ROLE OF PUBLIC PARTICIPATION IN THE INTEGRATED
DEVELOPMENT PLAN IN LOCAL GOVERNMENT: THE CASE OF
NELSON MANDELA BAY MUNICIPALITY

BY
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A RESEARCH TREATISE SUBMITTED IN PARTIAL FULFILMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MAGISTER PHILOSOPHIAE IN PUBLIC MANAGEMENT

SUPERVISOR : DR S MACLEAN

DATE : DECEMBER 2013
DECLARATION

I Nozipho Clarice Mahlinza, 20645635 hereby declare that the treatise for Magister Philosophiae is my own work and that it has not previously been submitted for assessment or completion of any postgraduate qualification to another University or another qualification.

Nozipho Clarice Mahlinza

.................................................................
SIGNED

DECLARATION
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ABSTRACT

Local Government has a critical role to play in rebuilding local communities and environments as the basis for a democratic, with specific reference to the Nelson Mandela Bay Municipality. The main aim was to evaluate the public participation in the Integrated Development Plan in the NMBM and whether public participation is seen as vehicle to enhance policy formulation and implementation of the Integrated Development Plan. To provide strategies to remedy the situation.

The sample comprised of senior officials, Mayoral Committee, Ward councillors, and officials who deals with IDP. Questionnaires with open and closed questions were employed to councillors and officials, interviews were conducted with senior officials, ward councillors and members in the ward.

Findings suggest that the current public participation strategies are inadequate, because Budget and IDP processes are not properly integrated; the plans approved by council are not adhered to resulting to fighting fires.

Based on the research findings, councillors and political leaders should consider structuring and moderating the public debate in the IDP process to ensure IDP is real and above all implemental. Finally internal communication between the administrative and political arms of the NMBM needs to be managed in a way that builds trust and understanding of the key process such as the IDP cycle, mid-term and annual budget cycle.
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<tr>
<th>Abbreviation</th>
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<tr>
<td>CBD</td>
<td>Community based plan</td>
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<td>CBO</td>
<td>Community –based organisation</td>
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<td>CDWs</td>
<td>Community Development Workers</td>
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<td>DFA</td>
<td>Development Facilitation Act</td>
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<td>DPLGs</td>
<td>Department of Provincial and Local Government</td>
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<td>DPSA</td>
<td>Department of Public Service and Administration</td>
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<tr>
<td>FEPD</td>
<td>Forum for effective planning and developmental</td>
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<tr>
<td>GEAR</td>
<td>Growth, Employment and Redistribution Strategy</td>
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<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>LED</td>
<td>Local Economic Development</td>
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<td>MEC</td>
<td>Member of Executive Council</td>
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<td>MFMA</td>
<td>Municipal Finance Management Act</td>
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<td>NMBM</td>
<td>Nelson Mandela Bay municipality</td>
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<td>NGOs</td>
<td>Non-Governmental Organisations</td>
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<td>PMS</td>
<td>Performance Management System</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>SDBIP</td>
<td>Service Delivery and Budget implementation Plan</td>
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<td>SMME</td>
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CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

In the South African context there is an extensive Legislative Framework supporting public participation in local government, however, participation which is generally empowering and not token consultation or manipulation is still lacking in most local municipalities. This study will not only evaluate international effective practices in public participation but will also make recommendation on how to strengthen public participation in South Africa.

The fact that in the South African context public participation is mostly limited to public consultation is confirmed by review of key public participation policy. It is notable that policy development has lagged behind legislation by some five to seven years; indeed there still remains no final national policy on public participation. The first policy to be adopted which is relevant to public participation was the Batho Pele (“People First”) policy of 1997 which aims to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement.

Prior to the advent of democracy in 1994 local Government in South Africa was based on apartheid racial division; political and administrative structures were duplicated for each race groups and also between local, provincial and national levels of government. This resulted in fragmentation in terms of legislation, policy and programme, which underpinned the democratic nature of government.

Public participation is sometimes referred to as community participation. National policy framework of public participation 15 November of 2005 defines the concept as an open, accountable process through which individuals and groups
within selected communities can exchange views and influence decision making. It is also a democratic process of engaging people, deciding, planning and playing an active role in the development and operation of services that affect their lives.

The post 1994 South African government committed itself to instituting a wide-ranging participating process in the different spheres and institutions of governance in the country. Municipalities are legally committed to involving community organizations in the formulation of budgets, planning, and developmental priorities (Municipal system act (Chapter four, section16 (1) (a)).

The constitution of Republic of South Africa of 1996 envisages a new, expanded and developmental role both for local sphere as a whole and for each constituent municipality. Objectives for Local Government include providing services to communities in a sustainable manner. Local Government authorities now also have an important role in developing and implementing municipal policy planning in all spheres of socio-economic development.

The most important difference seen between the new form of local government and the past is the creative and dynamic development. The role of local government is to ensure on making an effective and maximum impact on poverty alleviation within the constraints of available resources. This needs to occur within the framework of Integrated Development Planning linked to budgeting cycles. A further significant change is the presence of democratically elected councilors for all areas of Nelson Mandela metropolitan Municipality which was established in December 2000. The establishment of the Nelson Mandela Bay Metropolitan Municipality, which comprises 60 wards, consists of the former Port Elizabeth, Despatch and Uitenhage transitional local authorities.

The Municipal System Act (Act 32 of 2000) defines the Integrated Development Plan (herein after referred to as IDP) as a single and strategic plan that
• Links, integrates and co-ordinates a municipality’s sector specific plans,
• Forms the policy framework on which the annual budget rests
• Informs and is informed by similar development plans at National and Provincial spheres of government
• Municipalities have council calendars where Public Participation should take place

Municipal structures Act 117 of 1998 Section 72 states that the object of a ward committee is to enhance participatory democracy in local government; and in section 74 on functions and powers of ward committees it is stated that a ward committee can make recommendations on any matter affecting its ward. It is acknowledged that the ward committees are perhaps the most accessible forum for community participation. Public participation empowers local citizens to hold their municipalities to account; it also improves good governance by local municipalities.

The communities of Nelson Mandela Bay Municipality have voiced dissatisfaction with the manner in which they were consulted during the Integrated Development Planning (IDP) review process.

1.2 STATEMENT OF THE PROBLEM

The nature and extent of Public Participation in the Integrated Development Plan in the Nelson Mandela Bay Metropolitan Municipality is the key area of this research. Among the concerns were

• Whilst regular meetings are convened with communities they fail to make appropriate input.
• Absence of the Director who is assigned to deal with IDP creates gap in that public participation processes does not cover the whole metropolitan area. It’s not done in accordance with legislation timelines.
• Public participation is not underpinned by community based plan.
• Challenges facing the IDP representative forums in designing and implementing the IDP.

1.3 RESEARCH OBJECTIVES OF THE STUDY

The main objective is to evaluate public participation in the Integrated Development Plan in the Nelson Mandela Metropolitan Municipality and whether public participation is seen as a vehicle to enhance policy formulation and implementation of the Integrated Development Plan.

1.4 SIGNIFICANCE OF THE STUDY:

The study will serve to enhance public participation of communities in the IDP with a view of obtaining the needs of constituencies. It will further impress on the development of budgets informed by community’s genuine needs. Furthermore, the study will promote cooperation between the communities and municipality and provide the citizens with the insight on how the municipality operates.

1.5 LITERATURE REVIEW

The Constitution of the Republic of South Africa Act of 1996 (Clause 153) states that a Municipality must:

• Participate in national and provincial development programmes.
• Structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community.
It is therefore imperative that the IDP should prioritize key community needs through an integrated approach. Integrated Development Plan meetings/hearings assist in integrating plans as well as ensuring that a credible Integrated Development Plan is developed.

The participation of communities in municipal activities has become increasingly important. Firstly, it is one of the objects of local government in the country. In South Africa public participation is also a constitutional obligation in terms of section 152(1) of the Constitution states the following:

- To promote democratic and accountable government for local community.
- To promote a safe and healthy environment.
- To promote social and economic development.
- To ensure the provision of services to communities in a suitable manner.
- To encourage the involvement of communities and community organizations in matters of local government.

The DPLGs research report on public participation (2005) has shown that public participation is promoted for four main reasons,

- Firstly, public participation is encouraged because it’s a legal requirement to consult
- Secondly, it could be promoted in order to make development plans and services more relevant to local needs and conditions
- Thirdly, participation may be encouraged in order to hand over responsibility for services and promote community action
- Lastly, public participation could be encouraged to empower local communities to have control over their own lives and livelihoods.

Basic assumption underlying public participation includes the following:
Public participation is designed to promote the values of good governance and human rights
Public participation acknowledges the fundamental right of all people to participate in the governance system
Public participation is designed to narrow the social distance between the electorate and the elected institution
People can participate as individuals, interest groups or members of the community in general
Hence ward committees play a central role in linking up elected institution with people and other forums of communication as well as reinforce these linkages with communities like Izimbizo, roadshows, the Makgotla and so forth.

In terms of Municipal System Act (32 of 2000) (Clause 25) each and every municipality must develop and adopt a single, inclusive strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government.

The Municipal Systems Act 32 of 2000 provides the following core components:

- The municipality’s operational strategies
- Applicable disaster management
- The key performance indicators and performance targets determined in terms of section 41
- A municipal council’s vision for the long term development of the municipality, with special emphasis on the municipality's most critical development and transformation needs
- The municipality’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs
The municipality’s development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation.

The Nelson Mandela Bay Metropolitan Municipality’s vision is to be a globally competitive and preferred Metropole that works together with the people.

The Local Government Municipal Planning and performance Regulations (2001:276) make provision for the inclusion in the integrated development Plan of the following:

- Investment and development initiatives in the municipality
- Key performance indicators and other important statistical information
- A financial plan and
- A spatial development framework

Community and stakeholder consultation is an important component of the Integrated Development Plan process. In addition to being a compliance issue, it is also an important component of sound and good corporate governance. The community and stakeholder consultation process includes the following key stakeholders in the metro (NMBM IDP 2010/2011 review pg 16).

- Business and labour
- State departments and parastatals
- Employees of the municipality
- Elected public representatives
- Ward committee and Community Development Workers

Craythone (2003:264) states that the legislative provisions must not be interpreted as permitting interference with a municipal council’s right to govern and to exercise the executive and legislative authority of the municipality, as
conferred by the institution. In other words, a balance must be struck between community participation and acts of government.

The idea of public participation has since been rooted in and became a primary part of the dialogue of democracy and development in South Africa. The Constitution defines the role of local government as part participatory, democratic and developmental (Constitution of South Africa Act 108 of 1996).

Public participation is therefore important for the following reasons:

- So that public can provide information about trends, conditions or problems to political office bearers and decision makers,
- So that public can make their preferences known to political office bearers.
- To give legitimacy to political and policy decisions, for example if people feel they have had a voice in decision-making, they are more likely to accept the decisions made (Camay and Gordon: 2004-251),

The Municipal Finance Management Act (Act 56 of 2003) makes provision for the alignment of the IDP and budget. The IDP is the strategic plan for the organization. It is therefore essential that budget support its objectives. The municipalities are therefore expected to align the IDP with its budget and take it to the people for comments and this outlines how the services are to be delivered.

In the White Paper on Local Government of 1998 the object of community participation are seen as embedded in the following four principles:

- To ensure that political leaders remain accountable and work within their mandate
- To allow citizens (as individuals) or (interested groups) to have continuous input into local politics
To allow service consumers to have input on the way services are delivered
To afford organized civil society the opportunity to enter into partnerships and contracts within local government in order to mobilize additional resources.

The White Paper also suggests that “Municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation and the M&E of decision making and implementation’. The following approaches can assist to achieve this:

- Forums to allow organized formations to initiate policies and or influence policy formulation
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programme
- Focus group participatory action research conducted in partnership with NGOs and CBOs, can generate detailed information and community organizations in the affairs of the municipality,

Public participation is relevant to every sector of development, Public Participation in Local Government processes, especially in the IDP, is imperative for the promotion of institutional democracy.

Communication strategy of the NMBM (2008-2012) states that public participation and communication can never be viewed as a matter of legislative only in order to become reality. Public participation must be underpinned by inclusivity, diversity, transparency, trust, flexibility, integration and accountability.
1.6 RESEARCH METHODOLOGY

1.6.1 Collection Method Applied

For the purpose of this research, and in order to achieve the objectives, information will be collected and used as both primary and secondary data. The secondary data will contribute toward the formation of background information, needed by both the researcher in order to build constructively the project and the reader to comprehend more thoroughly the survey outcome.

Primary data will be collected in two ways. Firstly, a questionnaire survey will be conducted with members of the community in that area. Fifteen questionnaires will be distributed to the target groups for completion. Fifteen questionnaires will be administered to the target group by volunteer workers. Secondly, interviews will also be carried out with ward committee members of the local authority.

The techniques used in this research project will be individual interviews and group interviews. This research relies both on primary (from interviews) and secondary (from documents) research data. Interviews including both individual one-on-one interviews and group interviews with a number of interviewees will be conducted. The reason would be to establish public participation as a vehicle that would ultimately ensure excellence in service delivery.

1.6.2 The Questionnaire Survey

Babbie and Mouton (2001:233) mention the fact that although the term questionnaire suggests a collection of questions, a typical questionnaire will probably contain as many statements of questions especially if the
researcher is interested in determining the extent to which respondents hold a particular attitude or perspective.

For this study closed-ended questions are used in order to call for responses, which narrow down the field of enquiry, since the respondents choose among fixed responses. They also help the researcher to easily analyse the data since the responses can be directly compared and easily aggravated (Patton, 1990:285) they are versatile: surveys can be employed among people of all ages and they are replicated from one subject to another (Aaker & Day, 1990: Kotler, 1994) and many questions can be answered in a short time. It should be noted that close-ended questions could lead to bias since respondents are offered limited alternative replies.

1.6.3 The Interview Survey

The technique of personal interviewing will be undertaken in order to reach the objectives since it is the most versatile and productive method of communication, enables spontaneity, and also provides information.

For the purpose of this project semi-structured face to face interviews will be contacted involving twelve managers who are responsible for programmes, most of the managers are involved in project management, co-ordination, implementation and project design, as well as working with Ward committees, Community Development Workers and Trade Unions, Political Parties and Interest groups. The choice will be based on the researcher’s knowledge about different lifestyles and ages, which make imperative an adaption in questions so that they ensure comprehension by the interviewee, this could include repeating or rephrasing the question.
Senior officials will liaise by both telephone and e-mail in making interview appointments.

1.6.4 Telephone questionnaire
15 of the questionnaires will be administered telephonically

1.7 DELIMITATION OF THE RESEARCH

The research is limited to the Nelson Mandela Bay Metropolitan Municipality which is an amalgamation of the former Uitenhage, PE and Despatch Municipality and is situated in the Eastern Cape Province and is one of the two municipal metros in the province.

1.8 ETHICAL CONSIDERATION

The information obtained will not be used for any other purpose except for this research. The names of the respondents will not be divulged.

1.9 CONCLUSION

The primary purpose is to discuss the various perceptions on public participation in the NMBM. To this end it has become evident that public participation is a legislative compliance issue.

Integrated Development planning is transforming top down planning practices by giving ordinary citizens a say in development issues affecting them. The IDP should be published in an accessible form and language after adoption to ensure that community stakeholders, organs of state have
access to the document Municipal System Act 32 0f 2000 (Integrated development plan chapter 5(4) (a) (b).

It can therefore be deduced that public participation in the context of the IDP process should always be seen as a continuous process with the community taking part at every phase or step of the municipal government process. These activities will ultimately produce a credible annual municipal budget.

1.10 STRUCTURE OF TREATISE

1.10.1 Chapter 1: Introduction
This includes introduction to the study, with background, statement of problems of the research study, significance of study, Literature review, Research methodology, Delimitation of the Research and ethical consideration.

1.10.2 Chapter 2: Literature Review:
Chapter two deals with literature review.

1.10.3 Chapter 3: data collection, analysis, interpretation and findings
This chapter deals with data analysis and interpretation of the research.

1.10.4 Chapter 4: Research methodology and design
Chapter 3 deals with the research methodology and design.

1.10.5 Chapter 5: findings recommendations and conclusion
This chapter brings conclusion to the study by highlighting findings, recommendations and conclusion.
CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

Developmental local government concerns the central responsibility of meeting the needs and improving the quality of the lives of the community. Planning has to be integrated and be developmental, municipal performance has had to be measured and judged by the municipality itself, by residents, and by both Provincial and National spheres (Section 155 of the 1996 Constitution).

This section discusses the characteristics of developmental local government, sets out a series of developmental outcomes, and proposes several tools to assist municipalities to become more developmental. Local government should improve its financial management, budgeting and other credit controls within the framework of acceptable accounting standards and principles (Local Government Municipal Management Act No 56 of 2003).

It is in the interest of the nation that local government is capacitated and transformed to play a developmental role. National government is committed to providing support to enable municipalities to utilize the options and tools put forward, in Section B of the White Paper on Local Government (1998) defines developmental local government as committed to working with citizens and groups within the community to make them more developmental. The approaches put forward here create a framework in which municipalities can develop their own strategies for meeting local needs by ensuring that all municipalities have access to basic services and promoting the social and economic development of communities.

Developmental local government is the requirement for community participation in municipal processes in terms of the Constitution of Republic of South Africa 1996.
These processes are Integrated Development Plan (IDP) processes, budgeting, performance management system and decision making about the provision of municipal services (Municipal Systems Act 32 of 2000).

2.2 CHARACTERISTICS OF DEVELOPMENTAL LOCAL GOVERNMENT

Developmental local government is local government commitment to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The Constitution of the Republic of South Africa Act (No 108 of 1996) enshrines the rights of all people in our country to dignity, equality before the law, freedom and security. It affirms our rights to freedom of religion, expression, culture, association and movement, as well as our political, labour and property rights. The Constitution commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security.

The White Paper on Local Government (1998:59) cautions that the reality in our cities, towns and rural areas is far from this ideal. Many of our communities are still divided. Millions of our people live in dire poverty, isolated from services and opportunities. The previous local government system did very little to help those with the greatest needs. The current transitional system has not yet been able to do much to reverse these long-standing patterns of inequity and unmet human needs.

In terms of the White Paper on Local Government (1998:38-42), in the future developmental local government must play a central role in representing our communities, protecting our human rights and meeting our basic needs. It must focus its efforts and resources on improving the quality of life of our communities,
especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people.

Developmental local government has four interrelated characteristics
- Maximizing social development and economic growth
- Integrating and coordinating
- Democratising development
- Leading and learning

According to Rothchild (1994:54) these three characteristics of developmental local government are further explained below:

- Power to raise the revenue and to spend it on the discharge of its functions
- A set of local authorities or institutions with a separate autonomy and legal status distinct from the central government.
- Power of local institutions to make decisions as responsible organs in their own right and not as an extension of the central government.

2.3 MAXIMISING SOCIAL DEVELOPMENT AND ECONOMIC GROWTH

The powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities - in particular, meeting the basic needs of the poor – and on the growth of the local economy through its traditional responsibilities (service delivery and regulation), local government exerts a great influence over the social and economic well-being of local communities. Each year municipalities collect a large sum in rates, user charges and fees. They set the agenda for local politics, and the way they operate gives strong signals to their own residents and to prospective migrants or investors, as is stated in the (international Republican Institute and National Business Initiative, 1998:7), these functions give local government a great influence over local economies.
Municipalities therefore need to have a clear vision for the local economy, and work in partnership with local business to maximize job creation and investment.

Local government is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conducive to the creation of employment opportunities. Provision of basic household infrastructure is the central contribution made by local government to social economic development.

Local government can also promote social development through functions such as arts and culture, the provision of recreational and community facilities, and the delivery of aspects of social welfare services, in conjunction with Provincial Department of Social Development. Municipalities have the constitutional power to provide child care facilities, and many provide grants to associations of marginalized and disadvantaged groups as a critical contribution to social development. Municipalities should also seek to provide an accessible environment for disabled people, so as to facilitate their independence (Rogers, 2000:339).

2.4 INTERGRATING AND CO-ORDINATING

Poor coordination between service providers could severely undermine the development effort. In Section 41(i) (h) of the 1996 Constitution of South Africa it states that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and in good faith. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet development targets.

