PUBLIC PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING, NEW BRIGHTON, NELSON MANDELA BAY MUNICIPALITY: 2006-2010.

By

STEMBISO MATTHEWS MBEWANA

Supervisor: Prof. D. Taylor

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ABSTRACT

The most important difference between the new form of local government and that of the past is the creative and dynamic “developmental role” for local government to ensure maximum impact on poverty alleviation within resource constraints, and to address spatially entrenched socio-economic inequalities. This needs to take place within the framework of integrated development planning, which is linked to the annual budgeting cycles. The IDP process is intended to provide communities with opportunities for participation in articulating, monitoring, reviewing and evaluating their needs. The aim of the research was to establish to what extent cooperation between the communities and the ward committees in the ward of New Brighton exists, with specific reference to consultation and participation in terms of IDP. A qualitative study was undertaken and literature review on public participation in terms of the IDP was conducted. Relevant secondary data was sourced and structured interviews were conducted with councillors representing New Brighton. Focus group interviews were also conducted with ward committee members from New Brighton.

The research revealed that the priorities and genuine needs of the communities were often ignored by the Nelson Mandela Bay Municipality. There is no correlation between the genuine needs of the communities and those perceived to be the needs of the communities by the public officials
Challenges on public participation in IDP process were also found to be associated with the relationship between the councillors and public officials on what constitute the genuine needs of the communities.
DECLARATION

I, Stembiso Matthews Mbewana, declare that this research report is my work. It is submitted as partial fulfilment of the requirements of the degree of M. Phil (Public Administration) in Nelson Mandela Metropolitan University, Port Elizabeth. It has not been submitted before for any degree or examination in this or any other University.

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Stembiso Matthews Mbewana

January 2012
DEDICATION

Special thanks goes to my wife, Nozizwe Mbewana, for her understanding and constant encouragement when things were not going my way. You gave me unwavering support throughout my academic journey. You are indeed special.

To my son, Sinalo and my daughter Siphokazi, the challenge is on and I pray that you will follow in my footsteps and explore the academic arena with zest and determination.
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Chapter 1

RESEARCH PROPOSAL

1.1 Introduction

The study proposes to analyse public participation in the Integrated Development Planning process, with specific reference to New Brighton, Nelson Mandela Bay Municipality between 2006 and 2010. The nature and extent of public participation in Integrated Development Planning in New Brighton is the key focus area of this research project. Integrated Development Planning will be referred to as IDP throughout this document. The study is based in the field of public participation at the local sphere of government, and in particular, the focus is on Integrated Development Planning.

Legislative prescriptions for local government are enshrined in Chapter 7 of the Constitution of the Republic of South Africa, 1996, which provides for the objectives of local government as being to provide democratic and accountable government for local communities, and to encourage the involvement of communities in matters of local government. The most important difference seen between the new form of local government and that of the past is the
creative and dynamic “developmental role” for local government to ensure maximum impact on poverty alleviation within resource constraints, and to address spatially entrenched socio-economic inequalities (White Paper on Local Government, 1998:18). This needs to take place within the framework of Integrated Development Planning, which is linked to the annual budgeting cycles.

The concept of developmental local government was brought into being by the White Paper on Local Government, 1998, and subsequent legislation dealing with inter alia the use of Integrated Development Planning. The IDP process is intended to provide communities with opportunities for participation in articulating, monitoring, reviewing and evaluating their needs, and therefore determining community development programmes and projects. The researcher will endeavor, through this research to establish whether the Nelson Mandela Bay Municipality adheres to the principles of public participation as required in the IDP process. The developmental local government system found expression in the first implementation of IDPs in 2002. Before 2002, there was no direct link between community participation and the budgets of municipalities. The IDP was developed so that the budget of municipalities can be informed by community needs. The New Brighton area in Nelson Mandela Bay Municipality will be used as a
case study. IDP processes should be conducted by Municipalities across the country. The research will cover the period from 2006 to 2010. This period is chosen because it is assumed that ward committees were most active during this period in terms of promoting public consultation and participation in the Nelson Mandela Bay Metropole.

1.2 Statement of the Research Problem

In New Brighton from 2006 to 2010 there have been violent service delivery protests. Municipal property has been damaged and destroyed. In ward 15, for instance, a taxi rank meant for taxis to transport community members from New Brighton to the Nelson Mandela Bay Stadium during the 2010 World Cup was stopped because community members stated that they wanted houses and not a taxi rank. Similarly in Ward 16, community members stoned the office of the ward councillor stating that they wanted houses and were unaware as to why their houses were not built. In Wards 14 and 17 residents blockaded the main entrance routes to these areas with burning tyres demanding basic service delivery. In these cases the police were called and some members of the community were arrested. It should be noted that there are ward committees and ward councillors in these wards which have a constitutional
responsibility to bring democracy to the people through public consultation and participation. Community members complain that they are not adequately consulted concerning their needs. The study will endeavor to establish to what extent cooperation between the communities and the ward committees in the wards of New Brighton exists, with specific reference to consultation and participation in terms of the IDP.

Municipalities have a constitutional responsibility to implement IDP through public participation and the IDP is linked to the capital budget of municipalities. Taken further it is a legislative requirement that the budgets of municipalities should be informed by community needs. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), The Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) and the Constitution of the Republic of South Africa, 1996, all support this notion. This study will endeavor to establish how the Nelson Mandela Bay Municipality conducts its public consultation processes specifically in terms of including community members in the processes. The research will further endeavor to establish how effective strategies and processes are for public participation in the IDP process in the New Brighton area, Nelson Mandela Bay Municipality.
For purposes of the study, the following sub-questions are proposed in an attempt to further strengthen and qualify the primary research question.

i) Who are the participants in the IDP process in New Brighton?

ii) What participative methods are used in the IDP process by the Nelson Mandela Bay Municipality?

iii) Are participants issued with the requisite information ahead of the assumed participatory process?

iv) Does the IDP of the Nelson Mandela Bay Municipality reflect community needs?

v) Is public participation seen to enhance policy planning and implementation?

In addition to the above the researcher will attempt, through this research, to establish how consultative opportunities are decided upon and at what stage of the policy process these consultations occur. The researcher will also attempt to establish what methods are used to facilitate public meetings for purposes of the Integrated Development Plan and if community members are given sufficient time to attend such meetings.
1.3 Review of literature

The primary aim of this literature review is to investigate what the available literature proposes in terms of public consultation and participation in the IDP process. Neuman (2006:110) explains that reviewing the accumulated knowledge about a question is an essential early step in the research process, no matter what approach to the Social Sciences one adopts. As in other areas of life, it is best to establish what is already known about the question before trying to answer it yourself. A literature review is based on the assumption that knowledge accumulates and people learn from and build on what others have already done (Neuman, 2006:111). A literature review is intended to position research to previous research efforts and describe the general framework and focus of the study. A general framework also introduces the vocabulary of the subject area. For purposes of this study the literature review will include, *inter alia*, a review of applicable books, legislative prescriptions pertaining to public consultation and participation, newspaper articles, journals and internet publications. This will be done against the background of the Integrated Development Plan at the local sphere of government.

The South African Local Government Association (SALGA)
periodically issues a Local Government Bulletin that contains articles dealing with public participation relating to IDP processes. These articles have commenced the process of appreciating experiences of both successes and weaknesses in municipalities’ compliance with legislative prescriptions pertaining to community consultation and participation in the IDP process. According to Mettler (2003:11) participatory institutions such as ward committees which are established in terms of The Municipal Structures Act, 1998, do not have any particular policy-making powers or functions. Such powers and functions are left to the discretion of municipalities. The result appears to be confusion and uncertainty among ward committee members concerning their roles and functions. Certain arguments propose that ward committees should play a bigger role in the IDP process. The lack of capacity and training of certain ward committees was identified as major stumbling blocks, accounting for most of the challenges faced by said ward committees. In terms of prescriptions contained in The Local Government: Municipal Systems Act, 2000, municipal planning must be developmentally oriented to ensure that the municipalities strive to achieve the objectives of local government as set out in the Constitution of Republic of South Africa, 1996. Section 152 of the 1996 Constitution prescribes the need for democratic and accountable government, sustainable service delivery, social and economic development and
public participation in local government matters by the community members. The Municipal Systems Act, 2000, further formulates in Section 29(1) the following guidelines regarding the process to be followed by a municipality in the drafting of its IDP, which:

(a) must be in accordance with a predetermined programme specifying time frames for the different steps.

Through mechanisms, processes and procedures established in terms of Chapter 4 of the Municipal Systems Act, 2000, the following requirements are required:

1. The public must be consulted on development needs and priorities.
2. The public to participate in the drafting of the IDP.

This research will endeavor to establish if the requirements as outlined above are taking place in New Brighton in the Nelson Mandela Bay Municipality.

Davids, Theron and Mapunye (2005:114-115), state that besides the fact that public participation as a concept differs from practitioner to practitioner, and is therefore understood differently by different
parties, the manner in which public participation is enlisted also varies. This has prompted researchers’ to develop typologies of public participation. The following examples are cited for purposes of the study:

1. **Passive Participation**: People participate by being told what is going to happen or has already happened. Participation relates to a unilateral top-down announcement by the relevant authority;

2. **Participation in information giving**. People participate by answering questions posed in questionnaires or telephone interviews. The public does not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy;

3. **Participation by consultation**. People participate by being consulted by professional consultants and planners who listen to their views. The professionals define both problems and solutions and may modify these in light of the people’s responses. This process does not include any share in the decision-making processes by the public, nor are the professionals under any obligations to consider the people’s views; and

4. **Interactive participation**. People participate in a joint analysis,
the development of action plans, and capacity building. Participation is seen as a right, not just the means to achieve specific goals (Davids et al, 2005:115).

Considering public participation as a means to an end entails that it is a social learning process, which is deemed necessary for the success of an initiative. It is proposed that this is particularly relevant in relation to the new developmental mandate that has been assigned to local government in South Africa which emphasizes the need for enhanced community consultation and participation.

Meyer and Cloete (2000:104), explain public participation in the policy-making process and state that authentic public participation normally takes place through the following steps:

(i) The involvement of legitimate and democratically elected political representatives. These representatives should act upon policy mandates secured in elections. The representatives are expected to report back regularly to their voters or the community, in order to obtain ratification of their decisions on behalf of the community;

(ii) The involvement of leaders of legitimate organisations, which
represent community interests, for example, civic, cultural, religious, welfare and other organisations; and

(iii) Through the direct involvement of ordinary community members at grassroots level in local government activities.

One of the aims of this study is to establish whether the above is taking place in New Brighton.

Although many people (particularly the decision makers) are not comfortable with the idea of public participation, it offers valuable opportunities to rectify the inequality of top-down, prescriptive approaches and improves the chances of achieving sustainable development. Public participation in South Africa will only become a reality if integrated development planning lives up to expectations as a strategy for democratic, grassroots decision making. Development cannot become sustainable unless the public participates in the conceptualisation, planning, implementation and monitoring of development projects and programmes of a municipality (Nxumalo, 2004:8).

It is proposed that the good intentions and foundations laid by the 1996 Constitution and numerous Acts of Parliament and The White
Paper on Local Government, 1998, regarding public participation will not, per se, create a culture of public participation. Policy guidelines will serve as vehicle for the introduction of public participation but authentic and empowering public participation will only become a reality if it becomes a process generated from within and by the public themselves. The above statement is further strengthened by the Municipal Systems Act, 2000, which states in section 16 (1) that a municipality must develop a culture of municipal governance that complements representative government with a system of participatory governance, and for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality including in:

(i) The preparation, implementation and review of its integrated development plan;
(ii) The preparation of its budget; and
(iii) Systematic decisions relating to the provision of municipal services.

