. The concept of independence means that the choice of one element is not dependent upon the choice of another element in the sampling. Therefore, the selection or rejection of one element does not affect the inclusion or exclusion of another. There are two main advantages of probability samples:

- they represent the total sampling population. The inferences drawn from such samples can be generalised to the total sampling population; and
- some statistical tests based upon the theory of probability can be applied only to data collected from random samples.
Probability sampling remains the primary method of selecting large, representative samples for social science research. Examples of probability sampling include simple random sampling, systematic sampling, stratified sampling and cluster sampling.

3.5.2 Non-Probability Sampling

Non-probability sampling is that sample procedure which does not afford any basis for estimating the probability that each item in the population has of being included in the sample (Kumar, 2008: 41). Furthermore, non-probability sampling is when certain members of the population are chosen because of a judgement on the characteristics of the population and the needs of the study. Non-probability is not random because not all members have the same chance of being drawn for the study and some have no chance. According to Kumar (1999: 160) there are four non-probability designs, each based on a different consideration, which are commonly used in qualitative and quantitative research. They are:

3.5.2.1 Quota Sampling

The main consideration directing quota sampling is the researcher’s ease of access to the sample population. The sample is selected from a location convenient to the researcher and whenever a person with this visible relevant characteristic is seen, that person is asked to participate in the study.

3.5.2.2 Accidental Sampling

Accidental sampling is also based on convenience in accessing the sampling population. Whereas quota sampling attempts to include people possessing an obvious/visible characteristic, accidental sampling makes no such attempt. It has more or less the same advantages and disadvantages as quota sampling.

3.5.2.3 Purposive Sampling

The primary consideration in purposive sampling is the judgement of the researcher as to who can provide the best information to achieve the objectives of the study. The
researcher only goes to those people who in his/her opinion are likely to have the required information and be willing to share it.

**3.5.2.4 Snowball Sampling**

Snowball sampling is the process of selecting a sample using networks. This method is often used in cases where the population is difficult to find or where the research interest is an interconnected group of people. This sampling technique is useful if you know little about the group or organisation you wish to study, as you only need to make contact with a few individuals, who can then direct you to the other members of the group.

For this study, the researcher relied on purposive sampling which falls under non-probability sampling methods. Purposive sampling is valuable because it selects cases with a specific purpose in mind. In this instance, the sample for this study comprised councillors who represent the local municipalities under the jurisdiction of the Chris Hani District Municipality and the municipal officials involved in the IDP and public participation of the municipality.

**3.6 DATA COLLECTION TECHNIQUES**

In collecting data for this study, the researcher used two techniques, namely face-to-face interviews and semi-structured interviews.

**3.6.1 Face-to-Face Interviews**

Face-to-face interviews are characterised by synchronous communication in time and place. In face-to-face interviews there is no significant time delay between question and answer, the interviewer and interviewee can directly react to what the other says or does. Another advantage of these kind of interviews is that face-to-face interviews can be tape recorded (with permission of the interviewee). For this study, the researcher conducted face-to-face interviews with the councillors of the CHDM as the primary source of data collection.
3.6.2 Semi-Structured Interviews

Semi-structured interviews will be conducted with the municipal officials of the CHDM who are overseeing the IDP and public participation within the municipality. The aim of these interviews is to obtain the individual views of the interviewees on an issue. Thus questions should initiate a dialogue between the interviewer and interviewee. This semi-structured format will allow for a more relaxed environment and informal conversation. As a result, the interviewees are expected to reply as freely and as extensively as they wish. In other words, if their answers are not rich enough, the interviewer should probe further.

3.7 ETHICAL CONSIDERATIONS

According to Denscombe (2010: 61) although responsibility for the ethical conduct of research rests with the researcher, it is becoming increasingly common for researchers to need to gain formal approval from a research ethics committee before they can embark on their research. In this light, ethics clearance approval for this study was approved by the Nelson Mandela Metropolitan University’s Faculty Postgraduate Studies Committee (FPGSC) Higher Degrees sub-committee of the Faculty of Arts. The permission to conduct the study was granted by the Municipal Manager of the CHDM.

Research ethics will be highly considered when conducting this study. All participants will be informed that participation will be voluntary and that anonymity would be guaranteed. Participants will have to give informed consent and be advised that they can withdraw from the study at any given time. Participation in the study would be voluntary and no incentives would be issued to the participants.

