COMMUNITY PARTICIPATION IN THE IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT PLAN WITH REFERENCE TO INANDA TOWNSHIP IN THE PROVINCE OF KWAZULU-NATAL

BY

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ABSTRACT

This study focuses on community participation in the implementation of the integrated development plan in Inanda Township in the Province of KwaZulu-Natal. The empirical part of the study was conducted on the Inanada, Ntuzuma, and KwaMashu area of the eThekwini Municipality.

Ward committees are forums for community participation in municipalities. They enhance participatory democracy at the local sphere of government. The main function of ward committee members include advising the ward councilors on policy matters that affect their respective wards, identifying the needs and challenges that face the wards, and communicating information to communities residing in those wards.

This study acknowledges the fact that, in terms of the policy framework, ward councillors are the chairpersons of their respective ward committees. They are there to assist the community to express its views and participate in the processes of policy-making. Ward committee members need to liaise with the community, bring issues to the ward committee meetings and take the concerns of the community to the relevant unit of the municipality. The role of ward committees is to facilitate service delivery in their communities.

It also found that the efficacy of ward committees during the implementation phase of the IDP could be improved. Hence it recommends that the eThekwini Municipality must encourage local community members, ward committees and councillors to play their role during the implementation of the IDP.
DECLARATION

I declare that the study of Community Participation in the Implementation of the Integrated Development Plan in Inanda Township in the Province of KwaZulu-Natal is my own work, except where due acknowledgement has been made with full references in the text.

-----------------------------------------
Fanyana L. Ntuli
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CHAPTER 1

ORIENTATION AND INTRODUCTION OF THE STUDY

1.1 BACKGROUND TO THE STUDY

Community participation in Local Government is considered as a basic right in democratic countries. This also applies to South Africa. Community participation in Local Government involves a two-way exchange of information between the community and the Local Authority.

According to the Department of Local Government and Traditional Affairs (2005:4) community participation in Local Government is important for a number of reasons:

a) It is important for communities because it is a way to ensuring that the most pressing needs of the community are met by the representatives they elected. Those who will be affected by the proposed policies get the opportunity to express their views and influence policies.

b) It helps Local Government and its representatives to know what their constituencies need. It gives Local Government information on local conditions, needs, desires and attitudes, and helps in the development of policies.

c) It contributes towards the successful implementation of programmes. The benefit of involvement is that people are more likely to be committed to policies and projects if they are involved in the planning and preparation.

d) It contributes towards the development of a vibrant democracy by stimulating the interest and participation of community members. Participation provides a mechanism for the democratisation of the planning process in particular.

Local Government, the level of government closest to the people, is ideally placed to represent the voices of the people (Van Donk, Swilling, Pieterse & Parnell 2008:135). It must fulfill the developmental role of democracy. This sphere is faced with the challenges of service delivery. It is, therefore, imperative to introduce and implement policies for addressing these challenges in municipalities.
The Integrated Developmental Plan (IDP) was first introduced in 1996 in an amendment to the Local Government Transition Act (No. 209 of 1993). In that year the attention of the then new African National Congress (ANC)-led Government shifted from reconstruction of national and provincial Government towards the establishment of a new local government system (Harrison 2008: 3230).

According to Rauch (2003:1), the IDP should be used as the vehicle to mandate grassroots development and authentic, empowering public participation. The IDP, however, should be seen as the main policy instrument to help the municipalities to address the shortcomings in service delivery.

The IDP is presented to the council for consideration and adoption. The Council may adopt a draft for public comment before approving a finalised IDP. Official endorsement of the development objectives, prioritised project list, and institutional arrangements for implementing the project (DPLG: 2005).

The implementation of the revised IDP will be difficult to implement if it is not properly aligned with the budget allocation. Budget to reflect and fully support the implementation of the priorities of the reviewed IDP plan. Both the Performance Management and the IDP Review are tools to help the municipality to assess its implementation. The management of implementation rests within the administrative and not the political structures of the Municipality. The political structure has an important part to play in the monitoring of the programme of implementation. It represents the views of the residents about the nature of projects, their programme and quality, and mobilising appropriate community involvement in the delivery process (Municipal System Act, 32 of 2000).

This study focuses on community participation in the implementation of the IDP in the eThekwini Municipality with reference to the Inanda Township in the Province of KwaZulu-Natal. It is intended to highlight the link between community participation and the IDP, in order to assist Inanda Township residents to realise the benefits of actively participating in the implementation of the IDP.
1.2 PROBLEM STATEMENT

According to The Development Bank of South Africa (DBSA) (2000:21) all stakeholders in the local government sphere should be involved in the development and implementation of an IDP. However, in Inanda Township, it appears that some stakeholders have not been fully involved in the IDP implementation phase. The drafting of an IDP should include an exchange of information between the local authority and its community. This does not appear to be the case in Inanda Township, since there are indications that the IDP has been developed by the local authority without consulting the community. Forums, public meetings and Imbizos are used to brief communities about the IDP document that has already been compiled without their input. The role of the Ward Councillors and Committee’s in the IDP is not clearly defined.

Theron (2008:22) argues that some municipal officials do not fully comprehend the concepts, purposes, contexts and strategies for developing participation, planning and programme/project management. This could create the impression that some municipal officials have not been adequately exposed to modern thinking and training in this regard. The main problem to be addressed by this study therefore, is how to ensure that there is effective community participation and provision of meaningful input by all stakeholders in the processes of the IDP.

1.3 RESEARCH QUESTIONS

The research questions for this study are:

- How can the eThekwini Municipality effectively encourage community participation in the IDP processes?

- What are the challenges facing the eThekwini Municipality with regard to community participation in the implementation of the IDP?

- To what extent is the current legal framework used by the eThekwini Municipality as a guide for its IDP processes?
1.4 RESEARCH OBJECTIVES

- To assess the level of community participation in the implementation of the IDP.
- To highlight the importance of community participation as a mechanism for empowering the community and improving service delivery.
- To investigate the challenges faced by the eThekwini Municipality in the IDP processes.

1.5 RATIONALE FOR THE STUDY

The study is worth undertaking in view of the fact that the South African Local Government sphere is faced with challenges of service delivery. The researcher’s main interest in this study is based on the fact that the IDP gives councillors an opportunity to make decisions based on the needs and aspirations of their constituencies. The IDP is based on community needs and priorities, and the community of Inanda should participate in identifying its most important needs.

It is believed that the findings of this study will benefit the eThekwini Municipality. The researcher holds the opinion that community participation could improve service delivery. The study provides recommendations which could contribute towards improving community participation and subsequently service delivery in the eThekwini Municipality.

The main reason for conducting research in Inanda is that it is an area where there is a vast development in infrastructure and provision of housing. It was established that the focus would only be on Ward Committee members, Ward Councillors, and local community members. One of the reasons prompted for this selected area is that the researcher is familiar with the community dynamics and politics of the Wards allocated in Inanda. The researcher had no difficulties in accessing these wards, since the researcher had direct access to them. The access was gained through the Community Participation Unit of the eThekwini Municipality.
1.6  RESEARCH METHODOLOGY

In conducting this study both qualitative and quantitative research methodologies were used. However, the use of qualitative approach was more dominant. According to Rossouw (2003:162) qualitative research methodology is more focused upon the content as a reflection of underlying phenomena. With this approach, data is usually collected in the form of description. While White (2000:24) describes quantitative research design as the type of research where results are given numerical values and the researcher uses a mathematical and statistical treatment to help evaluate the results. Scientists carrying out experiments use this approach. It is very convenient to use and respondents are able to complete the questionnaire using largely fixed choice question and complete the questionnaire in their own time and have time to give thoughtful answers.

Qualitative research only uses non-mathematical procedures when interpreting and explaining the research. Qualitative research design method was used in the data collection process which involved Ward Councillors, Ward Committee members and the community members within the designated wards. The researcher involved the community members to determine the nature of community participation in the IDP.

Interviews were used to collect information from the respondents who included the eThekwini municipal officials and the residents of Inanda Township. A detailed description of the research methodology which has been used in undertaking this study is given in chapter 3.

1.7  DEFINITION OF CONCEPTS

1.7.1  Community

Community refers to any group of people who have something in common, but in its sociological sense, it focuses on a smaller grouping than a society. It is a group of people living within a specific geographic area where their needs are met through interdependent relationships (Fox and Meyer 1995:23).
1.7.2 Community Participation

Community participation is an active process in which the client, or those who will benefit, influence the direction and implementation of the development project. It is aimed at improving the welfare of the people in terms of income, personal growth, independence and other values (Paul 1987:2).

1.7.3 Public Participation

According to Davids, Theron, Kealeboga and Maphunye (2009:115-117) public participation is an active process where the public influences the direction and execution of a programme/project with the view to enchanting their well-being in terms of income, personal growth, self-reliance, or other values which they cherish.

1.7.4 Participation

This is a means of obtaining information about local conditions, needs, desires and attitudes. This information may be important to achieve informed and implementable decisions in the planning process (Bryson 1993:3). Fox and Meyer (1995:93) defines participation as a meaningful input from the members of the community and their goals and the means and processes of achieving them.

1.7.5 Local Government

Heymans and Totemeyer (1988:2) defined local government as a decentralised representative institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state. In South Africa this refers to the local sphere of government which is comprised of municipalities.
1.8 ETHICAL CONSIDERATIONS

This study considered the following ethical considerations:

- **Informed consent** - the researcher obtained the necessary permission from the respondents after they had been thoroughly and truthfully informed about the purpose of the interview and the investigation.

- **Right of privacy** - the respondents were assured of their right to privacy. They were informed that their identity would remain anonymous.

- **Confidentiality** - the respondents were assured that their responses would be treated with the utmost confidentiality and would not be divulged.

1.9 OUTLINE OF CHAPTERS

Chapter 1 presents an introduction and orientation of the study. It gives a rationale for the study. It also presents the research problem and outlines the purpose and objectives of the study.

Chapter 2 presents a theoretical framework and a literature review on issues pertaining to community participation and the IDP. It also presented the legislative framework related to ward committees and councillors, and community participation in Local Government.

Chapter 3 presents the research methodology and research design. The methods used in conducting the study as well as the population size, and the techniques used to generate the empirical data for this treatise are also given attention.

Chapter 4 entails the data analysis and the interpretation of results that has been gathered from interviews.

Chapter 5 presents a summary of the key issues that arose out of the study. The recommendations and conclusions are also presented in this chapter.
CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION

This chapter presents a review of literature which is relevant to the study of community participation in the implementation of the Integrated Development Plan with reference to Inanda Township in the province of KwaZulu-Natal. It provides information with regard to what community participation entails. It presents a review of literature dealing with the theoretical arguments relating to community participation within the context of the implementation of the Integrated Development Plan. It also examines the role of the Ward Committees during the implementation of the IDP, and the policy framework legislation upon which both the IDP and community participation are based.

2.2 COMMUNITY PARTICIPATION EXPLAINED

Community participation can be defined in various ways. For instance, Sithole (2005:2) defines public participation “as a democratic process of engaging people in thinking, deciding, planning and playing an active part in the development and operation of services that affect their lives.”

Since the inception of democracy in 1994, the South African Government instituted policy and promulgated legislative frameworks and processes in an attempt to foster “participatory governance” at all levels of government (The Department of Provincial and Local Government 2005:3). This involves legislation for policy-making and planning processes of Government at local, provincial and national levels (Republic of South Africa (RSA) 1996: DPLG 2005:3). The imperative for public participation is entrenched in the South African Constitution (RSA 1996), with Section 152 (1) (a) requiring Local Government “to provide a democratic and accountable government for local municipalities are obliged to encourage the involvement of community organisations in matters of Local Government.”
In democratic countries such as South Africa, the participation of the community in all three spheres of Governance is a right. This is because the Government is elected to improve the general well-being of the people and, therefore, community participation is required to ensure that the most pressing needs of the people are prioritized. Community participation in South Africa is regarded as an important means of deepening the relatively new democracy. The deepening of democracy is necessary since community participation should influence decision-making in the Government (Phago 2008:239).

Ambert (2000) states that the term “public participation” gained popularity from the growing recognition of the need to “involve” (both the problematic concept and strategy) stakeholders in development interventions. The debate on participation development has now been part of development thinking for more than 80 years (Cooke & Kothari 2001; Hickey & Mohan 2004; Cornwell & Coelho 2007), but it has not brought much clarity regarding the principles, theory, strategy, and management of participatory development (Theron & Ceasar 2008:00-123).

In addition to the above two examples, the so-called “core values for the practice of public participation,” formulated by the International Association for public participation (IAP2) (2002), are confined by global declarations and policy statements. These core values state (somewhat unrealistically, if for example measured against IDP, arguably the most ambitious public participation programme in South Africa so far (see Theron, Ceasar & Davids 2009) the following:

i. The public should have a say in decisions about actions that affect their lives.

ii. Public participation includes the promise that the public’s contribution will influence the decision.

iii. The public participation process communicates the interests and meets the needs of all participants.

iv. The process seeks out and facilitates the involvement of those potentially affected.

v. The public participation involves participants defining how they participate.
vi. The process communicates to participants how their input has affected the decision.

vii. The public participation process provides participants with the information they need to participate in a meaningful way.

### 2.3 PUBLIC PARTICIPATION

Theron & Ceasar (2008: 98) explains public participation is a principle that is accepted by all spheres of government in South Africa. Participation is important to ensure that government addresses the needs of the communities in the most appropriate way. Participation also helps to build an informed and responsible citizenry with a sense of ownership of Government developments and projects. It allows municipalities to get support and to develop partnerships with stakeholders.

A number of laws make it compulsory for municipalities to consult or inform the community. Sometimes politicians and officials can see this as something they are forced to do rather than something that will benefit them. Some are also scared of facing the community because report-back or consultation meetings can easily become forums for complaint and protest about problems or against non-delivery. It is not easy to face a hall full of angry people.

Participation is one of the cornerstones of our democracy and has equal benefits for politicians, officials and civil society:

i. Consultation will help councils make more appropriate decisions based on the needs of people.

ii. The more informed people are, the better they will understand what Government is trying to do and what the budget and resource limitations are.

iii. Councillors can only claim to be accountable if they have regular interactions with the people they represent and if they consult and report back on key council decisions.

iv. Government cannot address all the development needs on its own and partnerships are needed with communities, civil society and business to improve service delivery and development.
The birth of a new South Africa has accelerated the search for appropriate strategies to increase the participation of the public in all spheres of Government, particularly the Local Government sphere. This is clear if a study is made of the foundations on which the White Paper on Reconstruction and Development (1994), the Constitution (1996), the White Paper on Local Government (1998) and the Municipal Systems Act 32 of (2000) are built and practiced as IDP/PPP and LED (Meyer & Theron 2000).

As Theron & Cesar (2008:100-123) show throughout that besides the fact that public participation, as a concept, differs from practitioner to practitioner and is, therefore, understood differently by different participatory stakeholders, the manner in which public participation is enlisted also varies. This has prompted researchers like Arnstien (1996) and Pretty (1995) seven typologies demonstrate the different conceptions with regards to public participation:

- **Passive participation.** People participate by being told what is going to happen or has already happened. Participation is to a unilateral top-down announcement by the authority. Information being shared belongs to outsiders and/or professionals. The community remains clueless, frustrated and powerless.