Section 29 (i) of the above mentioned Act further prescribes the process to be followed by a municipality in the drafting its integrated development plan, including its consideration and adoption of the draft plan, and must-
(a) Be in accordance with a predetermined programme specifying time frames for the different steps,
(b) Through appropriate mechanisms, processes and procedures established in terms of Chapter 4, which allow for:

(i) The local community to be consulted on its development needs and priorities; and

(ii) The local community to participate in the drafting of the IDP.

In terms of section 42 of Act 32 of 2000, communities must through appropriate mechanisms, processes and procedures established in terms of Chapter 4 of said Act, be involved in the development, implementation and review of the municipality’s performance management system, and in particular, participate in the setting of appropriate key performance indicators and performance targets for the municipality.

In terms of section 72 (3) of the Municipal Structures Act, 1998, one of the specific objects of a ward committee is to enhance participatory democracy in local government. Municipalities could become more efficient and function better as a whole having a more positive effect on the community by integrated development planning, budgeting and working together with local citizens. This is further qualified by the following sections contained in the 1996
Constitution:

In terms of Section 195 (e), the people’s needs must be responded to, and the public must be encouraged to participate in policy-making, (g) transparency must be fostered by providing the public with timely, accessible and accurate information. Section 152(1) states further that the objects of local government are:

(a) To provide democratic and accountable government for local communities;
(b) To ensure the provision of services to communities in a sustainable manner; and
(c) To encourage the involvement of communities and community organisations in the matters of local government.

Section 3.3 of The White Paper on Local Government, 1998, states that as participants in the policy process, municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation and the monitoring and evaluation of decision-making and implementation. It is proposed that the policy of apartheid (as practiced by the previous Nationalist Government) has left physiological and physical imprints on human settlements and local government institutions (Parnell and Pieterse, 2002:134).
Against this background the new developmental mandate with emphasis on the role to be played by community members is of particular importance in relation to this study.

Transformation requires an understanding of the historical role of local government in creating and perpetuating separation and a lack of equity in South Africa. In explaining this legacy, The White Paper on Local Government, 1998, states that local government is uniquely placed to analyse these dynamics within communities and to ensure that the historically excluded and marginalised can become dynamic equal participants in community transformation and democratisation in South Africa. It follows from this that an IDP must be realistic, holistic and suited to the size and capacity of the municipality (Davids et al, 2005: 141).

In support of the above view, Kellerman (1997:48) states that a municipality must have a political will to translate its development objectives into operational strategies. The foremost reason for the failure of an IDP is a lack of commitment and project management skills amongst municipalities. Municipalities need to consider the detrimental effect of hierarchical, top-down prescriptive, blue-print type thinking and planning. Teamwork, project management skills and participatory planning methodologies are essential for the IDP to
be successful. Successful IDPs will have as their foundation a social learning process approach, interdisciplinary teamwork and a holistic point of departure.

1.4 Aims and objectives of the research

This study has aims that are based on evaluating public participation in relation to the IDP in the Nelson Mandela Bay Municipality with specific focus on New Brighton. These are:

1. To establish how effective the mechanisms and processes are for public participation in the IDP?
2. To establish who the participants are in the Nelson Mandela Bay Municipality IDP process, what motivates them to participate in this process, and how their participation was facilitated in the period under investigation?
3. To establish the nature and extent of public participation by the community of New Brighton in the IDP processes.
4. To establish whether public participation enhances policy planning and implementation with specific reference to community “ownership” of the IDP. (Such enhancement would entail that an efficient process with fewer blockages in the process and better
1.5 Research Methodology

Research methodology refers to methods, techniques, and procedures that are employed in the process of implementing the research design or research plan (Babbie and Mouton, 2001:104). There are mainly two types of methodologies used by social researchers, namely, qualitative and quantitative research methodologies. According to Babbie and Mouton (2001:270), one of the key features that distinguishes qualitative research from quantitative research is that its primary aim is in-depth descriptions and understanding of actions and events. It is especially appropriate to the study of those attitudes and behaviours best understood within their natural setting. For the purpose of this study, the research methodology that will be followed will be qualitative in nature. The primary reason for selecting the qualitative methodology is that it will focus on the personal experiences and interpretations of the sample group. Qualitative research does not describe reality in numbers but rather in verbal terms. Qualitative research distinguishes itself from quantitative research in terms of the following key features:

- Research is conducted in the natural setting of social actors;
- The primary aim is in-depth descriptions and understanding of
actions and events;

- The main concern is to understand social action in terms of its specific context rather than attempting to generalise to some theoretical population;
- A detailed engagement/encounter with the object of study;
- Openness to multiple sources of data; and
- Flexible design features that allow the researcher to adapt and make changes to the study where and when necessary.

Qualitative research is especially appropriate for the study of those attitudes and behaviors best understood within their natural setting, as opposed to somewhat artificial settings of experiments and surveys (Babbie and Mouton, 2001:270). It is accordingly proposed that for purposes of this study the qualitative approach will be best as it will allow the researcher to gather relevant information by way of interviews where respondents will have the opportunity to express their feelings on public participation strategies in terms of the IDP.

This study will endeavor to establish what processes are followed by the Nelson Mandela Bay Municipality to facilitate public participation regarding to IDP process with specific reference to the area known as New Brighton. In conducting this research, the sample will include the four councillors who represent the New Brighton area in the
Nelson Mandela Bay Municipality and the forty ward committee members from these wards. For purposes of justifying the sample groups it should be noted that New Brighton consists of four wards. Accordingly the four ward councillors and forty ward committee members are prescribed in terms of legislative prescriptions contained in the Municipal Systems Act 32 of 2000.

1.5.1 Research Design

McMillan and Schumacher (2001:31) explain research design as the plan and structure of the investigation used to obtain evidence to answer the research questions. The design describes the procedures for conducting the study, including when and from whom and under what conditions the data will be obtained. This implies that the design must show how the research is set up, what happens to the subjects and what methods of data collection are used. The purpose of the research design is to provide the most valid, accurate answers possible to research questions.

As previously mentioned, the methodological approach to be used in this investigation will be qualitative in nature. Winberg (1997:41) states that in qualitative research, the researcher looks at people in their particular context. The context can include sample members’
pasts, as well as the situation in which they currently find themselves. The researcher will also analyse legislative prescriptions and other official documents that are related and relevant to an analysis of public participation in the IDP process. This is done so that the researcher can identify and synthesise the data to provide an understanding of the analysis of public participation in IDP regarding policy formulation for the community of New Brighton. The use of, *inter alia*, relevant documents, literature and the internet by the researcher will assist in informing the researcher on data regarding public participation in the IDP process.

A letter of consent from the participants to voluntary participate in the study will be obtained. The research will focus on the four wards of New Brighton in Nelson Mandela Bay Municipality. For purposes of demarcating the study, it should be noted that New Brighton is a township in the Nelson Mandela Bay Municipal area. Confidentiality of information emanating from the empirical survey will be maintained throughout the research and the participants will be informed about their rights in the carrying out of the research. All participants will be informed of their voluntary right to participate and to also withdraw at any point from the study. Literature on the subject matter by various authors was studied to provide an overview of the subject matter under discussion and investigation.
1.6 Data collection techniques

Firstly, the research requires a literature review as the secondary data source to identify scientific literature and previous research done on public participation in the IDP processes. Secondly, the legislative framework regulating public participation in the IDP process will be examined. Thirdly, to collect primary data a structured interview will be employed in terms of the above-mentioned sample groups. As mentioned, the selection of respondents will be the four councillors who represent New Brighton and the forty ward committee members. Data collection methods will include face-to-face interviews (4 councillors) and focus group interviews (40 ward committee members), studying existing documents relating to the topic, applicable legislative prescriptions and other texts and journals. The researcher will explain the purpose of the study before conducting the interviews for purposes of data collection. The researcher will assure the participants that the information supplied will not be used for any other purpose, but for the research purpose. The participants will also be assured that an individual can discontinue at any point and their names will not be used.
1.6.1 Population

Best and Kahn (1993:13) define population as any group of individuals that have one or more characteristics in common that are of interest to the researcher. In this study the target population will be the four ward councillors and forty ward committee members that constitute wards 14, 15, 16 and 17 in New Brighton, Nelson Mandela Bay Municipality.

1.6.2 Sampling

According to Leedy (1997:211) sampling is defined as the process of choosing from a much larger population, a group about which one wish to make generalised statements so that the selected part will represent the total group. According to Treece and Terece (1986:215), a sample is the part of the whole. There are certain circumstances in which one can assume that any given part of the whole (sample) is the same as the remainder. In this study the four ward councillors representing New Brighton have been chosen. Councillors, as the local political representatives of the public, will provide the research project with extensive and varied interpretations of their experiences. Thereafter members of the ward committees in New Brighton will be interviewed in terms of focus group interviews.
1.6.3 Structured interviews

In an endeavor to obtain as much data as possible on public participation in IDP, structured interviews will be used with the ward councillors. The researcher will personally conduct the research on a face-to-face basis. Questions will be structured in such a way that the participants can find it easy to respond to them. Questions will be categorized focusing on the objectives of the study.

1.6.4. Focus group interviews

Given the assumed levels of literacy of members of the selected wards committees, focus group interviews are seen as possibly being the most suitable in such an environment. Rather than asking respondents to read questionnaires and enter their own answers, the researcher will ask questions and record the respondents’ answers. The advantage of having focus group interviews administered by an interviewer is that the presence of the interviewer decreases the number of ‘don’t know’ and ‘no answer’ responses (Babbie, 2003:250). This method also allows the researcher to probe for answers if he/she feels that the respondent has clearly misunderstood the intent of the question or indicates that he or she
does not understand (Babbie, 2003:250). The focus group interview method also affords the researcher an opportunity to pose follow-up questions, because although the interview schedule may be carefully phrased, there may still be a need to ascertain that the respondents interpreted the question as the researcher intended. Probes are most frequently required when eliciting respondents to respond to open ended questions (Babbie, 2003:253). For purposes of this research group interviews will be conducted with the forty ward committee members from the four identified wards.

The face-to-face contact allows the researcher the opportunity to present questions to potential respondents in a way that other approaches would not. According to Descombe (2003:8); the face-to-face contact also allows researchers to select carefully their potential respondents so that they get responses from only those people needed to fill the necessary quota. As previously mentioned the qualitative method of research will be employed for purposes of this study. Qualitative methods focus on personal experiences and interpretations. They do not describe reality in numbers but in verbal terms. For purposes of this research, the face-to-face interviews will be conducted with the four ward councillors whose wards form part of this study.
1.6.5. Documents

The researcher will make an effort to gather secondary data through studying relevant literature such as books, journals, newsletters and government publications in the form of guidelines, policies, regulations and Acts. The modus operandi is to cover as much as possible of the existing material. Poplin (1979:310) states that there are some things people think and do that are simply not revealed to strangers. However, the investigator should also realize that he/she can often unearth a wealth of information compiled by other researchers. Reviews of relevant documents as a source of information is of paramount importance in social research.

1.7 Data analysis and findings

Lancaster (2005:57) defines data analysis as the process of turning data into information that in turn can serve to develop concepts, theories, explanations or understanding. The data that will be collected through the structured and focus group interviews will be analyzed on the basis of responses provided by the respondents. The analysis of the data will enable the researcher to pronounce his findings regarding analysis of public participation in IDP in the New Brighton area, Nelson Mandela Bay Municipality.
1.8. Ethical considerations

The researcher will be open and honest with the respondents. This will involve a full disclosure of the purpose of the research. The relevant ward councillors and members of the participating ward committees will be informed that this study is investigating public participation in IDP processes in the Nelson Mandela Bay Municipality. The researcher will take into consideration the ethical principles of scientific research, which includes voluntary participation implying that participants will be informed about the purpose of the research and that their participation will be on a free will basis. A researcher should be aware of the general consensus about what constitutes proper and improper conduct in scientific enquiry. The researcher accepts that the final responsibility for ethical conduct lies with the researcher himself. For this reason, respondents will be informed about the purpose of the study and that participation in the study can be terminated at any time. Furthermore, confidentiality as well as anonymity of respondents will be assured so that confidential information provided by the participants will not be easily identifiable as the names of respondents will not be used. Physical, verbal and emotional harm will be avoided at all costs. The research participants will also be informed about the possible use of the data researched for academic
purposes. Human subjects used in social research need to be protected adequately. Signed consent forms from all subjects participating in the research will be obtained.