According to the White paper on Local Government (1998:6) one of the most important methods for achieving greater coordination and integration is integrated
development planning. Integrated development plans provide powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality.

While strategies for building human settlements may differ between localities, it is clear that the establishment of sustainable and livable settlements depends on the co-ordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security and housing. Municipalities will need to work closely with other spheres of government and service providers and play an active integrating and coordinating role.

2.5 DEMOCRATISING DEVELOPMENT, EMPOWERING AND REDISTRIBUTING

Municipal Councils play a central role in promoting local democracy in addition to representing community interests within the Council.

In the past, local government has tended to make its presence felt in communities by controlling or regulating citizens’ actions. While regulation remains an important municipal function, it must be supplemented with leadership, encouragement, practical support and resources for community initiatives, and direct community energies into projects and programmes which benefit the area as a whole. The involvement of youth organizations in this regard is particularly important.

Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalized and excluded groups in Community processes, Section 27(4) (a) of the Developmental Facilitation Act 67 of 1995(DFA) makes provision for citizens to participate by stipulating that the land development objectives must be set in a manner in which members of the public and interested
bodies shall be consulted. The DFA also makes provision for development tribunals as structures for participation.

At the same time, the participatory process must not become an obstacle to development, and narrow interest groups must not be allowed to ‘capture’ the development process. The Municipal Structures Act of 1998 states that it is important for municipalities to find ways of structuring participation which enhance, rather than impede, the delivery process. A central principle of the Reconstruction and Development Programme is the empowerment of poor and marginalized communities. This is repeated in the Growth, Employment and Redistribution strategy (GEAR) which calls for “a redistribution of income and opportunities in favour of the Poor.” Developmental local government is uniquely placed to combine Empowerment and redistribution in a number of concrete programmes.

For example:

- Service subsidies are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances. The ‘equitable share’ will provide the basis for a standardized subsidy mechanism for all poor households. Municipalities need to plan the level and amount of additional subsidies in a way which is affordable within the overall municipal budget.

- Support to community organizations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process.

2.6 LEADING AND LEARNING

Extremely rapid changes at the global, regional, national and local levels are forcing local communities to rethink the way they are organized and governed. All over the world communities must find new ways to sustain their economies, build their
societies, protect their environments, improve personal safety (in particular, that of women) and eliminate poverty. White paper on Local Government (1998) states that national frameworks and support from other levels of government are critical, but cities, towns and rural communities are increasingly having to find within themselves ways to make their settlements more sustainable.

This requires trust between individuals and open and accommodative relationships between stakeholders. Local government has a key role to play in building this kind of social capital – this sense of common purpose – to find local solutions for increased sustainability.

In practical terms, municipalities can build social conditions favourable to development through:

- Building the kind of political leadership that is able to bring together coalitions and networks of local interests that co-operate to realize a shared vision.
- Responsive problem solving and commitment to working in open partnerships with business, trade unions and community-based organizations.
- Ensuring that knowledge and information are acquired and managed in a way which promotes continuous learning, and which anyone can access easily and quickly.
- Enhancing local democracy through raising awareness of human rights issues and promoting constitutional values and principles.
- Building an awareness of environmental issues and how the behavior of residents impacts on the local environment, and encouraging citizens to utilize scarce natural resources in a prudent, careful manner.

Developmental local government requires that municipalities become strategic, visionary and, ultimately, influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilize a range of resources to meet basic needs and achieve developmental goals. (White Paper on Local Government, 1998)
2.7 DEVELOPMENTAL OUTCOMES OF LOCAL GOVERNMENT

Citizens and communities are concerned about the areas where they live. They are concerned about access to service economic opportunities, mobility, and safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all these facets of our lives.

The outcomes which developmental local government seeks to achieve may differ over time. However, in our current circumstances the key outcomes are as follows:

- Provision of household infrastructure and services.
- Creation of livable, integrated cities, towns and rural areas.
- Local economic development.
- Community empowerment and redistribution

2.8 PROVISION OF HOUSEHOLD INFRASTRUCTURE AND SERVICES

Local government is responsible for the provision of household infrastructure and services, an essential component of social and economic development. This includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses. The provision of household infrastructure can particularly make a difference in the lives of women, who usually play the major role in productive (domestic) work which sustains the family and the local society.

As outlined in the Municipal Infrastructure Investment Framework, the levels of services which are sustainable and affordable will vary from one type of settlement
The Consolidated Municipal Infrastructure Programme provides grants for bulk and connector infrastructure, to enable municipalities to cover the capital costs of household infrastructure up to a basic level for low-income households.

The equitable share of national revenue to which local government is entitled will enable municipalities to subsidize the operating costs of providing basic services to poor households. Apart from the fact that basic services are a constitutional right, these services are needed to promote the wellbeing of individuals. However, municipalities must ensure that higher levels of services to residents and businesses are provided on a sustainable basis. This requires long-term infrastructure investment planning and careful assessment of the levels of services to residents and investment planning and careful assessment of the levels of services which communities can afford. The provision of household infrastructure is also integral to the provision of housing, and municipalities must ensure that strategies and programmes for the provision of housing and infrastructure are appropriately integrated (White paper on Local Government, 1998).

2.9 CREATION OF VIALBE, INTEGRATED CITIES, TOWNS AND RURAL AREAS

Apartheid planning has left deep scars on the spatial structure of our cities, towns and rural areas, and the lives of millions of individuals and households. The spatial integration of our settlements is critical. It will enhance economic efficiency, facilitate the provision of affordable services, reduce the costs households incur through commuting, and enable social development. Spatial integration is also central to nation building, to addressing the location disadvantages which apartheid imposed on the black population, and to building an integrated society and nation. Municipal
strategies for the establishment of viable cities, towns and rural areas will differ from area to area.

Urban areas face the challenges of integrating towns and townships. Integration must ensure affordable mobility between work, home and recreation, combat crime, pollution and congestion, and structure the built environment to facilitate the participation of disadvantaged groups in the social and economic life of the city (White Paper on Local Government, 1998).

In rural areas, the challenges of building viable environments range from securing access to land and services for the rural poor, to addressing the distortions in ownership and opportunity that apartheid created between white and black rural dwellers. Many settlements face particularly acute challenges as a result of the apartheid practice of forcibly relocating communities to ‘decentralization points’ in the former homelands.

Environmental sustainability is a key challenge in both urban and rural settlements. Municipalities can enhance environmental sustainability by including environmental issues in their planning processes. Many municipalities are participating in Local Agenda 21 to reach sustainable development in their local areas. Local Agenda 21 requires municipalities to develop long-term strategic action plans that address priority sustainable development concerns. Planning for environmental sustainability is not a separate planning process, but is an integral part of the process of developing municipal IDPs (White Paper on Local Government, 1998).

2.10 LOCAL ECONOMIC DEVELOPMENT

Local government can play an important role in promoting job creation and boosting the local economy. Investing in the basics by providing good quality cost-effective
services and by making the local area a pleasant place to live and work is the key starting point. However, two other types of initiatives are important:

- Reviewing existing policies and procedures to promote local economic development.
- Provision of special economic services.

Supply Chain Management policies should be able to ensure that it creates opportunities for Small, Medium and Micro Enterprises (SMME) and the implementation should be more labour-based in order to assist in job creation. However, user-friendly one stop shops for both customers and investors should be established, investments in human capital should be given priority, because the availability of local skills plays an important role in attracting potential investors (http://WWW.dplg.gov.za).

2.11 REVIEWING EXISTING POLICIES AND PROCEDURES TO ENHANCE EMPLOYMENT AND INVESTMENT

Small and large businesses rely on the actions of local government in a number of ways. They are also subject to a number of municipal regulations. A review and simplification of municipal procedures and regulations can have a significant impact on the local economy. For example:

Procurement procedures can be revised to maximize the impact of municipal purchasing on job creation and the local economy. In particular, preference can be given to local suppliers and small enterprises, particularly those in the informal sector. Principles such as labour intensity and affirmative action can be introduced. It is essential to ensure that selection criteria and procedures are clear and transparent to avoid abuse. Cost and quality must still be central criteria, however, support can be given to merging contractors by breaking tenders down into smaller
parts, providing targeted information and training, or allowing exemption from large securities.

Rezoning requests and applications for building permits by developers are frequently held up by a cumbersome bureaucratic approval process. In many cases these can be simplified. The establishment of a spatial framework which identifies land for residential, commercial and mixed development can help to speed up rezoning by establishing clear guidelines up-front.

Customer management and billing are often handled by several different municipal departments with offices in different locations. The establishment of user-friendly one stop shops which can advise residents and deal with single accounts for all municipal services can increase the quality and efficiency of local services (http://WWW.dplg.gov.za).

2.12 **PROVISION OF SPECIAL ECONOMIC SERVICE**

Small business support services can be provided to assist small entrepreneurs. The Department of Trade and Industry has launched a programme to establish Local Business Service Centres, and municipalities are encouraged to support this programme where appropriate. Such centres aim to assist with skills, premises, information, networking, marketing and access to credit (Alec Erwin Minister of Trade and Industry, May 2001).

Research and technology are important ingredients for innovation in an increasingly competitive international economy which has the potential to expand.

Training and placement services for the unemployed can be provided to acquire the skills they need to find work, or to find jobs once they have the skills. The
Department of Labour provides such services through its regional offices. Municipalities can play a role in tailoring these services to local circumstances, in order to match supply and demand in a practical way. The relevance of these services will depend on local circumstances. It is important to establish the value of a particular service in the local area before it is initiated.

In many cases, limited resources and expertise will make it difficult for municipalities get involved in these specialized areas, however, it may be possible for municipalities to support or contribute to the activities of other agencies, such as national departments and non-governmental organizations in these areas.

A review of existing legislation which impedes Local Economic Development (LED), such as planning and rating ordinances, needs to be undertaken by both national and provincial government.

2.13 TOOLS AND APPROACHES FOR DEVELOPMENTAL LOCAL GOVERNMENT

To achieve developmental outcomes will require significant changes in the way local government works. The White Paper on Local Government (1998:26) relates to three interrelated approaches which can assist municipalities to become more developmental:

- Integrated development planning and budgeting
- Performance management
- Working together with local citizens and partners
2.14 **IDP AND BUDGETING**

An Integrated Development Plan (IDP) is a plan that is prepared by the municipalities for purposes of planning and implementation. The Municipal systems Act (2000) requires municipalities to prepare IDPs through a consultative and participatory process with their residents. The Forum for effective Planning and Developmental (FEPD), which was set up to coordinate planning across different levels of government and across different departments, defines integrated development planning as

A participatory planning process aimed at integrating sectoral strategies in order to support the optimal allocation of scarce resources between sectors and geographic areas and cross the population in a manner that promotes sustainable growth, equality and empowerment of the poor and the marginalized. (IDP Guide Pack, Guideline1:12).

The IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative and strategic manner. The preparation of an IDP is a legal requirement in terms of the Municipal Systems Act (2000). Under the Constitution, municipalities are awarded major developmental responsibilities to ensure that the quality of life of their citizens improves. To achieve this, municipalities need to work hand in hand with civil society, determine their prioritized needs, with different organizations to fulfill the identified needs.

The IDP should have achievable targets to all municipalities and be periodically measured, monitored and evaluated through the implementation of a credible performance management system.
2.15 PERFORMANCE MANAGEMENT

Performance management is a mechanism that is used to ensure that the municipality is doing its work and delivering on its mandate. Each municipality is legally required to develop a performance management system (PMS) that will enhance organizational efficiency and effectiveness, account for the use of municipal resources and indicate the achievement of outcomes. The requirements that this should be government driven is found in the Batho Pele White Paper of 1997 that stipulates that National and provincial spheres departments develop PMS.

The White Paper on Local Government 1998 expands upon the Batho Pele vision. The White Paper states that developmental local government will be realized through

- Integrated development planning and budgeting
- Performance management and
- Working together with local citizens and partners.

The Structures Act and the Systems Act are the two pieces of legislation that give effect to the white Paper.

The structures Act requires municipalities to annually review:

- the needs of the community
- its priorities to meet the needs of the community, the process for involving the community
- its organizational and delivery mechanisms for meeting the needs of the community and
- the overall of the performance of the municipality set out in Section 152 of the Constitution.

Chapter 6 of the Systems Act provides the legal framework for performance management system in the municipalities and requires that it be an intrinsic part of the IDP. The Act requires all municipalities to:
- develop a PMS
- set targets, monitor and review performance based on indicators linked to their IDP
- publish an annual report on performance for the councilors, staff, the public and other spheres of government
- conduct an internal audit on performance before tabling the report and
- involve the community in setting indicators and targets and reviewing municipal performance. (Handbook for municipal councilors, 2011:152).

Municipal System Act 32 of 2000 stipulates that a municipality must annually prepare a report, which includes a performance report covering:

- The performance of the municipality during the financial year and a comparison with targets and performance in the previous financial year.
- Measures that were or are to be taken to improve performance.
- Financial statements for the financial year.
- The development of service delivery priorities and the performance targets set by the municipality for the following financial year.
- Any other reporting requirements stipulated in other applicable legislation.

The report must be presented to a community for discussion. After consultation with community, municipality must adopt the report within 14 days, making copies available to the public and other interested groups. Those copies should also be submitted to the Member of the Executive Council (MEC) for Local Government, Auditor General, and any institution as may be prescribed by legislation.

The Municipal Systems Act 32 of 2000 Section 47 stipulates that the MEC for Local Government must compile a consolidated report on the performance of the municipalities on an annual basis and provide the report to provincial legislature. A copy must be submitted to the national Council of Province.
2.16 CONCLUSION

Municipalities have faced great challenges in promoting human rights and meeting human needs, addressing past backlogs and planning for a sustainable future.

Local government can only meet these challenges by working together with local citizens and business and adopting a developmental approach. A developmental role for local government offers substantive benefits to local residents and communities in the provincial and national sphere of government and the nation as a whole. Chapter 3 deals with the data collection from various stakeholders including the community political office-bearers and public officials.
CHAPTER 3

DATA COLLECTION FROM VARIOUS STAKEHOLDERS INCLUDING THE
COMMUNITY POLITICAL OFFICE- BEARERS AND PUBLIC OFFICIALS

3.1 INTRODUCTION AND RESEARCH METHODOLOGY

The intention of this chapter is to elaborate on how the report has been planned and executed; it also explains the rationale for utilizing the selected methodology, tools and designs. Furthermore, it discusses the participants in the study and why they were chosen for the study so as to achieve the research objectives. This chapter will further indicate how the research fieldwork was conducted and documented.

3.1.1 DATA COLLECTION METHOD APPLIED

The method applied in this research is qualitative research techniques for data collection. The research objectives in this study require the use of one or more techniques for collecting the particular empirical data required. The techniques used in this research project are therefore individual interviews, group interviews and documentary analysis; this research relies on both primary (from interviews) and secondary (from documents) research data.

According to Meyers (1997:7) in anthropology and sociology primary source data are commonly used. Generally speaking, primary sources are provided by data which are unpublished and which the researcher has gathered from the people or organization directly. On the other hand, secondary sources refer to any materials (books, articles, and documents.) that have been previously
published. Typically, a case study researcher uses interviews and documentary materials first and foremost, and this is true for this research.

According to Leedy and Ormond (1985:35) qualitative research methodology is focused on developing social phenomena. The qualitative approach methodology offers certain advantages to the researcher because it requires one-on-one interaction with the participants or in focus group setting that allows one to understand the research topic. According to Leedy and Ormond, (1985) the qualitative approach helps in getting the inside picture of how others see the world and is concerned with achieving a holistic understanding of feeling.

Strauss and Corbin (1990:17) define qualitative research as any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification. Qualitative research uses a natural approach that seeks to understand phenomena in context-specific settings, such as a real world setting where the researcher does not attempt to manipulate the phenomenon of interest (Patton, 2001:39). Qualitative research, broadly defined, means any kind of research that produces findings not arrived at by means of statistical procedures or other means of qualification, and instead, the kind of research that produces findings arrived at from real world settings.

Neuman (1977:73) further states that this type of study includes, among other things, obtaining the people’s views about the capacity building programmes used to promote peoples participation in the IDP process, hence the selection of the qualitative approach. Qualitative data was collected through semi-structured interviews that were later categorized into different themes guided by the research questions which allow easier interpretation as recommended by Leedy and Ormond (1985). According to Dezin and Lincoln (2005:32) qualitative research is defined as a category of research designs or models, all of which
elicit data in a natural environment, in the form of descriptive narratives, like field notes, audio and video recordings, as well as written and picture records. The information is described and interpreted according to how the subjects perceive the problems and possible solutions to those problems.

3.1.2 INTERVIEWS (INDIVIDUALS AND GROUPS)

Interviews, including both individual (one-on-one interview) and group interviews with a number of interviewees, were conducted. One-on–one semi-structured interviews were held with officials, Mayoral Committee, ward councilors, senior officials who are dealing with IDP, while focus group interviews were held with members in the ward, small business owners, and other people in the two wards. In depth interviews differ from direct observation primarily in the nature of the interaction. In all interviews the researcher played the role of presenting the questionnaire and one or more interviewees were respondents. The purpose of the interviews was to obtain ideas about the phenomena in question.

3.1.3 RESPONDENTS

The researcher liaised with senior officials telephonically and via e-mail to make appointments for interviews. In some instances a few responded positively, while in others follow up telephone calls had to be made. This process resulted in the setting up of appointments as regards the venues, date and time of the interview. All councillors including ward and PR councillors were communicated with at the council meeting held in the council chamber in Port Elizabeth. Councillors were clustered in accordance with existing cluster arrangements in the NMBM on the same basis as done during the IDP review process.
Those councilors who could not make themselves available during cluster meetings were contacted via their secretaries. A presentation of the questionnaire data has been provided to help make correlation with the interpretation of the information.

**Table 3.1: Response rate of success**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>TOTAL TARGET</th>
<th>RESPONDENT TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directors (individual)</td>
<td>15</td>
<td>11 plus 1 Programme Manager</td>
</tr>
<tr>
<td>Councilors (groups of +/- five)</td>
<td>45 (9 groups)</td>
<td>7 groups (out of 9)</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>60</td>
<td>12 individual + 7 groups (36 people)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>48 people interviewed individually and in groups respectively</strong></td>
<td></td>
</tr>
</tbody>
</table>

**3.2.1 INDIVIDUALS INTERVIEWS**

Frey and Oishi (1995:1) define an interview as a purposeful conversation in which one person asks prepared questions (interviewer) and another answers them (respondent). This is done to gain information on a particular topic or a particular area to be researched. Interviews are a useful tool that can lead to further research using other methods such as observation and experiments. During interview process, the researcher had the opportunity to exercise flexibility and control, and created a good rapport with the respondents in order to elicit the required information.
It is generally beneficial for interviewers to have an interview guide prepared, which provides an informal “grouping of topics and questions that the interviewer can ask in different ways for different participants” (Lindlof and Taylor, 200:195). In order to achieve the objectives of any research, new information must usually be gathered. The first step in the data collection process entails the sourcing of literature from documentary sources such as academic books, journal articles, reports, web references and government documents.

Individual interviews were held with 12 Managers who are responsible for programmes such as Project Management, or Project Consolidation. Most of the managers were involved in project management, coordination, implementation, and project design. One of the managers interviewed was directly responsible for establishing the IDP. Some who were interviewed had the responsibility of performing constituency work or public work and public participation.

These managers were highly skilled people and had lengthy periods of local experience. The purpose of the interviews was to obtain qualitative data from the above mentioned categories of people on the effectiveness of capacity building programs in enhancing the people’s knowledge and understanding of the IDP and its processes, their rights, obligations and responsibilities in the IDP process.

Interviews were also crucial in finding out information dissemination programs and resources available to capacitate people about the IDP and type of information provided to the community to enhance their quality of participation in the IDP process.

3.2.2 GROUP INTERVIEWS

Group interviews may be defined as a method of collecting primary data from a group of people in which a number of individuals share a common interest with
each other. The flow of information is multidimensional in a focus group, as more than one person at a time is interviewed to collect qualitative data. However, with a focus group, the questions are open-ended, allowing for greater variability in answers (Denzin & Oishi (2005:5).

The initial target of forty five ward councillors to be interviewed through nine group interviews with nine councillors each could not be achieved as some of the respondents were unable to comply with the requested dates and times for a variety of reasons, especially work-related commitments. However, of the nine anticipated or planned group interviews, seven groups materialized.