- **Participation in information giving.** People participate by answering questions posed in questionnaires or telephone interviews or similar public participation strategies. The public does not have the opportunity to influence or direct proceedings as the findings are neither shared nor evaluated for accuracy.

- **Participation by consultation.** People participate by being consulted by professionals. The professionals define both problems and solutions and may modify these in the light of the public’s responses. This process does not include any share in decision-making by the public, nor are the professionals under any obligation to consider the public’s views.

- **Participation for material incentives.** People participate by providing resources, such as labour, in return for food and cash. This typically takes place in the rural environments where, for example, farmers provide the fields, but are not involved in the experiment or learning process. The people are unable to continuing the work when incentives end.
- **Functional participation.** People participate in a group context predetermined objectives related to the programme/project which may involve the development or promotion of externally initiated social organisations. This type of involvement tends not to occur at the early stages of project cycles or planning, but rather once the important decisions have already been made.

- **Interactive participation.** People participate in joint analysis and the development of plans and capacity building. Participation is seen as a right, not just a means to achieve project goals.

- **Self-mobilization.** People participate by taking the initiative, independent of external institutions to change systems. This bottom-up approach allows the public to develop contact with external institutions for resources and the technical advice they need, but they themselves retain control over how resources are used. Such self-initiated bottom-up and self-reliant mobilization and collective action may or may not challenge an existing inequitable distribution of wealth and power.

In addition to the above typologies by Pretty (1995), Oakley & Marsden (in Oakely 1991:6) state that public participation, as the “community development model” dictates, is associated with the actions of communities to improve their current situations (De Beer & Swanepoel 1998: 20). In this regard the process of public participation through which a community moves away from a less desirable to a more desirable situation can be presented as a continuum. This continuum covers four models which overlap with Pretty’s (1995) seven typologies above:

- **Anti-participatory mode.** Public participation is considered a voluntary contribution by the public to a programme or project which will lead to development. However, the public is not expected to take part in shaping the programme/project content and outcomes.

- **Manipulation mode.** Public participation includes public involvement in decision-making processes, implementing programmes/projects, evaluating such programmes/projects and sharing in the benefits.

- **Incremental mode.** Public participation is concerned with organized efforts to increase control over resources and regulative institutions in given social situations for groups or movements excluded from such control.
• **Authentic public participation.** Public participation is an active process where the public influences the direction and execution of a programme/project with the view to enchanting their well-being in terms of income, personal growth, self-reliance, or other values which they cherish (see IAP2’s spectrum of participation) in (Davids, Theron, Kealeboga and Maphunye: 2009:115-117).

Policy-making needs to be seen within South Africa’s historical context where, before 1994, certain racial groups such as the “African, Coloured and Indian communities were excluded from the decision-making processes through statutory mechanisms” (Davids 2005:8). Tapscott (2006:2) points out that the structure of government during the Apartheid regime consisted of national government, provincial government which consisted of four provinces and local government. The national government of the day de-concentrated its own authority through regional offices, while local municipalities were only allowed to implement initiatives that were provided for national and provincial laws (Tapscott 2006:2).

During the Apartheid era, public policy did not accommodate community participation. Tapscott (2006:3) stressed that “African, Indian and Coloured people were not allowed to participate in elections for decades and public engagement by black people at local government level was limited to their own management structures” (Tapscott 2006:3).

In an attempt to reverse this discrimination and the exclusion of the majority of the people, the democratic government, post 1994, had to find ways to incorporate the previously excluded groups into decision-making processes and through a process that would ultimately lead to participation into the economic life of the country (Davids 2005:18). The transformation of local government subsequently positioned this “layer as a sphere of government with its own powers. Separate from those of national or provincial government (Constitution of the Republic of South Africa 1996).

Masango (2002:60) suggests a number of ways to promote what he calls “effective public participation” in the policy process. These ways are:

- cultivating a culture of participation;
- public education, organising for participation;
capacity building for participation;
- reforming attitudes towards participation;
- utilizing appropriate methods of participation; and
- publicizing local government affairs.

The legislation that promotes community participation at local government level is the Municipal Structures Act 1998. One of the key objectives of this act is to provide a framework to set regulations on "the internal systems, structures and office-bearers of municipalities" (Municipal Structures Act 1998). Section 44(3) (g) of the Act requires the involvement of communities and community organisations in the affairs of the local municipality. In this regard, it requires the Executive Committee of the Municipal council to report annually on this involvement and its effects to the communities under its jurisdiction (Municipal Structures Act 1998).

2.4 A POLICY FRAMEWORK FOR COMMUNITY PARTICIPATION

This framework includes the 1996 Constitution of the Republic of South Africa, the White Paper of Local Government, the Municipal Structures Act and the Municipal Systems Act.

2.4.1 The Constitution of the Republic of South Africa 1996

The Constitution of South Africa 1996 indicates that Local Government is a separate sphere of Government which is responsible for service delivery. It imposes a specific set of responsibilities on the National and Provincial spheres of Government to strengthen the functioning of the municipalities.

According to Section 152 of the Constitution, a municipality must strive, within its financial and administrative capacity, to achieve the following objectives of Local Government:

- To provide democratic and accountable government for the communities;
- To ensure that the provision of services is done in a sustainable manner;
To promote social and economic development;

To promote a safe and healthy environment; and

To encourage the involvement of communities and community organisations in the matters of Local Government.

This implies that municipal institutions need to be assessed in the context of their specific circumstances, and be judged against their ability to meet the needs of their local communities.

Chapter 7 (Section 152) of the Constitution sets out the objectives of local government. Public participation is an imperative of two objectives to:

- Provide democratic and accountable government for local communities.
- Encourage the involvement of communities and community organisations in the matters of local government.

The Constitution of the Republic of South Africa 1996, requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, to promote the social and economic development of the community, and participate in national and provincial development programmes.

Local Government is a key roleplayer in the development process of South Africa. The transformation process to establish non-racial and viable municipalities is a crucial strategic move towards enabling Local Governments to fulfil their developmental roles.

Relevant steps of this transformation process were: (Municipal Systems Act, 32 of 2000)

- Providing a clear and motivating policy framework through the White Paper on Local Government;
- The re-demarcation process which resulted in more viable municipalities; and

With the Local Government elections which were held on 5 December 2000, the transitional phase has come to an end and the Local Government system can now start operating on a solid basis.

IDP is one of the key tools for Local Government to tackle its new developmental role. In contrast to the role which planning has played in the past, integrated development planning is now seen as a function of Municipal management, as part of an integrated system of planning and delivery. The IDP process is meant to arrive at decisions on issues such as Municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. IDP, however, will not only inform the Municipal management; they are also supposed to guide the activities of any agency from the other spheres of Government, corporate service providers, Non-Governmental Organisations and the private sector within the Municipal area. During the past period of office most of the transitional local authorities were already (Mufamadi 2006/7).

2.4.2. The White Paper on Local Government 1998

The White Paper, which is often referred to as the “mini-constitution” for the local sphere of government defines Developmental Local Government as local government committed to working with citizens and groups within the community to find long-term or sustainable ways to meet the social, economic and material needs and improve the quality of the lives of the community. To realize this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to continuously engage with citizens, business and community groups. The White Paper requires active participation of citizens at four levels, namely:

- Voters
- Participants in the policy process
The White Paper states further that municipalities must represent the interests of the people in the community and work with all the sections of the community to build a shared vision and to set goals for development.

Building on the spirit of the Constitution, the White Paper on Local Government sets the agenda for community participation in Local Government through the notion of developmental government. It defines a developmental government as a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

Municipalities must decide on mechanisms, processes and systems that will ensure that community participation is effective and meaningful. This implies that a municipal council will develop community participation strategy approaches, methodologies and techniques that is realistic and measurable.

One of the four characteristics of developmental Local Government, as described in the White Paper, is democratizing development, empowerment and redistribution. Through this characteristic, the White Paper proposes that municipal councils should develop inclusive approaches to fostering community participation, including strategies aimed at removing obstacles to and actively encouraging the participation of marginalized groups in the local community.

The White Paper further sees community empowerment as one of the key outcomes of developmental Local Government. The White Paper emphasizes the importance of cooperation between councils and communities for developmental Local Government. It states that if municipalities want to be developmental, they have to build relations with their community members.
2.4.3 The Municipal Systems Act, 32 of 2000

This Act states that a municipality consists of both political structures and the administration of the municipality, and the community of the municipality. The act specifies that a municipality develop a culture of municipal governance with a system of participatory governance.

Chapter 4 of this Act calls for municipalities to develop a culture of municipal governance that works hand in hand with formal representative government that is elected leaders with a system of participatory governance that is community participation.

The Act also requires that municipalities develop procedures for community participation. Section 5(1) of the Act sets out the rights and duties of the local community and specifically outlines the citizen’s right to:

- Contribute to the decision-making process of the Municipality and submit written or oral recommendations and complaints to the Municipal Council or to another political structure or a political office-bearer or the administration of the Municipality.
- Prompt responses to their communications, including complaints to the Municipal Council.
- Be informed of decisions of the Municipal Council, or another political structure, or any political office-bearer of the Municipality, affecting their rights, property and reasonable expectations.

These laws emphasize the rights of citizens in relation to municipal functions. The legislation is put in place because it recognizes that participatory democracy is a critical component of local government. The act goes further arguing that participation by local communities in the affairs of the Municipality must take place through political structures and other appropriate mechanisms, processes and procedures established by the Municipality and Councillors. These must allow the councils and the administration to report back to communities, to receive and promptly respond to representations and complaints from the community, and to consult the community.
The Systems Act requires that municipalities actively address obstacles to participation. It obliges Council not simply to set up mechanisms and procedures for participation, but also to create conditions for community involvement. In doing this, Council needs to take into account the special needs of people who cannot read, people with disabilities, women and other disadvantaged groups. It also says that Council must teach communities how to participate in the affairs of the Municipality.

The Systems Act Section 5(2) outlines Municipal processes in which the community should be involved:

- The preparation and review of the IDP.
- The establishment, implementation and review of its Performance Management Systems (PMS).
- The monitoring and review of its performance, including the outcomes and impact of such performances.
- The preparation of its budget; and
- The strategic decisions relating to the provision of Municipal services.

The Municipal Systems Act also stipulates that municipalities must become more accountable to communities. The Systems Act recognises that existing procedures do not fit the new definition of developmental Local Government well. It, therefore, suggests that the administration of a community must be established and organised in a manner that will enable the municipality to, amongst other things:

a) Be responsive to their needs

b) Facilitate a culture of public service and accountability among its staff

c) Take measures to prevent corruption

d) Be performance orientated and focused on the constitutionally designed objectives and developmental duties of Local Government
e) Give members of the community full and accurate information, and

f) Facilitate co-ordination and communication between its political structures, political office bearers, the administration and the local community.

2.4.4 Local Government: The Municipal Structures Act, 117 of 1998

Chapter 2 (Section 19) of the Act requires a municipality to strive to achieve the objectives set out in Section 152 of the Constitution, namely to:

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

Chapter 4 (Part 4) is the section of the Act that requires the establishment of Ward Committees. The objective is to enhance participatory democracy in local government. The chapter also provides that the Ward Councillor shall be the Chairperson of the Ward Committee and obligates the Municipal Council to make rules regulating the procedure to elect members of the Ward Committees.

The Act further provides:

- A framework for the powers and functions of the Ward Committees.
- The term of office.
- Procedures for dealing with vacancies.
- A ruling on remuneration
- Procedures for the dissolution of Ward Committees.
2.4.5 Municipal Planning and Performance Management Regulations, 2001

There is a close connection between municipal planning, performance management regulations and the Municipal Systems Act.

The Local Government: Municipal Systems Act (2000) states that:
A municipality, through appropriate mechanisms, processes and procedures established in terms of Chapter 4, must involve the local community in the development, implementation and review of the Municipality’s performance management system, and, in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the Municipality, (Section 42).

The Act requires a municipality to:
- Develop a Performance Management System (PMS)
- Set targets and monitor performance based on those targets.
- Publish an annual report on performance for the councillors, the staff, the public and other spheres of government.
- Conduct an internal audit on performance before tabling the above report.
- Have the annual performance report audited by the Auditor-General
- Include in their PMS the general key performance indicators (KPIs) prescribed by the Minister and report on these indicators.
- Involve the community in setting targets and reviewing municipal performance.

Section 15 of the Municipal Planning and Performance Management Regulations further states that if there are no other municipal-wide structures for community participation, a municipality must establish a forum. The forum must be representative and enhance community participation in the IDP.

In addition, the forum must monitoring municipal performance.
The functions of the forum include:
- Consultation and monitoring of the IDP and its implementation and review
- Discussion of PMS and its implementation and review
• Monitoring municipal performance according to the key performance indicators and targets set by the municipality.

In essence, the White Paper on Local Government visualizes a process where communities will be involved in governance matters, including planning, implementation and performance monitoring and review all processes. Communities can thus identify their needs, set performance targets hold municipalities accountable for their performance in terms of service delivery (DPLG and GTZ 2005:25).

Thus, where ward committees exist as the principal or main form of community participation, there is an obligation on the municipality to get these committees to set performance and targets and monitor them.

2.4.6. The Promotion of Access to Information Act, 2 of 2000

The Act is intended to give effect to the constitutional right of access to any information held by the State and any information that is held by another person and that is required for the exercise or protection of any rights, and to provide for matters connected therewith.

Within the context of local government, this means that the public has a right to access any information or records of a municipality, especially if by doing so they are requesting this information in the broader public interest. These documents of public interest may include financial records and any other information related to the performance of the Municipality in discharging its obligations of service delivery (Promotion of Access to Information Act 2000).

2.4.7. Local Government: The Municipal Finance Management Act, 56 of 2003 (MFMA)

The purpose of the MFMA is to:

• Bring about transparent and effective financial management in municipalities and municipal public entities, such as the Johannesburg Bus Company. The act indicates
clearly what both the obligations and liabilities are to the responsible officials and structures

- The MFMA also sets up a municipal financial recovery service. This allows the national treasury (NT) to intervene where a municipality faces a financial emergency.
- Another key provision is a chapter on debt which shows the difference between short-term borrowing and long-term capital investment.

Although the National and/or Provincial Government will not provide a guarantee that it will pay any municipal debt or ‘bailouts’, government is confident that by including the various measures in the Act, the credit worthiness of municipalities will increase. The Act explicitly sets out how the non-discretionary nature of the grant may need to be limited by stopping transfers where there are serious and persistent breaches of the act [Section 5(2)]. The Equitable Share transfer is a key financial instrument for providing services to poor people and subsidizing services to indigent households.

One of the responsibilities of Ward Committees is to help ensure that financial transfers from National Government are used for the purposes for which they are intended, such as ensuring that poor people get basic services. These strong policy provisions for public participation will only be translated into reality once they are broadly known to citizens and there is increasing awareness of the existence and practical value of Ward Committees (MFMA 2003).

2.4.8. The Batho Pele White Paper, 1997

The Batho Pele White Paper aims to provide citizen-oriented customer services. This means that all public servants, including municipal staff, are required to ensure that the service they offer to the public is efficient and polite. Batho Pele calls for a shift away from inward-looking bureaucracy to an attitude that says ‘the needs of the public come first’. This may mean that new ways of working with the public are required, such as offering a public service that is better, faster and more responsive to the citizen’s needs.