3.8 CONCLUSION

The methodology employed in the study was qualitative research methodology. To sample the population of the study, which is the councillors and the officials of the
municipality, the researcher opted for a non-probability sampling method which is purposive sampling. The data collection methods used were face-to-face interviews with councillors and semi-structured interviews with municipal officials. Clear ethical considerations were given attention when attending to this study and ethics clearance was obtained before commencing with the study.
CHAPTER 4
DATA COLLECTION PROCESS, PRESENTATION OF FINDINGS AND ANALYSIS

4.1 INTRODUCTION

Chapter 4 of this study presents the data collection process, findings and analysis. The aim of this study was to examine the role of public participation in the IDP making process of the Chris Hani District Municipality. In this chapter, the researcher demonstrates how data was collected for this study and gives the biographical details of the participants. The results of the findings are presented in charts and figures in order to facilitate the visualisation of the qualitative data collected as outlined in the previous chapter. For data analysis, important themes are identified from the research participants in order to give answers to the research questions.

The following sections contain the data collection processes, presentation of findings, analysis of findings and conclusion.

4.2 DATA COLLECTION PROCESS

Data for this study was collected from thirteen research participants. Six of the participants were councillors and seven were municipal officials. The biographical details of the participants were as follows:

For councillor participants, there were four males and two females. The ages ranged from 31-40 years (one councillor), 41-50 years (three councillors), 51-60 years (one councillor), and 60 years and above (one councillor). Two of the councillors had a matric certificate as their highest qualifications, three had diplomas and 1 had a post graduate qualification. Four of the councillors were members of the mayoral committee and two were direct representative councillors. Of the six councillors interviewed, one councillor served in the CHDM council for a period of 1-5 years, two councillors served for 6-10 years and three councillors served for more than 10 years on the council.

The seven municipal officials interviewed comprised four males and three females. The officials were from the Integrated Planning and Economic Development
department, the Communications department and the Office of the Municipal Manager. The ages of the officials ranged from 20-30 years (two officials), 31-40 years (four officials), and 51-60 years (one official). One official had a diploma as a highest qualification obtained, three officials had degrees and three others had post graduate qualifications. The occupational status of the officials alternated from four managers, two assistant managers and a supervisor level official. One official had less than 1 year service in his current position at CHDM, two officials had 1-5 years of service in the current job, three officials had 6-10 years of service in the same position, and one official had more than 10 years of service in the same job at CHDM.

For collecting data from the participants, interviews were conducted. Face-to-face interviews were held with the councillors while semi-structured interviews were conducted with the officials. All the interviews took place during office hours within the municipal offices. The researcher anticipated collecting data within six weeks but it took ten weeks to do so. This was due to two main reasons, Firstly, the officials concerned were busy with strategic sessions and IDP reviewing during the period of data collection for this study. Secondly, the councillors were hard to find because they were already busy with preparations for the 2016 Local Government Elections.

To collect data, a tape recorder was used to record the interviews. The interview audios were then transcribed and the transcriptions were coded using NVivo 11 for data analysis.

4.3 PRESENTATION OF FINDINGS

The researcher made use of the NVivo 11 software features to demonstrate some of the findings. These include the word cloud of the 100 most common words, cluster analysis of the 100 most common word and the word tree connecting words with the statements made by the participants.

The word frequency query conducted a word cloud of the 100 most common words used by the participants during the interviews. Word frequency; in other words, refers to the words that are most frequently used in these interviews. The word ‘municipality’ was the most common word used during the interviews, followed by ‘participation’ and then ‘people’. This suggests that municipality is central to the subject of this study. For
example, it is the municipality which fosters public participation and the IDP is adopted by the municipality for the people. Figure 4.1 is the word cloud showing that ‘municipality and ‘participation’ occurred most frequently in interviewing the participants. In addition, there are other words that featured prominently such as public, community, government, meetings, process and local.

![Figure 4.1: Word Cloud of the 100 most common words. Source: NVivo 11](image)

The word frequency query stimulated additional investigation resulting in a cluster analysis of the 100 most common words used in the sources. The result of this cluster analysis is presented in Figure 4.2. The result shown in Figure 4.2 provides a graphical representation of the sources in order to facilitate visualisation of similarities and differences. Words in the cluster analysis diagram that appear close together are more similar than those that are far apart.
Figure 4.2: Cluster analysis of the 100 most common words. Source: NVivo 11

The researcher went on further to understand the data and conducted a text search query on the key word ‘municipality’. The result of this query generated a word tree of ‘municipality’. Figure 4.3 shows how ‘municipality’ is connected in statements made throughout all the interviews.
Figure 4.3: Word tree of municipality.  
Source: NVivo 11
A closer look at Figure 4.3 revealed certain important statements made in connection with municipality. Some of these statements made included:

- “As a municipality we always have to make sure that we call these meetings”;
- “We normally depend on that particular municipality”; 
- “People have attitude towards government or municipality”; 
- “Yes, they know the IDP of the municipality”; 
- “We’ve got stakeholders in the district municipality”; 
- “In terms of the district we have public engagements at the municipality”; 
- “And a municipality would be engaged by the district”.