The value of interviewing ward councillors is that they are the council's first interface with the community members as their direct representatives. In the research these respondents provided data and perspectives from a political leadership point of view and experience of being responsible to answer for, and on behalf of, the council to the communities. The use of group interviews proved to be time-efficient, especially within the limited time available.

This interview technique allowed for flexibility in the use of probing questions and it opened up the possibility of repeating them in cases where the response indicated a possible misunderstanding. As an interactive process between the interviewer and the interviewees this ensured an open and engaging atmosphere, and sometimes allowed space for disagreement amongst the respondents (Babbie 2001:289-290).

As it happened, not all councillors are able to understand English but other group members were eager to help with interpretation and hence guaranteed a greater response rate. Through group interviews there was also a possibility for interviewees not only to share views, but also discuss issues as they shared the same interview venue and received the same questions at the same time.
3.3 QUESTIONAIRES

Salkind (2000:138) emphasises that questionnaires should be structured in a simple format to satisfy the following criteria:

- Each question should refer to one issue and require one answer. Asking about different issues in a question makes it difficult for the respondents to respond.
- Respondents should be encouraged to complete the entire questionnaire by adding interesting questions that will engage respondents to answer all the questions.
- The questions should be designed to serve the research and not to collect information on a related but implicit topic.

Questionnaires were collected from the Mayoral Committee and Senior officials who are dealing with IDP. Additionally, interviews were conducted with the two wards in Kwa-Nobuhle and Langa location in Uitenhage.

3.3.1 Questionnaires from Mayoral Committee and Senior officials

The results of the questionnaires that were collected from the above officials are presented as follows.
3.3.1.1 Gender
From a total of 15 officials who responded to the question, five respondents were males, while ten were females. The sample of the respondents is representative, because female officials seem to dominate.

Figure 3.1: Gender of respondents

![Gender Pie Chart]

FIGURE 3.1

3.3.1.2 Age
The response from 15 respondents indicates that the KwaNobuhle area has a small number of young youth, between the ages of 20 to 30 years; while that of the older people fell between 51 and 60 years.
### 3.3.1.3 Educational qualifications

All the officials who took part in the research were reported to have a professional diploma, while 82% of the respondents had a bachelor’s degree. As many as 47% of the respondents had a postgraduate degree. Only one official had a Master’s degree, however.
3.3.2 RESPONSES FROM THE WARDS

Questionnaires were collected from ward 49 (Langa) and ward 19 (Kwa Nobuhle). The two wards were chosen because they were accessible by the researcher. A database of all wards in NMBM was collected; the database was examined to check similarities and differences in wards in terms of their socio-economic situation. Information on the wards with high levels of poverty and low literacy levels were selected from the database. The results of the questionnaires collected are presented as follows.

3.3.2.1 Gender

The results showed that 71% of the respondents were males and 29% were females. This shows that the males are dominating in these wards.
3.4 DATA CAPTURING AND EDITING

These interviews of individuals and groups were captured on tape recorder and downloaded on a computer after every interview. Interviews were later filed according to categories such as Councillors and officials, and the details were written on the various scripts and tapes.

3.4.1 DATA ANALYSIS

Writers in the field of research have argued that qualitative research methods involve a continuing interplay between data collection and theory and that in
qualitative research data collection, analysis and theory are more intimately intertwined (Babbie, 2001:359).

Mouton, (2001:108) describes data analysis as a process that involves “breaking up” the data into manageable themes, patterns, trends and relationships. He points out that it aims at understanding various constitutive elements of data through an inspection of the patterns or trends that can be identified or isolated.

A tape recorder was used during the interviews with the people. The researcher transcribed the entire interviews and the analysis was done in a narrative way. An analysis of the content of the discussions was done to look at the trends and patterns that are reappearing within the category of the people and the focus group and between the two wards in the study. A report of interviews of one category and one on focus group was developed in question-by-question format with amplifying quotes in the original language of research participants. The researcher compared the results by category and focus group.

The researcher analysed the responses of individual respondents from each category and noted the percentage of people within a category and a ward responding in the same way to a particular item. The researcher also checked patterns and trends within and across the wards, within and across the categories and the focus group.

3.4.2 MODE OF ANALYSIS

Meyers (1997:8) believes a distinction between data gathering and data analysis is commonly made in quantitative research, but that such a distinction is problematic for many qualitative researchers. He makes the following example: from a hermeneutic perspective it is assumed that the researcher’s presuppositions affect the gathering of the data – the questions posed to informants largely determine what you are going to come across.
The analysis affects the data and the data affect the analysis in significant ways. Therefore it is perhaps more accurate to speak of ‘modes of analysis’ rather than ‘data analysis’ in qualitative research. These modes of analysis are different approaches to gathering, analyzing and interpreting qualitative data. Meyers (1997:8), however, argues that there is a common trend in that all qualitative modes of analysis are concerned primarily with textual analysis (whether verbal or written).

3.4.3 **COMMUNITY PERSPECTIVE**

The 1998 White paper on local government became the single most comprehensive policy that articulated further how democratic development participatory planning should underpin every facet of local government planning and that is illustrated by the diagram below. In the diagram it is indicated that community participation has to be factored at all stages of the municipal planning process, that is, during the development of the long term vision, the IDP and its financial plan and during identification of key projects and development of the annual budget.
### 3.4.3.1 DIAGRAM 3.1: MUNICIPAL PLANNING

<table>
<thead>
<tr>
<th>PLANNING</th>
<th>BUDGETING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long term Vision</td>
<td></td>
</tr>
<tr>
<td>Medium term</td>
<td>Integrated development plan</td>
</tr>
<tr>
<td></td>
<td>Financial Plan</td>
</tr>
<tr>
<td>Short term Key Projects</td>
<td>Annual Budget</td>
</tr>
<tr>
<td>Community Participation</td>
<td></td>
</tr>
</tbody>
</table>

Source: adapted from White Paper on Local Government 1998

The NMBM community holds the view that its participation is relevant to every sector of development, whether water and sanitation, roads, electricity, education and health.

The IDP public participation meetings have been used as an opportunity for communities to raise their general complaints instead of focusing on the IDP and budget presentation, and this has been a consequence of ward councillors not giving timeous feedback to the community on general issues of concern.
The analysis is aimed at identifying the following trends and patterns from which themes are highlighted:

- Community understanding of the mechanisms and procedures for public participation, that is their knowledge of the municipal public participation strategy, if there is any,
- Community perceptions about the organization of the IDP public participation process, that is, the structure of the public meeting, documentation for the meetings and its user friendliness, times of the meetings and the facilitation of public participation,
- Community perception of its role in the IDP planning process,
- Community perception as to which phases of the process they believe they should or should not be participating in.

3.4.3.2 **COMMUNITY UNDERSTANDING OF THE ORGANISATION OF THE IDP**

The trends that emerge from the comments of the public are that communities are broadly aware of the IDP as a document, it is also evident that the communities do not have a deeper understanding of how the IDP processes unfold. Budgets are allocated long before the IDP is finalized. The issue of not appointing fulltime administrators like Section 56/7 positions e.g. City Manager and Executive Directors is, hampering the municipal IDP process.

Budget and IDP processes are not properly integrated and the plans approved by council are not adhered to, resulting in instances of continuously fighting fires. The IDP does not contribute to the annual budget, because every financial year plans and ward based plans are not implementable due to under-budgeting/ lack of funds e.g. housing targets.
that appear in the IDP which cannot be provided due to limited conditional grants from the provincial government, the only responsibility of the NMBM in this regard is the provision of the necessary infrastructure. The communities think that the delays in terms of budgets for housing development are caused by municipalities; hence there are so many protest marches. Financial problems e.g. unfunded mandates, Arrear Debt growing, infrastructural backlogs also complicate the situation even further.

Ward priorities in historically advantaged communities are not prioritized given the challenge of upgrading disadvantaged areas. As a result, infrastructure is rapidly collapsing in established areas and residents do not feel that they are getting value for money in respect of rates and services paid to the municipality, resulting in very high levels of dissatisfaction and frustration.

Better prior warning public meetings should be well advertised and start on time. Meetings should take into account and at least acknowledge challenges facing these communities. A general comment is that most community members do not attend IDP meetings, meeting venues also need to be centrally located in the community, and that issues raised should find expression in the budget, if they are affordable.

The ward based planning informing the IDP, on the statement regarding ward committees establishing functional Ward Committee system across the municipal wards, NMBM, are the only metro with dysfunctional Wards, yet in terms of Municipal Structures Act 119 of 1998 and Municipal Systems Act 32 of 2000 Ward Committee their primary role is to deepen democracy and promote public participation. Another comment is to introduce performance contracts for councilors which will include KPA on
IDP and public participation. Consultation and participatory meetings with community and its structures on a bi-annual basis to keep the wards up to date will improve communication and participation.

A general comment that was raised when the focus group participants were asked what their views were on public participation strategies facilitated by NMBM; the interviewees indicated that “The problem is that participation ends with the submission of requests or needs, such requests are not implemented. The following year they will come back and ask the same questions.”

The focus group indicated that feedback and monitoring is very crucial. If councillors could come more often, it will show the community that they really care because the community seems to think that the municipality (Councilors) comes more during elections, when they want to be voted for.

Furthermore, on the basis of the results from the focus group interviews, it can be concluded that the working relationship between Councilors and members of the community was not what it should be; there is a political in fight, other members in the community want the councilor to be voted out, others still need the service of the councilor; there is that tension between them.

3.4.3.3 COMMUNITY PERCEPTION OF MECHANISMS AND PROCEDURES FOR PUBLIC PARTICIPATION IN THE IDP

Nelson Mandela Bay Municipality communities believe that the municipality is not doing as much as it should to ensure that people are aware of the IDP public participation events. The NMBM has had challenges in achieving its primary objectives due to number of political and administrative challenges. One may
argue that if proper systems were in place, this would not be a challenge. The 
non-implementation of proper performance management systems has also 
resulted in the non-achievement of objectives, their (the respondent's) view is 
that the advertisements for such events are only available through commercial 
media, to which not all members of the community have access.

Dissatisfaction has been expressed in the “IDP: Comments on IDP Review and 
Budget 2011/2012 document” regarding the lack of communication between the 
Municipality and Communities/Ward Committees on issues related to the IDP. 
The notice period prior to the IDP public meetings, the communities argue, does 
not provide the community with sufficient time to prepare for the events (NMBM 
IDP Comment Document 2011).

Both the time (the duration) and the actual time in the day that these IDP public 
meetings were held are also viewed as inhibiting mass participation in that they 
take place in the evening and during week days when most people are away 
from their places of residence. A related factor is that most elderly people would 
not be able to attend evening meetings as they could not afford to travel long 
distances at night.

The municipality must genuinely involve communities in planning and budgeting 
processes. Regular meetings must be held, feedback must be given, promises 
must be converted into action plans for programmes, and such programmes 
must be monitored and evaluated. Officials must be involved in responding to 
questions from the public, especially the senior municipal Directors or 
representatives and managerial level.

These officials should attend public meetings to assist the public with relevant 
information. Officials and Councilors must visit communities quarterly and inform 
the public what developments can be expected in their areas. Community media
must be used frequently, Masisthetisane business forums must be held to promote interaction with the community. Quarterly public meetings must be held to give feedback to the community on council matters.

The NMBM must support Councilors by mobilizing communities using loudhailers as a tool for mobilization in the townships areas, pamphlets must be delivered and community newspaper distributions must be used, radio slots must be used in order to mobilize members of the public to participate in meetings. The involvement of community members is important in providing service delivery. It is important to understand community needs, and it helps to stabilize the environment, because Consultation is a constitutional mandate. The community feels that it’s better to be consulted, so that they can air their views and fast track service delivery.

Respondents indicated that local government was a key sphere, it is central to issues of delivery, and it is the sphere of government closest to the communities and must be effective in issues of governance. If the values of consultation, participation and transparency were honored, all the “Batho Pele” Principles of service delivery would be people centred.

3.5 CONCLUSION

Data collection from the above mentioned stakeholders proved to have been a very strenuous exercise as lack of clarity still seems to exist surrounding the IDP. Respondents were not available at certain times and had to be persuaded by various means. It also became evident that community participation in the post- apartheid era is a real challenge. Chapter 4 deals with an overview of the IDP process – stakeholders’ participation.
CHAPTER 4

AN OVERVIEW OF THE IDP PROCESS - STAKEHOLDERS PARTICIPATION

4.1 Introduction

The implementation of the first five-year IDP of the new developmental local government, which was introduced in 2000, has taught us a number of valuable lessons. These lessons, as well as international and national targets, and institutional goals which are underpinned by the needs and involvement of communities, have provided a solid foundation for the review and development of our current IDP.

The Constitution of the Republic of South Africa (Act 108, 1996) sets the following objectives for local government:

(a) To provide democratic and accountable government for local communities;
(b) To ensure the provision of services to communities in a sustainable manner;
(c) To promote socio and economic development;
(d) To promote a safe and healthy environment; and
(e) To encourage the involvement of communities and community organizations in the matters of local government.

The Constitution of the Republic of South Africa, 1996, chapter 7 further brought major shifts in the direction of local Government. The Constitution assigns a Municipality the right to govern on its own initiative the local government affairs of its community. The Constitution also further provides the objectives of local government as being to provide democratic and accountable government for
local communities and to encourage the involvement of communities and community organizations in the matters of local government.

The Nelson Mandela Bay Metropolitan Municipality takes these objects of local government into account in the selection, design and implementation of its plans and processes.

The Municipality’s IDP, amongst other key documents, incorporates the Nelson Mandela Bay Growth and Development Summit Agreement emanating from the landmark Growth and Development Summit, which was held on 29 March 2007, and a number of key sector plans.

4.2 What is an Integrated Development Plan?

The Local Government Municipal Systems Act (Act 32 of 2000) defines the IDP as a “single inclusive and strategic plan” that:

(a) Links, integrates and co-ordinates a municipality’s sector specific plans;
(b) aligns the resources and capacity of the municipality to the overall development objectives of the municipality;
(c) forms the policy framework on which annual budgets rest;
(d) Informs and is informed by similar development plans at national and provincial levels.

The main purpose of IDPs is to enhance service delivery and fight poverty through an integrated and aligned approach between different role-players and stakeholders.

The Nelson Mandela Bay Metropolitan Municipality’s IDP, 2007, therefore informs all other key institutional policy documents, Implementation plans and
planning processes, such as its Budget, Business Plans and its Service Delivery and Budget implementation Plans. It is therefore the Municipality’s principal strategic planning instrument. It ensures horizontal and vertical coordination and integration across the three spheres of government (Nelson Mandela Bay Municipality’s IDP, 2007).

Furthermore, it provides a platform for community and stakeholder participation in the planning process of the Municipality. Community and stakeholder participation is reflected in detail in this document, and the Municipality is committed to extend on it during the coming reviews. As the key guiding planning document of the Municipality, it is therefore important that the IDP be credible and realistic.

Hence the IDP should have targets and deliverables that can be periodically measured, monitored and evaluated through the implementation of a credible Performance Management System. The Service Delivery and Budget Implementation Plan provide the framework for the assessment of the performance of the IDP (Nelson Mandela’s IDP, 2007).

In terms of the White Paper on Local Government (1998), IDPs are planning and strategic frameworks that are meant to help municipalities fulfill their developmental mandate. They ensure that resources are allocated in line with objectives, integration of planning, the prioritising of essential aspects, sustainability, and prioritizing of poverty and that scarce resource are utilized where they will make the greatest impact on improving the general welfare of society.
4.3 **IDP Legislative framework**

The Constitution of the Republic of South Africa (1996) states that a Municipality must:

a) Structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community; and

b) Participate in national and provincial development programmes.

It is therefore imperative that IDPs prioritize key community needs through an integrated approach. IDP hearings assist in integrating plans as well as ensuring that credible IDPs are developed.

In terms of the section 26 of Municipal Systems Act (32 of 2000), each and every municipality must develop and adopt a single, inclusive and strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government.

Amongst others, section 26 of the Local Government Municipal Systems Act 32 of 2000 provides that the following core components must be included in the IDP:

a. The municipal council’s vision for the long-term development of the municipality, with special emphasis on the municipality’s most critical development and transformation needs;

b. an assessment of the existing level of development in the municipality, which must include an identification of communities that do not have access to basic municipal services;

c. the council’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
d. the council’s development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;

e. a spatial development framework, which must include the provision of basic guidelines for a land use management system for the municipality the council’s operational strategies;

f. applicable disaster management plans and financial plan, which must include a budget projection for at least the next three year; and
g. the key performance targets determined in terms of section 41.

The South African Human Report (2003) has identified and analyzed five central challenges facing sustainable development in South Africa. These are the eradication of poverty and extreme income and wealth inequalities, sustained reduction in the unemployment rate, and the attainment of sustainable high growth rates. The IDP of the municipality should therefore respond to these challenges facing the municipality.

The Municipal Finance Management Act (Act 56, 2003) makes provision for alignment between the IDP and the budget. The Service Delivery and Budget Implementation Plan (SDBIP) is the mechanism that ensures that IDP and the budget are aligned. The IDP is the strategic plan for the organization; it is therefore essential that the budget support its objectives. Service Delivery and Budget Implementation Plan (SDBIP) is a one year detailed plan providing Key Performance Indicators and Targets that are linked to the Key Performance Areas, as reflected in the IDP.

The SDBIP comprises two layers, the upper layer is the one that must be presented by the Executive Mayor for approval within 28 days of passing of the budget to council and be made public after approval. Once it’s been done, no
targets may be changed without Council approval (MFMA, Circular No.13, and 31 January 2005).

The lower layer is the responsibility of the Executive Directors and Directors, who develop it in consultation with their staff. Legislation does not require lower layers to be approved by the Executive Mayor or Council (MFMA, Circular No.13, and 31 January 2005).

In accordance with Section 23(1) of the MFMA, a municipal council must consider any views of the local community when the annual budget of the municipality is tabled. This refers to the budget that is linked with municipality’s IDP, as prescribed in Section 21(2) (a) of the MFMA. Furthermore, MFMA is in line with other local government developmental legislation by issuing specific instructions to ensure that the general public and communities participate in the financial matters of local government related to their needs.

The Local Government Municipal Planning and Performance Management Regulations (2001) make provision for the inclusion of the following in the IDP:

(a) The institutional framework for the implementation of the IDP;
(b) Investment and development initiatives in the Municipality
(c) key performance indicators and other important statistical information;
(d) A financial plan; and
(e) A spatial development framework.

The IDP should have achievable targets and deliverables that can be periodically measured, monitored and evaluated through implementation of a credible performance management system.
It is essential that the Municipality's performance with regard to IDP implementation be assessed and reported upon to key stakeholders. This is done through the implementation of a performance management system.

4.4 Performance Management

In terms of White Paper on Local Government (1998:31), performance management is critical to ensure that plans are being implemented, that they are having the desired developmental impact. Performance management is aimed at ensuring that municipalities monitor their integrated development plans and thereby continuously improve their operations, performance and accountability. This means that performance on IDP is constantly assessed to ensure effective and efficient participation of citizens in government processes. (http://www.local.gov.za).

Poister & Gregory (1999:325) further state that performance management is a strategic approach to management that equips managers, leaders, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, implement, monitor, measure and review the performance of an organization in terms of indicators and targets for efficiency and effectiveness and impact.

The Local Government Municipal Structures Act 117 of 1998 and Local Government: Municipal System Act 32 of 2000 was adopted to further the vision of the White Paper on Local Government (1998), which includes the development and implementation of an effective performance management system (Government Digest, September 2003).

The Local Government (Section 42) of the Municipal Systems Act 32 of 2000 states that a municipal government or council, through appropriate mechanisms, processes and procedures, 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.

The NMBM strategic approach through which performance objectives of the municipality are identified, defined, translated into business plans and cascaded into scorecards allowing for regular planning, monitoring, evaluating and reviewing and reporting of performance at both organizational and individual levels, effectively responds to inadequate performance and recognizes outstanding performance. It entails a framework that describes and represents how the municipality’s cycle and processes of performance planning will be conducted, organized and managed, including determining the roles of the different role players (12th Edition( 2012/13) IDP).