1.9 Conclusion
Since Integrated Development Planning and in particular the Integrated Development Plan are important for service delivery at the local sphere of government, it has been argued by various authors that public participation in decisions about development is fundamental to achieving lasting solutions to the needs of communities. Participation contributes to the transformation of the democratic system, revitalising it through the creation of a bond between the people and government. The enhancement of public participation in the IDP processes requires a critical examination of information of the past, present and future experiences, and it is towards this that the study strives to make a contribution. The budget of any municipality should be informed by the needs of the community at grass roots level. The budget should be based on, **inter alia**, IDP and public participation as a cornerstone of the IDP. Communities should have a say on how the government handles their affairs. For government to eradicate or reduce poverty, communities should play a major role in influencing the budget. Since IDPs are fairly new and there is little direct experience of
public participation in the IDP processes, such experience provides the best grounds for the study, as not much research has been done on the subject.

1.10. Chapter outline

Chapter one provides the background to the research. It introduces the topic, statement of the research problem, literature review, and an outline of the research methodology is discussed.

Chapter two will further elaborate on the literature pertaining to public consultation and participation in Integrated Development Planning.

Chapter three will review the methodology to be employed for purposes of the research.

Chapter four will focus on data analysis and findings from the empirical survey.

Chapter five will present the conclusion and recommendations based on the data analysis in chapter four.
Chapter 2

Review of literature

2.1. Introduction

The literature review is intended to position a research to previous research efforts and describe the general framework and focus of the study. A general framework also introduces the vocabulary of the subject area. It also introduces the research problem; what knowledge exists at the moment. The aim of this chapter is to find out what the available literature say about public participation in the IDP. In attempting to answer that question, the researcher will try to answer the following questions regarding public participation in IDP: What have been established about the research problem from a preliminary scanning of the literature? What have other scholars written about this topic? What theories address it and what do they say? What research has been done previously? Are there consistent findings, or do past studies disagree? It is also about to what extent Nelson Mandela Bay Municipality is committed to public participation in IDP. Neuman(2006:110) explains that reviewing the accumulated knowledge about a question is an essential early step in the research process, no matter which
approach to social science one adopt. As in other areas of life, it is best to find out what is already known about the question before trying to answer it yourself. A literature review is based on the assumption that knowledge accumulates and that people learn from and build on what others have done (Neuman, 2006:111).

The purpose of this chapter is to provide a general theoretical exposition of the concept of public participation in the context of South African local government, in order to provide a snapshot of how public participation has been applied in the South African local government post-1994, with a special focus on the structured local government, its new enabling legislative and planning tools in the post-1994 period. A good literature review is selective, comprehensive, critical, and current. By being selective, it does not list everything ever written on a topic, but picks the most relevant past studies. By being comprehensive, it includes past studies that are highly relevant and does not omit any important ones. More than merely recounting past studies, the review should be critical-evaluative. This means it comments on the details of some specific studies and evaluates them as they relate to current study (Neuman, 2006:123).
In support of this view Mouton (2001:86) has this to say about the relevance of a comparative literature review:

a) It sharpens and deepens the theoretical framework of the research.
b) It identifies key analytical concepts and definitions as point of departure.
c) It familiarizes the researcher with the latest developments on the topic and related areas, that is, it gives a holistic picture of the reality under research.
d) It identifies gaps and shortcomings or weaknesses in previous research.
e) It identifies links and contradictions between different research results, case studies and applications.
f) It identifies the most appropriate research methods and shows why they worked.

The philosophy of what research is supposed to mean entails that researchers should move away from a silo approach to research. A scientific research process (that is, curiosity to know the unknown and to explain it; to search for ‘truth’; to solve problems and to ‘create new knowledge’) will challenge the researcher to open his mind to the bigger picture. This is called a holistic or
multidimensional approach to research (Brynard and Hanekom, 1997:3-4).

This literature review will be in the form of books, various legislations on public participation, newspaper articles and internet publications.

2. 2. What is public participation?

All municipalities in South Africa should in terms of legislative prescriptions, encourage democratization, citizen participation and the empowerment of citizens and communities to participate in municipal processes. The council of a municipality must encourage the involvement of the local community in municipal matters and consult it about the level, quality, range and impact of the municipal services provided by the municipality (Bynard and Hanekom, 1997:56).

Deepening democracy remains a key goal, given that local democracy is still in its infancy. Benchmarks will be set for measuring:

1. The relationship between councilors and the community
2. The effectiveness of council communication with residents and:

To ensure the legal compliance of the IDP buy-in into the IDP by the residents of the Nelson Mandela Bay Municipality, adequate public participation needs to take place. The interpretation, scope and magnitude of public participation can mean different things to different people. An IDP is a constitutional and legal process required of municipalities. Apart from legal requirements, there are many advantages and benefits to undertaking integrated development planning, and these include the following:

a) Prioritising and allocation of scarce recourses to areas of greatest need.

b) Achieving sustainable development and growth.

c) Democratising local government by ensuring full public participation in its planning, implementation, monitoring and evaluation processes.

d) Providing access to development funding.
Using the available capacity effectively (Integrated Development Plan: Towards vision 2020-Nelson Mandela Metropolitan Municipality: 3).

The South African Local Government Association (SALGA) periodically issues a Local Bulletin that contains articles dealing with public participation in IDP processes. These articles have commenced the process of appreciating experiences of both successes and weaknesses in municipalities’ compliance with legislative prescriptions pertaining to community consultation and participation in the IDP processes. According to Kellerman (1997:69) participatory institutions such as ward committees which are established in terms of The Municipal Act, 1998 do not have any particular policy-making powers or functions. Such powers are left to the discretion of municipalities. The result appears to be confusion and uncertainty among ward committee members concerning their roles and functions. Certain arguments propose that ward committees should play a bigger role in the IDP process. The lack of capacity and training of certain ward committees was identified as major stumbling block, accounting for most of the challenges faced by said ward committees.
In terms of prescriptions contained in The Local Government: Municipal Systems Act, 2000, municipal planning must be developmentally oriented to ensure that the municipalities strive to achieve the objectives of local government as set out in the Constitution of Republic of South Africa, 1996. Section 152 of the 1996 Constitution prescribes the need for democratic and accountable government, sustainable service delivery, social and economic development and public participation in local government matters by the community members.

The Municipal Systems Act, 2000, further formulates in Section 29 (1) the following guidelines regarding the process to be followed by a municipality in the drafting of its IDP, which:

(a) Must be in accordance with a predetermined programme specifying time frames for the different steps

Through mechanisms, processes and procedures established in terms of Chapter of the Municipal Systems Act, 2000, the following requirements are required:
1. The public to be consulted on its development needs and priorities
2. The public to participate in the drafting of the IDP

This research will endeavor to find out if the requirements as outlined above are taking place in New Brighton in the Nelson Mandela Bay Municipality.

Participation is an organized activity of the people concerned. The primary unit of participation is a collective of persons who stand in a relationship with the state. The origin of initiatives for programmes and projects is based on the people’s own thinking and deliberations which directs their collective activities. The people control the process of action initiated. Key to the effective and efficient implementation of the IDP is the correct deployment and training of personnel in line with the requirements of the IDP. The municipality as a machine and tool should re-engineer its operational and technological systems to align them with a developmental local government system. The current culture and practices of a service delivery
focused municipality are no longer compatible with modern local government that seeks to transform itself into a global player in the 21st century. The IDP seeks to be a catalyst in our quest to change and adjust the operations, systems, processes and the culture of this municipality and, in turn, the IDP itself needs to be informed by this ongoing change (IDP 2008-2012 of the Nelson Mandela Bay Municipality:50).

The participation of people in the development process has become acknowledged as both a means and an end. It is an essential part of human growth, the development of self-confidence, pride, initiative, creativity, responsibility, cooperation, skills and capacity. It has therefore become a goal for development interventions to be built on the participation of both the outside organization or change agent and, more importantly, the people themselves (Davids, Theron and Maphunye, 2005:152).

2.3. Various forms of public participation

Davids, Theron and Maphunye (2005:114-115) states that besides the fact that public participation as a concept differs from practitioner to practitioner and is therefore understood
differently by different parties, the manner in which public participation is enlisted also varies. This has prompted researchers to develop typologies of public participation. These are some of them:

1. **Passive Participation**: people participate by being told what is going to happen or has already happened. Participation relate to a unilateral top-down announcement by the authority or project manager.

2. **Participation in information giving**. People participate by answering questions posed in questionnaires or telephone interviews. The public do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.

3. **Participation by consultation**. People participate by being consulted as professional’s consultants and planners listen to their views. The professionals define both problems and solutions and may modify these in the light of the people’s responses. This process does not include any share in decision making by the public, nor are the professionals under any obligations to consider the people’s views.
4. **Interactive participation.** People participate in a joint analysis, the development of action plans and capacity building. Participation is seen as a right, not just the means to achieve project goals.

Considering public participation as a means to an end entails that it is a social learning process which is deemed necessary for the success of an initiative. The participation of the public to improving the outcomes of a programme or project through cost sharing increased efficiency and effectiveness.

Meyer and Cloete (2000:104), explaining public participation in the policy making process, state that authentic public participation normally takes place through the following steps:

1. Through the involvement of legitimate, democratically elected political representatives. These representatives act upon policy mandates in elections. The representatives are expected to report back regularly to their voters, the community, in order to obtain ratification of their decisions on behalf of the community.

2. Through the involvement of leaders of legitimate organisations which represent community interests, for
example, civic, cultural, religious, welfare and other organisations?
3. through the direct involvement of ordinary community members at grassroots in mass activities.

2. 4. Challenges of public participation

Although many people (particularly decision makers) are not comfortable with the idea of public participation, it offers valuable opportunities to rectify the inequality of top-down prescriptive approaches and improves the chances of achieving sustainable development.

Public participation in South Africa will only become a reality if IDP lives up to expectations as a strategy for democratic, grassroots decision making

Development cannot become sustainable unless the public participates in the conceptualization, planning, implementation and monitoring of development projects and programmes.
The good intentions and foundations laid by the South African Constitution (1996) and numerous Acts and White Paper regarding public participation, will not, per se, create a culture of public participation. Policy guidelines will serve as vehicle for the Introduction of public participation, but authentic and empowering public participation will only become a reality if it becomes a process generated from within the public themselves and the public must be the primary actors in establishing the required culture. In support of this statement, Section 3 of the White Paper on Local Government states that, as participants in the policy process, municipalities should develop mechanisms to ensure citizen participation in policy initiation, formulation, monitoring and evaluation of decision-making and implementation.

Participatory development demands that communities move from being objects of development to its subjects. To the extent that participatory development entails a humanizing process, it becomes an essential ingredient in empowering communities. IDP is the tool used by Municipalities for service delivery. An IDP is a constitutional and legal process required of
municipalities. The main purpose of IDP is to enhance service delivery and fight poverty through an integrated and aligned approach between the different role players and stakeholders. IDP is a process through which a municipality prepares a strategic development plan for a 5 year period. It is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision making in a municipality.

To narrow the gap between rhetoric and reality, community stakeholders, as local experts, should be part of the process of planning and identifying appropriate public participation strategies. This is fundamental in implementing grassroots public participation programmes like IDP (Davids et al., 2005:124).