Moreover, the researcher used text search query to look for important statements made using certain key words in the data. Because ‘municipality’, ‘participation’, ‘people’, ‘public’, ‘community’, and ‘district’ featured high in terms of the 100 most frequently used words in the interviews, the researcher decided to run a text search query on ‘public’ and ‘participation’ in order to bring out important statements relating to the subject of the study. Figure 4.4 shows important statements made during the interviews about ‘public’ and ‘participation’.
Figure 4.4: Word tree of participation.

Source: NVivo 11
Some of the most important statements shown in Figure 4.4 about ‘public’ and ‘participation’ include:

- “The most important is the public participation”;
- “I’m myself very involved in public participation”;
- “Public are informed through their local structures”;
- So in terms of public participation posters are erected to announce roadshows”

4.4 ANALYSIS OF FINDINGS

Thematic analysis was used to analyse findings for this study. According to Grbich (2007: 31) thematic analysis is a process of data reduction and is one of the major data analytic options. It is particularly idiosyncratic and can involve a focus on repeated words or phrases, case studies or evidence of answers to the research questions which have been devised. This is a form of pattern recognition within the data, where emerging themes become categorised for analysis. The themes in this study were allowed to emerge from the interview transcripts.

Even though NVivo 11 was used for data analysis, the analysis process was generally inductive in approach and this is similar to the grounded theory approach to qualitative analysis (Thomas, 2003).

In this study, the researcher recorded and analysed the CHDM councillors’ and officials’ perspectives regarding the role of public participation in the IDP making process of the CHDM. According to this approach, interview transcripts were coded and analysed into themes, in order to establish important relationships between the research objectives and the findings derived from the raw data. This analysis resulted in a total of eight themes:

- Local municipalities ensure public engagement;
- Financial constraints in engaging members of the public;
- Need for education;
- Satisfactory public participation;
- Service delivery issues;
- Role of organised groups; and
Strategies for success in engaging members of the public.

4.4.1 Local Municipalities Ensure Public Participation

As the Municipal Systems Act, 2000 (No. 32 of 2000) obliges all municipalities in South Africa to adopt an IDP and encourages members of the public to participate in it, it emerged that the CHDM being a district municipality, relies heavily on its local municipalities. The CHDM arranges the IDP/Budget roadshows with all its eight local municipalities in public venues to seek public participation (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 148). All the participants mentioned the local municipalities as the main link between the district municipality and the members of the community because the district municipality has no wards, it is the local municipalities which have the wards. The local municipalities assist the district municipality in organising the members of the public through its ward councillors and ward committees. Eight participants cited the importance of local municipalities in assisting the district municipality when it comes to public participation, with one participant saying:

**Interviewee:** “Now, in terms of the district we have public engagements at municipality, and a municipality would be engaged by the district, to say, this is a problem that we are having, can you assist us in identifying a particular Ward that is going to host that engagement, but not specifically for that Ward. Where then, the local municipality will convene, together with the district municipality all the Wards to that particular Ward, and then the district engages in public participation. For example, in our processes of budget in the processes of the IDP we would go to a central point of the municipality, but with all Wards in that local municipality being part of that particular public engagement. So it is quite important, it is quite necessary, because it is legislated. How it is legislated, it can’t just be a matter of complying with legislation, it’s a matter of, you deal with it, and you uphold it, because your community has to be informed”.

In addition, one official pointed out that:

**Interviewee:** “Local municipalities are our major stakeholders because from a simple point of view… the district municipality has no wards, people are in wards and we are looking for people, so whatever we do, we can’t just go to the ward without the local municipality”.

A councillor interviewed echoed this statement saying:

**Interviewee:** “A category C municipality has to render support to category B municipalities”.

64
This has demonstrated a need for coordination between the district municipality and its local municipalities. The CHDM, further, encourages that practical IGR must be made non-negotiable.

4.4.2 Financial Constraints in Engaging Members of the Public

For any institution to achieve its targets or goals, the budget plays a critical role. The CHDM is also encountering this. For the municipality to reach out to its people, there has to be a budget in place for that. The Outcome 9 of the Outcomes Approach advocates for a responsive, accountable, effective and efficient local government system. Output 1 of Outcome 9 declares that IDP should be supported by a simple revenue plan that will better manage costs and enhance the management of revenue (Outcome 9, 2010: 2). This intervention is required in the CHDM as the municipality is faced with certain financial challenges, in order to fully advance its IDP obligations. An official interviewed pointed out that:

**Interviewee:** “I think there are challenges, they'll always be financial-wise, there’s never enough money”.

The CHDM usually transports people from various places to a central place where there will be a public meeting organised by the municipality. In certain cases lunch and catering is provided. Furthermore, the municipality uses print media, radio stations and advertising to invite members of the public to participate in programmes of the municipality. This is a clear indication that budget needs to be made available in order to achieve all this. One of the participants noted that:

**Interviewee:** “And then that, you must understand, the Municipality works on revenue and the emerging funding. The more it collects revenue the more funds it can have, the more a wish list can be granted, or wishes can be granted”.