The objectives of service delivery, therefore, include welfare, equity and efficiency. Batho Pele is a Sotho expression meaning ‘People First’. The Batho Pele policy framework consists of eight service delivery principles:
The rationale for including public participation in policy-making is because it is seen as a fundamental element of democratic governance, with public officials in many countries obliged to facilitate participation (Brinkerhoff and Crosby 2002:51).

### 2.5 THE INTEGRATED DEVELOPMENT PLAN

An Integrated Development plan (IDP) is a development plan for a municipal area containing short, medium and long-term objectives and strategies. It serves as the principal strategic management instrument and guideline for municipalities. It is legislated by the Municipal Systems Act of 2000 (MSA) and supersedes all other plans that guide development at a local level.

The IDP was first introduced in 1996 in an amendment to the Local Government Transition Act 209 of 1993, a year in which the attention of the new ANC-led government shifted from the reconstruction of national and provincial government towards the establishment of a new local government system (Harrison 2008:323).

IDP is one of the key tools used by the South African Government to tackle its new development role within society and amongst communities. In contrast to the role which planning has played in the past, integrated development planning is a function of municipal management and is a part of an integrated system of planning and service delivery. The IDP process is meant to arrive at decisions on key issues such as municipal budgets, land management, the promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. It therefore not only informs on key issues,
but also guides the activities of other spheres of government, corporate service providers, NGO's, and the private sector (Department of Provincial and Local Government, 2008).

According to the Development Bank of South Africa (2000:4) the IDP represents a challenge to local authorities who, prior to 1994, were concerned mainly with service delivery, through what was generally considered as a top-down approach.

According to the DPLG (2008) local municipalities in South Africa need to use integrated development planning as a key method in order to strategically locate future development in their areas. This is seen as a historic necessity because apartheid planning left communities living in cities and towns that have racially divided business and residential areas. Apartheid left the legacy of unequal and unsustainable planning with the majority of the poor having to travel long distances to work and poor access to business and services. Through legislation and ruthless implementation Apartheid created a society torn apart by vast inequalities in service delivery between rich and poor areas, and was instrumental in the creation of sprawling informal settlements and spread out residential areas. Rural areas were left underdeveloped and largely unserviced. Out of historical necessity, the new approach to Local Government had to be developmental and aims to overcome the poor planning of the past.

As Chipkin (2002:57-78) and Parnell and Pieterse (2002:79-91) indicate, the "people-centered" approach followed by the IDP challenges local authorities to work closely with the national and provincial spheres of government in service delivery. The lack of a shared vision among some municipalities has resulted in serious institutional weaknesses and unsound linkage between their goals, strategies, programmes and projects. This means that they struggle to address the legacy and perverse perpetuation (Pieterse & Van Donk 2008:59) of apartheid-styled social engineering. It needs to be said that such processes are also the domain of diverse interest groups and demands against limited resources. This is, however, a major challenge, given a number of important weaknesses inherited by the legacy of apartheid.

Mogale (2003:232) states that the IDP is "the overarching fulcrum around which local government developmental and regulatory responsibilities revolve, and has been proven to be
a vital tool in ensuring the integration of the legitimate physical and economic needs of local communities with broad municipal goals.

The DPLG (2004) recognises that service delivery at national and provincial levels is not always appropriate and does not always reach the intended beneficiaries effectively. This is attributed to a number of factors, of which the DPLG (2004) mention the following:

- Lack of skill at local government level
- Weak interpretation and co-ordination
- Inadequate dissemination of information
- Human resource and management problems
- Lack of an organised "voice" for the poor between elections

The Development Bank of South Africa (2000: 5) affirms that although some of the key concepts used by the business sector referring to "strategic planning" the IDP and strategic planning are the same thing, i.e. a management tool. This tool allows a municipality to take a broad, strategic view of its development needs which addresses all of its key issues in a holistic, integrated development plan, referred to in legislation as an IDP (Theron et al 2009:143).

2.6 COMMUNITY PARTICIPATION IN THE IDP

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

Ward Committees should also use the channels encompassed in the IDP process as they provide a platform for community participation. Hence the IDP helps to strengthen democracy and institutional transformation because decisions are made in a democratic and transparent manner, rather by a few individuals.
The Municipal Systems Act states that the IDP steering committee should inform the public about the establishment of the IDP representative forum and request submission of applications from community groups indicating goals, activities, number of members, and a constitution.

Participation by the local community in the IDP process of the Municipality must be encouraged and must take place through the following process:

- Political structures for participation in terms of the Municipal Structures Act.
- Mechanisms and procedures for participation in municipal governance established in terms of the Municipal Systems Act; and
- Other appropriate mechanisms, processes, and procedures establishment by the municipality.

The South African Government associates public participation in the IDP process with democracy (RSA 1998a) and Governance (DPLG 2000:14). It is described by the IDP Guide Pack 1 (DPLG 2001a:38) as one of the ways of enabling interaction between local government and citizens. This Guide Pack 1 (DPLG 2001) gives the following reasons for public participation in the IDP process:

- To ensure that development responds to people’s needs and problems;
- To ensure that municipalities come up with appropriate and sustainable solutions to problems of communities in a municipality. The use of local experience and knowledge in this regard is helpful;
- To entrench a sense of ownership to local communities by making use of local resources and initiatives; and
- To promote transparency and accountability of local government by opening a space for all concerned to negotiate different interests (DPLG 2001).
2.6.1 How Can One Participate in the IDP Process?

All residents within a particular municipality have a responsibility to be actively involved in municipal affairs. The IDP process offers residents, including organised stakeholder groups, an opportunity to shape the development of the towns and cities in which they live.

It is important for community members to contact their Ward Councillor, participate in activities of their Ward Committee or contact their municipal administration in order to find out more about the IDP process affecting their area. They need to make suggestions for addressing development challenges facing their locality and propose innovative solutions that can be instrumental in enhancing their quality of life and service delivery. Governance and development is a collective effort (DPLG and GTZ 2005:25).

2.7 ROLE-PLAYERS IN THE IDP

The following are the role-players in the IDP. (Department of Provincial and Local Government 2008)

- Municipality

The IDP guides the development plans of the local municipality

- Councillors

The IDP gives councillors an opportunity to make decisions based on the needs and aspirations of their constituencies.

- Communities and other stakeholders

The IDP is based on community needs and priorities. Communities have the chance to participate in identifying their most important needs. The IDP process encourages all stakeholders who reside and conduct business within a municipal area to participate in the preparation and implementation of the development plan.

- National and provincial sector departments

Many government services are delivered by provincial and national government departments at local level, for example: police stations, clinics and schools. Municipalities must take into
account the programmes and policies of these departments. The departments should participate in the IDP process so that they can be guided how to use their resources to address local needs.

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

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

The purpose of this forum is to provide an opportunity for stakeholders to represent the interests of their constituencies and provide a structure for discussion, negotiations and joint decision-making. It also ensures proper communication between all stakeholders and the Municipality and monitors the planning and implementation process (Department of Provincial and Local Government 2008).
2.8 WARD COMMITTEES

South African legislation requires that Ward Committees remain structures for public participation in local government issues (RSA 1998). The Ward Committees have a particular role within the IDP process (DPLG 2001:38). They can do this by organising IDP participation processes at ward level- a process which is also called community-based planning (SALGA and GTZ 2006:70).

Community participation is emphasized throughout local government legislation throughout South Africa as already outlined. The Constitution, together with various other policies and legislation, has laid the foundation for community participation. Ward committees should be seen as the mechanism that legislature is using in order to assist municipalities to comply with their constitutional requirement (DPLG and GTZ 2005:25).

Ward committees have been established in order to enhance participatory democracy in local government. A ward committee has no executive powers, but serves as an independent, advisory structure for the Ward councillor and the council (DPLG and GTZ 2005:25).

Members of the Ward Committees represent the interests of the residents- normally through interest groups or associations that serve the community and have a direct interest in municipal affairs.

Traditional structures should form an integral part of ward committees. The Constitution states that legislation may provide for a role of traditional leaders as an institution at local level on matters affecting local communities. They may attend and participate in council meetings, but they may not vote. The Constitution specifies that only members of council may vote. Traditional leaders may make proposals and ask questions.

Ward committees should have terms of reference in order to give guidance regarding the rules and regulations that apply to their position, and code of conduct to ensure that all members conduct themselves in a way that is expected of a person with certain privileges and responsibilities (DPLG and GTZ 2005:27).
2.8.1 The Composition of Ward Committees

The Municipal Systems Act states that a ward committee consists of the councillor representing the ward in the council who shall also be the Chairperson of the Ward Committee and not more than 10 other persons.

Traditional leaders or their representatives should be represented on the Ward Committee. The rules for the election of representatives on the Ward Committee shall be formulated by the council and shall take into account the need for:

- Women to be equitably represented in the committee;
- Representation for the diversity of interests in the ward.

2.8.2 The Establishment of Ward Committees

The Municipal Structures Act deals with the establishment of formal structures in municipalities and in Section 72 provides for the establishment of ward committees. Only metropolitan and local municipalities of the ward participatory type may establish ward committees, when:

i. Provincial legislation determines whether this type of municipality exists in the province;
ii. The establishment notice (Section 12 notice) of a municipality determines whether that particular municipality is of the ward participatory type;
iii. If a municipality is allowed to have ward committees in terms of its establishment notice the council decided to have ward committees and took this decision to have ward committees and took this decision by resolution; and
iv. Subsequent to the decision to have ward committees, made a resolution, adopting an establishment notice for ward committees (Department of Local Government and Traditional Affairs 2006).
2.8.3 Dissolving Ward Committees

The Municipal Structures Act states that a council may dissolve a ward committee if it fails to fulfill its objectives. The following circumstances may serve as an indication that a ward committee has exceeded its functions and failed to fulfill its objectives:

- When the members decide to dissolve;
- When it seeks to prescribe to the ward councillor;
- When it fails to meet three consecutive times; and
- When the committee is suspected of corruption and misrepresentation that bring the council into disrepute.

Council must give proper notice of its intention to dissolve the committee. Ward committee members are elected by their Ward to represent the views of the people. Hence, it can be understood that the Ward Committee plays a very important role within the community. Their role involves advising the Ward Councillor in identifying the needs and concerns of the Ward, and communicating these to the council. In this sense the Ward Committee needs to be an active participant in the Ward and accept responsibilities such as managing a portfolio of an area of interest (DPLG and GTZ 2005:35).

A vital component of policy development is the involvement of affected parties in the process. The legislation refers to the involvement of the community in the development of new policies, in the planning and implementation of projects, and in the monitoring of local government activities. In addition to holding councillors accountable, the community should also be involved in deciding on local government policies and plans. The involvement of communities is crucial in determining needs in all the stages of the development planning processes (Department of Local Government and Traditional Affairs 2006).

Ward committees, as the link between the community and the councillor, can influence local government processes in a number of ways. They have the right to be informed of decisions of the Municipal Council and the regular disclosure of the state of affairs of the Municipality, including finances. Ward committees can strengthen their contribution by gathering the views of as many community members as possible (Department of Local Government and Traditional Affairs 2006).
2.8.4 Legislation and Guidelines for Ward Committee Members

The pieces of legislation and guidelines will help understand the kinds of things ward committees can do to help their communities and councils:

- The Constitution of the Republic of South Africa, Act 109 of 1996 - Chapter 7 Section 152 - objects of local government this deals with the aims of local government.
- The Municipal Structures Act Sections 73 and 74 - deals with the rules and regulations regarding the establishment of ward committees.

2.8.5 Ward Councillor

The Ward Councillor has to balance the expectations of his/her Ward and that of their political party. This makes it a complex role. It is important that the role of Ward Councillor is understood. The Ward Councillor is the Chairperson of the Ward Committee and is responsible for convening the constituency meeting to elect Ward Committee members. The Councillor is responsible for ensuring that a schedule of meetings, including Ward Committee meetings, constituency meetings and special meetings are prepared. The Ward Councillor works with the Ward Committee to ensure that there is an annual plan of activities (Department of Local Government and Traditional Affairs 2006).

2.9 THE ROLE OF WARD COMMITTEES IN AN IDP

Section 35 of the Municipal Systems Act (2000), states that an IDP which has been adopted by the council of a municipality is the principal strategic planning instrument which guides and informs all planning and development in the municipality. The Act states further that the Municipality is bound by its IDP, and it must conduct its affairs in a manner which is consistent with its IDP.

The White Paper on Local Government puts forward a vision of a "developmental local government" which centres its priorities on working with the local communities to find sustainable ways to meet their needs and improve the quality of their lives. The vision and strategies used to improve community life have been introduced through recent enactments.
A simple study needs to be undertaken to look at the conditions and hardships under which communities live. What currently exists in the way of basic services such as water, housing, and roads must be identified, and must sustain the lives of the people. It must also comply with the doctrine of the policy of the development of local communities/ developmental Local Government. This also needs to comply with the Batho Pele principles (White Paper on Local Government 1998).

There are a number of roles assigned to the members of the Ward Committees as part of the local community leadership in their areas, namely: (DPLG and GTZ 2005:59).

- To represent the interests of the community in the planning process;
- In projects, which relate to land use or the use of natural resources in rural areas, and the involvement of traditional leaders where applicable;
- To analyse issues, determine priorities, negotiate and reach consensus;
- To participate in the designing of project proposals;
- Discuss and comment on the draft IDP; and
- Monitor performance in the implementation of the IDP

All ward committees and stakeholder associations should be represented on the representative IDP forum, which will form a formal link between the Municipal Government and the public.

The IDP Guide Pack- Guide (DPLG 2001b:19) suggests that the project task teams are “small operational teams” that are crucial during the planning phase of the IDP process. The stipulation is that these task teams should consist of representatives from “municipal sector departments and technical people”. Hence there are different players involved in managing the implementation of the IDPs and, where necessary, those community stakeholders directly affected by the project concerned are directly involved (DPLG 2001b:19).

The role of the project task team includes (DPLG 2001a:32):

- Providing inputs related to the various planning steps;
- Summarising/digesting/processing inputs from the participation process;
- Discussions/commenting on inputs from consultants or other specialists; and
- Deciding on a draft (DPLG 2001a:32).

Brinkerhoff and Cosby (2002:56) believe that some of the principles of democratic governance include support, legitimacy, transparency, and the responsiveness towards a particular policy. The view by the DPLG (2002:19), is that despite the fact that IDP Representative Forums did not encourage active participation, they helped to ensure transparency and accountability. Smith (2003:35) feels that public participation will contribute to conflict resolution and consensus in the policy process. The IDP Forum, according to the DPLG, is a space for debate and dialogue, bringing together different stakeholders from different contexts (DPLG 2002:17).

A major challenge with regards to public participation through ward committees is that these committees are only advisory bodies and are designed to support the Ward Councillor and inform the Council of the needs at community level (RSA 1998b). Their participation in local governance thus cannot guarantee that the issues they discuss and agree upon will be decided upon by municipalities. In the final analysis result in the adoption of IDPs that do not reflect the outcomes of the discussions that had taken place in some wards as well as the final decisions arrived at (Buccus, Hemson, Hicks, and Piper 2007:18).