It seems as if putting development planning into appropriate action is no easy task. There is a huge gap between government’s delivery efforts and the public’s ability to benefit from that delivery. It is not clear whether the municipal officials
who need to implement an IDP with the participation of local communities fully comprehend the concepts, purposes and strategies of development planning and whether they have been exposed to new thinking and training in this regard.

Local government operates in an ever-changing environment. The dynamic nature of local, national and global environments constantly presents local government with new challenges and new demands. Similarly, the needs of the communities of Nelson Mandela Bay continuously change. The five-year IDP of the Nelson Mandela Metropolitan Municipality is reviewed annually, so that the Municipality can always be confident that it addresses the real and relevant needs and concerns of the communities. This annual review is not a good corporate governance issue only; it is also a legislative requirement in terms of the Local Government: Municipal Systems.

The focus of the IDP review has therefore been on fine-tuning Municipal Act of 2000 programmes, projects and strategies to align these with:
a) Revised municipal vision  
b) Changes in community needs and priorities  
c) Adjustments to targets to keep them realistic  

Good corporate governance underpins all the programmes and projects presented in the IDP. Good governance dictates that the municipality should conduct its business in an open, transparent and accountable manner. For this to be realized, community participation is essential. The establishment of a caring environment requires emphasis not only on community participation, but also on customer care. In this regard, it is vital that the municipality bridge the so-called digital divide, so that residents will have access to digital technology and affordable high speed internet and voice services.

Public participation allows government actions to become transparent, effectively avoiding clashes between public interests and perceived bureaucratically imposed solutions to community needs. It even effectively avoids and exposes deviant or corrupt behaviours. It also clarifies responsibilities and facilitates common
purpose between the administration of government and the public. In order to build a participatory democracy, it is necessary to provide citizens with an institutional framework that will allow for effective participation in public issues. That framework should allow for flexibility so that communities can adapt their own cultures without viewing participation as imposed (http:www.farn.org.ar/docs/pp).

According to the Public Service Commission, 2003, the satisfaction levels amongst the public in relation to local government are not adequate. A survey conducted by the same commission to assess compliance with Batho Pele Principles states the following:

- Information and dissemination campaigns were not always comprehensive and there were gaps in communication between institutions and the communities they served.
- Very few departments undertake meaningful analysis of their performance in terms of value for money
Key to the effective and efficient implementation of the IDP is the correct deployment and training of personnel in line with the requirements of the IDP. The municipality as the machine and tool should re-engineer its operational and technological systems to align them with a developmental local government system. The current culture and practices of a service delivery focused municipality are no longer compatible with modern local government that seeks to transform itself into a global player in the 21st century. For that to happen, the local communities should be involved from planning right up to evaluation stage (Integrated Development Plan: Towards Vision 2020-Nelson Mandela Metropolitan Municipality: 50). Critical to new municipalities, including the Nelson Mandela Bay Municipality, is the developmental content and developmental context of their IDPs. Inherent in the IDP is its ability to have a direct visible impact on local economic development and local tax base regeneration. A self-funded municipality with a participatory culture of its communities will meet the requirements of modern local governance. In addition, a developmental and transformed municipality must be understood in terms of financial viability, sustainable economic
growth, sufficient revenue collection and cost-effective delivery of services, where a municipality takes care of its poor communities with a culture of addressing poverty and job creation with a view of equity by 2020 (Integrated Development Plan: Towards Vision 2020:54).

To move away from rhetoric to reality, observers of the public participation process warn that three obstacles to public participation need careful negotiation. They are structural, administrative and social obstacles. Centralised top-down and prescriptive obstacles are part of the political system and are at variance with grassroots, bottom-up public participation. Administrative structures are often control-orientated and follow rigid, blueprint-style guidelines. Such structures do not allow room for public input into or control over the process. Also, social obstacles like hopelessness, the culture of dependency, marginalization, poverty, dominance and gender inequality militate against public participation (Davids, et al: 123). The IDP seeks to be a catalyst in our quest to change and adjust the operations, systems, processes and the culture of this municipality and, in turn, the IDP itself needs to be informed by this ongoing change (IDP: Towards vision 2020:50).
The point of departure of IDP is that it supersedes all other plans that guide development at local government level. IDP must, therefore, be approached holistically and inter-departmentally. The municipality must be seen as a corporate entity consisting of an administration, structures, functionaries and its community (Davids et al., 2005:135).

Some of the challenges of public participation are:

a) Reorienting the public, after more than forty years of functioning within a top-down, system-maintaining, rigid culture of non-participation, to the opportunity to engineer their own destiny by making decisions which will affect their lives and empower them.

b) Retraining and reorientating local government officials to become change agents at grassroots who engage with their stakeholders as planning and implementing partners, that is, assisting them to shift from a top-down to a bottom-up approach.

Another important aspect of public participation is Participatory Learning and Action. Participatory learning and action establishes a creative approach to information sharing and
learning, and challenges prevailing biases and preconceptions about poor people’s knowledge of their own social reality (Parnell and Pieterse, 2002:75).

The methods used in participatory learning and action encompass a range of approaches that promote interactive learning, shared knowledge and flexible yet structured analysis. The common theme is the participation of community stakeholders in the processes of learning about their needs and opportunities, and in the action required to address them (Davids et al, 2005:153).

It seems as if that was not followed in the development of Red Location Museum in New Brighton. According to Herald (3 June 2009) consensus can still not be reached regarding the hotly contested area surrounding the Red Location Museum where 210 families need to be moved to make way for the museum’s digital library, archives and art gallery to be built. However, the residents demand that their houses be built on the vacant land before they move there. That should happen before the library and the art gallery. Rory Riordan (community developer) said everyone had left the meeting saddened and a little worried that the development would not take place. He further said in this article that it does not look as if we are going
to get that level of cooperation from the community so he is not quite sure what they are going to do.

Participation implies the full participation of the beneficiaries of development at the micro-level. Participation means dismantling the top-down, prescriptive and often arrogant knowledge transportation and communication styles which are imposed on communities by outsiders. The beneficiaries of development must also be its contributors. This call for a radical rethink of how people plan and implement development (Davids et al, 2005:107).

It seems as if this sensitive approach of community involvement was not followed in the planning of Red Location Museum development.

People must be both the target of development and the ‘tools’ with which to attain it. In becoming the ‘tools’ to shape their own development, people create a world of meaning that enables them to understand their social reality. Development should focus on the aspirations and needs of the people as defined by them. Development grounded in consciousness implies that people confronted with development should have the right to make decisions for them. They should also have the
will and right to reject development interventions which do not address their well-being (Davids et al, 2005:106). It seems as if this principle was also not followed in the development of Red Location Museum.

2. 5. Legislative framework regarding public participation in IDP

Municipal Systems Act 32 of 2000 states the following concerning public participation:

Section 16 (1) A municipality must develop a culture of municipal governance that complements representative government with a system of participatory governance, and for this purpose-

(a) Encourage and create conditions for the local community to participate in the affairs of the municipality including in:

(i) The preparation, implementation and review of its integrated development plan

(iv) The preparation of its budget

(v) Systematic decisions relating to the provision of municipal services
Section 29 (i) the process followed by a municipality to draft its integrated development plan, including its consideration and adoption of the draft plan, must-
(a) Be in accordance with a predetermined programme specifying time frames for the different steps
(b) Through appropriate mechanisms, processes and procedures established in terms of Chapter 4, allow for-
(i) The local community to be consulted on its development needs and priorities
(ii) The local community to participate in the drafting of the IDP

Section 42: A community, 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.
Municipal Structures Act, Act 117 of 1998 states the following regarding Ward committees:
Section 72(3): The object of a ward committee is to enhance participatory democracy in local government. All municipalities in South Africa should in terms of legislative prescriptions, encourage democratization, citizen participation and the empowerment of citizens and communities to participate in municipal processes. In this regard, the introduction of ward committee system in South Africa is expected to bridge the gap between communities and the elected council to speed up the delivery process (Davids et al, 2006: 146). This sometimes has its own challenges. Yunis Carim (Deputy Minister of Co-operative Government and Traditional Affairs) says that service delivery protests signal the failure of the ward committee system and other forms of public participation in municipalities (City Press: 18 October 2009).

Municipalities become more efficient and function better as a whole having a positive effect on the community by integrated development planning and budgeting, working together with local citizens (Nxumalo, 2004:8).
In terms of Section 195 (e) of the Constitution of the Republic of South Africa, 1996, the people’s needs must be responded to, and the public must be encouraged to participate in policy-making, (g) transparency must be fostered by providing the public with timely, accessible and accurate information. Section 152(1) states that the objects of local government are-
(a) To provide democratic and accountable government for local communities
(b) To ensure the provision of services to communities in a sustainable manner
(e) To encourage the involvement of communities and community organizations in the matters of local government
Kellerman (1997:141) supports this statement when they say that the new system of local government in South Africa requires municipal councils to develop a culture that shifts from representative government to participatory governance. In essence this means that councils must take steps to create a more active local democracy in terms of which decisions will be taken with communities rather than for them.
Section 3.3 of White Paper on Local Government, 1998, states that:

As participants in the policy process, municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation and the monitoring and evaluation of decision-making and implementation.

Apartheid has left physiological and physical imprints on human settlements and local government institutions (Parnell and Pieterse, 2002:134).

Transformation requires and understanding of the historical role of local government in creating and perpetuating separation and in equity in S.A. In explaining this legacy, the White Paper on Local Government (1998) states that local government is uniquely placed to analyse the dynamics within communities and ensure that the historically excluded and marginalized can become dynamic equal participants in community transformation and democratization.

The concept of developmental local government is at the core of local government transformation in South Africa and places implicit responsibilities on local authorities. In terms of the prescriptions contained in the Constitution of the Republic of
South Africa, 1996, legal and moral obligations are imposed on municipalities to function on a participatory basis with the intention that the broader community should have a more significant role to play in local government decision-making.

Municipalities are now required to become agents for local economic development and the importance of public/private partnerships in terms of the new developmental mandate for local government needs to be actively pursued by municipalities. There is a responsibility on municipalities to develop the capacity of local communities to understand and participate in the governing process as a partner. This envisages greater participation than the casting of a vote every five years at election time. Integrated development planning is one of the most important mechanisms through which municipalities can develop the strategic capacity to meet their existing responsibilities (Brynard and Hanekom, 1997:139).

The Municipal Systems Act, 2000, identifies that the Councils vision for long term development of the municipality with emphasis on the most critical development and transformation needs as one of the core components of IDP.
Burkey (1993), as exponent of the people – center approach, state that experts (local government officials in this case) have been struggling to comprehend the social, meaning-gaining context of the people with whom they engage. Shifts to new and alternative ways of understanding engaging with and intervening among people and communities are needed. Enabling this shift through an emphasis on holistic thinking, planning and researching allows the officials to realize that the focus should be on processes, relationships & interactions. Taking a holistic perspective in an IDP intervention in a particular municipality which will lead to an IDP, entails the following:

- A need for a municipal / community vision
- A SWOT, or situation analysis which addresses the strengths, weaknesses opportunities and threats to which the municipality is exposed or possesses a point of departure for planning interventions
- From the SWOT or situation analysis an integrated development framework consisting of a set of development strategies is derived.
• Annual evaluation and review to ensure that plans are in line with dynamic and changing circumstances, needs and realities

Resources are matched to needs through financial plan and the community can then establish and prioritize its needs are certain and allocate its resources and from there, learn how to engage in a public participation process that prioritize services.

As a holistic planning process, IDP should be based on project management principles (Knipe, Burger, Nell, Van der Waldt and Van Niekerk, 2002) By following project management principles, the municipality identifies appropriate action steps, assign project managers, links tasks with target dates, and monitors and evaluates the deliverables of these projects.