A senior councillor noted that the inconsistency of the budget of the national government and that of the local sphere of government is a challenge because the one for the national government starts in April and ends in end of March while that of municipalities starts in July and ends in June. She claimed that this is a challenge because the government departments only support the municipality financially when their financial year is about to end and that disturbs the planning of the municipality.
4.4.3 Need for Education

Nzimakwe (2008: 48) claims that in the process of participation in governance, citizens should be informed about the factors that may affect the efficiency of government activities. These factors should be understood and serve as guiding principles for citizens, in order to ensure that the concept of governance will succeed. These factors are inter alia the:

Determination of goals. The effects of economic, social, constitutional and other factors on the identification and prioritisation of goals for service delivery are well known. Contributions by the public cannot be made in isolation. Therefore, it is essential for citizens to have access to relevant information to broaden their vision.

It is a misconception that the national and provincial spheres of government have unlimited financial resources that have to be reallocated to address the basic needs of the people. What citizens should understand, is the fact that government is continuously under pressure to do more with less.

The Human Factor. The difference in opinion of individuals could become so serious that it may negatively affect service delivery. It is important that the participants in governance should promote common goals rather than impose their personal value considerations or minority views on others.

Cultural diversities should be acknowledged as public administration and management, specifically in South Africa, require knowledge of and sensitivity to conduct intercultural relations pertaining to the diversity of cultures that exist.

To equalise the divergent approaches to citizen participation and disadvantaged groups in South Africa, education can be used as a mechanism to facilitate this process. Public Managers can play a crucial role in educating the members of a community for their roles.
It has been established that there is a strong need to educate the members of the public about the IDP and their role in the process. Members of the public tend to attend IDP roadshows and meetings and raise issues which are not relevant to that platform. This is an indication of a lack of knowledge about the IDP. A number of participants have raised this, some saying:

**Interviewee:** “Firstly, in all fairness, if you want to enlist participation of the people broadly, you need to one, educate them in terms of how they should participate, what they need to participate in because, I mean, at this point in time people don’t necessarily realise that participation in municipal processes is one of their rights”.

**Interviewee:** “It is not enough for the Mayor to go on air just to say, I’m inviting you to an IDP public meeting that is to take place and this and this but it is very important to infuse this education part. Before any IDP process kick start, we ensure that we run through a series of drama through community radio stations educating people on what the IDP is”.

**Interviewee:** “So I think Council needs to do more work on educating its residents as to what is the process, or what is the IDP, why it has to happen, and I think it can improve the lives of Chris Hani residents”.

### 4.4.4 Satisfactory Public Participation

According to Kroukamp (2002: 52) public participation is costly, time consuming and frustrating, but cannot dispense with it because of the following values it carries:

Firstly, public participation, in and of itself, constitutes affirmative activity – an exercise of the very initiative, the creativity, the self-reliance, the faith that specific programmes such as education and others seek to instil. Participation is the necessary concomitant of the people’s faith in the dignity and worth of the individual. It implies that the public wrestles with the meaning of such normative and practical concerns as social equity, citizenship, social conflict, co-operation, democratic theory and the public interest.

Secondly, public participation is a means of mobilising the resources and energies of the poor. In the South African situation, those in the informal settlements surrounding many urban areas are a living example of passive consumers of the services to producers of those services.
Public participation thus exerts pressure to increase mass production for mass consumption. Thirdly, public participation constitutes a source of special insight, of information, of knowledge and experience that cannot be ignored by those concerned, and their efforts should fulfil their aims. In South Africa comprehensive action programmes, devised by professionals and accepted by the dominant social, political, education and economic institutions represent consensus of the majority on how to solve social problems. Fourthly, vigorous, continued public participation is necessary for consolidating democracy. The value of democracy is ensured through experiencing it first-hand. This might be in a procedural, formal sense when participation for many is confined to electing their representatives periodically and regularly.

Lastly, public participation in governance has an instrumental purpose too. If by participating, the public are able to satisfy their needs, and even their demands, by observing the rules of the game of democracy, then there is all the more reason to support the game, and indeed nurture it.

All the councillors who were participants in this study were asked a question as follows:

**Interviewer:** “Are you certified with the public participation levels in the IDP process of the Chris Hani District Municipality?” and the all overwhelmingly answered "yes".

Public participation is a fundamental part of the IDP making process. The IDP itself is made of the needs of the people and is meant to address such needs. A councillor mentioned that:

**Interviewee:** “Where we have the meetings it’s attended very well”.

The other one said:

**Interviewee:** “They also have the municipal structures, the local municipality structures that informs them, so when the district municipality comes around then everybody’s informed”.