With respect to the participation of the Ward Committee in the process, the DPLG (2001B:24) cited that the chairperson of the Ward Committees should participate in the IDP Representatives’ Forum. In reality Ward Committees are expected to play a major role in ensuring the active participation of citizens in the IDP process (SALGA and GTZ 2006:69). This kind of planning requires functional Ward Committees who develop plans for their own wards, and link ward priorities to the IDP of the Municipality. Together with councillors and officials, Ward Committees have the responsibility of ensuring that the plans of the Municipality reflect the needs of its citizens, especially those they represent (SALGA and GTZ, 2006:63).

Public participation through Ward Committees is faced with challenges. For those municipalities that had dysfunctional or no Ward Committees, IDP Representative Forums become the main structures for public participation in the IDP process (Todes 2002:16). The implication is that communities in those municipalities were not given a fair chance in their
geographic areas to engage meaningfully in the drafting of the IDPs, as echoed by Masango (2002:62). This made it difficult for ward councillors and members of the Ward Committees to participate meaningfully in the IDP and budget processes (Yusuf 2004:11).

While Ward Committees are designed to be the main structures for public participation in their areas in the context of local governance (RSA 1998a), it is evident that in certain areas they were neglected as structures for participation in the IDP process. Instead, municipalities established other structures specifically for public participation in the IDP process. This led to unnecessary tensions and competition between Ward Committees and those established mainly for public participation in the IDP (DPLG 2002:18).

2.10 INTEGRATED DEVELOPMENT PLANNING PROCESSES

The White Paper on Local Government (1998) put forward a vision of a developmental local government which centres on working with the local communities to find sustainable ways to meet their needs and improve the quality of their lives.

This vision and strategies used to improve community life has been introduced through recent enactments. Inevitably for these to become a reality, a needs assessment of a specific area is of importance. Hence, the identification of current basic services upon which a sustainable living is based, is significant. Municipalities identify the developmental needs of communities that need to be addressed in the spirit of Batho Pele (DPLG and GTZ 2005).

Therefore, by compiling what is called a “current community profile,” a picture can be drawn of how people are going about their daily lives, what opportunities exist for making a living, and what the barriers are to a healthy life. Such a community analysis and assessment will also be the basis of a well-structuring Local Economic Development policy (DPLG and GTZ 2005).

2.10.1 The Role of Integrated Development Planning

An IDP is the primary strategic plan of a Municipality. It marries the process of the development and community involvement. The IDP concentrates on planning for
infrastructure in terms of capital projects for the whole municipal area i.e. water supply, building of roads and bridges, information centres, etc.

In the core components of IDP, the following must be reflected (DPLG 2007):

i. The municipal council’s visions for long-term development;
ii. An assessment of existing development;
iii. Council’s development priorities and objectives;
iv. Council’s development strategies; and
v. Financial plan and budget projections.

The Municipal System’s Act goes on to stipulate that the process must allow for:

- The local community to be consulted on its development needs and priorities
- The local community to participate in the drafting of the IDP (DPLG and GTZ 2005:25).

### 2.10.2 Eradicating the Development Legacy of the Past

By being the local strategic mechanism to restructure our cities, town and rural areas, integrated development planning ensures that (DPLG and GTZ 2005:25):

- A shared understanding of spatial and development opportunities are created;
- Specific pro-poor strategies are being pursued;
- An overview of planned public and private investment is provided;
- Mechanisms to promote social equality through participatory processes of democratization, empowerment and social transformation are put in place;
- Instruments to address sustainability in its three facets: ecological, economic, and social are accessible; and
- The integrated and participatory nature of an IDP therefore allows service delivery and development to be addressed in a multifaceted way within the limits of scarce resources in most cases.
2.10.3 Developmental Local Government

The IDP ensures that local government transformation can take place by ensuring that (DPLG and GTZ 2005):

- Integrated and sustainable projects and programmes are formulated;
- The foundation for community building is laid;
- A strategic framework that facilitates improved municipal governance is in place;
- A conduit for attracting investment is provided for by elaborating on clear, and agreed upon, medium-term financial and capital investments;
- More effective and efficient resource allocation and utilisation takes place; and
- Political accountability and municipal performance can be monitored and evaluated against documented decisions.

According to IDP Guide Pack-Guide II (DPLG 2001b:19) the following structures are recommended to drive the process of drafting the IDP:

- The Municipal Manager or IDP Manager
- The IDP Steering Committee
- The IDP Representative Forum
- The Project Task Team.

Of these, the IDP Manager, IDP Steering Committee and IDP Representative Forum are required throughout the different phases of the IDP process. According to the IDP Guide Pack II (DPLG 2001b:21), the sole responsibility of driving the entire IDP process lies with the Municipal Manager or the IDP Manager, if there is one. This includes organizing the process plan, taking responsibility for the running of the planning process on a daily basis, and taking responsibility for the consultants who are used in the drafting of the IDP process (DPLG 2001b:21). The IDP Steering Committees are seen as “technical working teams” consisting of the heads of departments, senior officials and the treasury (DPLG 2001b: 22).

It is suggested that relevant portfolio councillors, who have an interest, can also participate in the IDP steering committee (DPLG 2001b:22).

IDP Representative Forums serve as the main consultative bodies, established by government, for participation in the IDP process (DPLG 2001b:23). The IDP Representative
Forums consist of participants from different stakeholders, including government, the business sector, community organisations and experts. In particular, the DPLG (2001b:24) suggests the following players in the IDP Representative Forum:

- Members of the Executive Committee;
- Councillors (including councillors who are members of the District Council and relevant portfolio councillors);
- Traditional Leaders;
- The Ward Committee Chairperson;
- Heads of Departments/Senior officials;
- Stakeholder representatives of organised groups;
- Advocates for unorganized groups;
- Resource persons; and
- Community Representatives (e.g. RDP Forums).

According to the IDP Guide Pack-Guide (DPLG 2001b:23) the role of the IDP Representative Forum is to "institutionalize and guarantee representative participation in the IDP process." The significance of this forum is to ensure that the interests of various stakeholders are presented in the IDP process. It also facilitates the way in which debates, negotiations and decision-making can take place among the various stakeholders and local government. This forum allows communication between various stakeholders and local government. It serves to "monitor the performance of the planning and implementation process" of the IDP. Lastly, it helps to establish and monitor the key performance indicators in line with the Performance Management Manual. The IDP Representative Forums are expected to participate at least once major stage of drafting the IDP (DPLG 2001a:39).

2.10.4 Fostering a Culture of Co-operative Governance

The IDP is a mechanism instrumental in the alignment and co-ordination between different spheres of government and sectors of development because it:

- Serves as a basis for communication and interaction between spheres and sectors;
- Ensures accountability and partnership by debating concrete issues, planning and resource allocation decisions;
• Promotes integration of sectorally divided departments at local level; and
• Harnesses all public resources of the three spheres of government behind common goals and within a framework of municipal support.

In this way, co-operative governance is encouraged so that service delivery to the most needy can be expedited (DPLG 2005:40).

2.10.5 Core Objectives and Impacts

According to the DPLG and GTZ (2005) The IDP has a number of clear objectives and intended impacts:

As a consultative process, it aims to become a tool for democratic local government by ensuring that:

- Engagement is structured;
- Community participation is institutionalised;
- Bottom-up and top-down decision-making processes of engagement are inter-linked; and
- Focused analysis takes place and a forum for debate on real issues affecting service delivery is created.

As a strategic process, the IDP aims to ensure that within a municipality:

- Most effective use is made of scarce resources;
- Innovative and cost-saving solutions are sought for local problems; and
- Underlying causes and not symptoms are addressed.

As an implementation orientated process, IDP aims to become a tool for better and fast delivery by:

- Ensuring concrete proposals are designed;
- Close planning budget links are made; and
- Institutional preparedness is addressed
The IDP, therefore, ensures that local municipalities are informed about their environment and that municipal management is informed of specific issues that may affect budgetary land use management decisions. It also facilitates inter-governmental relations by ensuring that all development activities within a municipal area are consolidated and contribute to the furthering of the vision of that municipality. The fact that the responsibility of the IDP lies with the municipality’s executive committee or the mayor ensures that the IDP and its implementation receive the top priority within existing decision-making structures (DPLG and GTZ 2005).

2.11 COMMUNITY PARTICIPATION IN THE ETHEKWINI MUNICIPALITY

The adoption of Community Participation Policy is a significant milestone for eThekwini Municipality in honouring the Freedom Charter, especially its clause “the people shall govern”. The policy document provides mechanism for community participation in eThekwini Municipality. This builds on the commitment of the democratic government to deepen democracy, which is embedded in the Constitution. In essence, community participation is an open and accountable process through which individuals and groups, within selected communities, can exchange views and influence decision-making. It is a democratic process of engaging people deciding and playing an active part in the development and operation of services that affect their lives (eThekwini Municipality, 2007:2).

According to the eThekwini Municipality (2007:2) its community participation policies, it is committed to a form of participation which is genuinely empowering, and not token consultation or manipulation. This involves a range of activities, including:

- Creating democratic representative structures such as the Ward Committees;
- Assisting these structures to plan at a local level through Community Based Planning (CBP); and
- Implement and monitor their ward-based plans built on existing community strengths.
It is imperative for the Municipality to improve the accountability of elected representatives and Municipal officials to the community through their ward and other structures to bring about people-centered development.

The eThekwini Municipality (2007:2) is very clear on the point that the implementation of a community-participation policy is of vital importance to all stakeholders. If the Municipality does not implement this policy effectively, it would be betraying the struggle which brought about democracy in this country. The Municipality thus, needs to ensure that it does all it can to implement the policy in its totality and its constituent parts. It is believed that it will be making our democracy and governance structures effective in bringing about development that is firmly rooted in the will of the people.

The policy on community participation derives its principles from the Constitution of the Republic of South Africa, which grants all citizens the right to meaningful participation in the country’s affairs and, thus, the right to determine their own destiny. Thus, local government has been entrusted with the responsibility of ensuring the involvement of communities, and civic organisations in local government affairs (eThekwini Municipality 2007:2).

The vehicle for involving the public is given more emphasis in Section 16 of the Municipal Systems Act, which requires that municipalities encourage their participation. Municipalities are also required to encourage the community’s and councillors’ participation. Emphasis is placed on ensuring representativeness in terms of age, gender, race and disability, as well as reaching those previously excluded from formal local government structures (eThekwini Municipality 2007:4).

The eThekwini Municipality (2007:4) states that the purpose of the municipality is to ensure the provision of infrastructure and services. This creating an enabling environment for citizens to contribute towards a vibrant economy with full empowerment, and thus create a better life for all.

This statement speaks of participation as a new way of doing business. The eThekwini Municipality intends to maximize participation to manage local challenges (eThekwini Municipality 2007:8).
2.11.1 The Purpose of the Policy Document

The main purpose of the policy (2007) is to:

- Increase participation in the decision-making process of local government.

Specific objectives of this policy entail the following (eThekwini Municipality 2007):
- Developing mutual trust between citizens and local government officials and councillors;
- Improving communication to allow citizens to have access to information and to feedback from the local government;
- Keeping local government abreast of citizens’ needs, which enables the creation of an environment where local government resources are directed to meet these needs;
- The creation of additional resources to encourage civic initiatives and public-private partnerships; and
- Promoting programmes for the improvement of the skills of local government authorities and citizenry.

2.11.2 Practice Principles for Community Participation

This policy is based on a number of principles which constitute the basis of the “social compact” between the Municipality and communities. These are:

Principle 1: Structured Participation

- The issue at that a given time shall determine and influence decision and procedures specifying who is to be consulted.
- Representative structures such as ward committees, sector forums, ward forums, zonal stakeholders’ forums, regional stakeholders’ networks, city-wide stakeholders’ forums and city-wide sector networks shall be the main organizational mechanisms for participation.
- Structures like Izimbizo, public hearings, Indabas, conferences, workshops, road shows, and other relevant tools shall be key tools in making participation a reality.
Principle 2: Clarity of Purpose

The Council shall clarify the purpose so that communities understand why they are there. In order to plan effectively. This shall include the desired outcomes and indicate who should be engaged in planning, designing, implementing and activities instrumental in achieving the purpose. Clarity also means the ways in which participants can influence decisions.

Principle 3: Commitment

The Council shall show a commitment to the cause of public participation by allocating sufficient time and resources to community engagement which is viewed as an integral part to municipal normal development assessment and plan-making practices and operations.

Principle 4: Communication

The eThekwini Municipality shall communicate openly honestly with those who want to participate. Communication shall not only include gathering and sharing information and decision-making, but all details of such processes through the social compact agreements. Information shall be given in the language that the audience is familiar with.

Principle 5: Flexibility and Responsiveness

The Municipality must be prepared to continually review the way communities are engaged during all participation processes. Selection from a range of techniques that enable different communities to participate effectively shall be applied.

Principle 6: Timelines

The eThekwini Municipality shall ensure that participants receive all information in time so as to make meaningful contributions. Participants shall be informed as to when they can expect feedback on their contributions. Feedback shall be given to the participants with set timeframes.
Principle 7: Inclusiveness

The eThekweni Municipality shall strive to be as inclusive as possible. Particular attention shall be paid to the needs of groups that tend to be under-represented, such as women, the youth and disabled persons, in an engagement associated with development, and planning.

The municipality shall simplify jargon and technical language so that it can be well understood by all communities irrespective of their literacy levels.

Principle 8: Collaboration

The city shall aim for a participatory approach to development issues and planning, particularly in larger, more complex processes. This shall be done by working closely with other agencies operating in the area to avoid repetitive consultations.

Principle 9: Diversity

Public participation shall be structured in a way that provides sufficient room for diversity i.e. for different participation styles and location specific adjustments (eThekweni Municipality 2007).

2.11.3 Citizens’ Participation Levels

In the eThekweni Municipality (2007) it is stated that communities shall participate at different levels that are appropriate for that given issue.

Active citizenship

Active citizenship means sharing the authority on the basis of which administrative agencies carry out legislative mandates assigned to them. It goes beyond voting, paying taxes, or using government services. The city shall encourage communities to become active citizens.
Communities, through their active participation, shall ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote. The eThekwini Municipality shall partner with relevant service providers to ensure that eligible community members are voting.

Though various Ward Committee and stakeholders forums, citizens shall express via different ward committees and stakeholder forums, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible. Citizens are called upon to be more than voters, by helping to identify important issues, helping to carry out solutions, and judging whether results have been achieved or not (eThekwini Municipality 2007).

2.11.4 Citizens as Owners or Shareholders

According to eThekwini Municipality (2007), communities are viewed as the owners of government. Through their rates payments, citizens are investors in local government services and municipal assets. Through their votes, citizens are shareholders who elect the boards of directors responsible for government performance. Councillors are the people’s stewards and are obligated not only to manage finances but also to produce results. Stakeholders need to know whether government is getting the job done.

With their rates, they invest in public services and assets. Communities are shareholders: with their votes, they elect councillors who are an integral part of service delivery process. Representation through political party candidates shall cater for this (eThekwini Municipality 2007).