A public participation philosophy and strategy call for a culture or ethos of public participation. This will ensure that the IDP is not hijacked by a person or organization. When the community treasures its IDP, it becomes part of the municipality and community’s strategic vision, the property and responsibility of
all stakeholders, not just a privileged few (Davids et al., 2005: 140).

Performance management strategies are essential in IDP lack of reviewing; monitoring & evaluation procedures will lead to IDP failure & disillusionment amongst stakeholders. It follows from this that an IDP must be realistic, holistic & suited to the size & capacity of the municipality. A SWOT analysis, if conducted in a participatory fashion, should identify the realities that have to be accommodated (Davids et al., 2005: 141).

The municipality must have a political will to translate its development objectives into operational strategies. The foremost reason for the failure of an IDP is a lack of commitment and project management skills amongst municipalities. Municipalities need to consider the detrimental effect of hierarchical, top-down prescriptive, blue-print – type thinking and planning.
Teamwork project management skills and a participatory planning methodology are essential for IDP to be successful. Successful IDPs will have as their foundation a social learning process approach, interdisciplinary teamwork and a holistic point of departure (Kellerman, 1997: 48).

2. 6. Conclusion

Various authors and legislations have been compared concerning public participation. Public participation is a legal requirement and all municipalities should prepare their budgets according to IDP. The programme of the municipality should be based on IDP. One of the cornerstones of IDP is public participation.

To ensure the legal compliance of the IDP buy-in into IDP by the residents of Nelson Mandela Bay Municipality, adequate public participation needs to take place. Apart from legal requirements, there are many advantages and benefits to undertaking integrated development planning, and these include; prioritizing and allocation of scarce resources to areas of greatest need; democratizing local government by ensuring full public
participation in its planning, implementation, monitoring and evaluation processes.

As participants in the policy process, municipalities should develop mechanisms to ensure citizen participation in policy initiation, formulation, monitoring and evaluation of decision-making and implementation. The municipality must have a political will to translate its development objectives into operational strategies. The foremost reason for the failure of an IDP is a lack of commitment and project management skills amongst municipalities. Teamwork project management skills and a participatory planning methodology are essential for IDP to be successful. Centralized top-down and prescriptive approach are at variance with grassroots, bottom-up public participation.
Chapter 3

Research Methodology

3.1 Introduction

This chapter elaborates on the research methodology used by the researcher in conducting this study. The chapter further covers the research design, scene setting, population, sampling, data collection methods and ethical considerations. This is a qualitative study where the researcher used members of ward committees and councillors of New Brighton in Nelson Mandela Bay Municipality as the case study under investigation. McMillan and Schumacher (1993:372), described qualitative research as a naturalistic inquiry, the use of non-interfering data collection strategies to discover the natural flow of events and processes and how participants interpret them. The researcher describes how data was collected through the use of focus group interviews.

3.2 Scene setting

The researcher conducted the study in New Brighton in the Nelson Mandela Bay Municipal area. New Brighton is a township in Nelson Mandela Bay. The study endeavours to establish what processes are followed by the Nelson Mandela Bay Municipality to facilitate public participation regarding the
IDP process with specific reference to the area known as New Brighton. In conducting this research, the sample comprised of the four councillors who represent New Brighton in the Nelson Mandela Bay Municipality and forty ward committee members from the same wards. For purpose of justifying the sample groups it should be noted that New Brighton consists of four wards. Accordingly, the number of four ward councillors and forty ward committee members are prescribed in terms of prescriptions contained in the Local Government: Municipal Systems Act 32 of 2000.

3.3 Research design
A research design is the roadmap or blueprint according to which one intends to conduct research and achieve research goals and objectives (Babbie and Mouton, 2001:75). This implies that the manner and procedure in which research is to be conducted should be provided in detail. Research design serves as a guide to a researcher in collecting, analysing and interpreting data. The research design describes the procedures for conducting the study, including when and from whom and under what conditions the data will be obtained. According to McMillan and Schumacher (1993:31), research design is a plan
and structure of the investigation used to obtain evidence to answer the research questions. The design describes the procedure for conducting the study, including when and from whom and under what conditions the data is to be obtained. This implies that the design must show how the research was set up, what happened to the subjects and what methods of data collection were used. The primary purpose of the research design is to provide the most valid and accurate answers possible to research questions.

This study followed a qualitative design approach because the research presented facts in a narration of words. Winberg (1997: 41) states that in qualitative research, the researcher looks at people in their particular context or setting. The context can include sample members’ past, as well as the situation in which they currently find themselves. The researcher also analysed legislative prescriptions and other official documents that are related and relevant to an analysis of public participation in the IDP process. This was done so that the researcher could identify and synthesise the data to provide an understanding and analysis of public participation in IDP regarding policy formulation for the community of New Brighton. The use of, inter alia, relevant documents, literature and the internet by the
researcher assisted in informing the research on data regarding public participation in the IDP processes.

A letter of consent from each of the participants to voluntary participate in the study was obtained. The researcher focused on the four wards of New Brighton in Nelson Mandela Bay Municipality. Confidentiality of information emanating from the empirical survey was maintained throughout the research and the participants were informed about their rights in carrying out the research. All participants were informed of their voluntary right to participate and to also withdraw at any point from the study, should they so wish. Literature on the subject matter by various authors was reviewed to provide an overview of the subject matter under discussion and investigation.

3.4 Population
The individuals about whom the researcher intends to learn sometimes makes up the population. Best and Kahn (1993: 13), define population as any group of individuals that have one or more characteristics in common and that are of interest to the researcher. As previously stated the target sample population comprised of the four ward councillors and forty ward
committee members who constitute wards 14, 15, 16 and 17 in New Brighton, Nelson Mandela Bay Municipality.

3.5 **Sampling**

Sampling is the practical way of studying people and their activities, thoughts and attitudes. According to Leedy (1997: 211), sampling is defined as the process of choosing from a much larger population, a group about which the researcher wishes to make generalised statements so that the selected part will represent the total group. According to Treece and Terece (1986:215), a sample is the part of the whole. In this study the four ward councillors representing the area of New Brighton were chosen. Councillors, as the local political representatives of the public, provided the research project with extensive and varied interpretations of their experiences. Thereafter, members of the ward committees in New Brighton were interviewed in terms of focus group interviews. The above two groups were chosen and their participation justified on the basis of prescriptions contained in the Systems Act 32 of 2000.
3.5.1 Conducting the research

The researcher went to the offices of the ward councillors of New Brighton where the councillors conduct their business. Letters seeking appointments to interview both the councillors and the ward committee members were delivered to said offices. Dates were scheduled with both the ward committee members and ward councillors. Four different meetings were scheduled for the councillors to meet individually for face-to-face interviews. Four other meetings were arranged to meet with the ward committee members in their respective wards for purposes of the focus group interviews. This was done to avoid other ward committee members travelling long distances. Interviews for the ward councillors took place in the respective councillors’ offices.

The researcher met the councillors and members of the ward committees and explained the purpose of the study and how important their participation was. Their rights as research participants were explained and that their names would not be disclosed.
3.5.1.1 Access

The researcher conducted the interviews in local government buildings therefore permission had to be requested and was granted by the Nelson Mandela Bay Municipality. The letter seeking permission from the Nelson Mandela Bay Municipality for the empirical survey to take place was delivered by the researcher to the office of the Municipal Manager. In response to the researcher’s letter the Speaker of the Nelson Mandela Bay Municipality granted permission to the researcher to undertake the study on public participation in Integrated Development Planning, New Brighton, Nelson Mandela Bay Municipality between the period 2006 to 2010.

The researcher was informed by the Speaker that the targeted wards had been informed of the proposed interviews. The selected sample groups indicated that they did not have any reservations in participating in the study. Letters of permission from the Speaker were attached to each letter requesting the interviews with the councillors and ward committee members. This facilitated a positive response from the councillors and ward committee members who responded in the affirmative.
3.5.1.2 Conditions
As mentioned earlier in this study, the researcher targeted the relevant ward councillors and ward committee members in the respective wards. Dates were agreed upon with both the ward councillors and the ward committee members in respective of the wards in New Brighton. The purpose of the study was explained to the participants and structured (face-to-face) interviews were conducted with the ward councillors and focus group interviews were conducted with the ward committee members. The researcher personally conducted both the face-to-face and focus group interviews.

One of the conditions agreed upon was that no one should be disadvantaged by the interviews. The researcher personally visited each ward so that no participant had to travel a long distance. Structured (face-to-face) interviews were therefore conducted at the offices of each ward councillor and the focus group interviews were also conducted at the offices of the ward committee members.
3.5.1.3 Language
The questions were written in English. At first, the researcher explained to the participants that the questions were to be posed in English. The participants felt comfortable with the language used by the researcher. The researcher asked the participants if the questions should be translated into Xhosa. The councillors and ward committee members responded that there was no need as the questions were clear and understandable in English. Each of the participants agreed that the English used in the structured interview schedule was understandable.

3.6 Data Collection
Firstly, the research required a literature review as a secondary source of data to identify scientific literature and previous research done on public participation in the IDP processes. Secondly, the legislative framework regulating public participation in the IDP process was examined. Thirdly, to collect primary data structured and focus group interviews were employed in terms of the above-mentioned sample groups. As mentioned, the selection of respondents was the four ward councillors who represent New Brighton and the relevant forty ward committee members. Data collection methods included
the face-to-face interviews (4 councillors) and the focus group interviews (40 ward committee members). The researcher assured the participants that the information supplied would not be used for any other purpose, but for research purposes. The participants were assured that they could withdraw from the study at any point and that their names would not be made public.

Out of the four ward councillors invited to take part in the structured face-to-face interviews, three were available. One of the ward councillors could not take part because his office was closed by the residents of that ward due to service delivery demands. Ward committee members of that particular ward did also not participate in the focus group interviews because of the service delivery protest action in the area. Out of the remaining thirty ward committee members who were expected to participate, only twenty finally took part in the proceedings. For purposes of this study, the results from the empirical survey are accordingly based on the face-to-face interviews with 3 councillors and on the focus group interviews with the 30 ward committee members.
In constructing the structured face-to-face interview schedule and the focus group interviews, the researcher followed guidelines for designing qualitative approaches. Babbie and Mouton (2001: 233), list the following as guides in constructing a questionnaire:

(a) Make items clear
An item will have achieved clarity when all respondents interpreted it in the same manner. Questionnaire items should be clear and unambiguous. The researcher ensured that all the items in the structured face-to-face interviews and focus group interviews were clear and understandable to the sample groups. Any vague words such as few, sometimes and usually were avoided.

(b) Avoid negative items
Negatively stated items should be avoided because they are easy to misinterpret. Subjects will unconsciously skip or overlook the negative word, so their answers will be the opposite of the intended. In this study the researcher avoided negative items in
the questions forming part of the structured and focus group interviews.

(c) Simple items are the best

The questionnaire should be simple and short. Long and complicated items should be avoided because they are more difficult to understand and respondents may be unwilling to try to understand them. The researcher did not use complicated items because the intent was to enable the respondents to understand an item quickly, and provide an answer without difficulty.

(d) Respondents must be competent to answer

In order for the respondents to be able to provide reliable information, they must be competent to respond to the questions. In ensuring the competence of the respondents in answering the questions, the researcher targeted members of the ward committees and ward councillors as the sources of information. They were the subjects from which data was collected. The main objective of this study was to investigate public participation strategies in the IDP processes in New Brighton, Nelson Mandela Bay Municipality
When the ward committee component was briefed about the protocol to be followed with the focus group interviews, the respondents had no objections. There was also no objection to the use of English as previously explained. The ward councillors also appeared to find it comfortable responding to the questions in English.

(e) Questions should be relevant
If subjects are asked to respond to questions that are unimportant to them or about things that they have not thought or experienced, it is likely that the subjects will respond carelessly and the result will be misleading. In avoiding this, the researcher focused on members of the ward committees and ward councillors since it is their task to ensure public participation in IDP processes. The questions were accordingly based on the objectives of the study to ensure their relevancy.