68
Municipal officials interviewed, however, were not completely satisfied with the participatory levels in the IDP process. The fact that the municipality does not have a public participation unit which would specifically focus on public participation was noted. Instead the municipality depends on the department of communications and Office of the Mayor for fostering public participation.

**4.4.5 Service Delivery Issues**

The IDP is a mechanism to fast-track service delivery (Van der Waldt, 2014: 111). It helps to ensure a well-informed, speedy and sustainable decision-making process; getting the buy-in of all role players for implementation; providing a tool that guides where investment should occur; and arriving at realistic project proposals by taking limited resources into consideration. This is the case even in the CHDM IDP-making process as whenever the municipality engages with its citizens, cries for service delivery are paramount. For example, and interviewee has revealed that:

**Interviewee:** “And even if you manage to get them but they will not ask relevant questions pertaining to the IDP. The Mayor would present the IDP but the questions from the floor would range from our roads, houses, electricity”. This shows that the public, whenever they see the municipality, they think of service delivery regardless of the occasion”.

Another participant declared that:

**Interviewee:** “You see, people who always cry for service delivery, want service delivery, but if people do not come to these meetings they will never understand how it works. Service delivery is not done overnight, there is something called a wish list”.

The other said:

**Interviewee:** “People don’t understand why service delivery is being so slow”. This is actually a result of misinformation and, miscommunication.

Therefore, it is clear that members of the public understand that the IDP is a vehicle for service delivery. This is evident as members of the public always ask about roads, electricity, water and other service delivery related issues whenever there is meeting to address the IDP of the municipality.
4.4.6 Timing of Public Meetings

For public participation to be efficient and effective, members of the public need to attend meetings organised by the municipality and comment on municipal issues. The CHDM encourages members of the public to participate in its IDP in terms of KPA5 of the National KPA’s for local government. KPA5 focuses on good governance and public participation and the CHDM embraces good governance in a sense that it dictates the municipality should conduct its business in an open, transparent and accountable manner (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 143). To realise this, public participation is essential to an extent that the municipality developed policies and strategies to liaise and interact with communities. Public meetings is one of the most common methods used by the municipality encourage members of the public to participate in the IDP process. The place where public meetings are held and the time where these meetings take place is of great importance. The language used to communicate with the public is also of consideration. The participants have noted that:

Interviewee: “The challenge, like I tell you, is the timing of the meetings, we’re not sure what the right time is because people work”.

Interviewee: “So, at times we want to have meetings after work, and at times it's not a very safe environment for some other people. I think it's the biggest challenge that is when to have the meetings”.

Interviewee: “That’s why we don’t get full participation of people, it's just the timing. Meaning, if you have more meetings then that requires resources, and those resources are not at our liberty, as much as possible, as we wish for”.

Interviewee: “Because workers for instance they are at work at the time we go to these meetings during the week”.

This is a suggestion that the municipality is aware of this challenge and perhaps tries to address it by engaging organised groups, such as the IDP Rep Forum, NGOs, CBOs, youth, church leaders, community leaders and traditional leaders, who hold community meetings at their own times.
4.4.7 Role of Organised Groups

Organised groups in the form of churches, businesses, rate payers associations, traditional councils, designated groups, political parties and many other formations play a pivotal role in the IDP process of the CHDM. Consequently, the municipality as a district body with no wards, depends on these formations to reach out to the public.

In this regard the participants cite that:

**Interviewee:** “We’ve got quite a variety of stakeholders ranging from organised businesses, rate payers association, political parties, the local municipalities which are very important, the government departments, parastatals that play a role within the planning of the institution that speaks to Eskom, development agencies, and internal stakeholders such as directors, councillors and municipal workers”.

**Interviewee:** “Then, within that again we’ve got the organised groups. Your youth, your women; your elderly people as well, your business is there. Those are stakeholders that we work with hand in hand in terms of the IDP”.

**Interviewee:** “Those are the organisations that are there, SANCO, political organisations are also welcome. Faith based organisations, any kind of organisations that exists. Even if it is a youth or any organisations”

**Interviewee:** “We’ve got the IDP Rep Forum, the stakeholders and the participants. All the organised stakeholders, NGOs, your CBOs, your organisations that are stakeholders. We also have the IDP Rep Forum as another forum”.

The CHDM also use the Intergovernmental Relations platform to advance participation in its IDP. Intergovernmental Relations is a platform whereby governmental structures and government departments meet to discuss cooperation for service delivery and development. The CHDM further champions its IGR through the District Mayors Forum (DIMAFO) which is chaired by the district mayor and comprises the eight local municipalities under the CHDM.