### 4.5 Objectives of Performance Management

Performance Management seeks to achieve the following:

- To clarify institutional goals and priorities
- To provide early warning signals
- To comply with legislation
• To promote community participation in local governance
• To ensure a continuous cycle of planning, coaching and feedback
• To improve service delivery and processes 12th Edition (2012/13) IDP.

4.6 Community and stakeholder consultation process

Community and stakeholder consultation is an important component of the IDP process. In addition to being a compliance issue, it is also an important component of sound and good corporate governance. The community and stakeholder consultation allows and promotes participation, thus avoiding the issues that could arise when the public is excluded from decision-making processes. In South Africa, public participation is an essential component for enhanced and effective accountable governance.

Priscoli and Homenuckm (1986:69) put emphases on the fact that it is essential that a public consultation programme be properly designed in order to establish a process that provides an opportunity for all views to be identified and incorporated into decision-making processes. The purpose of consultation is to ensure that views are identified, questions raised, answers provided.

Other legislation that sought to promote public participation is the Development Facilitation Act (DFA) RSA 1995). Section 27(4) (a) of the Development Facilitation Act,67 of 1995 makes provision for citizen participation by stipulating that land development objectives must be set in a manner in which members of the public and interested bodies shall be consulted. The DFA also makes provision for the development tribunals as structures for participation. It also allows public participation by those involved; section 3(1) (g) of the Development Facilitation Act requires access to legislation and procedures by those that may be affected by the
development of land. This section also requires that these laws and procedures must be clear and should offer information to those people that land development has an effect upon.

4.7 Community based planning

One approach to public participation that has been successfully piloted in South Africa is Community-based Planning (CBD). It is a ward based planning approach that aims to break down the IDP to the ward level. CBD makes municipal plans more relevant to local conditions and increases community involvement in the processes and control of issues of service delivery. This approach requires functional ward committees which develop plans for their own wards, and link ward priorities to the integrated development planning of the municipality.

CBD empowers communities to plan for themselves by helping local government to be responsive to local issues and service delivery. It encourages a bottom up approach to planning, as opposed to customary a top-down approach. Furthermore, community based planning ensures that the poorest of the poor and the marginalized sectors of the society take part in local governance. It is only when people are empowered that they can make local government accountable (Community-based planning and the IDP, Guide, 2, 2005:4).

4.8 Community Development Workers.

Community Development Workers (CDWs) are community–based resource persons who work with other local activists to help their fellow community members to obtain information and resources from service providers. The CDW Programme was initiated by President Thabo Mbeki
in his 2003 State of Nation address, in which he stated that the
government would create a public service component of multi-skilled
CDWs who would maintain direct contact with the people where they lived
(www.idasa.org.za).

The main function of CDWs is to assist in progressively meeting
communities’ needs, helping them to achieve their goals, realize their
inspirations and maintain their overall well-being. This may include
assisting a citizen who does not have an ID to apply for one through the
Department of Home Affairs. It may also involve helping a second
beneficiary access a child support grant, in the event of the death of the
primary beneficiary. CDWs are also expected to explain government
policy to ordinary citizens in the language that people can understand
(www.idasa.org.za).

CDWs must be people who are multi-skilled and knowledgeable about all
government departments and services, as their work cuts across all of
these. They are required to have excellent listening and facilitation skills,
as they are often required to act as mediators if and when problems arise
in the community.

To be appointed, CDWs must:

- Live in the very communities in which they work
- Show respect for the people, their norms and values
- Realize that they are dealing with living entities
- Acknowledge and accept leaders, irrespective of their political
  affiliation
- Be open about the position and tasks
- Get to know people and their circumstances
- Deepen their insight into people’s needs and resources
- Begin to identify local structures with which they can work
• Promote partnership between themselves and local structures, such as Ward Committees and
• Exchange information, guide and provide expertise, as well as enable, advocate and catalyze action (www.idasa.org.za).

The implementation of the CDWs Programme is coordinated by all three spheres of government (national, provincial and local). The Department of Provincial and Local Government facilitates the relationships between these three spheres around CDWs, while the Department of Public Service and Administration (DPSA) is responsible for the overall coordination of the Programme. Provincial administrations are the employers of the CDWs, while SALGA and municipalities, among other things, provide workplaces for the CDWs and create the necessary environment for them to perform their duties. Finally, Provincial Local Government Associations and the offices of Speakers within the municipalities are tasked with overseeing the creation of an enabling environment for CDWs (www.idasa.org.za).

In discharging their duties, CDWs should interact with Ward Committees and Ward Councillors. They serve the same constituencies, hence the need to work together and complement each other. They help to assure that the government meets its target with regard to service delivery and poverty alleviation (www.southsfrica.info).

4.9 Public participation in the policy making process

The Nelson Mandela Bay Metropolitan Municipality developed an institutional framework to facilitate and coordinate public participation priorities through Constituency Coordinator’s office.
The Constituency Coordinators office headed by an Executive Mayoral Committee member facilitates and coordinates community participation and advocacy on behalf of council in the following manner:

- Establishing Ward Committees and combining wards into six clusters to create an enabling environment to promote representative and participatory democracy in planning and decision making processes of council.

- Broadens community participation by conducting outreach sessions that receive and provide response on matters of service delivery that include collaboration and increased partnerships with civil society organizations and government support structures such as Community Policing, School Governing Bodies, Community Clinic Committees, Sports Forum, etc.

- Facilitates and coordinates promotion of national consciousness and pride through annual national pride and observance dates marking and celebration in conjunction with NMBM Directorates, other spheres of government and civil society organizations (12th Edition 2012/13) IDP.

Meyer & Cloete, (2000:104-109) state that authentic public participation normally takes place through the following steps:

- The participation 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 participation of individual opinion leaders in the community. These individuals can influence opinions if they represent the will of the public.

The direct participation of ordinary community members at grassroots in mass activities (public meeting participation in protest marches and consumer boycotts).

Cloete and Meyer (2006:115) suggest that communities can participate in the policy process by making use of individual opinion leaders in the community who are said to be respected people in the community. These individuals do not hold any position in the community. According to Cloete and Meyer (2006:115) individual members of the community can also participate in the policy process. This can be through attending public meetings, participation in protest marches, consumer boycotts and other types of direct mass action.

4.10 Advantages of public participation in the policy process

Public participation in the policy process yields benefits for both government and other participants. The following are advantages of public participation:

- Public participation may create an opportunity for policy to respond to the needs of the beneficiaries and ownership of decisions and policies made by government (Glover 2003:11)

- Public participation can bring citizens and government closer to one another (Centre for public participation, 2007:5)

- Public participation in the policy process will contribute towards conflict resolution in the policy process (Smith 2003:35). Smith further suggested
that this would happen as a result of opportunities opened up by this process to negotiate tradeoffs and to reach consensus.

- Marais (2007:17) is of the opinion that public participation in governance processes will lead to communities that have authentic senses of involvement in local governance decisions and actions.

4.11 **IDP Representative Forum**

An IDP Representative Forum should be established to ensure proper communication between all stakeholders and the municipality. It is a structure for discussion, negotiations and joint decision making where stakeholders represent the interests of their constituencies.

The forum may include.

- members of the executive committee of the council
- councilors including district councilors
- traditional leaders
- ward committee representatives
- heads of departments and senior officials from municipal and government departments
- representatives from organized stakeholder groups
- people who fight for the rights of unorganized groups – e.g. a gender activist
- resource people or advisors
- Community representatives (e.g. RDP Forum).
The same Guide Pack-guide 11 (DPLG 2001 b: 23) states that the role of the IDP Representative Forum is to institutionalize and guarantee representative participation in the IDP process. The significance of this forum is to ensure that interests of various stakeholders are represented in the IDP process. It also facilitates the way in which debates, negotiations and decision making can take place among the various stakeholders and local government. It monitors the performance of the planning and implementation process of the IDP. IDP Representative Forums are expected to participate at least once in each major stage of drafting the IDP (DPLG 2001 a: 39).

With regard to the participation of Ward Committees in the IDP process, the DPLG (2001b:24) recommends that the chairperson of the ward committee should participate in the IDP Representative Forum. The Ward Committee is expected to play a major role in ensuring participation of citizens in the IDP process (SALGA and GTZ, 2006:69). This kind of planning requires functional Ward Committees who develop plans for their own wards, and link ward priorities to the integrated development planning of the municipality, together with councillors and officials, Ward Committees have the responsibility of ensuring that plans of a municipality reflect the needs of its citizens (ibid:63).

The purpose of the IDP Representative Forum is to provide an opportunity for stakeholders to represent the interests of their constituency and serve as a structure for joint decision making (Pricoli & Homenuckum, 1986:70).

4.12 **Annual Review of IDP**

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 demands. Similarly, the needs of the communities of the Nelson Mandela Bay metro continuously change. The five year IDP of the Nelson Mandela Bay Metropolitan Municipality is reviewed
annually so that municipality can always be confident that it addresses the real and relevant needs and concerns of local communities and stakeholders.

This annual review is not a good corporate governance requirement only, it is also a legislative requirement in terms of the Local Government Municipal Systems Act 32 of 2000 which stipulates that (12th Edition (2012/13) IDP).

Section 19 of Local Government Municipal Structures Act 117 of 1998 stipulates municipal council must annually review:

- The needs of the community
- Its priorities to meet these needs
- Its organisational and delivery mechanisms for meeting the needs of the community
- Its processes for involving the community
- The overall performance in achieving the objectives set out in Section 152 of the Constitution.

The annual review of the IDP is required to:

- Ensure its relevance as the Municipality’s Strategic Plan. It may need to accommodate changing circumstances or respond to performance related issues.
- Inform other components of the municipal business process including institutional and financial planning and budgeting.
- Inform the cyclical inter-governmental planning and budgeting cycle.

Councilors need to ensure that the public are involved in the review process. This can be done through ward committees, IDP forum and by inviting public comments.
4.13 Phases of planning

The process of development of the IDP has five phases.

IDP Phases

Phase 0
Preparation
What do we need to prepare to plan?
Municipal Process Plan & District Framework

Phase 1
Analysis
Where are we?
Well understood priority issues

Phase 2
Strategies
Where do we want to go?
Vision, Objective, Strategies, ID Project

Phase 3
Project
What details do we need to define in order to realize the strategies?
Indicators and basic project implementation information

Phase 4
Integration
What do we need to manage to make it happen?
Integrated management programmes and plans
Phase 5
Approval
Are we satisfied?
Amended and adopted IDP

4.13.1 Phase 0: Preparation

Before starting the IDP planning process, municipalities must agree on the process. They need to decide what actions must be taken, who will be responsible for these actions, when different activities will take place and how much they will cost.

Phase 1: Analysis

The first phase of the planning process is an in-depth analysis of the resources as well as the issues pertaining to the communities and the municipality. This analysis looks both inwards at the municipality and the council as well as outwards towards the community. This assessment needs to identify the root causes of problems in the community rather than merely addressing the effects. In many cases the causes are related to unequal development, but may manifest themselves in social issues.

The identified problems are then assessed and prioritized in terms of what is urgent and what needs to be done first.

At the end of this phase, the municipality will be able to provide:

- An assessment of the existing level of development
- Details on priority issues and problems and their causes
- Information on available resources
Once the municipality has worked out where it wants to go and what it needs to do to get there, it needs to work out how to get there. A development strategy is about finding the best way for the municipality to meet a development objective. Development strategies must fit in with any national or provincial plans and planning requirements that are binding on the municipality. The formulation of development strategies is the crucial part of this phase. Councilors will need to oversee these projects and the strategic managers of this phase. The municipality may contract consultants to assist with this phase. (IDP gender perspective 2002)

4.13.2 Phase 2: Strategies

Once the municipality understands the problems affecting the people of the area and their causes, it formulates the solutions to address these problems. This phase includes the following aspects:

- A vision
- Developmental objectives
- Developmental strategies
- Projects (IDP gender perspective 2002).

The strategic objectives of the Municipality’s IDP are as follows:

- Ensuring accesses to basic services for all resident communities in the Nelson Mandela Bay.
- Provision of integrated and sustainable human settlements.
- Fostering a safe, secure and healthy environment for both employees and communities.
• Developing and sustaining spatial, natural and built environment.
• Positioning Nelson Mandela Bay as a destination of choice to both investors and tourists through the development of a prosperous and diverse economy.
• Ensuring sound financial management and viability.
• Ensuring responsive, accountable and clean government that mitigates risks and ensures internal control efficiency and effectiveness.

These strategic objectives are encapsulated in the Municipality’s five key IDP performance areas, namely:

• Basic service delivery and infrastructure development
• Local Economic Development
• Municipal Transformation and Organizational Development
• Municipal Financial Viability and Management
• Good Governance and Public Participation (IDP 2012/13).

4.13.3 Phase 3: Projects

Once the municipality has identified the best methods of achieving its Development objectives, it proceeds to the identification of specific projects. Phase 3 provides the details that will go into the final IDP. To get the necessary details, project formulating task teams design project proposals and draft sector plans. At this stage, preliminary budgets are attached to projects.

Projects must be designed with the participation of a range of stakeholders (including local communities). Even though this phase is quite technical, it is useful if a few councilors continue to play a role.

Clear details for each project have to be worked out in terms of:
- Who is going to benefit from the projects?
- How much is it going to cost?
- How is this programme going to be funded?
- How long will it take to complete?
- Who is going to manage the project?

Clear targets must be set and indicators worked out to measure performance as well as the impact of individual projects (IDP gender perspective 2002).

4.13.4 Phase 4: Integration

In the previous phase, the projects were broken up into separate units because detailed, technical planning is involved. Phase 4 brings the process together and integrates the project as worked out in Phase 3.

This phase screens the projects proposed in the previous phase to check whether they fit in with the council’s overall priorities and objectives. It also assesses project viability and integrates the various parts that were designed in Phase 3.

These integrated programmes are usually medium to long term plans. They are useful guides for short term planning and form the basis for annual budgets, annual business plans, land use management decisions and so forth (IDP gender perspective 2002).
4.13.5 Phase 5: Approval

Once the IDP has been completed, it is submitted to the municipal council for consideration and approval. The council looks at whether the IDP identifies the issues (problems) that affect the area and judges the extent to which the strategies and projects will contribute to address the problems. It also ensures that the IDP complies with the legal requirements before it is approved. The council ensures that the municipality has given the public an opportunity to comment on the draft. Once the IDP has been amended according to the input from the public, the council considers it for approval (IDP gender perspective 2002).

4.14 CONCLUSION

By basing all the municipal processes on the integrated development plans, councilors are in a position to deliver services to the community they serve. By involving the public in planning and the related processes of monitoring and accountability councilors can contribute to development in a truly meaningful way. Community participation is an integral part of developmental local government; the community should be made part of new initiatives, particularly in planning, implementation, monitoring and evaluating. Public participation is the legal requirement, not only for local government, but all spheres of government. It is necessary for both councilors and officials to take it as a moral duty and responsibility to always involve local communities in decision-making. Chapter 5 will provide recommendations and conclusion.
CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This chapter provides an interpretation of the findings and makes a series of recommendations for possible future interventions and research innovations. The primary purpose is to discuss the various perspectives on public participation in Nelson Mandela Bay Municipality (NMBM) that emerged from the research data that was reported on in Chapter four. These perspectives are discussed within their legislative and general environmental contexts – like tensions and diverse cultures in the communities that impact on municipal ability to coordinate and to effect good public participation processes and mechanisms. To this end, this chapter examines public participation legislative compliance, as contained in the Constitution of the Republic of South Africa Act 108 of 1996, and in Chapter Four of the Municipal Systems Act 32 of 2000, through the three perspectives mentioned above, and provides recommendations for improving public participation.

5.2 PUBLIC PARTICIPATION AND LEGISLATIVE COMPLIANCE: INTERPRETING & DISCUSSING THE THREE PERSPECTIVES

The participation of communities in municipal activities has become increasingly important. Firstly, it is one of the objects of local government in the country’s Constitution: section 152 (1) (e) encourages the involvement of local communities and community organizations in local government (RSA Constitution Chapter 7. 1996).
The Municipal Systems Act 32 of 2000 reflects the increasing importance given to community participation. In fact, the Act defines a municipality as consisting of both its political/administrative structures as well as the community. This definition places communities at the heart of local government affairs. According to Visser (2001:6), the Municipal System Act 32 of 2000 also emphasizes three elements:

1. The municipality must foster participation in
   - The integrated development planning process;
   - The evaluation of its performance management;
   - The budget process; and
   - Strategic decisions around service delivery
2. The municipality must enable participation through capacity-building in the community and of staff and councillors
3. Funds must be allocated and used for the above purposes.

Provisions like these are effectively aimed at building the capacity of citizens to engage effectively with their local councils on an informed basis. In fact, the new definition of a municipality suggests that participation in an IDP will be given renewed emphasis. This may necessitate a change in some of the organizational and procedural aspects of planning of the IDP’s process, from determining and prioritizing needs, to preparing strategies to address them and monitoring delivery and outcomes for such strategies (Municipal Systems Act 32 of 2000).

Integrated development planning is transforming top-down planning practices by giving ordinary citizens a say in development issues affecting them. The Municipal Systems Act (2000) fundamentally redefines a municipality as consisting not only of the structures, functionaries and administration of the municipality but also of the community of the municipality and therefore it redefines the relationship between council and the citizen. The planning process
of truly developmental local government should therefore be a collaborative process of setting local priorities resulting in partnership around implementation.

The IDP should be published in accessible form and language after adoption to ensure that the community, other stakeholders and other organs of state have access to the document as a source of information (Coetzee 2000). Data in Chapter Three above and the perceptions drawn from the three constituent parts of NMBM indicate that the municipality has been able to a great extent to fulfill some of the legislative requirements.

5.3 NELSON MANDELA BAY MUNICIPALITY PUBLIC PARTICIPATION POLICY/STRATEGY FRAMEWORK AND RECOMMENDATIONS

Beyond the national legislation, the lack of local comprehensive public participation policy/strategy framework has the potential to inhibit continued compliance, as it is an established norm in government that bureaucrats function on the basis of clearly stipulated regulations (Hanekom & Thornhill 1986). The data in Chapter Three above indicates that NMBM has various elements that need to be pulled together in a single policy as a source of reference: the level of administrative versus community and political understanding of the public participation procedures, mechanisms and processes indicate this lack of a singular source of reference. The building of an integrated planning and participative institutional culture needs to be guided by some source of authority that everyone buys into. Therefore in order to meet the above requirements of the Act, the NMBM should consider developing a comprehensive policy/strategy framework that will outline processes, mechanisms and resources that will be required to ensure effective public participation.

The public participation policy/strategy should cover aspects such as the roles of different role-players, means of encouraging representation of unorganized
groups, participation mechanisms for the different phases of the IDP process, frequency of meetings and workshops, available resources for participation, appropriate venues for meetings and workshops, timeframes to allow responses, comments and inputs, appropriate participation tools, means of information dissemination, means of eliciting and collecting community needs, including documentation of participation inputs (IDP Guide 2001:25). With policy there would then be a clear regulatory mechanism, which will also lead to both written and unwritten systems that become the lifeline of the planning process. This process must be credible and have legitimacy with everyone; this will place council in the authoritative position of being the ultimate decision-making body.

It is during this consolidation phase of municipal governance that the municipality must appreciate that success is not guaranteed and that it depends on how policy and strategy are applied during the transition period between the non-participative governance. It must therefore be borne in mind that there could be a potential cross-roads as positioning for the future unfolds (Andre Olivier 2004).

5.4 INSTITUTIONAL CAPACITY AND RECOMMENDATIONS: SYSTEMS/SKILLS/RESOURCES

Within the above policy framework the institutional capacity of the municipality ought to be clarified, acknowledged and enhanced. A weakness in the NMBM decision-support within IDP processes evident from the data is the establishment of an explicit link between issues raised through community public participatory processes and the development of budgets within the IDP. Experience with statutory planning in South Africa suggests that normative planning processes that are not explicitly linked to an implementation framework rapidly lose credibility and commitment. Although NMBM has some experience of formal resource allocation systems, few of these systems exhibit rigorous
inclusive public participative decision-making characteristics. Furthermore, despite a history of community participation, NMBM has no institutional knowledge in the application of the new public participative mechanisms and systems which should exhibit cross-linkages between the administration councillors and the community. The data has revealed, in this regard, that there is no timeous response by the administration on issues raised by the community.