(f) Avoid double-barrelled questions
The researcher ensured that participants did not respond to questions with two or more ideas. Each question was limited to a single theme or concept. Double-barrelled questions and
statements can confuse subjects and possibly produce biased results.

(g) Respondents must be willing to answer
When members of the ward committees and ward councillors were briefed about the aims of the research, they showed their willingness to answer the questions. They were satisfied and content when informed about their rights to cease participating at any time in the research, should they deem it necessary. The researcher informed participants that the study will assist in ensuring grassroots participation and possibly avoid unnecessary conflict between the politicians, ward committee members and local community.

3.6.1 General format

According to McMillan and Schumacher (1993: 242), the rules the researcher should adhere to are:

- Carefully check grammar, spelling, punctuation and other details;
- Make sure the printing is clear and easy to read;
- Make instructions brief and easy to understand;
Avoid cluttering the questionnaire by trying to squeeze many items onto each page;

- Avoid abbreviated items;
- Keep the questions as short as possible;
- Provide adequate time for answering the questions;
- Use a logical sequence, and group related items together;
- Place important items at the beginning of the questionnaire; and
- Be aware of the way the positioning and sequence of the questions may affect the responses.

The researcher used the structured face-to-face interviews for the ward councillors and focus group interviews for the ward committee members.

As previously mentioned, the researcher wrote letters requesting permission to conduct the research to the Municipal Manager of Nelson Mandela Bay Municipality, ward councillors of New Brighton and ward committee members of New Brighton requesting them to participate in the study.

Each letter contained information pertaining to
The institution of the researcher and Course;

Objectives of the research;

The subject of the study;

The ethical right of the research subjects;

Permission letters to conduct the research were granted; and

The permission letters form part of the annexures to this document.

3.6.2 Pre-testing the questionnaire

In an attempt to establish whether there was any ambiguity to the questions contained in the interview schedules, a pre-test was conducted. Babbie and Mouton (2001: 244) are of the view that no matter how carefully one designs data-collection instruments such as a focus group interview schedule, there will always be the possibility for error. Pre-testing is particularly important in the case where the targeted population does not normally use the language of the interview schedule. The safest protection against such errors is to pre-test the questions in the interview schedule in full.
In ensuring that there is consistency and the elimination of statements that are ambiguous, the researcher went through the structured (face-to-face) and focus group interviews with the intended population. Members of the ward committees and ward councillors were informed about the aims of the pre-testing and that it aimed at identifying any errors or ambiguity in the proposed questions. The researcher personally conducted that pre-test personally. It was found that there was no ambiguity of the statements in the structured and focus group questions. It should be further noted that the research instruments for purposes of this study were also approved by the relevant standing committees and sub-committees dealing with post-graduate research in the Faculty of Arts at the Nelson Mandela Metropolitan University.

3.7 Ethical considerations

All researchers are ethically responsible for protecting the rights and welfare of their research subjects while conducting a study. This study focused on human beings who comprised of members of the selected ward committees and ward councillors. When the researcher conducted the structured (face-to-face) interviews and focus group interviews, all ethical protocols and issues were considered. The primary objectives of the research
were explained to all participants including their rights which included, **inter alia**, anonymity, confidentiality, privacy, the right to withdraw at anytime and the right not to be intimidated.

The study was undertaken by the researcher being fully aware of the ethical principles pertaining to research of this nature. According to the American Psychological Association (1983), these principles include:

- The primary investigator of a study is responsible for the ethical standards to which the study adheres.
- The investigator should inform the subjects of all aspects of the research that might influence their willingness to participate and answer all inquiries of subjects on features that may have an adverse effect or consequences.
- The investigator should be as open and honest with the subjects as possible.
- Subjects must be protected from physical and mental discomfort, harm and danger. If any risks are possible, the researcher must inform the subject of these risks.
- The investigator should secure informed consent from the subjects before they participate in the research. Informed consent is achieved by providing subjects with an explanation of the research, an opportunity to terminate
• their participation at any time with no penalty and full disclosure of any risks associated with the study.

• Information obtained about the subjects must be held confidential. This means that no one has access to individual data or the names of the participants except the researcher and the subjects know before they participate who will see the data. Confidentiality is ensured by making certain that the data cannot be linked to individual subjects by names. This can be accomplished in several ways, including: Collecting the data anonymously; using a system to link names to data that can be destroyed; using a third party to link names to data and then give the result to the researcher without the names; asking subjects to use numbers and reporting only as a group and not individual results.

• For research conducted through an institution, such as a university or school system, approval for conducting the research should be sought from the institution before collecting any data.

• The investigator has a responsibility to consider potential misinterpretations and misuses of the research and should make every effort to communicate such results so that any misunderstanding is minimized.
• The investigator has the responsibility of recognising when potential benefits have been withheld from a control group. In such situations, the significance of the potential findings should be greater than the potential harm to some subjects.

• The investigator should provide subjects with the opportunity to receive the result of the study in which they have participated.

The researcher ensured that the names of the ward committee members and ward councillors who participated in the face-to-face and focus group interviews, were not disclosed in this study. The information that has been acquired has been kept confidential and has only been used for the purpose of this study. The researcher has made a concerted effort to report accurately on the findings from the interviews conducted with the two sample groups.

3.8 Conclusion
This chapter dealt with the manner in which the researcher conducted the study. The manner in which data was collected
and methods used to collect the data were also explained. Sampling procedures were explained in detail. The ethical issues that were taken into consideration by the researcher in the study were also discussed.

In the chapter that follows, a detailed analysis will be undertaken on the collected data from the empirical survey.
Chapter 4

Data analysis and Findings

4.1 Introduction

Lancaster (2005:57) defines data analysis as the process of turning data into information that in turn can serve to develop concepts, theories, explanations or understanding. The data that was collected through the structured and focus group interviews was analysed on the basis of responses provided by the respondents. The analysis of the data enabled the researcher to pronounce his findings regarding analysis of public participation in IDP in the New Brighton area, Nelson Mandela Bay Municipality. For the analysis of data, structured interviews were used with the councillors and focus group interviews were used with the ward committee members. First, the structured interviews with the councillors will be discussed and analysed and thereafter the focus group interviews with the ward committee members will follow.

Structured interview with the ward councillors:
4.2 On communities understanding the IDP processes of the municipality:

Communities understand the IDP processes of the municipality. Before the municipal elections, street sheets were circulated to community members and a number of issues were raised, which were translated into Integrated Development Planning. However, the councillors feel that community needs are not adequately translated especially in terms of decisions taken by officials in the Treasury Department of the Nelson Mandela Bay Municipality. Communities list their priorities but the public officials often propose different projects to those put forward by community members. This tendency is of concern to the ward councillors. However, the researcher proposes that cognisance must also be taken of the availability of funds in terms of the capital budget and capital projects, which are linked to the Integrated Development Plan of the Nelson Mandela Bay Municipality. The availability of funding will naturally be of major concern to the technocrats and bureaucrats.

4.3 On reasons for service delivery protests:

The slowness in implementing the needs of the communities has triggered service delivery protests throughout the country and also
in the Port Elizabeth area. Community members appear to not fully understand the processes and delays of administration. The needs of the communities are translated into budget allocations, and from there to the implementing phase. Councillors are the formulators of policy, and not the implementers thereof. Taken further, service delivery projects create jobs, so without service delivery there would be fewer employment opportunities. Limited financial resources also trigger service delivery protests because the expectations of the communities cannot be fulfilled. The recurring theme that emerged from the interviews with the councillors is that the service delivery protest actions could have been minimised if the public consultation and participation processes had been to the letter of the law by the Nelson Mandela Bay Municipality. For instance, Chapter 4 of the Local Government: Municipal Systems Act 32 of 2000, states the following concerning public participation:

1. The public must be consulted on development needs and priorities; and

2. The public to participate in the drafting of the IDP.
The above prescriptions are further strengthened by Section 16 (1) of the above Act, which states that a municipality must develop a culture of municipal governance that complements representative government with a system of participatory governance, and for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality. This includes:

(i) The preparation, implementation and review of its integrated development plan;

(ii) The preparation of its budget; and

(iii) Systematic decisions relating to the provision of municipal services.

4.4 On whether municipal projects genuinely reflect community needs:

The general responses from the ward councillors pertaining to the above question was that submissions which come from the communities are submitted to the Nelson Mandela Bay Municipality for considerations but the final budget does not reflect many of the identified needs. For example, in the 2007/2008 municipal budget community submissions were made and councillors were instructed to narrow them to five. In the 2010/2011 financial year councillors
were further instructed to narrow the identified projects to three. Communities expect more than what is being delivered but the municipality responds that the financial resources are limited or committed elsewhere, which is a reason for the recent service delivery protest actions. Councillors indicated that the delivery of services often takes an extended period due to a variety of factors beyond their control. However, a recurring theme that emerged is that community members tend to blame their councillors for slow delivery of services. For example, community members living in Pendla Street, New Brighton, Port Elizabeth (ward 17) requested houses as far back as 2000 but those houses were only built in 2009. The tarring of roads in New Brighton is another challenge as community members want tarred roads.

This is happening despite the fact that Section 195 (e) of the 1996 Constitution states that the people’s needs must be responded to, and the public must be encouraged to participate in policy making; (g) transparency must be fostered by providing the public with timely, accessible and accurate information. Section 152 (1) further states that the objects of local government are:
(a) To provide democratic and accountable government for local communities;

(b) To ensure the provision of services to communities in a sustainable manner; and

(c) To encourage the involvement of communities in the matters of local government.

4.5 On whether community consultation and participation strategies are adequate for wards of New Brighton:

The emerging theme from interviews with the councillors was that community consultation and participation strategies are not adequate. The time factor appears to be a major problem. Consultation occurs two to three months before the final budget is passed. Community members are then informed of what can be provided for them in that particular financial year. They are not given sufficient time to discuss the final draft documents which would include the budget and Integrated Development Plan. Community members should be given adequate time to attend public participation processes and not to rush the processes as is the case at the moment. Meetings are also called per Voting Districts and the needs and priorities of the different Voting Districts differ.
What is of concern is that the above apparent lack of public participation strategies is taking place despite the fact that Section 3.3 of the White Paper on Local Government, 1998, states that as participants in the policy process, municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation and the monitoring and evaluation of decision-making and the implementation thereof.

4.6 At what stage of the budget and IDP processes are community meetings called

It appears that communities are called at the planning stage and again at the implementation stage of projects. They are called at the implementation phase to report back on the submissions made at the planning stage. Community members are called to public meetings after the passing of the budget to inform them of, *inter alia*, what is going to take place during that particular financial year. It should be noted that when preparing for the budget, a public meeting is called and community members will voice their needs. Those needs are conveyed to the municipality for consideration. Certain of the needs are then incorporated into the budget but some will not be realised due to financial constraints and that can sometimes trigger an angry response within the community.
The researcher proposes, based on the emerging themes from the interviews that serious consideration should be given to the timing of community or public meetings on matters pertaining to service delivery. In terms of the new developmental local government mandate assigned to the third sphere of government in South Africa, community members should be seen as “partners” with other local government stakeholders. In this regard, the timely participation and consultation of community members is of significant importance, especially in light of the recent service delivery protest actions.

4.7 On whether communities are given adequate time to attend community meetings:

The general consensus from the councillors was that community members are informed timeously about any meetings and they are reminded again on the actual day of the meeting. An emerging response was that if communities are informed, say, three to four days before the meeting, they tend to forget about the upcoming meeting. Meetings are called per Voting Districts to avoid disadvantaging other community members who have to walk long distances to the venue of the meeting. A method often used to
announce or call a meeting is by way of a loudhailer. This method appears to be reasonably effective.