4.4.8 Strategies for Success in Engaging Members of the Public

The NDP highlights the need to strengthen the ability of municipalities to fulfil their developmental mandate. The IDPs need to be used more strategically to focus attention on critical priorities in the NDP, that relate to the mandate of local government
such as spatial planning, infrastructure and basic services (South African News Agency, 2013). This would allow the IDP process to become more manageable and the participation process more meaningful. The participants have highlighted a number of strategies adopted by the municipality to encourage members of the public to participate in the IDP of the municipality. The strategies in place include:

**Interviewee:** “Firstly, we have adopted a strategy of saying it is not enough to shout on air. We’re using community radio stations mostly”.

**Interviewee:** “For example, if you know that they have meetings, their club meetings, you know. Just go there, speak to them if you want. Go to the golf course where they are. That’s my belief”.

**Interviewee:** “We advertise firstly on the newspapers when we start the process. That’s what we do when we start the process on all the local newspapers”.

**Interviewee:** “We conduct the roadshows after adoption of the draft by probably around March. We adopt the roadshows and we go per municipality not per ward”.

**Interviewee:** “No, we do have strategies. By its nature, the district municipality, we call it the people centred, that’s the vision of the municipality. The people centred by its nature, or when you say something is people centred because it’s people driven”.

**Interviewee:** “We do have some resources like the internet, websites and now we have social networks because we have seen that young people are not really interested in such but using social networks we do get some information even if we don’t think it is important but we will record such things”.

**Interviewee:** “We take a truck and put it in the field, we open it, put speakers on, sound and we also purchased a tent, so we use it whenever we want to have public engagement”.

The municipality has also established a customer care unit as a means to respond to the queries of the public and enhance public participation. Furthermore, the communications unit in the municipality was established in order to provide a link between the municipality and the community, providing communication service for all CHDM Directorates. A communication strategy has been developed and approved by Council in 2014/15 financial year, so that the communications unit would develop and implement a responsive communication strategy with a programme of action that is
aligned to the IDP of the municipality and to guide communication activities of the municipality (Chris Hani District Municipality 2015-2016 IDP Review, 2015: 143).

4.5 CONCLUSION

This chapter presented the data collection process, findings and analysis of this study. The data collection process explained how the data was collected from the councillors and officials of the CHDM and gives their biographical information in terms of age, gender, highest qualification obtained and occupational status. The analysis was focused on answering the research questions raised at the beginning of this study. The findings of this study reveal that the CHDM encourages public participation, but there is still more to be done to achieve optimum public participation in the IDP process. The findings in this chapter seek for recommendations which will be addressed on the following chapter.
CHAPTER 5
RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

The aim of this study was to explore the role of public participation in the integrated development planning process of the Chris Hani District Municipality. In this chapter recommendations based on the literature and the legislative framework reviewed in Chapter 2, as well as findings and analysis presented in the previous chapter are presented. A conclusion of this study is also presented in this chapter.

5.2 LIMITATIONS

The following limitations were experienced with regard to this study:

- it was difficult to get hold of the councillors because most of them are situated in their local municipalities and during the period of data collection councillors were busy with their political party campaigns in preparation for the 2016 Local Government Elections; and
- most of the officials who were respondents in this study were hard to set meetings with during the time of data collection as they were attending strategic sessions of the municipality and preparing for the 2015/16 IDP Review.

5.3 RECOMMENDATIONS

The Chris Hani District Municipality, like all municipalities in South Africa, is mandated by the Constitution to encourage members of the public to participate in its processes such as the integrated development planning. The data collected and findings established, which emerged from this study, resulted in the researcher proposing the following recommendations in order to enhance effective and efficient public participation:
5.3.1 Capacity Building Programmes and a Performance Management System for Councillors

The councillors are the main drivers of public participation. For them to be able to perform this function they need to be capacitated with sufficient skills and knowledge. Training needs to be provided to councillors for them to be able to mobilise members of the public and to educate them about the programmes of the municipality, such as the Integrated Development Planning process. Furthermore, a system to manage the way councillors engage with members of the public is essential to help hold the councillors accountable. This system would also assist the municipality in ensuring that the council is open and transparent in performing its functions.

5.3.2 The Need to Educate the Public about Public Participation and IDP Processes

In the previous chapter it was highlighted that the vast majority of members of the public lack knowledge about public participation and therefore the need to educate them is essential. Educating members of the public would lead to fruitful results because they would be more informed about the processes and steps in public participation. If they are informed, their input would be more valuable. This education of members of the public would ensure that members of the public are also aware of their roles in municipal processes. For example, that they should not always wait for the municipality to come to them. Instead they have a right to approach the municipality if they seek a service. On the IDP, educating members of the public would ensure that the public know the process, its phases and when participation is needed most.