Like most municipalities in this new developmental local government era, the need for building human capacity on the new planning tools has been identified and management training programmes are underway. This will enhance the consolidation and stabilization of the institution as a sequel to the challenges posed by the establishment phase.

The inadequate budgeting for public participation has been revealed in Chapter Four. Public Participation cannot be resourced and budgeted for only by the IDP department; all departments inherently have IDP programmes and projects and therefore public participation at that programme or project level must be defined, understood, and synergized according to the overall IDP public participation process, and this requires guidance from policy/strategy.

5.5 COMMUNITY CAPACITY IMPLICATIONS AND RECOMMENDATIONS

Evidence from the community comments document cited in chapter three indicates a context of differentiated participatory culture in NMBM built out of years of resistance. It is mainly a culture of confrontation with little own innovation, and this has to be transformed into a culture of constructive participation within the legal frameworks found in the White Paper on Local Government Policy. Community participation as described by the legislation that has been adopted in South Africa needs people capable of keeping up with the changes taking place in local government legislation and its requirements.
However, every community remains a repository of a wealth of indigenous knowledge that is required in local government planning.

Canim (2002:7) has put it thus: effective and productive community participation does not come easy. Often the space for community participation can be exploited by privileged elites to hold back transformation or further their narrow sectarian interests. Even a certain mode of community participation can serve to paralyze councils. The divisions and struggles within disadvantaged communities make it difficult to secure cohesion and consensus.

The levels of technical capacity to understand the evolving processes of IDP planning cannot be assumed; it is thus important that the role of civil society organizations is reshaped in order to reinforce and mutually benefit both parties. Civil society organizations need to identify niche areas, which are: developing partnerships with the municipality with regard to community capacity building for participation at every phase of the IDP and budget and general project cycle management issues. With this kind of capacity NMBM will have a seamless participatory process with communities informed of the strengths and shortcomings of the municipality; and this will enhance the view that mechanisms giving direct influence on the shaping and implementing of programs and services are a natural complementing to political power (Svenssion & Gustafsson 1999:43).

Evidence reviewed in this chapter has shown that without a concerted effort to empower citizens only the affluent, socially and class mobile with money, resources, time and information will be able to participate meaningfully in the IDP processes. Even empowered communities need information packaged and available timeously in order to make meaningful input; therefore the municipality has to improve the manner it packages information and makes it available. For example, the information on IDP processes could be made available through civil society institutions like churches (Graham & Coetzee, 2002).
Building the capacity of the local NMBM community requires the municipality to consciously set aside resources – that is, annually allocate funds in the budget for building a culture of participation and building the capacity of both staff and councillors to be able to facilitate and foster community participation and report publicly on decisions of council. It is therefore clear that there must be a bond between the municipality and its community.

5.6 POLITICAL LEADERSHIP CAPACITY IMPLICATIONS AND RECOMMENDATIONS

The deepening of local democracy in South Africa is increasingly embedded in the wide-ranging regulative provisions that oblige organs of the state in general, and municipalities in particular, to establish mechanisms and processes for public participation. Municipal legislation lays down measures to establish a coherent system of developmental local governance resting on pillars of community participation, integrated development planning (IDP), budgeting; and performance management. Flowing from the three perspectives presented in Chapter Four, it is clear that the preparation of IDPs, in particular, has not yet become a mantra to communities, managers and political representatives at all levels of the NMBM. The IDP has not yet been recognized as an all-embracing planning tool which will allow the municipalities to address wide-ranging developmental challenges through public participation, in a systematic and sustainable manner.

Critical questions have to be raised and answered: should the views of the community developed during the process of consultation around the IDP be accepted without moderation? Also, are IDP Representative Forums and ward participatory structures the only access points of public opinion? The answer to both the above questions is negative, yet it is not always appreciated as such in
the Nelson Mandela Community and in the political perspective articulated. The earlier evidence has shown that the view and perspective held by the community and the politicians are that the community public meetings are the be-all and end-all of the public input processes. Nelson Mandela Bay Municipality leadership must in some instances moderate the views from communities in an accountable and transparent manner as part of the public debate. It is especially true when the demands articulated in the IDP outstrip the capacity of the municipality to implement policies.

Councillors (both PR and ward) have to develop skills in management and leadership of public debate and especially the ability to lead controversial discussions like those of the enormity of needs and scarcity of resources which is the key debate during the IDP/budget public participation meetings. This means striking a balance between prudent leadership and populist leadership.

Among the leadership challenges that confront both political and management leadership, Canim (2002:7) notes that “there is a constant challenge of weighing the need for speedy delivery with the need for community participation. But this should not be reduced to a crude trade off. Speed is not as important. The quality and sustainability of delivery are also important and this is enhanced by effective community participation. For the new local government system to work properly, delivery and democracy have to be mutually reinforcing.” This study has shown that this anxiety for speedy delivery has emerged, and is exactly as Canim puts it, namely, located in the desire to have an accountable and inclusive implementation process.

Evidence shows that lack of leadership innovation is another critical challenge. It is not appreciated that in developing an opinion of the community view council is not obliged to follow the public meetings route only and may also conduct opinion polls and form focus groups in developing deep understanding of public opinion, all as forms of public participation.
Chapter Three revealed the importance of the ward committees and what is unfortunate is that NMBM is the only metro that has dysfunctional ward committees. Nelson Mandela Bay Municipality with its ward members has to consider how ward committees can be empowered to lead communities in a more efficient manner. This could involve providing the ward councillors with necessary resources like offices and equipment for them, and inculcating in their ward committees a sense of organization and the need to provide a decent service to communities. Ward councillors and ward committees should receive information designed for them that can easily be presented to their constituencies without the need for expert assistance. Such information should also be able to move from the broad NMBM IDP goals and address the specific local ward issues.

5.7 GENERAL RECOMMENDATIONS TO IMPROVE PUBLIC PARTICIPATION PRACTICE IN THE IDP

Based on the research findings that were reported in Chapter Three, several actions can be identified through which the NMBM might improve public participation in the integrated Development Planning processes. This section suggests some of those actions.

Councils and political leaders in particular should consider structuring and moderating the public debate in the IDP process to ensure the IDP is real, practical and above all implemental. The municipality should consider the following principles as underpinning principles in its policy/strategy for all public participation in the IDP planning process:
• Consideration of the special concerns of people with physical disabilities, elderly people and others who have traditionally been marginalized when devising community participation procedures and mechanisms

• The need to take note of gender issues in participatory processes

• The importance of taking into account language preferences within a municipality

• The need to ensure that the participatory processes are in line with the financial and administrative capacity of the municipality.

The municipal IDP budget alignment should always provide a comparative tabulation of a community’s priorities and identified needs and how these are achievable and over what period they can be achieved.

In addition to the public mass meeting Nelson Mandela Bay should consider using other participation strategies both in the overall IDP planning process and during IDP programme activities. These could vary from focus groups (useful for completing a specific task with citizen input), task forces (for ascertaining public sentiment), priority setting committees (to gain citizen input about alternatives and consequences of a proposal), policy Delphi, interviews, polls and surveys, media-based issue balloting, citizens advisory boards, referenda, and group or neighbourhood planning council (to stay informed about the needs of certain neighbourhoods or interest groups).

The outcomes and experiences recorded during the public meetings and hearings give rise to the following suggestions. It is clear that the consultation/participation processes to be followed in the IDP/Budget Review must be well planned and geographically extensive.

A level of certainty about stakeholders in the Representative forum feeding back to constituencies is required as it seems that report-back mechanisms to communities are weak. Therefore, it is suggested that when the municipality is
engaged in activities that communities are likely to have an active interest in, mechanisms to ensure that adequate reporting on these is fed through to ward committees and some of the above strategies could be explored.

It can be inferred from the reported findings that public participation in the context of the Integrated Development Plan process should always be seen as a continuous process, with the community taking part at every phase or step of the municipal governance process, with the community also taking part at every phase or step of the municipal governance process. Due to the centrality of the IDP every structure of council discusses either programmes or projects of the IDP and hence public participation at these structures should be considered and facilitated.

Starting from council and standing committee meetings, the public should be informed in advance, invited to attend and make representation on matters of community concerns. The ward committees should be established and meet monthly to consider, among other things, mandates of the Ward general Meetings, and receive and engage reports of the quarterly IDP Representative forums. The Ward Committee should, on the other hand, convene monthly public general meetings to report on progress made on previous mandates and new developments in the ward as envisaged in the IDP reviews.

Emphasis should be placed on formulating a clear and achievable ward participation programme in coordination with the budget office, to ensure that both the IDP and the budget proposals are communicated to all wards. As contemplated in the IDP Review Process Plan, this could be completed by the end of November each year. Once a ward participation programme is in place, it should be communicated to all councillors and ward committees, if possible before council recess in December.
Finally, it is clear that internal communication between the administrative and political arms of Nelson Mandela Bay Municipality needs to be managed in a way that builds trust and understanding of key processes such as the IDP cycle, the mid-term and annual budget cycles, and other sector plan initiatives. It is desirable that, by the time a municipal project is taken to the public for comment, councillors need to be well informed and supportive of the issues at hand. This suggests extending the principles of a partnership approach to the relationship between councillors and officials.

5.8 CONCLUSION

The three forgoing dimensions (institutional, community and political capacities) should always be recognized as mutually reinforcing and therefore the development of one cannot be totally exclusive of the other – particularly in the context of public participation in the integrated development of these capacities none can occur independently of each other, the impact or results should always be to the benefit of the other and this can best be achieved when one is developed in tandem with the others.

The enormity of the transformation process and challenges of delivery and development need effective community participation. Only when they are actively involved in municipal affairs will ordinary citizens appreciate the possibilities and limits of the current government. When effectively organized to participate they can expand the possibilities and reduce the limitations, and more importantly, they can take greater responsibility for their own destinies (Canim, 2002).
The basic yardsticks for both evaluation and measurement of the extent to which a municipality is able to implement and/or ensure public participation within the IDP planning process is the legislation, the gazette regulations, and the DPLG’s IDP Guide Pack. According to both the IDP Guide Packs (2001) a municipality has to follow some minimum generic processes that ensure public participation that is guided, effective and productive. Clarification of roles among role-players, both internal and external, is an essential step to ensure that there will be no role confusion as the processes unfold, secondly, and outline should be offered of the institutional arrangements within which public participation itself is going to be institutionalized, and opportunity and access for affected parties to contribute equitably as arranged.

Coupled with a clear policy/strategy, that institutional framework becomes the cornerstone in ensuring that the integrated development planning process does involve communities and stakeholders. However, the success of all of this is dependent on the provision of the necessary resources in the form of personnel with the necessary authority and power to drive this critical strategic planning tool. Such a resource also depends on budgeting for all the processes in preparation and execution of public participation in the IDP.

The research results indicate that Nelson Mandela Bay has been able to follow the basic generic process of ensuring public participation, in that from the outset the municipality established an IDP steering and later a strategic committee that immediately developed an IDP process Plan.

Secondly, evidence shows that the IDP is placed within the central areas of power and authority of the Nelson Mandela Bay Municipality; that is at both offices of the Municipal Manager and Executive Mayor. However, the extent to which the process is consciously funded within the annual budget leaves
many concerns, as suggested by the levels of staffing of the IDP department and the actual funding for public participation, particularly innovative mechanisms beyond basic levels.

Thirdly, the municipality has therefore not explored other participation strategies beyond the representative forum and the public meetings, even though some of its residents already show readiness to engage or participate in different forms. Political leaders should take it upon themselves to promote a culture of public participation as one of the components of democracy. Local government, as the third sphere of government, is vital where municipalities are bound in terms various legislative prescriptions to promote and enhance public participation for improved service delivery. Public participation should not be stipulated on paper, it should be practised in reality.
6. **LIST OF REFERENCES**

6.1 **BOOKS**


Rogers, W.M. 2000, Third Millennium Capitalism, Convergence of economic, energy and environmental forces.


6.2 GOVERNMENT PUBLICATIONS

6.2.1 ACTS:


6.2.2 POLICY DOCUMENTS:

Local Government Municipal Planning and Performance Regulations (2001)

National Policy Framework for Public Participation (2005)

Nelson Mandela Bay Municipality’s Communications Strategy (2008-2012)

Nelson Mandela Bay Municipality Integrated Development Plan of 2011/12

6.2.3 CIRCULARS, GUIDELINES AND REPORTS:

Centre for publication.2007.Public Participation and Policy Making: Durban
Centre for Public Participation.


MFMA Circular No.13 (31 January 2005)

Nelson Mandela Bay Municipality (Integrated Development Plan (2011/12)


**6.2.4 OTHER GOVERNEMENT DOCUMENTS:**


6.3 **INTERNET**

www.dplg.gov.za

http://www.idasa.org.za

http://www.local.gov.za
APPENDIX 2
CONSENT FORM

Faculty of Arts
NMMU
Tel: +27 (0)41 504-xxxx Fax: +27 (0)41-504-xxxx
E-mail Faculty Chairperson: xxxx@nmmu.ac.za

Date ......

Ref:

Contact person: Nozipho Mahlinza

Dear

You are being asked to participate in a research study. I will provide you with the necessary information to assist you to understand the study and explain what would be expected of you (participant). These guidelines would include your rights as a study subject. Please feel free to ask the researcher to clarify anything that is not clear to you.

To participate, it will be required of you to provide an oral consent that will include your signature, date and initials to verify that you understand and agree to the conditions.

You have the right to query concerns regarding the study at any time. Immediately report any new problems during the study, to the researcher. Telephone numbers of the researcher are provided. Please feel free to call these numbers.
Furthermore, it is important that you are aware of the fact that the ethical integrity of the study will be approved by the Research Ethics Committee (Human) of the university. The REC-H consists of a group of independent experts that has the responsibility to ensure that the rights and welfare of participants in research are protected and that studies are conducted in an ethical manner. Studies cannot be conducted without REC-H’s approval. Queries with regard to your rights as a research subject can be directed to the Research Ethics Committee (Human), Department of Research Capacity Development, PO Box 77000, Nelson Mandela Metropolitan University, Port Elizabeth, 6031.

If no one could assist you, you may write to: The Chairperson of the Research, Technology and Innovation Committee, PO Box 77000, Nelson Mandela Metropolitan University, Port Elizabeth, 6031.

Participation in research is completely voluntary. You are not obliged to take part in any research
If you do partake, you have the right to withdraw at any given time, during the study without penalty or loss of benefits

This informed consent statement has been prepared in compliance with current statutory guidelines.

Yours sincerely
Ms Nozipho Mahlinza
APPENDIX 1 - QUESTIONNAIRES
DEMOGRAPHIC INFORMATION

_Instructions:_
Please indicate your choice with an “X” under each category. Please fill in all the required information.

1. **Age**
   
   | 20 – 30 | 31 – 40 | 41 – 50 | 51 – 60 |

2. **Gender**
   
   | FEMALE | MALE |

3. **Indicate your home language**
   
   | ISIXHOSA | ENGLISH | AFRIKAANS | ANY OTHER |

4. **Marital Status**
   
   | SINGLE | MARRIED | DIVORCED | WIDOWED |

5. **Indicate your highest educational qualification**
   
   | NONE | MATRIC | DIPLOMA | DEGREE | POST GRAD | OTHER |
6. How long have you been staying in this area?

| 0 – 10 | 11 – 20 | 21 - 30 | 31 - 40 |

7. Status in the community

| CHURCH | TEACHER | NGO | CBO | COUNCILLOR | VOLUNTEER | CDW (ANY) |

8. Nationality

| BLACK | WHITE | ASIAN | COLURED | OTHER |

9. Township/Suburb where you reside

| KWA NOBUHLE | ZWIDE | NEW BRIGTHON | MOTHERWELL | SUMMERSTRAND |
QUESTIONS
MAKE A TICK AT APPROPRIATE ANSWER

1. Do the communities understand what is meant by Integrated Development Plan?

   YES   NO

2. Are the venues accessible to everyone especially the disabled challenged?

   YES   NO

3. Do communities have access to Municipal officials so as to seek information?

   YES   NO

4. Are the interpreting services available at this meeting?

   YES   NO

5. Do you think that the participation of citizens in their own affairs contributes towards the annual budget of the Municipality?

   Give reasons for your answer

   
   
   
   
   
   
   
   
   
   
   
   

6. Do the IDP and Budget processes of the NMBM provide the public with opportunity to take part in their development and implementation?

[ ] YES  [ ] NO

7. Does the NMBM adequately budget for public participation?

[ ] YES  [ ] NO

8. Where can we improve to Integrated Development Plan public participation process in the NMBM?


9. What policies and strategies and structures exist in the NMBM to promote and encourage public participation?


10. Are the ward committees properly capacitated in terms of training and support?

[ ] YES  [ ] NO
a. If “yes”, what type of support

11. Does NMBM have a functional Ward Committee System and do the Ward Committees meet on a regular basis?

   YES  NO

12. Does the minutes of the meeting of the IDP recorded?

   YES  NO

13. Are the public participation structures and programme in the NMBM monitored and evaluated on an annual basis, to improve performance?

   YES  NO

14. What are the challenges facing local government, and the NMBM specifically, in terms of fulfilling its constitutional mandate of creating democratic, transparent and responsive governance.
15. Who facilitates the public participation meetings? Is it

<table>
<thead>
<tr>
<th>Councilors</th>
<th>Officials</th>
<th>Political Parties</th>
<th>Any</th>
</tr>
</thead>
</table>

16. Can you suggest any improvements to Integrated Development Plan public participation process in the Metro?

- YES
- NO

a. If “yes”, what could be the possible improvements?

- [ ]
- [ ]
- [ ]

17. How does the NMBM ensure that communication and public participation initiatives are aligned?

- [ ]
- [ ]
- [ ]
- [ ]
- [ ]
- [ ]
THANK YOU FOR YOUR CONTRIBUTION
The Executive Director

Corporate Services

Nelson Mandela Bay Municipality

Attention: Mr M Ndojana

Dear Sir

APPLICATION TO CONDUCT RESEARCH

I am currently studying at the Nelson Mandela Metropolitan University (NMMU) towards a Master's degree in Public Administration (MPA). My research project titled is: The role of Public Participation in the Integrated development Plan at Nelson Mandela Metropolitan Bay Municipality. This research is being conducted under the supervision of Dr S Maclean.

I hereby request your permission to conduct research related to Public Participation in the integrated development Plan at NMBM. The research will be directed to Mayoral Committee, councillors, senior officials who are dealing with IDP, Directors and Assistant Directors of the Nelson Mandela Bay Municipality as well as members of the ward committees.

Should permission to conduct the research be granted, questionnaire will be circulated electronically or personally administered to all consenting participants approximately by third week of September 2013, at the time suitable to the participants.

The researcher undertakes to adhere to all ethical principles of research; participation will be on a voluntary basis and participants may withdraw at any point, should they so desire. Participants will also be fully informed of the purpose of the research. The information obtained will not be used for any other purpose except the research. The names of the responded will not be divulged.
Thank you for considering my request.

Yours Faithfully

Nozipho Mahela (Ms)

(MPA Student)
DECLARATION

I Nozipho Clarice Mahlinza, 20645635 hereby declare that the treatise for Magister Philosophiae is my own work and that it has not previously been submitted for assessment or completion of any postgraduate qualification to another University or another qualification.

Nozipho Clarice Mahlinza
THE ROLE OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN AT NELSON MANDELA BAY MUNICIPALITY

BY

NOZIPHO CLARICE MAHLINZA

A RESEARCH TREATISE SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MAGISTER PHILOSOPHIAE IN PUBLIC MANAGEMENT

SUPERVISOR : DR S MACLEAN

DATE : DECEMBER 2013
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Annexure E - Letter from the Editor
CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

In the South African context there is an extensive Legislative Framework supporting public participation in local government, however, participation which is generally empowering and not token consultation or manipulation is still lacking in most local municipalities. This study will not only evaluate international effective practices in public participation but will also make recommendation on how to strengthen public participation in South Africa.

The fact that in the South African context public participation is mostly limited to public consultation is confirmed by review of key public participation policy. It is notable that policy development has lagged behind legislation by some five to seven years; indeed there still remains no final national policy on public participation. The first policy to be adopted which is relevant to public participation was the Batho Pele (“People First”) policy of 1997 which aims to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement.