4.8 On whether the Integrated Development Plan is the correct document to primarily inform the municipal budget:

The emerging theme from the responses was that the IDP is the correct document to inform the municipal budget. However, a further general consensus was that it needs some refining. For example, low-income houses are built which are four-roomed houses for families but which often have ten members or more living in each house. In this regard environmental and health issues are not taken into consideration. Officials tend to often simply plan for black communities without taking into consideration the real needs and aspirations of those people. Most of the time planning is done without taking into consideration the real needs of community members. Often the planning phase is undertaken by officials who do not stay and have never stayed in a township. Municipalities should consult the communities more. Architects, engineers and town planners should work more closely with local communities and not decide what is right for a community. Integrated Development Planning should be simplified and it should
“speak” directly to individual wards. As the document stands, it is too large (in terms of pages) and also too complicated to fully understand. However, an emerging theme was that the IDP is the correct document because municipalities are compelled by law to follow integrated development planning. Taken further, the budgets of municipalities should also be informed by the IDP.

4.9 More information on Integrated Development Planning and Public Participation:

Respondents indicated that projects of the municipality should be integrated and reflect the true needs of local communities. At the moment it appears that there is very limited actual integrated planning taking place. There should be a closer collaboration between the various departments at the local, provincial and national spheres, so that service delivery can be more effective. For example, in the suburb of Chetty there is a school but no clinic or transport facilities. Community members have to travel long distances to access certain basic services and facilities. If there was a more participatory and consultative form of integrated planning, it is possible that some of those problems would then be eliminated.
As previously stated, community members should be more involved from the planning phase right up to the implementation stage in terms of municipal projects and service delivery. A recurring theme that emanated from the participants was that the services rendered to communities should be their genuine needs and not those perceived by the officials as the needs of the people. Public officials should also work faster because they are the ones responsible for implementing the policies of the municipality. Community members become frustrated when their needs are not met on time.

In support of the above view, Kellerman (1997:48) states that a municipality must have a political will to translate its development objectives into operational strategies. Kellerman (1997), further states that the foremost reason for the failure of Integrated Development Planning is a lack of commitment and project management skills amongst municipalities. Municipalities need to consider the detrimental effect of hierarchical, top-down, prescriptive, blueprint type thinking and planning. Team-work, project management skills and participatory planning methodologies are essential for Integrated Development Planning to be successful.

Focus group interviews with ward committee members:
An overview is now provided on the emerging themes that emanated from the focus group interviews conducted with the ward committee members.

4.10 On enhancing service delivery:

The respondents reported that the needs of the communities are taken by the ward committees because not everyone can afford to go to the Nelson Mandela Bay Municipality’s offices in Port Elizabeth. Ward committee members also listen to the needs of the communities and discuss those needs with the ward councillors before they are taken to the municipality as submissions.

The researcher proposes that the above protocol will not further enhance basic service delivery as the needs of community members could be defined as “infinite” while the funding of municipalities is “finite”. The issue of a lack of funding for projects was a recurring theme from the interviews conducted with the councillors. Taken further, ward committee members do not have any executive authority so they are merely the “link” between community members and the ward councillors. These factors could inhibit the role played by ward committee structures generally in South Africa.
4.11 On the working relationship with the ward councillors:

The emerging responses indicate that there is a working relationship with the ward councillors from the New Brighton area. Meetings are held with the ward councillors and together with the ward committees, plans are proposed together on the way-forward regarding service delivery and municipal projects.

A unanimous theme from the focus group interviews was that for the wards which formed part of this study, the ward councillors always consult ward committee members before taking decisions that will affect the communities. The researcher proposes that ideally ward committee members and more importantly, committee members should fully understand that individual councillors do not have any executive authority. The executive authority to approve policy only comes into play when councillors meet as a group (in a standing committee) or in a council meeting, for example.

4.12 On whether public participation strategies achieve their aims:

A recurring theme that emanated from the focus group interview was that public participation strategies are generally working as communities tend to understand their rights and where to go when
they have problems. However, most of the time the municipality takes too long to respond to the needs of communities. This sometimes leads to a situation of frustration, which could be one of the reasons for the recent increase in service delivery protest action. In terms of Section 42 of Local Government: Municipal Systems Act 32 of 2000, communities must through appropriate mechanisms, processes and procedures established in terms of Chapter 4 of said Act, be involved in the development, implementation and review of the municipality’s performance management system, and in particular, participate in the setting of appropriate key performance indicators and performance targets for the municipality.

It is proposed that community members should become more aware of the above-mentioned legislative prescriptions pertaining to the municipality’s performance management system.

4.13 On understanding the role of ward committees:

Ward committee members, as one of the sample groups, indicated that they do understand their role and they have attended capacity building initiatives specifically aimed at ward committee structures. What is interesting to note is that specific mention (a recurring theme) was mentioned of leadership skills, which have been
introduced in the capacity building initiatives undertaken by the municipality and SALGA.

4.14 On whether ward committees are the most effective structures to facilitate public consultation and participation processes:

The general consensus was that ward committee members are the representatives of the communities in different wards. If there are problems in a particular area, a resident simply has to consult the member of the responsible ward committee closest to him to report any problem that the resident may be encountering. For example, if there is a problem of a blocked drain, one does not need to go to town to report it but rather to the nearest ward committee member.

A recurring theme was that ward committees do indeed represent their communities in the Nelson Mandela Bay Municipality.

4.15 On understanding the importance of Integrated Development Planning:
The focus group interviews revealed that ward committee members generally only know that it is a plan to accommodate community needs. They do not know the processes to be followed to have successful integrated development planning. This is of concern as in terms of Section 72 (3) of the Local Government: Municipal Structures Act 117 of 1998, one of the specific objects of a ward committee is to enhance participatory democracy in local government matters. The researcher holds the view that one of the primary reasons for the service delivery protest action in New Brighton could be that both the ward committee members and community members appears to have little knowledge of the importance of the Integrated Development Plan. As mentioned, this could be a primary reason why there have been service delivery protests in New Brighton.

A recurring theme from the interviews was that community members complain that they are not adequately consulted concerning their needs whilst the ward committee members feel that by taking their needs and grievances to the municipality, they are doing what is expected of them. As a result of the above, the capital budget of the Nelson Mandela Bay Municipality appears not to be based on the genuine needs of some communities. It is
proposed that ward committees should be much more empowered to deal with the complex processes of public participation in the IDP.

4.16 On whether IDP is adequately informed by community needs:

In certain instances the response from ward committee members was in the affirmative. There are low-income houses that have been built in New Brighton but in some areas of New Brighton, no houses have been built to date. Community members requested speed humps and tarred roads and those were provided in some areas but not in others. In some areas development is not happening at the pace that is expected by said communities. To the ward committee members and community members it appears as if the municipality has the final say of what will be provided for in which area. The researcher proposes that the clear roles of the bureaucracy, councillors, ward committees and community members should be conveyed to all role players. The responses clearly convey an apparent lack of understanding by the participants regarding the governing functions of a municipal council.

Certain of the issues raised by communities in public meetings are not realised, hence the service delivery protests. Also, the municipality tends to take too long to respond to genuine
community needs. Municipalities have a constitutional responsibility to implement integrated development planning through public participation and the IDP is linked to the capital budget of municipalities. Taken further, it is a legislative requirement that the budgets of municipalities should be informed by community needs. According to Mettler (203:11), participatory institutions such as ward committees which are established in terms of the Local Government: Municipal Structures Act 117 of 1998, do not have any particular policy-making powers or functions. Such powers and functions are left to the discretion of municipalities. The result appears to be confusion and uncertainty among ward committee members concerning their roles and functions. This is of concern as the sample group of ward committee members indicated in one of their responses that they do understand their role and functions.

Certain arguments propose that ward committees should play a more significant role in the IDP processes. The lack of capacity and training of certain ward committees was identified as a major stumbling block, accounting for most of the challenges faced by said ward committees.
4.17 Additional information on service delivery:

Members of the participating ward committees are of the idea that the remaining needs of the communities should be met as a matter of urgency. It was proposed that the Nelson Mandela Bay Municipality should listen more to the needs of the local communities. An example cited by interviewees, referred to low-income housing that should be built as a matter of urgency in Ward 16, the upgrading of Masangwanaville and that phase 2 in ward 15 should be prioritised. Erection of tarred roads in ward 17 should also get the urgency it deserves. These areas are where most of the service delivery protests have been concentrated. The IDP process is intended to provide communities with opportunities for participation in articulating, monitoring reviewing and evaluating their needs, and therefore also determining community development programmes and projects.

4.18 Findings:

There appears to be a good working relationship between the ward councillors and ward committee members who participated in this study. The researcher proposes that the problem appears to be between the ward councillors and the community members they
represent. The councillors claim that they facilitate public meetings and submissions are made to the municipality for consideration. The capital and operating budgets are finalised by municipality and certain of the needs of the communities are reflected in the final budget. Approved projects should reflect community needs. Currently it appears as if the priorities of the communities are determined by the public officials and not by the councillors. The relationship between the councillors and public officials should be strengthened so that the submissions made by the councillors should be prioritised.

Section 29 (i) of the Local Government: Municipal Systems Act 32 of 2000, prescribes the process to be followed by a municipality in drafting its integrated development plan, including its consideration and adoption of the draft plan, and must-

(a) Be in accordance with a predetermined programme specifying time frames for the different steps;

(b) Through appropriate mechanisms, processes and procedures established in terms of Chapter 4, which allows for:

(i) The local community to be consulted on its development needs and priorities; and
(ii) The local community to participate in the drafting of the IDP.

It appears that the above-mentioned protocol could have been compromised by the municipality in the drafting of its Integrated Development Plan. The ward councillors who formed part of the study complained that the genuine needs of the communities are often not met but those perceived to be priorities by the officials, are indeed implemented. The researcher proposes that the modus operandi should possibly be the other way round, with the genuine needs of communities being met instead of those perceived to be the real needs of the communities by the officials. Such a reversal of procedure could have a positive impact on current service delivery protest action in the area. Municipalities are compelled by law to consult with local communities and the genuine needs of communities should ideally be incorporated into the capital budgets of municipalities. It is proposed that this also applies to the Nelson Mandela Bay Municipality.
4.19 Conclusion

This chapter dealt with the data analysis and findings. The manner in which the data was analysed was reviewed. Basic findings emanating from the face-to-face and focus group interviews were also described in this chapter.

In the chapter that follows, certain conclusions and recommendations will be proposed.
Chapter 5

Recommendations and conclusion

5.1 Introduction

In chapter 4, the data analysis and findings were discussed. In chapter 5, recommendations based on the findings will be discussed. Thereafter, the conclusion will follow.

5.2 Recommendations

The study has revealed that community consultation generally occurs two to three months before the final municipal budget is passed by the municipal council. It should be noted that this process is also somewhat protracted as the proposed draft budget needs to serve before a number of municipal standing committees before it is finally submitted to the municipal council for consideration and possible ratification. It appears that communities are not afforded sufficient time to make adequate input into the budget before the relevant council meeting and submissions to the ward councillors. Once the budget has been approved, communities are informed of the capital projects, programmes or items that will be provided for them in that municipal financial year. What has emerged from the study is that community members appear to not be given sufficient time to discuss either the budget or the IDP, which the capital budget
informs. Communities have many needs and it is difficult to trim these needs down to comply with what funding is provided in the municipal budget. Such submissions are given to the municipal council for consideration. Public consultation and participation should be an ongoing process and communities should be engaged from the planning stage to the implementation phase. Councillors should consult their communities more often and on a regular basis, and not at very short notice when preparing the budget or IDP. The budget should be based on the primary needs of communities and consulting said communities, at short notice, is clearly not acceptable in terms of legislative prescriptions pertaining to community consultation and participation by local municipalities.