5.3.3 Institutionalisation and Establishment of a Public Participation Unit

At the present there is no specific unit for public participation at the Chris Hani District Municipality. For public participation, the municipality depends on the communications unit and the Office of the Mayor. The public participation unit proposed in this study would coordinate public participation and the IDP process under the Integrated Planning and Economic Development department. This unit would help in developing a public participation strategy for the municipality. The proposed unit would also be
fundamental in providing the public recommended above and providing advisory services to members of the public.

### 5.3.4 More Budget for Public Participation

For the municipality to be able to reach out to the people, resources are needed. The most notable resource is budget because with enough budget all other aims can be achieved. The population of the Chris Hani district is dispersed and the municipality normally hold events in central venues to accommodate everyone. In order to achieve this, transport and other logistics are required. Therefore, a proper budget is needed for public participation to serve this purpose. However, for the municipality to allocate more budget, revenue needs to be collected. In other words, the municipality needs to find strategies to encourage its citizens to pay for services rendered by the municipality.

### 5.3.5 Strengthen Relations with Stakeholders

It has been established that the Chris Hani District Municipality needs to partner with a range of stakeholders to be able to produce an effective IDP. This relationship between the municipality and its stakeholders needs to be strengthened and nurtured. The stakeholders need to be part of the IDP process from the start so that they can align their plans with those of the municipality. It is advisable that the municipality should not only partner with stakeholders operating within the district only but also any potential stakeholders who would bring development within the district.

The CHDM needs to strengthen its relationship with its local municipalities mainly because these local municipalities are closer to the people than the district municipality. For the CHDM to engage members of a particular ward, the local municipality concerned is the point of entry. This relationship can be strengthened through various platforms and engagements such as bilateral meetings between the CHDM and each of its local municipalities as well as through the District Mayors Forum.
5.3.6 The IDP should address the Needs of the Community

The Integrated Development Plan should be seen and implemented by the CHDM as a vehicle for service delivery. The municipality should not adopt an IDP only for compliance purposes, but it should serve as a strategy to improve the lives of the people of the district. This can be achieved if the community members are involved in the processes leading to the adoption of the IDP by the municipality. In addition, councillors of the district have the responsibility of ensuring that their constituencies attend meetings called by the municipality to address the IDP and play an active role in those platforms. The officials of the municipality also have a responsibility of ensuring that resolutions of the council regarding the implementation of the IDP are implemented promptly. They also have a responsibility of ensuring that sufficient logistics are taken of when organising public meetings.

5.3.7 Timing of Public Meetings

Public meetings appear to be the most prevalent form of public participation method citizens of the Chris Hani district prefer. However, attendance in such meetings is not completely satisfactory due to a number of reasons. To remedy this situation the municipality should reconsider the times in which the meetings take place. Normally these meetings take place during the day and on weekdays but this time is not convenient for everyone as most people nowadays work to earn a living. This implies that poor attendance is likely as people are at work. Weekends can be used as an alternative time, for example even at funerals where many people gather, announcements can be made with regard to the IDP of the municipality.

Municipal public meetings should be called in more central places which are easily accessible. Posters, pamphlets, adverts and announcements about public meetings should be in a language which accommodates all citizens in the district.

5.4 FURTHER RESEARCH

The researcher would recommend the following areas for future research:

- an evaluation of the role of district councillors in engaging with members of the public;
• the significance of performance management in the municipality; and
• an evaluation of IDP as a tool for service delivery in the municipality.

5.5 CONCLUSION

This study investigated the importance of involving members of the public in the IDP making process of the Chris Hani District Municipality. The investigation proved that public input is fundamental in an IDP of a municipality and ultimately service delivery. In fact there is no IDP without public participation. Consequently the CHDM has strategies and methods in place to enhance public participation. To arrive to this conclusion, this study was structured as follows:

Chapter one outlined the background and introduction of the study by introducing the title of the study, aims and objectives and the research questions to be addressed by this study.

Chapter two presented the literature review, legislative and theoretical framework on public participation and integrated development planning in local government.

Chapter three focused on the research methodology. Qualitative research methodology was followed on this study. The research design, data collection techniques and population sampling methods were discussed on this chapter.

Chapter four detailed the data collection procedures, presentation of findings and analysis of data collected. In this chapter, all data collected was transcribed and analysed using NVivo 11. All the themes emanating from the data were discussed.

Chapter five, the last chapter of this study, presents recommendations and conclusion. These recommendations are based on the findings in Chapter four and they focus on what the CHDM can do to improve public participation in its IDP making process.
Reference List


Integrated Development Planning for Local Government.


International Association for Public Participation (IAP2). Core Values for the Practice of Public Participation. www.iap2.org/?page=A4.