2.11.5 Citizens as Customers or Consumers

Communities are principal users and clients of municipal services and shall be treated as valued customers by the Municipality. This shall be done by practicing the Batho Pele principles and through the city’s customer care and service centres.
2.11.6 Vision Builders

Citizens shall contribute to the improvement of their lives by being visionaries for their communities. They can do this by articulating strategic planning. In this process, the eThekwini Municipality shall utilise community-based planning as the methodology that effectively facilitates local vision building. Active citizens shall contribute new ideas, add legitimacy to the process, and add energy for follow up on the results obtained in such community visioning processes (eThekwini Municipality 2007).

2.11.7 Citizens as Service Quality Evaluators

As primary users of local government services, citizens are best placed to assess their quality and effectiveness. Communities shall be expected to participate in quality of life survey conducted by the Municipality. This will validate or nullify the findings of the survey.

2.11.8 Citizens as Co-producers of Services and Co-mobilisers of Resources

Citizens are direct providers of community services on both a paid and voluntary basis in cooperation with the Municipality at all levels of policy-planning and implementation. Community-based planning shall ensure that citizens fulfill their duty of being co-producers of services and co-mobilisers of resources (eThekwini Municipality 2007).

2.11.9 Citizens as Independent Outcome Trackers

eThekwini Municipality (2007) outlines that communities may measure national, provincial and local issues independently of government. Citizen groups may select desirable outcomes for their community and systems to track and publicize measured conditions and trends. These groups follow various themes, such as measures and actions, that can lead to a healthy community, quality of life, and sustainable communities. Grassroots measurement by citizen
groups is more likely to be independent and oriented towards actual community well-being outcomes.

2.11.10 Information

Communities shall be informed about the intentions of the municipal authorities. The Municipality shall use this process with the objective of providing balanced and objective information to all its rate-payers. The promise to the public is to keep the community informed. Methods for this to be achieved shall include informative meetings, public notices, a website, written information and audiovisuals (eThekwini Municipality 2007).

2.11.11 Consultation

The eThekwini Municipality (2007) shall use this process with the objective of obtaining community views. The promise to the public is to keep community informed and act on their concerns and some of their opinions. The input shall provide the authorities with the opportunity to rethink certain projects. Method shall include public hearings, public meetings, workshops, izimbizo, questionnaires and website operations and other technological innovations.

2.11.12 Involvement of the Public

This process entails working with the public regarding the verification of facts gathered and to test certain assumptions and pre-understanding before decisions are made. The eThekwini municipality shall use this process with the objective of working with public throughout the process. The promise to the public is to ensure that the community is involved in the process (eThekwini Municipality 2007).
2.11.13 Participation of the Public

eThekwini Municipality (2007) refers specifically to active participation where all stakeholders, are involved. Consensus on decisions they receive legitimacy. Instead of local government coercing compliance, stakeholders comply voluntarily and commit themselves to the agreement in the context of a “social compact” between the Municipality and the community. The eThekwini Municipality shall use this process with the objective that community participation will become a reality in every step of decision-making. The promise to the public is that the community must be a part of formulating solutions. Methods shall include meetings and conferences.

2.11.14 Empowerment

Citizens who are earmarked to benefit need to take control over the realization and implementation process, because they have been involved in the entire process. Hence, they fully understand the importance of the matter to be addressed. The eThekwini Municipality shall use this process with the objective that the community carries out decisions. Community-based planning is one of the empowering programmes that the city has for its citizens. The promise to the public is that the community implements decisions independently; hence, the dependency syndrome is eradicated. Methods shall include working groups, and feedback meetings (eThekwini Municipality 2007).

2.12 Steps Involved in Community Participation

According to the Department of Local Government and Traditional Affairs (2008:209-212) there are 8 steps involved in preparing a community participation plan. These steps are identified and discussed below:

Step One - The municipality must identify the most important stakeholders, their roles, interests, conflicts between stakeholder groups, and the level of participation required by each stakeholder group in the project for example, information dissemination, consultation or involvement.
Step Two- The municipality must identify the important project and social issues for which participation will be needed (for example size and location of large refuse containers, sitting of solid waste facilities, willingness and ability to pay for improved services).

Step Three- The municipality must identify key points for community involvement in the implementation of each project component, where applicable. For each component, the plan should identify key actors, the level of participation required for each actor (that is, which of inform, consult, and involve applies in respect of each player), and the methods through which these actors will participate (for example, information dissemination, including methodologies such as media communication, brochures, public meetings and workshops, in-depth interviews), as well as processes and mechanisms for resolving disputes.

Step Four- The municipality must determine the types of information that will be disseminated at each stage for the important stakeholder groups as well as awareness raising and training that would be needed for relevant stakeholder groups (keep in view that the municipality is in terms of section 16 (b) of the Municipal Systems Act, required to build capacity in communities to enable them to participate in the affairs of the municipality).

Step Five- Apart from the ward committees and other formalized consultative structures, the municipality must try and identify NGOs or other institutions that can contribute to the participation process through the design and management of community education and outreach activities. This will require an assessment of the abilities of these institutions to develop community outreach strategies, organise community information campaigns, and write, design, and disseminate both project and general information.

Step Six- The municipality must describe how community involvement and participation activities will be monitored and evaluated. The plan should include a list of criteria and indicators for monitoring and evaluating changes in socio-economic factors and community participation that are relevant to project success and sustainability.
**Step Seven**- The municipality must decide who is to be responsible for each function/project on which the community must be consulted so that there is no confusion as to who must initiate, monitor and evaluate the participation process. Regardless of who has been mandated to initiate and manage the consultation process, it is stressed that it is the councillors serving on the executive committees who must ensure that the comments/input of the community are taken into account in the decision making process (Municipal Structures Act) Section 44 (3)(g) and Section 56(3)(g).

**Step Eight**- Finally after the preceding processes have been decided on, the municipality must estimate the costs that would be required to initiate and sustain these activities and develop a budget for each of the consultative processes (Department of Local Government and Traditional Affairs, 2008:212).

Therefore, the IDP should give the municipality direction in regard to when it should consult the community on the implementation of the new services.

### 2.13 The Profile of Inanda Ntuzuma and Kwa Mashu

The Inanda, Ntuzuma, KwaMashu (INK) and the Area-Based Management (ABM) Development area houses 487 406 people, representing about 18% of eThekwini Municipality’s population. With almost half a million residents on 9423 hectares, it constitutes one of the largest conglomerations of low-income residential areas in the country. Its closest boundary is over 20km from the city’s CBD. The area consists of 15 wards, with a large number of informal settlements, limited basic service infrastructure, inadequate recreational facilities and a shortage of social facilities. Although only Inanda and KwaMashu were declared as presidential urban nodes, the city sees these two settlements as a unit with the adjoining Ntuzuma settlement. In the planning for the eThekwni Municipal Area, the INK area is classified as being part of the Urban Periphery where 56% of the population lives on 20% of the eThekwni Municipal Area (EMA) (eThekwni Municipality 2009:1).
2.14 Integrated Development Planning in the INK area

Inanda Ntuzuma KwaMashu (INK) represents the largest residential conglomeration in the eThekwini Municipal Area and the IDP has rightfully identified the need to integrate INK with economic areas by investing in road infrastructure. The IDP also identified KwaMashu as a socio-economic investment point. Other IDP strategies which have been identified to develop the INK area are as follows (eThekwini Municipality 2009:3):

- To rehabilitate commercial centres in the township;
- To direct public and private investment into these commercial centres; and
- To facilitate economic development with an emphasis on the skills development of residents.

eThekwini Municipality (2009:3) maintained that the population was increasing the youth with high unemployment, low levels of education, high levels of poverty, high levels of crime, inadequate criminal justice capacity, poor road safety, and legal complications.

2.15 Implementation of IDP in the INK area

In preparation for IDPs, the Municipality undertook a Quality of Life Household Survey as well as a range of ward workshops. In these assessments, communities rated their top priority needs as being: housing and household services, safety and security, jobs and economic development, community infrastructure and health services. The INK area was identified in the IDP as an area that needed to focus on service delivery, housing development and transport linkages. There are 153 public health facilities in the eThekwini Municipal Area. Almost 40% of households in the INK area (40 000 households) do not have access to full or intermediate levels of sanitation. With regards to access to piped water inside the yard dwelling, almost 52% of households in the INK area (63 372 families) do not have access to this service. In Ntuzuma alone, 76.3% of households do not have access to full or intermediate water services while the average for the city is 32% reflecting the severity of service backlogs in these nodal settlements. The INK community is relatively well serviced in terms of refuse removal services by the local authority. The local authority services 97% of
households. At least 72.8% of the INK households have access to electricity directly from the local authority, but backlogs in Ntuzuma are still significant (eThekwini Municipality 2009:2).

2.16 SUMMARY

This chapter presented a theoretical and legal framework in the analysis of the community participation in the implementation of the Integrated Development Planning. It focused on defining community participation, the role of ward committees, and the involvement of the community in the IDP processes. It also provided a description of the policy framework and legislation that informs community participation in governance in South Africa, in particular, in the IDP implementation.
CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

Chapter three presents the research methodology used in undertaking this study. This includes the research design and methodology used to obtain data. Leedy (1989:161) maintains that research is a process that involves obtaining scientific knowledge by means of various objective methods and procedures. Methodology is the philosophy of the research process that is guided by a series of rules and procedures. Assumptions, values and principles are the foundations of any research process that ultimately lead to the adoption of standards and criteria upon which the research is based. If the process is set out carefully and scientifically, the analysis and the interpretation of the data, conclusions and the recommendations are bound to be valid.

3.2 DATA COLLECTION

According to Sekaran and Bougie (2010:184), data collection methods are an integral part of the research design. There are several data collection methods, each with its own advantages and disadvantages. The use of appropriate research methods enhances the value of the research. Data collection methods include various types of interviews such as face-to-face interviews, telephone interviews, computer assisted interviews, and interviews through electronic media- questionnaires that are either personally administered, sent through the mail, or electronically administered.

3.2.1 Instrument Used in Data Collection

For the purpose of this study, questionnaires and face-to-face interviews were chosen as instruments for collecting data. Interviewing has an advantage of flexibility in terms of adapting, adopting, and changing the questions as the researcher proceeds with interviews.
Questionnaires have the advantage of obtaining data more efficiently in terms of researcher’s time, energy, and costs (Sekaran and Bougie 2010:186).

According to Matthews and Ross (2010:181) there are four types of instruments that can be used to collect data from respondents:

- Structured Interviews;
- Structured questionnaires;
- Questionnaires; and
- Telephone surveys.

The research instrument used in this study consists of questionnaires and face-to-face interviews. The reason for using these instruments is that participants were based in an area where the researcher could easily access them.

### 3.2.2 Questionnaire Construction

Questionnaires can be used in a number of ways. Sometimes a questionnaire is used as the basis for an interview, so there is some interaction between the respondent and the researcher or an interviewer. This may be face to face, over the phone or via email. If the questionnaire is used as an interview, then the interviewer must read the questions and responses in the same way for all the respondents and not offer additional help, prompt or comments to the respondent because this may affect the way the respondent hears and replies to the questions. Effectively the interaction between the interviewer and the respondent is limited to the questions and answers (Matthews and Ross 2010:203). For the purpose of this study questionnaires were used to highlight the importance of community participation as a mechanism for empowering the community and improve service delivery.

### 3.2.3 Interview

For the purpose of conducting this study within the chosen wards, interviews (Appendix C and D) were conducted with local community members, Ward Committees and Ward Councillors in Inanda Township. Interviews were used as an instrument to gather data. It was
believed that the information that was received would be of great importance to the development of the research as these respondents had information about community participation and the IDP. White (2000:29) defines an interview as a popular form of data collection and, when properly conducted, can provide a rich source of material.

Interviews can be used in a variety of contexts and situations and in conjunction with other research methods. For example, a preliminary interview may identify problems which can either be incorporated into a questionnaire or form the basis of a later, and more searching, interview. The real benefit of an interview is that the researcher is face-to-face with the interviewee. Either side can question what they do not understand (White 2000: 30-31). According to Kitchin and Tate (2000:213) key informant interviews are the most commonly used in qualitative technique. They allow the researcher to produce data which is varied and rich in an informal setting. Interviews, echoed by Kitchin et al (2000: 213), allow for a more thorough examination of the experiences, feelings and opinions that closed-ended interviews could never hope to capture. For the purpose of this study, a semi-structured open-ended interview was deemed the most appropriate type of interview to be utilised.

3.2.4 Face-to-face interview method

Face-to-face interviews were conducted with Ward committees and Councillors in Wards 55,56,57,58, as well as local community members. According to Babbie and Mouton (2010:294), the face-to-face interviews are the most common method to collect data in national surveys in South Africa. Rather than asking respondents to read questionnaires and enter their own answers, researchers send interviewers to ask the questions orally and record respondents’ answers. Interviewing is typically done in a face-to-face encounter. Also, most face-to-face interviews require more than one interviewer.

In collecting data the researcher conducted face-to-face interviews. The researcher used face-to-face interviews as a method of collecting data. Ward Committees and Councillors were regarded as key contributors in the study, since they have a better understanding of the IDP.
3.3 RESEARCH METHOD

A mixed method of qualitative and quantitative research method was deemed to be appropriate for this study. Mixed methods approach can best be thought of as a combination of quantitative and a qualitative research design. A mixed method to choosing data collection methods should came from the research questions and show that the research questions can best be answered using both types of data. Sometimes one research question demands quantitative data while another requires qualitative data, in other cases both qualitative and quantitative data may be required to answer one research question (Matthews and Ross 2010:144). These methods focus more on the content as a reflection of underlying phenomena (Rossouw 2003:162). Data is usually collected in the form of description. Even though some of the methods used, such as interviews, are used in quantitative research, the difference is that qualitative research only uses non-mathematical procedures when interpreting and explaining the research.

3.3.1 Research Procedure

According to Welman and Kruger (2001:253), the research procedures, used to investigate the stated problem, should be scientifically well-founded and describe the following aspects:

- The population from which the participants will be obtained;
- The manner in which groups are going to be formed; and
- The way in which the data are going to be collected and the specifications of any apparatus. The above procedure will assist the researcher in addressing the main problem of this research which is presented in section 1.2 of chapter 1.

In this study the participants were obtained from the community of Inanda Township, it comprised of the Ward Committees, Councillors as well as the broader community of INK area. These Ward Committee members, councillors, and local community member comprised both males and females. All Ward Committees consist of interest groups within the ward, e.g. women groupings, SMMEs, people with disabilities, and youth formations. A population of this study comprised of eighty four respondents. 40 ward committee members, 4 ward councillors and 40 local community members located in Inanda Township in wards 55, 56, 57 and 58 were selected to form groups for this study.
It must be noted that this study employed a simple random sample and snowball sampling to collect data. This data was collected through the use of the interviews and a questionnaire. The data was collected from the questionnaires submitted by the ward committees, councillors and community members of Inanda Township in the selected wards. The researcher used face-to-face interviews, and a self-administered questionnaire as a method of collecting data. The questionnaires were used to measure the participants’ opinions and perceptions regarding community participation and the implementation of the IDP. The researcher therefore, choose the use of self-administered questionnaires due to their reliability, affordability, and they are relatively quick and have the scientific merit.