Community members should be given sufficient notice of upcoming public participation meetings to enable them to adequately prepare for such meetings. From the study it appears that currently such processes are being rushed, which is a matter of concern. From the empirical survey it appears that the above described scenario is taking place despite the fact that Section 3.3 of the White Paper on Local Government, 1998, states that as participants in the policy process, municipalities should develop mechanisms to ensure adequate and timely citizen participation in policy initiation and
formulation, and the monitoring and evaluation of decision-making and the implementation thereof.

From the study it can be deduced that it is the ward committee members who appear to have an understanding of the IDP and municipal budget processes. This statement refers to those ward committee members who formed part of the sample group for purposes of the empirical component of the treatise. Ward committee members appear to be familiar with the processes to be followed to have successful integrated development planning. In terms of Section 72(3) of the Local Government: Municipal Structures Act 117 of 1998, one of the specific objects of a ward committee is to enhance participatory democracy at the local level.

It is proposed that ward committee members should be further empowered concerning the processes of public consultation and participation so that they are able to meet the challenges in their respective wards. It is possible that the primary reasons for the service delivery protests in New Brighton, could be linked to a lack of adequate public consultation and participation strategies by the municipal council and ward councilors in particular.

It is recommended that the Nelson Mandela bay Municipality (NMBM) should perhaps be more sensitive to the genuine needs of
the New Brighton community who formed part of this study. For example, low-income houses should be built as a matter of urgency in Ward 16 and the upgrading of Masangwanaville, phase 2 in Ward 15, should be prioritised. It is further recommended that the erection of tarred roads in Ward 17 should also receive the urgency it deserves. These are where most of the service delivery protests have been concentrated and require urgent attention and intervention by the municipality. The IDP process should live up to its intended expectations, that of providing communities with opportunities for participating in articulating, monitoring, reviewing and evaluating their needs, and therefore determining community development programmes and projects. The results from the empirical survey reveal that this is currently not taking place.

While the researcher is acutely aware of the limitations of budgets and in particular municipal budgets in meeting the needs of local communities, it is proposed that the NMBM budget should reflect the primary needs of the New Brighton community. In this regard the councillors who formed part of the study, claim that they do indeed facilitate public meetings and submissions based on the needs of the communities, are forwarded to the municipality for consideration. Past experience shows that once the municipal budget of the NMBM is finalized, certain important and valid needs
of the New Brighton community, are not reflected in the final document. The empirical survey revealed that there is a possibility that the priorities of the New Brighton community are determined by the officials and not by the relevant councillors. It is recommended that the professional relationship between the councillors and the public officials should be strengthened so that the public administration and public management dichotomies are properly understood by both parties.

Section 29(i) of the Local Government; Municipal Systems Act 32 of 2000, prescribes the process to be followed by a municipality in the drafting of its integrated development plan, including its consideration and adoption of the draft plan, and must-

(a) be in accordance with the predetermined programme specifying time frames for the different steps;

(b) through appropriate mechanisms, processes and procedures established in terms of Chapter 4, which allows for:

(i) the local community to be consulted on its development and priorities; and

(ii) the local community to participate in the drafting of the IDP.
Policy guidelines only serve as a vehicle for the introduction of public consultation and participation. Authentic and empowering public participation will only become a reality if it becomes a process generated from within and by the public themselves. It is proposed that the NMBM should develop a culture of municipal governance that complements representative government with a system of participatory governance, and for this purpose encourages and creates conditions for the local community to participate in the affairs of the municipality including the preparation, implementation and review of its integrated development plan, the preparation of the budget and systematic decisions relating to the provision of municipal services.

Municipalities need to consider the detrimental effects of hierarchical, top-down, prescriptive, blue-print type thinking and planning. Teamwork, project management skills and participatory planning methodologies are essential for the IDP to be successful. Public participation will only become a reality if integrated development planning lives up to expectations as a strategy for grassroots decision making process. Development cannot be sustainable unless the public participates in the planning, implementation and monitoring of the development projects and programmes of the municipality.
Slowness in implementing the valid needs of communities appears to trigger service delivery protest action. These service delivery projects create job opportunities and without projects there will be limited employment opportunities for community members. One of the requirements of the new developmental mandate assigned to the third sphere of government in terms of prescriptions contained in the White Paper on Local Government, 1998, is local economic development and the creation of employment opportunities for local communities. It is recommended that the NMBM should pay particular attention to a variety of legislative prescriptions pertaining to the creation of local community employment opportunities. A strong theme that has emerged from the survey is that community members appear to not understand the administrative processes that must be followed by a municipality. Hence, the complaint concerning the slow pace of service delivery. The above would be avoided if the consultative processes were followed to the letter of the law by the NMBM. For example, Chapter 4 of the Local Government: Municipal Systems Act, 2000, states the following concerning public participation:
1. The public must be consulted on their development needs and priorities; and
2. The public to participate in the drafting of the IDP.

What has emerged from this study is that the NMBM should pay particular attention to the above and other legislative prescriptions which have a direct bearing on community consultation and participation strategies with particular emphasis on the IDP and basic service delivery.

5.3 Conclusion

Municipalities have a constitutional responsibility to implement IDP through public participation and the IDP is linked to the capital budget of municipalities. It is a legislative requirement that the budgets of municipalities should be informed by community needs. Since Integrated Development Planning is important for service delivery at the local sphere of government, public participation in the decision-making processes about development is fundamental to achieving lasting solutions to the needs of the communities. Participation contributes to the transformation of the democratic system, revitalising it through the creation of a bond between the people and government. The enhancement of public participation in
the IDP processes requires a critical examination of information from the past, present and future experiences, and it is towards this that the study strives to make a contribution.

The budget of any municipality should be informed by the needs of the community at grassroots level. The budget should be based on, inter alia, IDP and public participation as the cornerstone of the IDP. Communities should have a say on how local governments handle their affairs. For government to eradicate or reduce poverty, communities should play a major role in influencing the budget, especially at the local sphere of government. The Local Government: Municipal Systems Act 32 of 2000, the Local Government: Municipal Structures Act 117 of 1998, and the Constitution of the Republic of South Africa, 1996, all support this notion. It is proposed that the Nelson Mandela Bay Municipality should do more to enhance public consultation and participation in terms of the prescribed legislation, with specific reference to integrated development planning and the IDP. The relationship between councillors and the public officials should be harmonised so as to improve public participation strategies by the municipality. Taken further, the Nelson Mandela Bay Municipality should do more to accommodate and respond to the valid needs of local communities, as articulated by their councillors. Such a situation could have a positive impact on the
recent violent service delivery protests; which clearly indicate that communities are losing patience with their local government institutions and political representatives. This is especially true of the New Brighton community, Port Elizabeth, who formed part of this study.
6. Bibliography


**Legislation**


Newspaper articles

Herald (3 June 2009)
City Press (18 October 2009)
FOCUS GROUP DISCUSSION GUIDE

WARD COMMITTEE MEMBERS

Moderator’s instructions:

- Obtain verbal consent from participants;
- Obtain written consent forms from participants;
- Inform the group that the discussion will be confidential;
- Inform participants that they may withdraw from the discussions at any point without any adverse consequences.

READ TO FOCUS GROUP PARTICIPANTS:

“Thank you for agreeing to participate in this study, today. Before we begin, I would like to confirm that you have given your voluntary consent to participate. Do you agree freely?”

“Okay, then I would like to start with the instructions.”

Begin:

- Start with the instructions;
- Proceed with participant introductions; and
- Introduce an ice-breaker activity.

SECTION 1: Focus group questions for members of ward committees in New Brighton; Nelson Mandela Bay Municipality (Interview Guide).

1. As members of a ward committee do you think that you are playing an effective role in enhancing local service delivery in your area? If yes, why? Please give examples. If no, what can be done to improve the situation?
2. Do you work closely in consultation with your ward councillor? If yes, how? If no, what are the reasons for not working closely?

3. Do you feel that the public participation strategies introduced by the Nelson Mandela Bay Municipality achieve their aims? If yes, why? If no, what can be done to improve the situation?

4. As a member of a ward committee do you fully understand your role and responsibilities? If yes, have you attended any capacity building initiatives for ward committee members? If no, what are the possible reasons for not fully understanding your role or responsibilities?

5. Do you feel that ward committees are the most effective structures to facilitate public consultation and participation at the municipal level? If yes, why? Please provide examples. If not, what are the best strategies to enhance public consultation and participation strategies in your area?

6. Do you understand the importance of Integrated Development Planning as undertaken by the Nelson Mandela Bay Municipality?

7. In your view, is the IDP properly informed of the needs of your community? If yes, how? If no, why not?

8. Is there anything else that you might wish to state in terms of IDP, public participation and local service delivery?

THANK THE PARTICIPANTS FOR THEIR WILLINGNESS TO PARTICIPATE IN THE STUDY
FACE-TO-FACE INTERVIEW GUIDE

WARD COUNCILLORS

Moderator’s instructions:

- Obtain verbal consent from participant;
- Obtain written consent form from participant;
- Inform the participant that the interview will be confidential;
- Inform participant that he/she may withdraw from the interview at any point without any adverse consequences.

READ TO THE PARTICIPANT:

“Thank you for agreeing to participate in this study, today. Before I begin, I would like to confirm that you have given your voluntary consent to participate. Do you agree freely?”

“Okay, then I would like to start with the instructions.”

Begin:

- Start with the instructions;
- Proceed with participant introduction; and
- Briefly provide an overview of the study being undertaken.

SECTION 1: Face-to-face interview for ward councillors representing New Brighton; Nelson Mandela Bay Municipality (Interview Guide).
Questions for councillors in New Brighton:

1. In your view, does the community you represent understand the IDP processes of the municipality?

2. What could be the primary reasons for the service delivery protest actions that have occurred in New Brighton?

3. Do the municipal projects in your ward genuinely reflect community needs? If yes, why then the protest actions? If no, where does the problem lie?

4. Do you feel that the community consultation and participation strategies undertaken by the NMBM are adequate for your ward? Please provide examples in support of your response.

5. At what stage of the (i) budget and (ii) IDP processes do you call community meetings?

6. Is the community given adequate time to attend and prepare for community meetings? If yes, what time period is it given before there is a community meeting? If no, please elaborate.

7. In your view is the Integrated Development Plan the correct document to inform the municipal budget? Please provide reasons for your answer.

8. Is there anything else that you might like to add concerning the Integrated Development Plan, basic service delivery or public participation strategies undertaken by the Nelson Mandela Bay Municipality?

Thank the participant for his/her willingness to partake in a face-to-face interview.
Subject information sheet for selected participants who are ward committee members and councillors from New Brighton, Nelson Mandela Bay Municipality

Hello

My name is Stembiso Mbewana. I am currently studying for my M.Phil (Public Administration) degree at the Nelson Mandela Metropolitan University. As part of my degree I am conducting research on Public Participation in Integrated Development Planning in New Brighton. The main aim of the study is to establish the relationship between communities, ward committees and ward councilors in relation to service delivery with emphasis on public participation and consultation in Integrated Development Planning.

I wish to invite you to participate in the study. Please note that your participation is voluntary and that non-participation will have no negative consequences. Should you agree to participate in this study, you will need to take part in focus group interviews for ward committee members and face-to-face interviews for ward councilors.

Please note that you can withdraw from the study at any time should you feel that you do not want to continue. If you feel that certain of the questions are too personal or if you feel uncomfortable answering them, you have the right to refuse to answer, should you wish to do so. You are not required to identify yourself in any way and your confidentiality will be maintained at all times. No identifying information will be included in the final report.

By participating in this study you will make a contribution in terms of recommendations to the Nelson Mandela Bay Municipality on public participation strategies in Integrated Development Planning. The outcomes of this research will be made available to the Municipal Manager of the Nelson Mandela Bay Municipality.

Yours faithfully

Stembiso Mbewana

(Researcher)Tel No: (0787740585)