Ref: H/15/ART/PGS-0033

23 NOVEMBER 2015

Mr S Dywili
Q94 Mankazana Street
Mlungisi
QUEENSTOWN
5320

Dear Mr Dywili

THE ROLE OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS: CHRIS HANI DISTRICT MUNICIPALITY

Your above-entitled application for ethics approval served at the FPGSC Higher Degrees sub-committee of the Faculty of Arts Faculty Postgraduate Studies Committee. We take pleasure in informing you that the application was approved by the Committee. The Ethics clearance reference number is H/15/ART/PGS-0033, and is valid for three years, from 10 NOVEMBER 2015 – 10 NOVEMBER 2018. Please inform the FPGSC, via your supervisor, if any changes (particularly in the methodology) occur during this time. An annual affirmation to the effect that the protocols in use are still those for which approval was granted, will be required from you. You will be reminded timeously of this responsibility.

We wish you well with the project.

Yours sincerely
Mrs N Mngonyama
FACULTY ADMINISTRATOR

cc: Promoter/Supervisor
HoD
School Representative: Faculty FPGSC
LETTER REQUESTING PERMISSION FROM CHDM

Q94 Mankazana Street
Mlungisi
Queenstown
5321
18 September 2015

The Municipal Manager
Chris Hani District Municipality
Private Bag X7121
Queenstown
5320

Dear Sir

RE: Permission to conduct study

My name is Siyanda Dywili. I am a registered student at the Nelson Mandela Metropolitan University at the Department of Public Management and Leadership. I am pursuing a Master’s Degree (Research) in Public Administration.

The title of my research study is entitled: “The Role of Public Participation in the Integrated Development Planning Process of the Chris Hani District Municipality”. The aim of my study is to explore the role of public participation with a specific reference to the IDP process of the Chris Hani District Municipality.

I herewith request permission to conduct my research at CHDM and would like to request municipal officials in the IDP Department and Councillors representing the 8 local municipalities under CHDM to participate in this study. Structured interviews will be conducted to collect data from CHDM Councillors and Municipal Officials from the IDP Department will be required to answer questionnaire handed to them. On completion of this study, the outcomes will be made available to the Municipal Manager of the CHDM.

I anticipate that I will commence data collection in February 2016.

Please note that participation is voluntary and that non-participation will have no negative consequences. An informed consent will be requested before the respondents participate in this study.

I will present the municipality with a report on completion of my study.

Yours Thankfully

Siyanda Dywili (0736300013)
ANNEXURE C

LETTER GRANTING PERMISSION TO CONDUCT STUDY

Office of the Municipal Manager

To Whom It May Concern:

Dear Sir/Madam,

RE: ACCEPTANCE TO CONDUCT RESEARCH IN PUBLIC ADMINISTRATION - SIYANDA DYWILI

ID No: 8801255448089

I refer to the above matter.

This letter serves to confirm that Mr Siyanda Dywili is a registered student at Nelson Mandela Metro University. He is pursuing Master’s Degree (Research) in Public Administration.

Therefore Chris Hani District Municipality accept him to conduct a Research on “The role of Public Participation in the Integrated Development Planning Process within IPED Directorate from 01st February to 31st March 2016.

Kind Regards

Mr. M.A. Mene
Municipal Manager
Dear Participant

REQUEST FOR PARTICIPATION IN THE STUDY

My name is Siyanda Dywili. I am a registered student at the Nelson Mandela Metropolitan University at the Department of Public Management and Leadership. I am pursuing a Master's Degree (Research) in Public Administration.

The title of my research study is entitled: “The Role of Public Participation in the Integrated Development Planning Process of the Chris Hani District Municipality”. The aim of my study is to explore the role of public participation with a specific reference to the IDP process of the Chris Hani District Municipality.

I hereby invite you to participate in my study by completing a questionnaire. Participation is voluntary with the option of withdrawing at any stage of the process and there will be no negative consequences linked to non-participation. Your responses will be treated in confidence and the data will be presented in a way that your identity cannot be established.

By participating in the study, respondents could contribute towards helping the Chris Hani District Municipality in identifying more effective measures to encourage members of the community to participate in the Integrated Development Planning of the municipality.

Your co-operation in this regard will be highly appreciated.

Yours faithfully

Siyanda Dywili
ANNEXURE E
EDITOR’S CONFIRMATION

Busy Bee Ads cc.
129 Union Street
Strand
Western Cape

Tel: 072 244 4363 / 082 781 5103
E-mail: brendavanrensburg2@gmail.com

TO WHOM IT MAY CONCERN

This is to certify that I Brenda van Rensburg am a freelance professional proof-reader. For the past 10 years I have been providing proofreading, editing, layout, spelling and grammar checks as well as graphic design services to university students for their thesis as well as authors for their manuscripts.

I have currently completed proofreading, editing, doing a spelling and grammar check on an 89 page thesis for Siyanda Dywili a student at the Nelson Mandela Metropolitan University currently doing her Master of Arts (Public Administration) Degree on “THE ROLE OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS: CHRIS HANI DISTRICT MUNICIPALITY”.

Brenda van Rensburg