Prior to the advent of democracy in 1994 local Government in South Africa was based on apartheid racial division; political and administrative structures were duplicated for each race groups and also between local, provincial and national levels of government. This resulted in fragmentation in terms of legislation, policy and programme, which underpinned the democratic nature of government.

Public participation is sometimes referred to as community participation. National policy framework of public participation 15 November of 2005 defines the concept as an open, accountable process through which individuals and groups
within selected communities can exchange views and influence decision making. It is also a democratic process of engaging people, deciding, planning and playing an active role in the development and operation of services that affect their lives.

The post 1994 South African government committed itself to instituting a wide-ranging participating process in the different spheres and institutions of governance in the country. Municipalities are legally committed to involving community organizations in the formulation of budgets, planning, and developmental priorities (Municipal system act (Chapter four, section16 (1) (a)).

The constitution of Republic of South Africa of 1996 envisages a new, expanded and developmental role both for local sphere as a whole and for each constituent municipality. Objectives for Local Government include providing services to communities in a sustainable manner. Local Government authorities now also have an important role in developing and implementing municipal policy planning in all spheres of socio-economic development.

The most important difference seen between the new form of local government and the past is the creative and dynamic development. The role of local government is to ensure on making an effective and maximum impact on poverty alleviation within the constraints of available resources. This needs to occur within the framework of Integrated Development Planning linked to budgeting cycles. A further significant change is the presence of democratically elected councilors for all areas of Nelson Mandela metropolitan Municipality which was established in December 2000. The establishment of the Nelson Mandela Bay Metropolitan Municipality, which comprises 60 wards, consists of the former Port Elizabeth, Despatch and Uitenhage transitional local authorities.

The Municipal System Act (Act 32 of 2000) defines the Integrated Development Plan (herein after referred to as IDP) as a single and strategic plan that
Links, integrates and co-ordinates a municipality’s sector specific plans,
Forms the policy framework on which the annual budget rests
Informs and is informed by similar development plans at National and Provincial spheres of government
Municipalities have council calendars where Public Participation should take place

Municipal structures Act 117 of 1998 Section 72 states that the object of a ward committee is to enhance participatory democracy in local government; and in section 74 on functions and powers of ward committees it is stated that a ward committee can make recommendations on any matter affecting its ward. It is acknowledged that the ward committees are perhaps the most accessible forum for community participation. Public participation empowers local citizens to hold their municipalities to account; it also improves good governance by local municipalities.

The communities of Nelson Mandela Bay Municipality have voiced dissatisfaction with the manner in which they were consulted during the Integrated Development Planning (IDP) review process.

1.2 STATEMENT OF THE PROBLEM

The nature and extent of Public Participation in the Integrated Development Plan in the Nelson Mandela Bay Metropolitan Municipality is the key area of this research. Among the concerns were

- Whilst regular meetings are convened with communities they fail to make appropriate input.
- Absence of the Director who is assigned to deal with IDP creates gap in that public participation processes does not cover the whole metropolitan area. It’s not done in accordance with legislation timelines.
• Public participation is not underpinned by community based plan.
• Challenges facing the IDP representative forums in designing and implementing the IDP.

1.3 RESEARCH OBJECTIVES OF THE STUDY

The main objective is to evaluate public participation in the Integrated Development Plan in the Nelson Mandela Metropolitan Municipality and whether public participation is seen as a vehicle to enhance policy formulation and implementation of the Integrated Development Plan.

1.4 SIGNIFICANCE OF THE STUDY:

The study will serve to enhance public participation of communities in the IDP with a view of obtaining the needs of constituencies. It will further impress on the development of budgets informed by community’s genuine needs. Furthermore, the study will promote cooperation between the communities and municipality and provide the citizens with the insight on how the municipality operates.

1.5 LITERATURE REVIEW

The Constitution of the Republic of South Africa Act of 1996 (Clause 153) states that a Municipality must:
• Participate in national and provincial development programmes.
• Structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community.
It is therefore imperative that the IDP should prioritize key community needs through an integrated approach. Integrated Development Plan meetings/hearings assist in integrating plans as well as ensuring that a credible Integrated Development Plan is developed.

The participation of communities in municipal activities has become increasingly important. Firstly, it is one of the objects of local government in the country. In South Africa public participation is also a constitutional obligation in terms of section 152(1) of the Constitution states the following:

- To promote democratic and accountable government for local community.
- To promote a safe and healthy environment.
- To promote social and economic development.
- To ensure the provision of services to communities in a suitable manner.
- To encourage the involvement of communities and community organizations in matters of local government.

The DPLGs research report on public participation (2005) has shown that public participation is promoted for four main reasons,

- Firstly, public participation is encouraged because it’s a legal requirement to consult
- Secondly, it could be promoted in order to make development plans and services more relevant to local needs and conditions
- Thirdly, participation may be encouraged in order to hand over responsibility for services and promote community action
- Lastly, public participation could be encouraged to empower local communities to have control over their own lives and livelihoods.

Basic assumption underlying public participation includes the following:
• Public participation is designed to promote the values of good governance and human rights
• Public participation acknowledges the fundamental right of all people to participate in the governance system
• Public participation is designed to narrow the social distance between the electorate and the elected institution
• People can participate as individuals, interest groups or members of the community in general
• Hence ward committees play a central role in linking up elected institution with people and other forums of communication as well as reinforce these linkages with communities like Izimbizo, roadshows, the Makgotla and so forth.

In terms of Municipal System Act (32 of 2000) (Clause 25) each and every municipality must develop and adopt a single, inclusive strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government.

The Municipal Systems Act 32 of 2000 provides the following core components:

• The municipality's operational strategies
• Applicable disaster management
• The key performance indicators and performance targets determined in terms of section 41
• A municipal council's vision for the long term development of the municipality, with special emphasis on the municipality's most critical development and transformation needs
• The municipality's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs
• The municipality’s development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation

The Nelson Mandela Bay Metropolitan Municipality’s vision is to be a globally competitive and preferred Metropole that works together with the people.

The Local Government Municipal Planning and Performance Regulations (2001:276) make provision for the inclusion in the integrated development Plan of the following:

• Investment and development initiatives in the municipality
• Key performance indicators and other important statistical information
• A financial plan and
• A spatial development framework

Community and stakeholder consultation is an important component of the Integrated Development Plan process. In addition to being a compliance issue, it is also an important component of sound and good corporate governance. The community and stakeholder consultation process includes the following key stakeholders in the metro (NMBM IDP 2010/2011 review pg 16).

• Business and labour
• State departments and parastatals
• Employees of the municipality
• Elected public representatives
• Ward committee and Community Development Workers

Craythone (2003:264) states that the legislative provisions must not be interpreted as permitting interference with a municipal council’s right to govern and to exercise the executive and legislative authority of the municipality, as
conferred by the institution. In other words, a balance must be struck between community participation and acts of government.

The idea of public participation has since been rooted in and became a primary part of the dialogue of democracy and development in South Africa. The Constitution defines the role of local government as part participatory, democratic and developmental (Constitution of South Africa Act 108 of 1996).

Public participation is therefore important for the following reasons:

- So that public can provide information about trends, conditions or problems to political office bearers and decision makers,
- So that public can make their preferences known to political office bearers.
- To give legitimacy to political an policy decisions, for example if people feel they have had a voice in decision-making, they are more likely to accept the decisions made (Camay and Gordon :2004-251),

The Municipal Finance Management Act (Act 56 of 2003) makes provision for the alignment of the IDP and budget. The IDP is the strategic plan for the organization. it is therefore essential that budget support its objectives. The municipalities are therefore expected to align the IDP with its budget and take it to the people for comments and this outlines how the services are to be delivered.

In the White Paper on Local Government of 1998 the object of community participation are seen as embedded in the following four principles:

- To ensure that political leaders remain accountable and work within their mandate
- To allow citizens (as individuals) or ( interested groups) to have continuous input into local politics
• To allow service consumers to have input on the way services are delivered
• To afford organized civil society the opportunity to enter into partnerships and contracts within local government in order to mobilize additional resources.

The White Paper also suggests that “Municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation and the M&E of decision making and implementation’. The following approaches can assist to achieve this:

• Forums to allow organized formations to initiate policies and or influence policy formulation
• Participatory budgeting initiatives aimed at linking community priorities to capital investment programme
• Focus group participatory action research conducted in partnership with NGOs and CBOs, can generate detailed information and community organizations in the affairs of the municipality,

Public participation is relevant to every sector of development, Public Participation in Local Government processes, especially in the IDP, is imperative for the promotion of institutional democracy.

Communication strategy of the NMBM (2008-2012) states that public participation and communication can never be viewed as a matter of legislative only in order to become reality. Public participation must be underpinned by inclusivity, diversity, transparency, trust, flexibility, integration and accountability.
1.6 RESEARCH METHODOLOGY

1.6.1 Collection Method Applied

For the purpose of this research, and in order to achieve the objectives, information will be collected and used as both primary and secondary data. The secondary data will contribute toward the formation of background information, needed by both the researcher in order to build constructively the project and the reader to comprehend more thoroughly the survey outcome.

Primary data will be collected in two ways. Firstly, a questionnaire survey will be conducted with members of the community in that area. Fifteen questionnaires will be distributed to the target groups for completion. Fifteen questionnaires will be administered to the target group by volunteer workers. Secondly, interviews will also be carried out with ward committee members of the local authority.

The techniques used in this research project will be individual interviews and group interviews. This research relies both on primary (from interviews) and secondary (from documents) research data. Interviews including both individual one-on-one interviews and group interviews with a number of interviewees will be conducted. The reason would be to establish public participation as a vehicle that would ultimately ensure excellence in service delivery.

1.6.2 The Questionnaire Survey

Babbie and Mouton (2001:233) mention the fact that although the term questionnaire suggests a collection of questions, a typical questionnaire will probably contain as many statements of questions especially if the
researcher is interested in determining the extent to which respondents hold a particular attitude or perspective.

For this study closed-ended questions are used in order to call for responses, which narrow down the field of enquiry, since the respondents choose among fixed responses. They also help the researcher to easily analyse the data since the responses can be directly compared and easily aggravated (Patton, 1990:285) they are versatile: surveys can be employed among people of all ages and they are replicated from one subject to another (Aaker & Day, 1990: Kotler, 1994) and many questions can be answered in a short time. It should be noted that close-ended questions could lead to bias since respondents are offered limited alternative replies.

1.6.3 The Interview Survey
The technique of personal interviewing will be undertaken in order to reach the objectives since it is the most versatile and productive method of communication, enables spontaneity, and also provides information.

For the purpose of this project semi-structured face to face interviews will be contacted involving twelve managers who are responsible for programmes, most of the managers are involved in project management, co-ordination, implementation and project design, as well as working with Ward committees, Community Development Workers and Trade Unions, Political Parties and Interest groups. The choice will be based on the researcher’s knowledge about different lifestyles and ages, which make imperative an adaption in questions so that they ensure comprehension by the interviewee, this could include repeating or rephrasing the question.
Senior officials will liaise by both telephone and e-mail in making interview appointments.

1.6.4 Telephone questionnaire

15 of the questionnaires will be administered telephonically.

1.7 DELIMITATION OF THE RESEARCH

The research is limited to the Nelson Mandela Bay Metropolitan Municipality which is an amalgamation of the former Uitenhage, PE and Despatch Municipality and is situated in the Eastern Cape Province and is one of the two municipal metros in the province.

1.8 ETHICAL CONSIDERATION

The information obtained will not be used for any other purpose except for this research. The names of the respondents will not be divulged.

1.9 CONCLUSION

The primary purpose is to discuss the various perceptions on public participation in the NMBM. To this end it has become evident that public participation is a legislative compliance issue.

Integrated Development planning is transforming top down planning practices by giving ordinary citizens a say in development issues affecting them. The IDP should be published in an accessible form and language after adoption to ensure that community stakeholders, organs of state have
access to the document Municipal System Act 32 0f 2000 (Integrated development plan chapter 5(4) (a) (b).

It can therefore be deduced that public participation in the context of the IDP process should always be seen as a continuous process with the community taking part at every phase or step of the municipal government process. These activities will ultimately produce a credible annual municipal budget.

1.10 STRUCTURE OF TREATISE

1.10.1 Chapter 1: Introduction
This includes introduction to the study, with background, statement of problems of the research study, significance of study, Literature review, Research methodology, Delimitation of the Research and ethical consideration.

1.10.2 Chapter 2: Literature Review:
Chapter two deals with literature review.

1.10.3 Chapter 3: data collection, analysis, interpretation and findings
This chapter deals with data analysis and interpretation of the research.

1.10.4 Chapter 4: Research methodology and design
Chapter 3 deals with the research methodology and design.

1.10.5 Chapter 5: findings recommendations and conclusion
This chapter brings conclusion to the study by highlighting findings, recommendations and conclusion.
CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

Developmental local government concerns the central responsibility of meeting the needs and improving the quality of the lives of the community. Planning has to be integrated and be developmental, municipal performance has had to be measured and judged by the municipality itself, by residents, and by both Provincial and National spheres (Section 155 of the 1996 Constitution).

This section discusses the characteristics of developmental local government, sets out a series of developmental outcomes, and proposes several tools to assist municipalities to become more developmental. Local government should improve its financial management, budgeting and other credit controls within the framework of acceptable accounting standards and principles (Local Government Municipal Management Act No 56 of 2003)

It is in the interest of the nation that local government is capacitated and transformed to play a developmental role. National government is committed to providing support to enable municipalities to utilize the options and tools put forward, in Section B of the White Paper on Local Government (1998) defines developmental local government as committed to working with citizens and groups within the community to make them more developmental. The approaches put forward here create a framework in which municipalities can develop their own strategies for meeting local needs by ensuring that all municipalities have access to basic services and promoting the social and economic development of communities.

Developmental local government is the requirement for community participation in municipal processes in terms of the Constitution of Republic of South Africa 1996.
These processes are Integrated Development Plan (IDP) processes, budgeting, performance management system and decision making about the provision of municipal services (Municipal Systems Act 32 of 2000).

2.2 CHARACTERISTICS OF DEVELOPMENTAL LOCAL GOVERNMENT

Developmental local government is local government commitment to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The Constitution of the Republic of South Africa Act (No 108 of 1996) enshrines the rights of all people in our country to dignity, equality before the law, freedom and security. It affirms our rights to freedom of religion, expression, culture, association and movement, as well as our political, labour and property rights. The Constitution commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security.

The White Paper on Local Government (1998:59) cautions that the reality in our cities, towns and rural areas is far from this ideal. Many of our communities are still divided. Millions of our people live in dire poverty, isolated from services and opportunities. The previous local government system did very little to help those with the greatest needs. The current transitional system has not yet been able to do much to reverse these long-standing patterns of inequity and unmet human needs.

In terms of the White Paper on Local Government (1998:38-42), in the future developmental local government must play a central role in representing our communities, protecting our human rights and meeting our basic needs. It must focus its efforts and resources on improving the quality of life of our communities,
especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people.

Developmental local government has four interrelated characteristics

- Maximizing social development and economic growth
- Integrating and coordinating
- Democratising development
- Leading and learning

According to Rothchild (1994:54) these three characteristics of developmental local government are further explained below:

- Power to raise the revenue and to spend it on the discharge of its functions
- A set of local authorities or institutions with a separate autonomy and legal status distinct from the central government.
- Power of local institutions to make decisions as responsible organs in their own right and not as an extension of the central government.

2.3 **MAXIMISING SOCIAL DEVELOPMENT AND ECONOMIC GROWTH**

The powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities - in particular, meeting the basic needs of the poor – and on the growth of the local economy through its traditional responsibilities (service delivery and regulation), local government exerts a great influence over the social and economic well-being of local communities. Each year municipalities collect a large sum in rates, user charges and fees. They set the agenda for local politics, and the way they operate gives strong signals to their own residents and to prospective migrants or investors, as is stated in the (international Republican Institute and National Business Initiative, 1998:7), these functions give local government a great influence over local economies.
Municipalities therefore need to have a clear vision for the local economy, and work in partnership with local business to maximize job creation and investment.

Local government is responsible for taking active steps to ensure that the overall economic and social conditions of the locality are conductive to the creation of employment opportunities. Provision of basic household infrastructure is the central contribution made by local government to social economic development.

Local government can also promote social development through functions such as arts and culture, the provision of recreational and community facilities, and the delivery of aspects of social welfare services, in conjunction with Provincial Department of Social Development. Municipalities have the constitutional power to provide child care facilities, and many provide grants to associations of marginalized and disadvantaged groups as a critical contribution to social development. Municipalities should also seek to provide an accessible environment for disabled people, so as to facilitate their independence (Rogers, 2000:339).

2.4 INTERGRATING AND CO-ORDINATING

Poor coordination between service providers could severely undermine the development effort. In Section 41(i) (h) of the 1996 Constitution of South Africa it states that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and in good faith. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet development targets.

According to the White paper on Local Government (1998:6) one of the most important methods for achieving greater coordination and integration is integrated
development planning. Integrated development plans provide powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality.

While strategies for building human settlements may differ between localities, it is clear that the establishment of sustainable and livable settlements depends on the co-ordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security and housing. Municipalities will need to work closely with other spheres of government and service providers and play an active integrating and coordinating role.

2.5 DEMOCRATISING DEVELOPMENT, EMPOWERING AND REDISTRIBUTING

Municipal Councils play a central role in promoting local democracy in addition to representing community interests within the Council.

In the past, local government has tended to make its presence felt in communities by controlling or regulating citizens’ actions. While regulation remains an important municipal function, it must be supplemented with leadership, encouragement, practical support and resources for community initiatives, and direct community energies into projects and programmes which benefit the area as a whole. The involvement of youth organizations in this regard is particularly important.

Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalized and excluded groups in Community processes, Section 27(4) (a) of the Developmental Facilitation Act 67 of 1995(DFA) makes provision for citizens to participate by stipulating that the land development objectives must be set in a manner in which members of the public and interested
bodies shall be consulted. The DFA also makes provision for development tribunals as structures for participation.

At the same time, the participatory process must not become an obstacle to development, and narrow interest groups must not be allowed to ‘capture’ the development process. The Municipal Structures Act of 1998 states that it is important for municipalities to find ways of structuring participation which enhance, rather than impede, the delivery process. A central principle of the Reconstruction and Development Programme is the empowerment of poor and marginalized communities. This is repeated in the Growth, Employment and Redistribution strategy (GEAR) which calls for “a redistribution of income and opportunities in favour of the Poor.” Developmental local government is uniquely placed to combine Empowerment and redistribution in a number of concrete programmes.

For example:

- Service subsidies are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances. The ‘equitable share’ will provide the basis for a standardized subsidy mechanism for all poor households. Municipalities need to plan the level and amount of additional subsidies in a way which is affordable within the overall municipal budget.

- Support to community organizations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process.

2.6 LEADING AND LEARNING

Extremely rapid changes at the global, regional, national and local levels are forcing local communities to rethink the way they are organized and governed. All over the world communities must find new ways to sustain their economies, build their
societies, protect their environments, improve personal safety (in particular, that of women) and eliminate poverty. White paper on Local Government (1998) states that national frameworks and support from other levels of government are critical, but cities, towns and rural communities are increasingly having to find within themselves ways to make their settlements more sustainable.

This requires trust between individuals and open and accommodative relationships between stakeholders. Local government has a key role to play in building this kind of social capital – this sense of common purpose – to find local solutions for increased sustainability.

In practical terms, municipalities can build social conditions favourable to development through:

- Building the kind of political leadership that is able to bring together coalitions and networks of local interests that co-operate to realize a shared vision.
- Responsive problem solving and commitment to working in open partnerships with business, trade unions and community-based organizations.
- Ensuring that knowledge and information are acquired and managed in a way which promotes continuous learning, and which anyone can access easily and quickly.
- Enhancing local democracy through raising awareness of human rights issues and promoting constitutional values and principles.
- Building an awareness of environmental issues and how the behavior of residents impacts on the local environment, and encouraging citizens to utilize scarce natural resources in a prudent, careful manner.

Developmental local government requires that municipalities become strategic, visionary and, ultimately, influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilize a range of resources to meet basic needs and achieve developmental goals. (White Paper on Local Government, 1998)
2.7 DEVELOPMENTAL OUTCOMES OF LOCAL GOVERNMENT

Citizens and communities are concerned about the areas where they live. They are concerned about access to service economic opportunities, mobility, and safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all these facets of our lives.