3.3.2 Qualitative Research

Qualitative research methodology has been chosen for undertaking this study. Denscombe (2003:268) suggests that qualitative research can be part of an information gathering exercise and useful in its own right. It can be used as the basis for generating theories. In neither case, however, are their descriptions ever pure, they are always the outcome of an interpretation by the researcher. Qualitative research may involve sampling, collection of data, and analysis of data. As a result qualitative data analysis may start after only some data have been collected. Qualitative data comes from a wide variety of primary sources and/or secondary sources, such as individuals, focus groups, government publications, and the internet. The analysis of qualitative data is aimed at making valid inference from the often overwhelming amount of collected data (Sekaran and Bougie 2010:370).

3.3.3 Quantitative Research

Roberts (2004:110) considers the quantitative method as a set of detailed questions and/or hypotheses. A research seeks facts and causes of human behaviour and wants to know a lot about a few variables so differences can be identified. The data collected are primarily numerical resulting from surveys, and test. Quantitative design includes descriptive research, experimental research and correlation research. This will be effective because supervisors will simply answer the questions on the written questionnaire.
Quantitative analysis uses the syntax of mathematical operations to investigate the properties of data. The researcher can express with numbers what was impossible to state in words. The researcher cannot pile words and deduce an average from them. The researcher cannot take the square root of a sentence (Roberts 2004:110).

### 3.4 SAMPLING

There are two basic ways of sampling, random or probability sampling, and non-random or non-probability sampling. A sample of 40 ward committee members, 4 ward councillors and 40 local community members located in the Inanda Township were selected for this study. Therefore, the total number of the participants comprises 84 respondents. The choice of these wards was based on accessibility and familiarity of the area to the researcher, and that community members are directly involved on issues pertaining their community needs. For the purpose of this study the ward councillors were used to identify ward members for their wards, as well as local community members. The sample selected was 4 wards in the INK area which form part of the township of the selected municipality. The respondents were the ward committees and councillors, and the local community members within the designated wards. This sample was chosen from 17 wards in the INK area. This was done by using a probability sample by employing a random sample.

Wilman, Kruger, & Mitchell (2007:56) are of the opinion that probability samples can determine the likelihood that any element or member of the population will be included in the sample. The advantage of probability sampling is that it enables the researcher to indicate the probability with which a sample result deviates in varying degrees from the corresponding population values. Birley and Morelands (1998:44) maintain that in random sampling every member within a population has an equal chance of being selected.

According to Sekaran and Bougie (2010:276), in a non-probability sampling design, the elements in the population do not have any probabilities attached to their being chosen as sample subject. This means that the findings from the study of the sample cannot be confidently generalized to the population. Non-probability sampling, on the other hand, allows the researcher to define the population. It is cheap and convenient. In other words, with a non-probability sampling there is no probability attached to being chosen as sample subject.
The researcher used simple random sampling, also known as probability sampling, because its information is very accurate and up-to-date. Therefore, every ward committee and the councillors who have selected, will have an equal chance to air their views in regard to the topic of the study. Councillors are mandated to broadening participation in the democratic processes of the council and to assist the community in organising public meetings, disseminating information, and encouraging participation from residents in the ward. Therefore, 4 ward councillors from the selected wards form part of the sample.

As per the Ward Committee Resource book (2005), these councillors act as chairpersons of the ward committee. For the purpose of this study, a snowball sampling was used to select the community members. The researcher identified informal volunteers through visiting the local church, Inanda Christian Church (ICC), and through a shared meeting place. Each member of the group was asked to suggest others with the same characteristics and the researcher then contacted them. The contacted members were asked to suggest close friends, neighbours, or family members. The researcher went to those identified and asked each to suggest others to participate and repeated the process. The researcher eventually stopped when a target of 40 local community members was reached. The use of snowball sampling was relevant since it is cheap and convenient to utilise with regards to this particular type of study.

### 3.4.1 Simple Random Sample

Kerlinger (1986:110) in De Vos (1998:193) states that random sampling is a method of selecting a sample of a population, so that each member of the population has an equal chance of being selected. The researcher used a simple random sample method in order to increase validity of the study and also allow the researcher to make a meaningful generalization of the results. For the purpose of this study the researcher drew a random sample from a list of all the ward committees in Inanda. The lists of ward committees and councillors were drawn from a voters’ list of the INK area. The INK area has 17 Wards and each Ward Committee has 10 members excluding councillors who are the chairs of the ward. The research area chosen was very big and, therefore, a choice of 4 wards as a sample was ensured that the study was possible. The selected wards committees and councillors could
best provide an accurate and up-to-date information with regards to community participation and the IDP.

3.4.2 Snowball Sampling

Snowball sampling was used for the purpose of selecting the community members. It fits as one type of non-probability sampling. Mathews and Ross (2010:166) state that snowball sampling starts with a few people who are known to be the type of people the researcher wants to involve in the research. On the other hand, De Vos (1998:123) contends that snowball sampling is a technique for developing a research sample where existing study subjects recruit future subjects from among their acquaintances. Thus, the sample group appears to grow like a rolling snowball. As the sample builds up, enough data is gathered to be useful for the research. This sampling technique is often used in hidden populations which are difficult for researchers to access. As sample members are not selected from a sampling frame, snowball samples are subject to numerous biases. Snowball sampling and respondent-driven sampling also allow researchers to make estimates about the social network connecting the hidden population (De Vos 1998:123).

According to De Vos (1998:145), snowball sampling has the following advantages and disadvantages.

It is possible for the surveyors to include people in the survey whom they would not have known. It is also very good for locating people of a specific population, if they are difficult to locate. The advantage of this is that you can quickly find people who are experts in their fields, because people often know someone who is better at their job than them. It could lead one to having only the best known experts in a sample, and can also help one find lead users more simply.

However, snowball sampling has some disadvantages. They include the fact that snowball sampling is inexact, and can produce varied and inaccurate results. The method is heavily reliant on the skill of the individual conducting the actual sampling, and that individual’s ability to vertically network and find an appropriate sample. To be successful requires previous contacts within the target areas, and the ability to keep the information flow going throughout the target group. Identifying the appropriate person to conduct the sampling, as
well as locating the correct targets, is a time consuming process which renders the benefits only slightly outweighing the costs. Another disadvantage is the lack of definite knowledge as to whether or not the sample is an accurate reading of the target population. By targeting only a few select people, it is not always indicative of the actual trends within the result group. To help mitigate these risks, it is important not to rely on any one single method of sampling to gather data about a target sector in order to obtain information the most accurately (De Vos 1998:145).

For the purpose of this study the researcher identified volunteers who are local community members around the township. Those identified showed interest and keenness to participate in the study. The use of snowball sampling was influenced by the fact that it is convenient and cheap.

3.4.3 Target Population

The population refers to the entire group of people, events, or things of interest that the researcher wishes to investigate (Sekaran and Buogie 2010:262). A population is the theoretically specified aggregation of study elements (Babbie and Mouton 2010:173) According to Fox and Meyer (1995:99) population is all the people within a given geographic area, or all the members of a given social class. The target population of this study was 84 participants, which is 40 respondents from the Ward Committee members, 4 Ward Councillors, and 40 local community members from the selected wards. These Ward Committee members, councillors, and local community member comprised both males and females.

Thus, the study was sufficiently representative of all stakeholders’ ideas, since it was believed that community members, Ward Committees and Councillors could contribute significantly in the Integrated Development Planning of the Municipality. All Ward Committees consist of interest groups within the ward, e.g. women groupings, SMME’s, people with disabilities, and youth formations. One should also consider that each ward is sub-divided into small sub-areas, and it is imperative that these sub-areas are fully represented. Involving local community members, ward committees, and councillors assisted the researcher to generate a fair representation in order to obtain a rich source of information.
The study drew on respondents from local community members in the Inanda Township as community members are the people who are aware of the local dynamics. These community members are very important stakeholders in this study.

3.4.4 Sampling Technique

The researcher conducted a semi-structured interview approach. This type of interview offers a versatile way of collecting data, and is helpful in giving clarity to concepts and problems (Welman et al 2007:166). The fundamental aspect of this method is that the respondents are individuals who are members of the community and are directly or indirectly involved in the public participation process. Ward Councillors and Ward Committee members are public participation practitioners in the eThekwini Municipality. Both deal directly with issues of community concerns.

This study has utilised the qualitative interview as described by Rubin and Rubin (1995:31). Their model of qualitative interviewing emphasises the relativism of culture, the active participation of the interviewer, and the importance of giving the interviewee a voice. It was anticipated that individual perception would be used. It focuses on community participation and the IDP. The interviews were audio-taped and permission for this was obtained. These recordings were transcribed verbatim and the texts were analysed.

Interviews can be used in a variety of contexts and situations, and in conjunction with other research methods. For example, a preliminary interview may identify problems which can either be incorporated into a questionnaire or form the basis of a later, and more searching, interview. Interviewers should be trained properly. They should be thoroughly familiar with the questions in the questionnaire so that they may read them fluently or even ask them from memory without deviating from the questions as they are formulated. To be able to run the interview efficiently, and without any disturbances, the researcher needs to know the respondent, his background, values and expectations (White 2000:29).

The real benefit of an interview is that the researcher is face-to-face with the interviewee. Either side can question what they do not understand. During the interview the researcher can also re-word or re-order the questions if something unexpected happen. However, the disadvantage is that the interview is time-consuming and the researcher needs to take into
account the length of the interview and that the interviewee may be biased to the interviewer (Welman et al 2007:167).

### 3.5 PRIMARY DATA SOURCES

Data for this study were collected from both primary and secondary sources. According to Welman et al (2007:149) primary data is originated data collected by the researcher for the purpose of his or her own study. This type of data was vital for this study in particular and research material and information obtained from community participation unit were also important. The primary data was obtained from key informant interviews and a site visit.

Secondary data sources were also deemed to be necessary. According to Welman et al (2007:149), secondary data are information collected by individuals or agencies and institutions, they are data that haves already been analysed. The secondary data provided the necessary background information, and allowed relevant theories and concepts to contribute to the literature review. The secondary data were obtained via journal articles, books, the internet, research papers, local documents, such as community participation, integrated development plans (IDP), the eThekwini Municipality Policy document, as well as the Department of Traditional and Local Government resource book for Ward Committees.

### 3.6 AREA OF THE STUDY

The area of this study was based at the Inanda Township in eThekwini Municipality in four Ward Committees. The eThekwini Municipality consists of 100 wards. The study focused on the eight wards that make up Inanda Township. The reason for the selection of these wards is that Inanda has a rich historical background, because of its prominent leaders and is now regarded as a heritage site. Inanda is where John Dube, founding father of the ANC, was born, and it is where Nelson Mandela cast the first vote in our first democratic elections. It is the spiritual home of the Shembe religion, and it is the location of the Gandhi settlement.
Another factor is that these wards have functional and viable community based structures, and that community based structures are a vehicle for a feasible community participation. The population is very diverse, comprising people from the Eastern Cape, Mpumalanga and the deep rural of KwaZulu-Natal. A lot of development is taking place in there. Out of eight wards the research concentrated on four wards only. The reasons stated above prompted this research. The researcher had direct access to wards 55, 56, 57 and Ward 58. Each ward comprised 10 ward committee members including 1 Ward Councillor.

In the late 1970’s Inanda saw a vast influx of people from the drought-stricken rural areas. In the 1980’s it changed from a relatively quiet shanty town to an extremely dense settlement characterised by high levels of unemployment. This, combined with the social pressures of rapid urbanization, the insecurity that most tenants felt, and the intensification of the anti-apartheid struggle in those years, produced an extremely volatile situation. In addition, the apartheid state wished to control this shack settlement and its policies did much to destabilise the area.

From 1985 onwards, Inanda was caught up in a spiral of violence which has not altogether played itself out. First, the remaining Indian residents of the area were chased out. Then there was warfare between the ANC and the IFP, particularly in lower Inanda, Bhambayi, Lindelani and the new sections of Newtown Township. Inanda was one of the most violence-stricken areas in the province. Since the inception of democracy in 1994 the situation has calmed down dramatically. However, outbreaks of violence continue, owing to political factionalism and the marking out of exclusive territories for particular political leaders. Such a situation makes development initiatives within the Inanda area extremely difficult (eThekwini Municipal review: 2003). The IDP process ought to encourage all stakeholders who reside and conduct business within Inanda Township to participate in the preparation and the implementation of the development plan.
3.7 DATA ANALYSIS

3.7.1 Transcribing the data

The researcher transcribed all tape-recorded interviews verbatim immediately after the interviews had taken place. Birley and Moreland (1998: 58) regard verbatim transcription as the essential raw data for qualitative analysis. The data generated by qualitative interviews are verbal responses, statements, opinions, interactions of the participants, and non-verbal action. The researcher used a diary method to record participants’ observations. Diaries can be used in a variety of ways and in connection with a range of different methodological approaches. They are also useful in supplementing information obtainable from other sources and helping to improve the validity of that data by means of triangulation (Birley and Moreland 1998:54).

3.7.2 Analysis of the data

The analysis of the data was conducted by recording all transcripts and notes taken during the interviews. The transcript was read repeatedly in order to gain familiarity with the information. The researcher listened to all the recordings, and also checked the accuracy of the transcripts. The data collected was found to be relevant as it addressed the problem of the study.

3.8 VALIDITY

The researcher needs to make sure that the data-collecting instrument is both valid and reliable. According to Birley and Moreland (1998:41) validity has to do with the research technique. It should be valid, sound, cogent, well-grounded, and justifiable or logically correct. Validity ensures that data sets, which have been collected, or items which have been used, are relevant to the study. For the research to be reliable, it must be demonstrated that if it were to be carried out on a similar group. Descriptive validity is that which is concerned with the initial stage of research, usually involving data gathering. The choice of language and selection of relevant data are the greatest threat to validity. Maxwell (1992:287-288) identifies many possible areas of error within this process concerning data selection and
initial interpretative biases. This measure of validity that Maxwell offers should be approached with some caution. Of course, stark differences in factual statements or events, such as whether person 'A' was present or not during data gathering, appears to be a fundamental error. However, if both accounts represent the conscientious efforts of the two researchers, rather than labeling the greatly differing accounts as evidence of reduced validity and unreliable measures, the discrepancies between them merely mark the multi-perspective experiences of the two researchers. The inaccuracy is an honest and valid account of the researchers' experiences of the realities that exist within the events recorded (Maxwell 1992:287-288).

Maxwell (1992:287-288) indicates that this perspective acknowledges the essential role of the researcher, within the research process, and the events themselves. Of course, this would be far from acceptable within the quantitative paradigm, but within qualitative research, this would raise interesting questions worthy of investigation. Contrary to the assumptions governing quantitative research, qualitative methodologies have come to recognise that research into the lives, personalities and experiences of people involves the inevitability of contradiction and the existence of parallel and opposing truths within accounts.

3.9 RELIABILITY

White (2000:25) indicates that reliability is about consistency in research and whether another researcher could use your design and obtain similar findings. The chances are that they may be different, since this is where the judgment of individual researchers comes into effect. The reliability of a measure indicates the extent to which it is without bias and, hence, ensures consistent measurement across time and across the various items in instruments. In other words, the reliability of a measure is an indication of the stability and consistency with which the instrument measures the concept and helps to assess the goodness of a measure (Sekaran and Bougie 2010:161) According to Babbie and Mouton (2010:120) states that identified problems in the reliability method as reliability that is a concern every time a single observer is the source of data because they have no guard against the impact of that observer's subject. The feelings of two observers, while researching, likely influence what they see. Therefore, validity and reliability have been ensured. The sampling was accurate, consistent and correct by obtaining proper details and the process contains value with little room for error.
3.10 **LIMITATIONS OF THE STUDY**

At some point the research experienced difficulties in securing meetings with Ward Councillors as they were always in meetings. Another factor was that the researcher only involved community members, Ward Committee members and Ward Councillors as it was believed that these role-players were directly or indirectly involved in the Integrated Development Plan. Limitations were that the study area was vast and that the researcher chose to conduct the study in the selected wards only, because it was easy to access these wards. Involving the entire community would have been time consuming and would have involved extensive travelling.

3.11 **ETHICAL CONSIDERATIONS**

A covering letter (Appendix A), and the invitation to participate in the study (Appendix B) was included to inform all the respondents and the Manager about the purpose of the research. The letter was used to enlighten the respondents about their contribution in fulfilling the researcher’s findings.

The respondents were provided with informed consent that described willingness to take part in the study after being informed of all the information about the study influencing their decision.

The respondents were presented with the questionnaire that outlined issues pertaining to the study area.

Respondents were not coerced to participate in the research, this was to avoid the violation of the research ethics.

The respondents were also informed about confidentiality and anonymity. The letter identified the institution, and the research title and the details of the researcher were also provided.
3.12 SUMMARY

In this chapter, the researcher provided the goals of the research which, in turn, determined the methods employed. A mixed method approach involving the use of semi-structured interviews, and questionnaires were the most suitable methods for this study. This research discussed research processes and the physical location of the study, sampling procedures, the research procedure, and the data analysis which were employed. The sampling type utilised, ethical consideration for local community members was identify and employed in order to arrive at a logical process of conducting the study. The chapter also presented the validity and reliability of the study as well as the limitations encountered during the study.

Chapter four will present the data analysis and the interpretation of results on community participation and the implementation of the IDP.
CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter focuses on data analysis and interpretation. As indicated in the previous chapter data was gathered through interviews and the use of questionnaires. The interpretation and discussion presented in this chapter is in line with the objectives of the study. The results obtained from the two sets of interviews are analysed. Attention is given to the analysis of results obtained from the interviews with ward committees and councillors, first. Thereafter, the results obtained from the interviews with members of the community are analysed.

4.2 ANALYSIS OF THE RESULTS

The interviews were conducted with 40 Ward Committees of which 33 interviews were achieved and Councillors in the selected wards. The researcher conducted a questionnaire-based interview with 40 local community members.

4.2.1 Knowledge about IDP in eThekwini Municipality and Inanda Township

Figure 4.1

![Bar Chart]

- Yes: 80%
- No: 16%
- Not sure: 4%

Series 1
According to figure 4.1, 80 % of the 33 respondents acknowledged that they were informed about the IDP in their area of Inanda Township. Sixteen percent were of the view that they had insufficient knowledge about the IDP in their area. Four percent stated that they were not sure about the IDP in their respective wards.

The IDP was first introduced in 1996 in an amendment to the Local Government Transition Act (No. 209 of 1993), a year in which the attention of the new ANC-led government shifted from the reconstruction of national and provincial towards the establishment of a new local government system (Harrison 2008: 323).

According to Rauch (2003:1) the IDP should be used as the vehicle to development and empowering public participation. The IDP however, should be seen as the main policy instrument to help municipalities to address service delivery.

These results pose a serious concern, because all Ward Committees should know about IDP. However, most Ward Committees and Councillors know about it and how it is related to municipal programmes.
4.2.2 Awareness of the role played by Ward Committees and Councillors during the implementation phase of the IDP

Figure 4.2

Figure 4.2 reflects that 86% of 33 respondents agreed that they were aware of their role they played during the implementation phase of the IDP. Twelve percent admitted having little knowledge of its implementation. From the responses it is clear that Ward Committees and Councillors from the selected wards attests that they are aware of their role during the implementation stages of the IDP.

The Ward Committee has had some engagement on the Municipality’s IDP and budget, but, according to a councillor, there has been no engagement on other issues, such as performance management and by-laws of the eThekwini Municipality.

It was reported by the Ward Councillor that they saw their role as chairperson of the Ward Committee and responsible to direct the Committee to liaise with the community and the Municipality. The expression was that Ward Committee members needed to liaise with the community, bring issues to the meetings and take the concerns of the community to the relevant unit in the Municipality. According to members of the Ward Committee, their role was to bring service delivery to the community, and link the community to the Councillor and
the Municipality. Information dissemination was also a key role. The committee was in agreement that they were performing this role.

In terms of the Local Government: Municipal Systems, Act 32 of 2000, a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Residents therefore have a right to participate in municipal decision-making processes. The Ward Committee System is only one of the public participation structures established to fulfil this role.

4.2.3 Skills acquired during the implementation phase of the IDP

Figure 4.3

Figure 4.3 illustrates that 45% of the respondents agreed that they had acquired skills during the implementation stages of the IDP. A notable 29% disagreed that they had acquired skills during this phase. A relatively small number (26%) were not sure whether they had acquired any skills during this phase.

It was reported by the Ward Councillor that he had not received any training specifically on Ward Committees. Ward Committee members felt that they needed to perform in training activities, especially on report writing, the taking of minutes and communication skills. They
also believed that Ward Committee members needed more training on computer and leadership skills.

The Ward Councillors reported that only two of them had received training on ward committees the secretary and him. The rest of the committee was expected to receive training soon. The Ward Councillor believed that the committees needed further training to learn about their roles, and to measure the performance of the Municipality on how to engage with the IDP and the budget process.

### 4.2.4 Roles and influence on decision-making

Figure 4.4

Figure 4.4 demonstrates that 52% of the respondents stated that they were unsure of their role and influence on decision-making. Yet 40% agreed with the statement that they were aware of the roles and their influence on decision-making. Only 8% of the respondents were not sure of their roles and influence on decision-making, particularly on the IDP projects.

The councillors reported that they felt the committee had had some influence on council decision-making. Some of the inputs made by the committees have been accommodated within the Municipality’s IDP, although a lack of funding to implement projects is a serious problem. According to the Ward Councillors, the committee has not been involved in
deliberations around the IDP, the budget, performance management or by-laws. A concern pointed out by members of the Ward Committee was that they felt their councillor did not have much influence within the council, because the councillor was just an ordinary Ward Councillor and was not the executive committee.

Ward Committees were mainly used at local level, while IDP Representative Forums were used as the main structure for public participation throughout the IDP process and its implementation. In promoting public participation in the policy process is putting in place structures and forums around local government matters, to ensure that policy-making is brought closer to communities (Masango 2002:62).

Department of Local Government and Traditional Affairs (2006) states that ward committees are the link between the community and the councilor and that can influence local government processes in a number of ways. Ward committees have the right to be informed of decisions of the municipal council and the regular disclosure of the state of affairs of the municipality, including finances. Ward committees can strengthen their contribution by gathering the views of as many community members as possible.
4.2.5 Consultation during the planning stages of the IDP process

Figure 4.5 revealed that 63% of the respondents attested that they had been consulted during the planning stages of the IDP process, while 37% respondents maintained they had not been consulted in the planning phase of the IDP process.

It was reported by the Ward Councillors especially in wards 56, 57, and 58, that Ward Committees were involved in the municipality’s IDP process. Members attended meetings in August and March and monitored whether issues pertaining to wards had been included in the IDP. It was reported that during the consultation period ward committees had given input on the budget.

The IDP for the Municipality is produced as a five point strategic development plan, with reviews carried out on an annual basis. This IDP is the last of the current review for 2006-2010 IDP. The review allows for continual strategic refinement, alignment of budgets, and projects, and mechanisms for monitoring progress. The IDP for eThekwini is produced internally through a structured and co-ordinated participation process, which feeds into the eight Point Plan. Importantly, though this concerted effort also occurs in conjunction with other governmental and civil society partners, the IDP is produced with on-going consultation with many different stakeholders through a variety of forums (Integrated Development Plan Review 2006-2010:7).
Stakeholders in the IDP process are key role-players with an interest in the integrated development of the Municipality. In order to engage with the views of these role-players, the Municipality engaged in an integrated workshops process with communities and business. These took place in the form of regional workshops (19 Regional and four Cluster Hearings). The hearings included a presentations were present Business, Labour, Ward Committees, Amakhosi, Non-Governmental Organisations (NGOs), Faith-Based Organisations (FBOs), Provincial and National Government, Parastatals and People with Disabilities (PWDs) (Integrated Development Plan Review 2006-2010:7).

The eThekweni Municipality (2007) shall use this process with the objective of obtaining community and public views, opinions and feedback from the community through the process of public participation. The promise to the public is to keep the community informed and act on their concerns and some of their opinions. The input shall provide the authorities with the opportunity to rethink the projects and re-adjusting them as needed. Methods shall include public hearings, meetings, workshops, izimbizo, community panels, focus groups, information and feedback sessions, questionnaires and website operations and other technological innovations.
4.2.6 Challenges faced by the Municipality in implementing the IDP projects

Figure 4.6

Figure 4.6 revealed that 45% of the respondents agreed that they had not been aware of the challenges faced by the Municipality, particularly in the implementation of the IDP projects, while 29% of the respondents attested that they had been aware of the challenges faced by the Municipality. Twenty-six percent were unsure. This is, therefore, of alarming concern since ward committees should know about the IDP in their respective wards.

The response from the Ward Committee and Councillors signifies that the IDP timeframe became a major challenge, in that the projects were still regarded as work in progress, and some projects were not completed within the specified timeframe. Delays in projects resulted in the communities losing hope, since they had had high expectations. It was revealed that such occurrences may have resulted in service delivery protests. The challenges encountered were related to funding or skills development.

As a reactive measure to the service delivery gaps observed nationally, which resulted in mass protests within various municipalities, the National co-operative Governance and Traditional Affairs (CogTA) prepared a turnaround strategy. The intention was to present a different approach towards service delivery, customer-satisfaction, institutional and government processes which are all inclusive and delivery-orientated. eThekwini Municipality’s service delivery targets are stipulated in its IDP, and targets and performance
standards are set to ensure that it complies with national and provincial guidelines. Most importantly, however, eThekwini municipality has a commitment to translate its vision into workable plans whilst it keeps its mandate to provide the eThekwini community with services and proper administration as stipulated in the Municipal Systems Act, 2000.

Present Local Government legislation puts great emphasis on municipalities to develop a culture of community participation. The creation of appropriate and relevant community participation mechanisms, processes and procedures is therefore vital. These programmes aim at ensuring that communities are part of decision-making processes within the Council. These programmes encourage communities to use their strengths and move away from the dependency syndrome. Ward Committees and other civil society organisations play a critical role in making this programme come alive (Integrated Development Plan Review 2006-2010:160).

The Integrated Development Plan Review (2006-2010:171) Community Participation Policy aims. The main purpose of the policy is to provide guidelines for increasing the level of active citizen participation in the decision-making process of local government and to create an enabling environment for civil society in which ordinary citizens and social groups may find platform upon which they voice out their concerns and take part in the fundamental decision making on issues that affect their lives.

In compliance with the Municipal Structures Act of 1998 and the Municipal Financial Management Act of 2003, the city budget is informed and aligned to the IDP objectives. The IDP determines and prioritises the needs of the community. The budgetary allocations for both the capital and operating expenditure are undertaken in a manner that will not only ensure that the municipal IDP outcomes are achieved, but also to ensure that the city’s 2020 vision is realised (Integrated Development Plan Review 2006-2010:174).

Fakir (2006:4) suggests that citizen participation in governance will not happen by chance. It requires certain structures to facilitate public participation. On the other hand, Masango (2002:60) adds that to promote effective participation in the policy process, have been used to discuss, mechanisms used by the municipalities studied to facilitate public participation. These are organising for participation, utilising appropriate methods of participation, and publicizing local government affairs (Masango 2002:60).
Public participation through ward committees in the IDP is faced with obstacles. IDP Representative Forums become the main structures for public participation in the IDP process and implementation. The implication is that communities in those municipalities were not given a fair chance in their geographic areas to engage meaningfully in the drafting of the IDPs, as anticipated by Masango (2002:62).

Community participation is emphasized throughout local government legislation in South Africa as already outlined. The Constitution, together with various other policies and legislation, has laid the foundation for institutionalizing effective local government wherein community participation plays a central role. Ward committees, in this context, should be seen as the mechanism that legislature is using in order to assist municipalities to comply with the constitutional requirement (DPLG and GTZ 2005:25).

The interview schedule for local community members focused on the following issues

- Ward in which a community member belongs to
- Awareness about the IDP in their wards
- Peoples involved in the IDP process
- Awareness of the role played by Ward Committee and Councillors during the implementation of the IDP
- Identify some of the challenges faced by their ward during the implementation of the IDP
- Identify some of the projects implemented by the municipality in the past 3 years
- Attest to the invitation of community members in the Ward committee meetings
- Perceptions about the importance of involving the community in the IDP.

Community participation programmes are some of the key programmes that promote partnerships between different Municipality sectors. When preparing the IDP, the critical focus area is to ensure that partnerships are forged at the inception of the document, be it a review or the IDP itself. Communication takes the form of consultative processes, workshops, the circulation of the document and approval by the council as well as the MEC for Provincial CogTA (Integrated Development Plan Review 2006-2010:16).
4.2.7 Wards in which community member belongs to

<table>
<thead>
<tr>
<th>Ward No.</th>
<th>Total Number</th>
<th>Percentage %</th>
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Figure 4.7

From Figure 4.7 indicates that the study is propositionally represented, since the researcher involved 40 community members to participate in the study. In ward 55 only 8 local community members participated in responding to the questions. Ward 56, the total of 12 respondents have participated in the study. In ward 57, and 58 an equal number of ten respondents each ward also form part of the respondents to the study.

It can therefore, be deduced that community members be afforded an opportunity to express their needs, opinions on issues that affect their lives and to have them heard at the municipal level via the ward councillor. DPLG and GTZ (2005:2) suggests that ward committees must have been established in order to enhance participatory democracy in local government. A ward committee has no executive powers but serves as an independent, advisory structure for the ward councillor and the council.
4.2.8 Awareness about the IDP in their Wards

Figure 4.8

Figure 4.8 depicts that 75% of the respondents are of the opinion that they are not aware about the IDP in their wards. Twenty five percent of the community members indicated that they are aware about the IDP in their Ward.

In terms of Section 18 of the Municipal Systems Act, a municipality must communicate to its community information concerning:

i. The available mechanisms, processes and procedures to encourage and facilitate community participation;

ii. The matters with regard to which community participation is encouraged;

iii. The rights and duties of members of the local community; and

iv. Municipal governance, management and development.

Section 21 of the municipal Systems Act, specifies that when anything must be communicated by a municipality through the media to the local community in terms of the Municipal Systems Act, or any other applicable legislation, it must be done:
i. In the local newspaper or newspapers of its area;

ii. In a newspaper or newspapers circulating in its area and determined by the council as a newspaper of record;

iii. By means of radio broadcasts covering the area of the municipality; and

iv. Any such notification must be in the official languages determined by the council, having regard to language preferences and usage within its area.