The outcomes which developmental local government seeks to achieve may differ over time. However, in our current circumstances the key outcomes are as follows:

- Provision of household infrastructure and services.
- Creation of livable, integrated cities, towns and rural areas.
- Local economic development.
- Community empowerment and redistribution

2.8 PROVISION OF HOUSEHOLD INFRASTRUCTURE AND SERVICES

Local government is responsible for the provision of household infrastructure and services, an essential component of social and economic development. This includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses. The provision of household infrastructure can particularly make a difference in the lives of women, who usually play the major role in productive (domestic) work which sustains the family and the local society.

As outlined in the Municipal Infrastructure Investment Framework, the levels of services which are sustainable and affordable will vary from one type of settlement
to another. The Consolidated Municipal Infrastructure Programme provides grants for bulk and connector infrastructure, to enable municipalities to cover the capital costs of household infrastructure up to a basic level for low-income households.

The equitable share of national revenue to which local government is entitled will enable municipalities to subsidies the operating costs of providing basic services to poor households. Apart from the fact that basic services are a constitutional right, these services are needed to promote the wellbeing of individuals. However, municipalities must ensure that higher levels of services to residents and businesses are provided on a sustainable basis. This requires long-term infrastructure investment planning and careful assessment of the levels of services to residents and investment planning and careful assessment of the levels of services which communities can afford. The provision of household infrastructure is also integral to the provision of housing, and municipalities must ensure that strategies and programmes for the provision of housing and infrastructure are appropriately integrated (White paper on Local Government, 1998).

2.9 CREATION OF VVIABLE, INTEGRATED CITIES, TOWNS AND RURAL AREAS

Apartheid planning has left deep scars on the spatial structure of our cities, towns and rural areas, and the lives of millions of individuals and households. The spatial integration of our settlements is critical. It will enhance economic efficiency, facilitate the provision of affordable services, reduce the costs households incur through commuting, and enable social development. Spatial integration is also central to nation building, to addressing the location disadvantages which apartheid imposed on the black population, and to building an integrated society and nation. Municipal
strategies for the establishment of viable cities, towns and rural areas will differ from area to area.

Urban areas face the challenges of integrating towns and townships. Integration must ensure affordable mobility between work, home and recreation, combat crime, pollution and congestion, and structure the built environment to facilitate the participation of disadvantaged groups in the social and economic life of the city (White Paper on Local Government, 1998).

In rural areas, the challenges of building viable environments range from securing access to land and services for the rural poor, to addressing the distortions in ownership and opportunity that apartheid created between white and black rural dwellers. Many settlements face particularly acute challenges as a result of the apartheid practice of forcibly relocating communities to ‘decentralization points’ in the former homelands.

Environmental sustainability is a key challenge in both urban and rural settlements. Municipalities can enhance environmental sustainability by including environmental issues in their planning processes. Many municipalities are participating in Local Agenda 21 to reach sustainable development in their local areas. Local Agenda 21 requires municipalities to develop long-term strategic action plans that address priority sustainable development concerns. Planning for environmental sustainability is not a separate planning process, but is an integral part of the process of developing municipal IDPs (White Paper on Local Government, 1998).

2.10 LOCAL ECONOMIC DEVELOPMENT

Local government can play an important role in promoting job creation and boosting the local economy. Investing in the basics by providing good quality cost-effective
services and by making the local area a pleasant place to live and work is the key starting point. However, two other types of initiatives are important:

- Reviewing existing policies and procedures to promote local economic development.
- Provision of special economic services.

Supply Chain Management policies should be able to ensure that it creates opportunities for Small, Medium and Micro Enterprises (SMME) and the implementation should be more labour-based in order to assist in job creation. However, user-friendly one stop shops for both customers and investors should be established, investments in human capital should be given priority, because the availability of local skills plays an important role in attracting potential investors (http://WWW.dplg.gov.za).

2.11 REVIEWING EXISTING POLICIES AND PROCEDURES TO ENHANCE EMPLOYMENT AND INVESTMENT

Small and large businesses rely on the actions of local government in a number of ways. They are also subject to a number of municipal regulations. A review and simplification of municipal procedures and regulations can have a significant impact on the local economy. For example:

Procurement procedures can be revised to maximize the impact of municipal purchasing on job creation and the local economy. In particular, preference can be given to local suppliers and small enterprises, particularly those in the informal sector. Principles such as labour intensity and affirmative action can be introduced. It is essential to ensure that selection criteria and procedures are clear and transparent to avoid abuse. Cost and quality must still be central criteria, however, support can be given to merging contractors by breaking tenders down into smaller
parts, providing targeted information and training, or allowing exemption from large securities.

Rezoning requests and applications for building permits by developers are frequently held up by a cumbersome bureaucratic approval process. In many cases these can be simplified. The establishment of a spatial framework which identifies land for residential, commercial and mixed development can help to speed up rezoning by establishing clear guidelines up-front.

Customer management and billing are often handled by several different municipal departments with offices in different locations. The establishment of user-friendly one stop shops which can advise residents and deal with single accounts for all municipal services can increase the quality and efficiency of local services (http://WWW.dplg.gov.za).

**2.12 PROVISION OF SPECIAL ECONOMIC SERVICE**

Small business support services can be provided to assist small entrepreneurs. The Department of Trade and Industry has launched a programme to establish Local Business Service Centres, and municipalities are encouraged to support this programme where appropriate. Such centres aim to assist with skills, premises, information, networking, marketing and access to credit (Alec Erwin Minister of Trade and Industry, May 2001).

Research and technology are important ingredients for innovation in an increasingly competitive international economy which has the potential to expand.

Training and placement services for the unemployed can be provided to acquire the skills they need to find work, or to find jobs once they have the skills. The
Department of Labour provides such services through its regional offices. Municipalities can play a role in tailoring these services to local circumstances, in order to match supply and demand in a practical way. The relevance of these services will depend on local circumstances. It is important to establish the value of a particular service in the local area before it is initiated.

In many cases, limited resources and expertise will make it difficult for municipalities to get involved in these specialized areas, however, it may be possible for municipalities to support or contribute to the activities of other agencies, such as national departments and non-governmental organizations in these areas.

A review of existing legislation which impedes Local Economic Development (LED), such as planning and rating ordinances, needs to be undertaken by both national and provincial government.

### 2.13 TOOLS AND APPROACHES FOR DEVELOPMENTAL LOCAL GOVERNMENT

To achieve developmental outcomes will require significant changes in the way local government works. The White Paper on Local Government (1998:26) relates to three interrelated approaches which can assist municipalities to become more developmental:

- Integrated development planning and budgeting
- Performance management
- Working together with local citizens and partners
2.14 **IDP AND BUDGETING**

An Integrated Development Plan (IDP) is a plan that is prepared by the municipalities for purposes of planning and implementation. The Municipal systems Act (2000) requires municipalities to prepare IDPs through a consultative and participatory process with their residents. The Forum for effective Planning and Developmental (FEPD), which was set up to coordinate planning across different levels of government and across different departments, defines integrated development planning as

A participatory planning process aimed at integrating sectoral strategies in order to support the optimal allocation of scarce resources between sectors and geographic areas and cross the population in a manner that promotes sustainable growth, equality and empowerment of the poor and the marginalized. (IDP Guide Pack, Guideline1:12).

The IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative and strategic manner. The preparation of an IDP is a legal requirement in terms of the Municipal Systems Act (2000). Under the Constitution, municipalities are awarded major developmental responsibilities to ensure that the quality of life of their citizens improves. To achieve this, municipalities need to work hand in hand with civil society, determine their prioritized needs, with different organizations to fulfill the identified needs.

The IDP should have achievable targets to all municipalities and be periodically measured, monitored and evaluated through the implementation of a credible performance management system.
2.15 PERFORMANCE MANAGEMENT

Performance management is a mechanism that is used to ensure that the municipality is doing its work and delivering on its mandate. Each municipality is legally required to develop a performance management system (PMS) that will enhance organizational efficiency and effectiveness, account for the use of municipal resources and indicate the achievement of outcomes. The requirements that this should be government driven is found in the Batho Pele White Paper of 1997 that stipulates that National and provincial spheres departments develop PMS.

The White Paper on Local Government 1998 expands upon the Batho Pele vision. The White Paper states that developmental local government will be realized through

- Integrated development planning and budgeting
- Performance management and
- Working together with local citizens and partners.

The Structures Act and the Systems Act are the two pieces of legislation that give effect to the white Paper.

The structures Act requires municipalities to annually review:

- the needs of the community
- its priorities to meet the needs of the community, the process for involving the community
- its organizational and delivery mechanisms for meeting the needs of the community and
- the overall of the performance of the municipality set out in Section 152 of the Constitution.

Chapter 6 of the Systems Act provides the legal framework for performance management system in the municipalities and requires that it be an intrinsic part of the IDP. The Act requires all municipalities to:
• develop a PMS
• set targets, monitor and review performance based on indicators linked to their IDP
• publish an annual report on performance for the councilors, staff, the public and other spheres of government
• conduct an internal audit on performance before tabling the report and
• involve the community in setting indicators and targets and reviewing municipal performance. (Handbook for municipal councilors, 2011:152).

Municipal System Act 32 of 2000 stipulates that a municipality must annually prepare a report, which includes a performance report covering:

• The performance of the municipality during the financial year and a comparison with targets and performance in the previous financial year.
• Measures that were or are to be taken to improve performance.
• Financial statements for the financial year.
• The development of service delivery priorities and the performance targets set by the municipality for the following financial year.
• Any other reporting requirements stipulated in other applicable legislation.

The report must be presented to a community for discussion. After consultation with community, municipality must adopt the report within 14 days, making copies available to the public and other interested groups. Those copies should also be submitted to the Member of the Executive Council (MEC) for Local Government, Auditor General, and any institution as may be prescribed by legislation.

The Municipal Systems Act 32 of 2000 Section 47 stipulates that the MEC for Local Government must compile a consolidated report on the performance of the municipalities on an annual basis and provide the report to provincial legislature. A copy must be submitted to the national Council of Province.
Municipalities have faced great challenges in promoting human rights and meeting human needs, addressing past backlogs and planning for a sustainable future.

Local government can only meet these challenges by working together with local citizens and business and adopting a developmental approach. A developmental role for local government offers substantive benefits to local residents and communities in the provincial and national sphere of government and the nation as a whole. Chapter 3 deals with the data collection from various stakeholders including the community political office-bearers and public officials.
CHAPTER 3

DATA COLLECTION FROM VARIOUS STAKEHOLDERS INCLUDING THE COMMUNITY POLITICAL OFFICE- BEARERS AND PUBLIC OFFICIALS

3.1 INTRODUCTION AND RESEARCH METHODOLOGY

The intention of this chapter is to elaborate on how the report has been planned and executed; it also explains the rationale for utilizing the selected methodology, tools and designs. Furthermore, it discusses the participants in the study and why they were chosen for the study so as to achieve the research objectives. This chapter will further indicate how the research fieldwork was conducted and documented.

3.1.1 DATA COLLECTION METHOD APPLIED

The method applied in this research is qualitative research techniques for data collection. The research objectives in this study require the use of one or more techniques for collecting the particular empirical data required. The techniques used in this research project are therefore individual interviews, group interviews and documentary analysis; this research relies on both primary (from interviews) and secondary (from documents) research data.

According to Meyers (1997:7) in anthropology and sociology primary source data are commonly used. Generally speaking, primary sources are provided by data which are unpublished and which the researcher has gathered from the people or organization directly. On the other hand, secondary sources refer to any materials (books, articles, and documents.) that have been previously
published. Typically, a case study researcher uses interviews and documentary materials first and foremost, and this is true for this research.

According to Leedy and Ormond (1985:35) qualitative research methodology is focused on developing social phenomena. The qualitative approach methodology offers certain advantages to the researcher because it requires one-on-one interaction with the participants or in focus group setting that allows one to understand the research topic. According to Leedy and Ormond, (1985) the qualitative approach helps in getting the inside picture of how others see the world and is concerned with achieving a holistic understanding of feeling.

Strauss and Corbin (1990:17) define qualitative research as any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification. Qualitative research uses a natural approach that seeks to understand phenomena in context-specific settings, such as a real world setting where the researcher does not attempt to manipulate the phenomenon of interest (Patton, 2001:39). Qualitative research, broadly defined, means any kind of research that produces findings not arrived at by means of statistical procedures or other means of qualification, and instead, the kind of research that produces findings arrived at from real world settings.

Neuman (1977:73) further states that this type of study includes, among other things, obtaining the people’s views about the capacity building programmes used to promote peoples participation in the IDP process, hence the selection of the qualitative approach. Qualitative data was collected through semi-structured interviews that were later categorized into different themes guided by the research questions which allow easier interpretation as recommended by Leedy and Ormond (1985). According to Dezin and Lincoln (2005:32) qualitative research is defined as a category of research designs or models, all of which
elicit data in a natural environment, in the form of descriptive narratives, like field notes, audio and video recordings, as well as written and picture records. The information is described and interpreted according to how the subjects perceive the problems and possible solutions to those problems.

3.1.2 INTERVIEWS (INDIVIDUALS AND GROUPS)

Interviews, including both individual (one-on-one interview) and group interviews with a number of interviewees, were conducted. One-on-one semi-structured interviews were held with officials, Mayoral Committee, ward councilors, senior officials who are dealing with IDP, while focus group interviews were held with members in the ward, small business owners, and other people in the two wards. In-depth interviews differ from direct observation primarily in the nature of the interaction. In all interviews the researcher played the role of presenting the questionnaire and one or more interviewees were respondents. The purpose of the interviews was to obtain ideas about the phenomena in question.

3.1.3 RESPONDENTS

The researcher liaised with senior officials telephonically and via e-mail to make appointments for interviews. In some instances a few responded positively, while in others follow up telephone calls had to be made. This process resulted in the setting up of appointments as regards the venues, date and time of the interview. All councillors including ward and PR councillors were communicated with at the council meeting held in the council chamber in Port Elizabeth. Councillors were clustered in accordance with existing cluster arrangements in the NMBM on the same basis as done during the IDP review process.
Those councilors who could not make themselves available during cluster meetings were contacted via their secretaries. A presentation of the questionnaire data has been provided to help make correlation with the interpretation of the information.

**Table 3.1: Response rate of success**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>TOTAL TARGET</th>
<th>RESPONDENT TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directors (individual)</td>
<td>15</td>
<td>11 plus 1 Programme Manager</td>
</tr>
<tr>
<td>Councilors (groups of +/- five)</td>
<td>45 (9 groups)</td>
<td>7 groups (out of 9)</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>60</td>
<td>12 individual + 7 groups (36 people)</td>
</tr>
<tr>
<td>Total</td>
<td>48 people interviewed individually and in groups respectively</td>
<td></td>
</tr>
</tbody>
</table>

**3.2.1 INDIVIDUALS INTERVIEWS**

Frey and Oishi (1995:1) define an interview as a purposeful conversation in which one person asks prepared questions (interviewer) and another answers them (respondent). This is done to gain information on a particular topic or a particular area to be researched. Interviews are a useful tool that can lead to further research using other methods such as observation and experiments. During interview process, the researcher had the opportunity to exercise flexibility and control, and created a good rapport with the respondents in order to elicit the required information.
It is generally beneficial for interviewers to have an interview guide prepared, which provides an informal “grouping of topics and questions that the interviewer can ask in different ways for different participants” (Lindlof and Taylor, 200:195). In order to achieve the objectives of any research, new information must usually be gathered. The first step in the data collection process entails the sourcing of literature from documentary sources such as academic books, journal articles, reports, web references and government documents.

Individual interviews were held with 12 Managers who are responsible for programmes such as Project Management, or Project Consolidation. Most of the managers were involved in project management, coordination, implementation, and project design. One of the managers interviewed was directly responsible for establishing the IDP. Some who were interviewed had the responsibility of performing constituency work or public work and public participation.

These managers were highly skilled people and had lengthy periods of local experience. The purpose of the interviews was to obtain qualitative data from the above mentioned categories of people on the effectiveness of capacity building programs in enhancing the people’s knowledge and understanding of the IDP and its processes, their rights, obligations and responsibilities in the IDP process.

Interviews were also crucial in finding out information dissemination programs and resources available to capacitate people about the IDP and type of information provided to the community to enhance their quality of participation in the IDP process.

3.2.2 GROUP INTERVIEWS

Group interviews may be defined as a method of collecting primary data from a group of people in which a number of individuals share a common interest with
each other. The flow of information is multidimensional in a focus group, as more than one person at a time is interviewed to collect qualitative data. However, with a focus group, the questions are open-ended, allowing for greater variability in answers (Denzin & Oishi (2005:5).

The initial target of forty five ward councillors to be interviewed through nine group interviews with nine councillors each could not be achieved as some of the respondents were unable to comply with the requested dates and times for a variety of reasons, especially work-related commitments. However, of the nine anticipated or planned group interviews, seven groups materialized.

The value of interviewing ward councillors is that they are the council’s first interface with the community members as their direct representatives. In the research these respondents provided data and perspectives from a political leadership point of view and experience of being responsible to answer for, and on behalf of, the council to the communities. The use of group interviews proved to be time-efficient, especially within the limited time available.

This interview technique allowed for flexibility in the use of probing questions and it opened up the possibility of repeating them in cases where the response indicated a possible misunderstanding. As an interactive process between the interviewer and the interviewees this ensured an open and engaging atmosphere, and sometimes allowed space for disagreement amongst the respondents (Babbie 2001:289-290).

As it happened, not all councillors are able to understand English but other group members were eager to help with interpretation and hence guaranteed a greater response rate. Through group interviews there was also a possibility for interviewees not only to share views, but also discuss issues as they shared the same interview venue and received the same questions at the same time.
3.3 **QUESTIONNAIRES**

Salkind (2000:138) emphasises that questionnaires should be structured in a simple format to satisfy the following criteria:

- Each question should refer to one issue and require one answer. Asking about different issues in a question makes it difficult for the respondents to respond.
- Respondents should be encouraged to complete the entire questionnaire by adding interesting questions that will engage respondents to answer all the questions.
- The questions should be designed to serve the research and not to collect information on a related but implicit topic.

Questionnaires were collected from the Mayoral Committee and Senior officials who are dealing with IDP. Additionally, interviews were conducted with the two wards in Kwa-Nobuhle and Langa location in Uitenhage.

3.3.1 **Questionnaires from Mayoral Committee and Senior officials**

The results of the questionnaires that were collected from the above officials are presented as follows.
3.3.1.1 Gender
From a total of 15 officials who responded to the question, five respondents were males, while ten were females. The sample of the respondents is representative, because female officials seem to dominate.

Figure 3.1: Gender of respondents

![Gender Pie Chart]

FIGURE 3.1

3.3.1.2 Age
The response from 15 respondents indicates that the KwaNobuhle area has a small number of young youth, between the ages of 20 to 30 years; while that of the older people fell between 51 and 60 years.
3.3.1.3 Educational qualifications

All the officials who took part in the research were reported to have a professional diploma, while 82% of the respondents had a bachelor’s degree. As many as 47% of the respondents had a postgraduate degree. Only one official had a Master’s degree, however.
3.3.2 RESPONSES FROM THE WARDS

Questionnaires were collected from ward 49 (Langa) and ward 19 (Kwa Nobuhle). The two wards were chosen because they were accessible by the researcher. A database of all wards in NMBM was collected; the database was examined to check similarities and differences in wards in terms of their socio-economic situation. Information on the wards with high levels of poverty and low literacy levels were selected from the database. The results of the questionnaires collected are presented as follows.

3.3.2.1 Gender

The results showed that 71% of the respondents were males and 29% were females. This shows that the males are dominating in these wards.
These interviews of individuals and groups were captured on tape recorder and downloaded on a computer after every interview. Interviews were later filed according to categories such as Councillors and officials, and the details were written on the various scripts and tapes.

3.4.1 DATA ANALYSIS

Writers in the field of research have argued that qualitative research methods involve a continuing interplay between data collection and theory and that in
qualitative research data collection, analysis and theory are more intimately intertwined (Babbie, 2001:359).