Successful community participation depends on good communication to keep the general public informed about issues and services. For communicating information about what local government is and what it does for the community and to obtain feedback and ideas about concerns and needs of the community, while engaging specific stakeholders in decisions about community direction and improvement.

The deduction in this regard is that community members are not aware about the processes of the Integrated Development Plan (IDP) in these selected wards.
4.2.9 Awareness of the role- played by Ward Committee and Councillors in the IDP

According to figure 4.9 indicates that 70% of the community members answered that they are not aware of the role played by ward committee and councillors during the implementation of the IDP. While 30% of the respondents indicated that they are aware about the role of the ward committee and councillors during the implementation of the IDP.

The Municipal Structures Act 1998 requires that ward committees should be the main structures for public participation in local government issues. They have a particular role in the IDP process (DPLG 2001a:38). They can do this by organising IDP participation processes at ward level-also called community based planning (SALGA and GTZ 2006:70). This kind of planning requires functional ward committees which develop plans for their own wards, and link ward priorities to the IDP of the Municipality (SALGA and GTZ 2006:70).

The Constitution of South Africa (1996) and key legislation such as Chapter 4 of the Local Government: Municipal System Act (2000) and Chapter 4 of the Local Government: Municipal Structures Act (1998) provides a powerful legal framework for participatory local democracy and ward committees in particular. Ward committees were included in the legislation as a way of providing an opportunity for communities to be heard at the local
Ward Committees are the structure that makes it possible to narrow the gap between local municipalities and communities, since Ward committees have the knowledge and understanding of the citizens and community they represent.

### 4.2.10 Invitation to Ward Committee meetings

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Figure 4.10 illustrate that 65% of community members suggests that they were never invited to public meetings in their area. Twenty percent of the community members attest that they have been invited once to the meeting. And 10% of the respondent acknowledge that they have been invited to meetings twice, and that they hear a load hailer but people are reluctant or either lazy to attend. Five percent acknowledge the fact that councillors invite people to the meetings and that the attendance tend to be very poor.

Community participation can empower communities, improve people’s material lives, and build community identity. To achieve this, however, is hard work, and perhaps the hardest part of all is a change of attitude to local governance from councillors, officials and the
Community. Community governance must be a shared responsibility, with new requirements to openness, inclusion and respect among all.

In respect of projects that impact on a significant number of people or places in the municipality, for example the closure of a major road, it is recommended that officials undertake such projects only after consultation with the relevant civil society organisation and relevant ward committees in respect of informing the community, it is recommended that the notices be:

i. put up at least seven working days before the work date;

ii. of substantial size and number to be clearly visible to the community;

iii. put up somewhere clearly visible in the area where the work will happen; and

iv. state the anticipated time-line and function for the project (e.g. one week of partial closure to repair the road).

In terms of Section 17(2)(c) of the Municipal Systems Act, the municipality will have to establish processes and procedures for public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate.

4.3 SUMMARY

This chapter focused on the presentation and analysis of results relating to community participation during the implementation of the IDP. The literature review was used to support arguments in the processes of data analysis and interpretation. The following chapter will present the summary and findings of the study as well as, the recommendations.
CHAPTER 5
SUMMARY AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter presents a summary of the key issues that arose out of the study. The focus of the study was on the extent of community participation in the implementation of the Integrated Development Plan in Inanda Township in the province of KwaZulu-Natal. The recommendations are the outcomes of the analysis and findings of the study. Ward Councillors, Ward Committees and local community members were interviewed to assess the level of community participation during the implementation phase of the IDP.

As indicated in chapter 1 the objectives of the study were:

- To assess the level of community participation during the IDP implementation phase.

- To highlight the importance of community participation as a mechanism for community empowering the community and improve service delivery.

- To investigate the challenges faced by the eThekweni Municipality in the IDP processes.

5.2 SUMMARY OF THE STUDY

Chapter 1 presented the background to the study on community participation in the implementation of the IDP in the eThekweni Municipality with reference to Inanda Township in the Province of KwaZulu-Natal. It gave a background to the study, stated the research problem and discussed the significance of the study. The purpose, objectives and the scope of the study were also outlined.
Chapter 2 discussed the theoretical framework and presented a literature review on issues pertaining to community participation and the IDP in the INK area within eThekwini Municipality. The chapter also presented the legislative framework relating to ward committees and councillors, and community participation in the eThekwini Municipality.

Chapter 3 presented the research methodology, research design, the methods used, the population size and the techniques used to generate the empirical data for this treatise. The methodology was principally based on qualitative and quantitative data. Interviews were conducted with the ward committees, councillors and local community members from wards 55, 56, 57 and 58 respectively. The interpretation and discussion of data presented in chapter 4 was based on the data obtained during the interviews.

Chapter 4 focused on the analysis and interpretation of data obtained from two sets of interviews, one with ward committees and councilors, and the other with members of the community. In this regard information pertaining to the role played by ward committees and councilors during the implementation of the IDP was gathered. The skills acquired during the implementation phase of the IDP were also identified, and their roles and influence on decision making. The challenges faced by the Municipality in implementing the IDP project were analysed. Discussions were based on data obtained through interviews in the research process.

This chapter gives the general conclusion and recommendations by summarizing the key issues that arose from the study. It also reflects the need for further research with regard to community participation and the implementation of the IDP in other wards within Inanda Township. It went on to identify further research questions which the study poses and made recommendations in light of the study findings.

5.3 FINDINGS

The findings in the study signify that there is little interaction between community members, municipality officials, ward committees and ward councillors in the implementation of the IDP. Members of the ward committees suggested that the ward councillors lacked the ability to participate effectively in the implementation of the IDP. Over and above ward councillors,
communities were represented in the IDP Representative Forums by other representatives from community groups. This study has, however, shown that the experiences of community representatives in these forums were negative, with a number of challenges. One of the challenges associated with the nature of these structures, which requires the participation of the so-called “recognised structures” is that community participation is mainly used to legitimise decisions already taken at a higher level.

This study found that Ward Committees were not effective as mechanisms for community participation during the implementation phase of the IDP. This is because these structures were either established after the IDP process, or did not function well and were sometimes by-passed by the Municipality. The opinions of the ward committee, the community and ward councillors sometimes resulted in situations where discussions that had taken place at ward level were not reflected in IDP’s.

What emerged during this study was that the ward committee capacity building in terms of training had much impact in preparing them to perform their roles and function, without which the Municipality would not have been able to achieve the objectives of the Municipal Structure Act, and the creation of the mechanisms to communicate with the community. The performance of the ward committee relied much on the relationship and the political will of the Municipality. The study also noted that most of the training directed at ward committees was in the form of formal training by government or government appointed service providers. Little capacity-building happens through the implementation phase of the IDP. The obstacles which exist with community participation during the implementation of the IDP is the lack of continuity of the capacity-building. These obstacles have had a great effect on the efficiency of service delivery within Inanda Township.

It was also outlined that the integration of ward committees as an institutionalized structure into the implementation of the IDP has, in many cases, been an imperfect exercise and ward committees tend to become involved as members of the public at large. The result is that the local consultative and decentralization potential of ward committees is not fully explored. Ward committees are a conduit for community participation in the decision-making process. Therefore, they must strive to carry out the full mandate suggested by Section 17 of the Local Government: Municipal Systems Act, 2000 and seek involvement in procedures for notifying
the public of issues being considered by the council and a process that allows for public comment. Ward committees must be allowed to share information on the state of affairs of the Municipality through consultation with community organisations and traditional leaders.

Ward Councillors saw their role as Chairpersons of the Ward Committees. They were seen as responsible for directing the committee to be able to liaise with the community and the Municipality. The expression was that Ward Committee members needed to liaise with the community, bring issues to the meetings and take the concerns of the community to the relevant unit in the Municipality. According to members of Ward Committees, their role was to bring service delivery to the community and link the community to the Councillor and the Municipality.

5.4 **RECOMMENDATIONS**

The IDP should be seen as the main policy instrument to help the municipalities to address the problems with service delivery. Community participation is of vital important to all stakeholders of the IDP within a municipality. If the Municipality does not take this into account and act accordingly, the inhabitants of the municipality may suffer and there may be poor service delivery. Municipalities should ensure that the communities participate in service delivery since that would contribute towards the consolidation of democracy and improvement of service delivery. Community participation in the implementation of the IDP can also contribute towards the improvement of performance of ward councillors and ward committees in within the jurisdiction of a particular municipality.

It is recommended that the eThekwini Municipality ensure that local community members, ward committees and councillors know and recognise their role during the implementation of the IDP. As was shown in the results in Chapter 4 some members of ward committees do not have experience in matters relating to the IDP. Some ward committee members have not had an opportunity of having a meaningful interaction with their communities. Ward committees and councillors to get off the ground and find a useful role as the bridge between the community and the Municipality.
It is recommended that the eThekwini Municipality provide resources for ward committees and councillors to make community participation effective by funding for capacity building of both councillors and ward committee members. According to the Ward Committee Resource Book (2005), Ward committees supported by the Municipality are expected to assess their capacity-building and training needs annually and to develop programmes for each member of the committee with an appropriate budget. Given their voluntary nature and the varying levels of expertise and skill of ward committees, it is not surprising that ward committees seldom comply with this requirement. Training needs, in most cases, are determined by councillors and municipal officials. The eThekwini Municipality must ensure that ward committees have a structured and focused approach in determining their own training needs and priorities. Ward committees should be encouraged to confront problems of service delivery and issues that are frequently concealed in the more list-driven approach.

It is recommended that officials investigate the use of local media, especially newspapers, the radio and website to inform the community about projects or any development that takes place in these wards. For the purpose of this study, that will assist the municipality to acquire feedback and ensure community participation. The municipality must identify key points for community involvement in the implementation of each project component, where applicable. For each component, the plan should identify key actors, the level of participation required for each actor and methods through which these actors will participate as well as processes and mechanisms for resolving disputes.

Section 16 (1) (a) of the Local Government Municipal: Systems Act 2000 states that, a Municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory democracy. To this end the Municipality must encourage and create conditions for the local community to participate in the affairs of the Municipality. Chapter 5 of the Act requires specifically that citizens participate in the preparation, implementation and review of the IDP. The White Paper on Local Government visualizes a process where communities will be involved in governance matters, including planning, implementation and performance monitoring and review. Communities would be empowered to identify their needs, set targets and, thereby, hold municipalities accountable for their performance regarding service delivery.
BIBLIOGRAPHY


APPENDIXES

Appendix A

06 Autumn Place
57 Alamein Avenue, Woodlands
Durban 4004

Attention
Manager Community participation
Community Participation Unit
Durban, 4000

Dear Sir/Madam

REQUEST FOR A PERMISSION TO UNDERTAKE RESEARCH

I am a registered student at the Nelson Mandela Metropolitan University in the Department of Political and Governmental Studies. I am currently pursuing a Masters Degree in Public Administration and the primary component deals with a research-based investigation which necessitates, *inter alia*, field work and data collection.

My topic is entitled: *Community participation in the implementation of the Integrated Development Plan with reference to Inanda Township in the Province of KwaZulu-Natal*. The main purpose of this study is to find out the role played by Ward Committees and Councillors, during the implementation of the IDP.

I would like to request Ward Councillors and Ward Committee members at Inanda Township to participate in this research. Participation of the respondents will be voluntary with an option of withdrawing at any stage of the process and there will be no negative consequences linked to non-participation. An informed consent will be requested before the respondents participate in this research.

Please rest assured that participants’ responses will be treated with utmost confidentiality and will not be divulged to any other party. Interviews will be used to collect data from the Ward Councillors and Ward Committee members. In addition, a brief summary of the main report
and findings will be made available to community participation services on the completion of this project.

Your co-operation in assisting me with this important component of my study is highly appreciated. If there are any queries, please do not hesitate to contact me at the above address. I take this opportunity of again thanking you in advance for enable me to complete this project.

Yours Sincerely

é é é é é .

Fanyana L. Ntuli
Appendix B

Cell: 084 669 5196
06 Autumn Place
57 Alamein Avenue, Woodlands
Durban 4004

Attention
Community Participation Unit-eThekwini Municipality
Ward Councillors/Ward Committees (INK AREA)
INanda, Ntuzuma and KwaMashu

Dear Respondent

RE: INVITATION TO PARTICIPATE IN A STUDY

I am a registered student at the Nelson Mandela Metropolitan University in the Department of Political & Governmental Studies. I am currently pursuing a Masters Degree in Public Administration and the primary component deals with a research-based investigation which necessitates, *inter alia*, field work and data collection.

My topic is entitled: “Community Participation in the Implementation of the Integrated Development Plan with reference to Inanda Township in the Province of KwaZulu-Natal” In order to complete my Masters degree successfully, the latter part of the empirical framework involves the conducting of interviews. You have been identified as one of the respondents comprising the sample frame.

I would like to request ward councillors and ward committee members in Inanda, in selected wards to participate in this study. Please rest assured that your responses will be treated with utmost confidentiality and will not be divulged to any other party. Participation of the respondents will be voluntary with option of withdrawal at any stage of the process and there will be no negative consequences linked to non-participation.

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Your co-operation in assisting me with this important component of my study is highly appreciated. If there are any queries, please do not hesitate to contact me at the above address and cell number. I take this opportunity of thanking you in advance for enabling me to complete this project.

Yours Sincerely

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Fanyana L. Ntuli
Appendix C

Interview schedule for Ward committees and ward Councillors.

Section A

Name of the interviewee:

Date:

Ward Number:

Portfolio/Sector:

Section B

1. What do you know about the Integrated Development Planning (IDP) in your Municipality?

2. If you have answered YES to the above, please elaborate:

3. Which structures are in place to facilitate community participation in your Municipality?

4. Are you aware of your role as a Ward Councillor/ Ward Committee member during the IDP Implementation phase?

   If YES, please elaborate:

5. What skills have you acquired during the implementation phase of the IDP project?

6. Were you consulted during the planning stages of the IDP process?

   If No, state reason:

7. Are you aware of any challenges that are faced by the Municipality in implementing the IDP project?

8. Any other comments/suggestions you would like to make.
Appendix D

INTERVIEW SCHEDULE FOR MEMBERS OF THE COMMUNITY

1. In which ward do you belong?
........................................................................................................................................

2. Are you aware about public meetings or workshops called by the representatives of
the municipality in your ward in the recent past or past 3 years? YES/NO

3. Are you aware about a meeting which was called by the representatives of the
municipality to discuss issues pertaining to the IDP in your ward? YES/NO

4. If Yes, can you mention the date by which the last meeting took place?

5. Did you attend that meeting? Yes/No.

6. If No, Why?

7. If Yes, please explain

8. Can you briefly explain the critical issues which were discussed in that meeting?
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9. According to your knowledge who are the role-players in the IDP process?
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10. Are you aware of the role played by Ward Committees and Councillors during the
implementation of the IDP?

| Yes | No |

If Yes, Please elaborate
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11. Are there any challenges faced by your ward in the implementation of the IDP?

If Yes, can you mention those challenges
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12. Can you identify any projects which have been implemented by the Municipality in past 3 years

13. How often are you invited in the Ward Committee meetings?

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14. Do you think it is important to involve the community in the IDP processes? YES/NO

Can you elaborate on your answer?

15. Are there any other comments/suggestions would you like to make regarding community participation in the IDP?