Mouton, (2001:108) describes data analysis as a process that involves “breaking up” the data into manageable themes, patterns, trends and relationships. He points out that it aims at understanding various constitutive elements of data through an inspection of the patterns or trends that can be identified or isolated.

A tape recorder was used during the interviews with the people. The researcher transcribed the entire interviews and the analysis was done in a narrative way. An analysis of the content of the discussions was done to look at the trends and patterns that are reappearing within the category of the people and the focus group and between the two wards in the study. A report of interviews of one category and one on focus group was developed in question-by-question format with amplifying quotes in the original language of research participants. The researcher compared the results by category and focus group.

The researcher analysed the responses of individual respondents from each category and noted the percentage of people within a category and a ward responding in the same way to a particular item. The researcher also checked patterns and trends within and across the wards, within and across the categories and the focus group.

3.4.2 MODE OF ANALYSIS

Meyers (1997:8) believes a distinction between data gathering and data analysis is commonly made in quantitative research, but that such a distinction is problematic for many qualitative researchers. He makes the following example: from a hermeneutic perspective it is assumed that the researcher’s presuppositions affect the gathering of the data – the questions posed to informants largely determine what you are going to come across.
The analysis affects the data and the data affect the analysis in significant ways. Therefore it is perhaps more accurate to speak of ‘modes of analysis’ rather than ‘data analysis’ in qualitative research. These modes of analysis are different approaches to gathering, analyzing and interpreting qualitative data. Meyers (1997:8), however, argues that there is a common trend in that all qualitative modes of analysis are concerned primarily with textual analysis (whether verbal or written).

3.4.3 COMMUNITY PERSPECTIVE

The 1998 White paper on local government became the single most comprehensive policy that articulated further how democratic development participatory planning should underpin every facet of local government planning and that is illustrated by the diagram below. In the diagram it is indicated that community participation has to be factored at all stages of the municipal planning process, that is, during the development of the long term vision, the IDP and its financial plan and during identification of key projects and development of the annual budget.
### 3.4.3.1 **DIAGRAM 3.1: MUNICIPAL PLANNING**

<table>
<thead>
<tr>
<th>PLANNING</th>
<th>BUDGETING</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Long term</strong></td>
<td></td>
</tr>
<tr>
<td>Vision</td>
<td>Financial Plan</td>
</tr>
<tr>
<td><strong>Medium term</strong></td>
<td></td>
</tr>
<tr>
<td>Integrated development plan</td>
<td></td>
</tr>
<tr>
<td><strong>Short term</strong></td>
<td></td>
</tr>
<tr>
<td>Key Projects</td>
<td>Annual Budget</td>
</tr>
</tbody>
</table>

Source: adapted from White Paper on Local Government 1998

The NMBM community holds the view that its participation is relevant to every sector of development, whether water and sanitation, roads, electricity, education and health.

The IDP public participation meetings have been used as an opportunity for communities to raise their general complaints instead of focusing on the IDP and budget presentation, and this has been a consequence of ward councillors not giving timeous feedback to the community on general issues of concern.
The analysis is aimed at identifying the following trends and patterns from which themes are highlighted:

- Community understanding of the mechanisms and procedures for public participation, that is their knowledge of the municipal public participation strategy, if there is any,
- Community perceptions about the organization of the IDP public participation process, that is, the structure of the public meeting, documentation for the meetings and its user friendliness, times of the meetings and the facilitation of public participation,
- Community perception of its role in the IDP planning process,
- Community perception as to which phases of the process they believe they should or should not be participating in.

3.4.3.2 COMMUNITY UNDERSTANDING OF THE ORGANISATION OF THE IDP

The trends that emerge from the comments of the public are that communities are broadly aware of the IDP as a document, it is also evident that the communities do not have a deeper understanding of how the IDP processes unfold. Budgets are allocated long before the IDP is finalized. The issue of not appointing fulltime administrators like Section 56/7 positions e.g. City Manager and Executive Directors is, hampering the municipal IDP process.

Budget and IDP processes are not properly integrated and the plans approved by council are not adhered to, resulting in instances of continuously fighting fires. The IDP does not contribute to the annual budget, because every financial year plans and ward based plans are not implementable due to under-budgeting/ lack of funds e.g. housing targets
that appear in the IDP which cannot be provided due to limited conditional grants from the provincial government, the only responsibility of the NMBM in this regard is the provision of the necessary infrastructure. The communities think that the delays in terms of budgets for housing development are caused by municipalities; hence there are so many protest marches. Financial problems e.g. unfunded mandates, Arrear Debt growing, infrastructural backlogs also complicate the situation even further.

Ward priorities in historically advantaged communities are not prioritized given the challenge of upgrading disadvantaged areas. As a result, infrastructure is rapidly collapsing in established areas and residents do not feel that they are getting value for money in respect of rates and services paid to the municipality, resulting in very high levels of dissatisfaction and frustration.

Better prior warning public meetings should be well advertised and start on time. Meetings should take into account and at least acknowledge challenges facing these communities. A general comment is that most community members do not attend IDP meetings, meeting venues also need to be centrally located in the community, and that issues raised should find expression in the budget, if they are affordable..

The ward based planning informing the IDP, on the statement regarding ward committees establishing functional Ward Committee system across the municipal wards, NMBM, are the only metro with dysfunctional Wards, yet in terms of Municipal Structures Act 119 of 1998 and Municipal Systems Act 32 of 2000 Ward Committee their primary role is to deepen democracy and promote public participation. Another comment is to introduce performance contracts for councilors which will include KPA on
IDP and public participation. Consultation and participatory meetings with community and its structures on a bi-annual basis to keep the wards up to date will improve communication and participation.

A general comment that was raised when the focus group participants were asked what their views were on public participation strategies facilitated by NMBM; the interviewees indicated that “The problem is that participation ends with the submission of requests or needs, such requests are not implemented. The following year they will come back and ask the same questions.”

The focus group indicated that feedback and monitoring is very crucial. If councilors could come more often, it will show the community that they really care because the community seems to think that the municipality (Councilors) comes more during elections, when they want to be voted for.

Furthermore, on the basis of the results from the focus group interviews, it can be concluded that the working relationship between Councilors and members of the community was not what it should be; there is a political in fight, other members in the community want the councilor to be voted out, others still need the service of the councilor; there is that tension between them.

3.4.3.3 COMMUNITY PERCEPTION OF MECHANISMS AND PROCEDURES FOR PUBLIC PARTICIPATION IN THE IDP

Nelson Mandela Bay Municipality communities believe that the municipality is not doing as much as it should to ensure that people are aware of the IDP public participation events. The NMBM has had challenges in achieving its primary objectives due to number of political and administrative challenges. One may
argue that if proper systems were in place, this would not be a challenge. The non-implementation of proper performance management systems has also resulted in the non-achievement of objectives, their (the respondent’s) view is that the advertisements for such events are only available through commercial media, to which not all members of the community have access.

Dissatisfaction has been expressed in the “IDP: Comments on IDP Review and Budget 2011/2012 document” regarding the lack of communication between the Municipality and Communities/Ward Committees on issues related to the IDP. The notice period prior to the IDP public meetings, the communities argue, does not provide the community with sufficient time to prepare for the events (NMBM IDP Comment Document 2011).

Both the time (the duration) and the actual time in the day that these IDP public meetings were held are also viewed as inhibiting mass participation in that they take place in the evening and during week days when most people are away from their places of residence. A related factor is that most elderly people would not be able to attend evening meetings as they could not afford to travel long distances at night.

The municipality must genuinely involve communities in planning and budgeting processes. Regular meetings must be held, feedback must be given, promises must be converted into action plans for programmes, and such programmes must be monitored and evaluated. Officials must be involved in responding to questions from the public, especially the senior municipal Directors or representatives and managerial level.

These officials should attend public meetings to assist the public with relevant information. Officials and Councilors must visit communities quarterly and inform the public what developments can be expected in their areas. Community media
must be used frequently, Masisthetisane business forums must be held to promote interaction with the community. Quarterly public meetings must be held to give feedback to the community on council matters.

The NMBM must support Councilors by mobilizing communities using loudhailers as a tool for mobilization in the townships areas, pamphlets must be delivered and community newspaper distributions must be used, radio slots must be used in order to mobilize members of the public to participate in meetings. The involvement of community members is important in providing service delivery. It is important to understand community needs, and it helps to stabilize the environment, because Consultation is a constitutional mandate. The community feels that it's better to be consulted, so that they can air their views and fast track service delivery.

Respondents indicated that local government was a key sphere, it is central to issues of delivery, and it is the sphere of government closest to the communities and must be effective in issues of governance. If the values of consultation, participation and transparency were honored, all the “Batho Pele” Principles of service delivery would be people centred.

3.5 **CONCLUSION**

Data collection from the above mentioned stakeholders proved to have been a very strenuous exercise as lack of clarity still seems to exist surrounding the IDP. Respondents were not available at certain times and had to be persuaded by various means. It also became evident that community participation in the post- apartheid era is a real challenge. Chapter 4 deals with an overview of the IDP process – stakeholders’ participation.
CHAPTER 4

AN OVERVIEW OF THE IDP PROCESS - STAKEHOLDERS PARTICIPATION

4.1 Introduction

The implementation of the first five-year IDP of the new developmental local government, which was introduced in 2000, has taught us a number of valuable lessons. These lessons, as well as international and national targets, and institutional goals which are underpinned by the needs and involvement of communities, have provided a solid foundation for the review and development of our current IDP.

The Constitution of the Republic of South Africa (Act 108, 1996) sets the following objectives for local government:

(a) To provide democratic and accountable government for local communities;
(b) To ensure the provision of services to communities in a sustainable manner;
(c) To promote socio and economic development;
(d) To promote a safe and healthy environment; and
(e) To encourage the involvement of communities and community organizations in the matters of local government.

The Constitution of the Republic of South Africa, 1996, chapter 7 further brought major shifts in the direction of local Government. The Constitution assigns a Municipality the right to govern on its own initiative the local government affairs of its community. The Constitution also further provides the objectives of local government as being to provide democratic and accountable government for
local communities and to encourage the involvement of communities and community organizations in the matters of local government.

The Nelson Mandela Bay Metropolitan Municipality takes these objects of local government into account in the selection, design and implementation of its plans and processes.

The Municipality’s IDP, amongst other key documents, incorporates the Nelson Mandela Bay Growth and Development Summit Agreement emanating from the landmark Growth and Development Summit, which was held on 29 March 2007, and a number of key sector plans.

4.2 What is an Integrated Development Plan?

The Local Government Municipal Systems Act (Act 32 of 2000) defines the IDP as a “single inclusive and strategic plan” that:

(a) Links, integrates and co-ordinates a municipality’s sector specific plans;
(b) aligns the resources and capacity of the municipality to the overall development objectives of the municipality;
(c) forms the policy framework on which annual budgets rest;
(d) Informs and is informed by similar development plans at national and provincial levels.

The main purpose of IDPs is to enhance service delivery and fight poverty through an integrated and aligned approach between different role-players and stakeholders.

The Nelson Mandela Bay Metropolitan Municipality’s IDP, 2007, therefore informs all other key institutional policy documents, Implementation plans and
planning processes, such as its Budget, Business Plans and its Service Delivery and Budget implementation Plans. It is therefore the Municipality’s principal strategic planning instrument. It ensures horizontal and vertical coordination and integration across the three spheres of government (Nelson Mandela Bay Municipality's IDP, 2007).

Furthermore, it provides a platform for community and stakeholder participation in the planning process of the Municipality. Community and stakeholder participation is reflected in detail in this document, and the Municipality is committed to extend on it during the coming reviews. As the key guiding planning document of the Municipality, it is therefore important that the IDP be credible and realistic.

Hence the IDP should have targets and deliverables that can be periodically measured, monitored and evaluated through the implementation of a credible Performance Management System. The Service Delivery and Budget Implementation Plan provide the framework for the assessment of the performance of the IDP (Nelson Mandela’s IDP, 2007).

In terms of the White Paper on Local Government (1998), IDPs are planning and strategic frameworks that are meant to help municipalities fulfill their developmental mandate. They ensure that resources are allocated in line with objectives, integration of planning, the prioritising of essential aspects, sustainability, and prioritizing of poverty and that scarce resource are utilized where they will make the greatest impact on improving the general welfare of society.
4.3 **IDP Legislative framework**

The Constitution of the Republic of South Africa (1996) states that a Municipality must:

a) Structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community; and

b) Participate in national and provincial development programmes.

It is therefore imperative that IDPs prioritize key community needs through an integrated approach. IDP hearings assist in integrating plans as well as ensuring that credible IDPs are developed.

In terms of the section 26 of Municipal Systems Act (32 of 2000), each and every municipality must develop and adopt a single, inclusive and strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government.

Amongst others, section 26 of the Local Government Municipal Systems Act 32 of 2000 provides that the following core components must be included in the IDP:

a. The municipal council’s vision for the long-term development of the municipality, with special emphasis on the municipality’s most critical development and transformation needs;

b. an assessment of the existing level of development in the municipality, which must include an identification of communities that do not have access to basic municipal services;

c. the council’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
d. the council’s development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;

e. a spatial development framework, which must include the provision of basic guidelines for a land use management system for the municipality the council’s operational strategies;

f. applicable disaster management plans and financial plan, which must include a budget projection for at least the next three year; and

g. the key performance targets determined in terms of section 41.

The South African Human Report (2003) has identified and analyzed five central challenges facing sustainable development in South Africa. These are the eradication of poverty and extreme income and wealth inequalities, sustained reduction in the unemployment rate, and the attainment of sustainable high growth rates. The IDP of the municipality should therefore respond to these challenges facing the municipality.

The Municipal Finance Management Act (Act 56, 2003) makes provision for alignment between the IDP and the budget. The Service Delivery and Budget Implementation Plan (SDBIP) is the mechanism that ensures that IDP and the budget are aligned. The IDP is the strategic plan for the organization; it is therefore essential that the budget support its objectives. Service Delivery and Budget Implementation Plan (SDBIP) is a one year detailed plan providing Key Performance Indicators and Targets that are linked to the Key Performance Areas, as reflected in the IDP.

The SDBIP comprises two layers, the upper layer is the one that must be presented by the Executive Mayor for approval within 28 days of passing of the budget to council and be made public after approval. Once it’s been done, no
targets may be changed without Council approval (MFMA, Circular No.13, and 31 January 2005).

The lower layer is the responsibility of the Executive Directors and Directors, who develop it in consultation with their staff. Legislation does not require lower layers to be approved by the Executive Mayor or Council (MFMA, Circular No.13, and 31 January 2005).

In accordance with Section 23(1) of the MFMA, a municipal council must consider any views of the local community when the annual budget of the municipality is tabled. This refers to the budget that is linked with municipality’s IDP, as prescribed in Section 21(2) (a) of the MFMA. Furthermore, MFMA is in line with other local government developmental legislation by issuing specific instructions to ensure that the general public and communities participate in the financial matters of local government related to their needs.

The Local Government Municipal Planning and Performance Management Regulations (2001) make provision for the inclusion of the following in the IDP:

(a) The institutional framework for the implementation of the IDP;
(b) Investment and development initiatives in the Municipality
(c) key performance indicators and other important statistical information;
(d) A financial plan; and
(e) A spatial development framework.

The IDP should have achievable targets and deliverables that can be periodically measured, monitored and evaluated through implementation of a credible performance management system.
It is essential that the Municipality’s performance with regard to IDP implementation be assessed and reported upon to key stakeholders. This is done through the implementation of a performance management system.

### 4.4 Performance Management

In terms of White Paper on Local Government (1998:31), performance management is critical to ensure that plans are being implemented, that they are having the desired developmental impact. Performance management is aimed at ensuring that municipalities monitor their integrated development plans and thereby continuously improve their operations, performance and accountability. This means that performance on IDP is constantly assessed to ensure effective and efficient participation of citizens in government processes. (http://www.local.gov.za).

Poister & Gregory (1999:325) further state that performance management is a strategic approach to management that equips managers, leaders, workers and stakeholders at different levels with a set of tools and techniques to regularly plan, implement, monitor, measure and review the performance of an organization in terms of indicators and targets for efficiency and effectiveness and impact.

The Local Government Municipal Structures Act 117 of 1998 and Local Government: Municipal System Act 32 of 2000 was adopted to further the vision of the White Paper on Local Government (1998), which includes the development and implementation of an effective performance management system (Government Digest, September 2003).

The Local Government (Section 42) of the Municipal Systems Act 32 of 2000 states that a municipal government or council, through appropriate mechanisms, processes and procedures, 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.

The NMBM strategic approach through which performance objectives of the municipality are identified, defined, translated into business plans and cascaded into scorecards allowing for regular planning, monitoring, evaluating and reviewing and reporting of performance at both organizational and individual levels, effectively responds to inadequate performance and recognizes outstanding performance. It entails a framework that describes and represents how the municipality’s cycle and processes of performance planning will be conducted, organized and managed, including determining the roles of the different role players (12th Edition( 2012/13) IDP).

4.5 Objectives of Performance Management

Performance Management seeks to achieve the following:

- To clarify institutional goals and priorities
- To provide early warning signals
- To comply with legislation
To promote community participation in local governance
To ensure a continuous cycle of planning, coaching and feedback
To improve service delivery and processes 12th Edition (2012/13) IDP.

4.6 Community and stakeholder consultation process

Community and stakeholder consultation is an important component of the IDP process. In addition to being a compliance issue, it is also an important component of sound and good corporate governance. The community and stakeholder consultation allows and promotes participation, thus avoiding the issues that could arise when the public is excluded from decision-making processes. In South Africa, public participation is an essential component for enhanced and effective accountable governance.

Priscoli and Homenuckm (1986:69) put emphases on the fact that it is essential that a public consultation programme be properly designed in order to establish a process that provides an opportunity for all views to be identified and incorporated into decision-making processes. The purpose of consultation is to ensure that views are identified, questions raised, answers provided.

Other legislation that sought to promote public participation is the Development Facilitation Act (DFA) RSA 1995). Section 27(4) (a) of the Development Facilitation Act,67 of 1995 makes provision for citizen participation by stipulating that land development objectives must be set in a manner in which members of the public and interested bodies shall be consulted. The DFA also makes provision for the development tribunals as structures for participation. It also allows public participation by those involved; section 3(1) (g) of the Development Facilitation Act requires access to legislation and procedures by those that may be affected by the
This section also requires that these laws and procedures must be clear and should offer information to those people that land development has an effect upon.

### 4.7 Community based planning

One approach to public participation that has been successfully piloted in South Africa is Community-based Planning (CBD). It is a ward based planning approach that aims to break down the IDP to the ward level. CBD makes municipal plans more relevant to local conditions and increases community involvement in the processes and control of issues of service delivery. This approach requires functional ward committees which develop plans for their own wards, and link ward priorities to the integrated development planning of the municipality.

CBD empowers communities to plan for themselves by helping local government to be responsive to local issues and service delivery. It encourages a bottom up approach to planning, as opposed to customary a top-down approach. Furthermore, community based planning ensures that the poorest of the poor and the marginalized sectors of the society take part in local governance. It is only when people are empowered that they can make local government accountable (Community-based planning and the IDP, Guide, 2, 2005:4).

### 4.8 Community Development Workers.

Community Development Workers (CDWs) are community–based resource persons who work with other local activists to help their fellow community members to obtain information and resources from service providers. The CDW Programme was initiated by President Thabo Mbeki
in his 2003 State of Nation address, in which he stated that the government would create a public service component of multi-skilled CDWs who would maintain direct contact with the people where they lived (www.idasa.org.za).

The main function of CDWs is to assist in progressively meeting communities’ needs, helping them to achieve their goals, realize their inspirations and maintain their overall well-being. This may include assisting a citizen who does not have an ID to apply for one through the Department of Home Affairs. It may also involve helping a second beneficiary access a child support grant, in the event of the death of the primary beneficiary. CDWs are also expected to explain government policy to ordinary citizens in the language that people can understand (www.idasa.org.za).

CDWs must be people who are multi-skilled and knowledgeable about all government departments and services, as their work cuts across all of these. They are required to have excellent listening and facilitation skills, as they are often required to act as mediators if and when problems arise in the community.

To be appointed, CDWs must:

- Live in the very communities in which they work
- Show respect for the people, their norms and values
- Realize that they are dealing with living entities
- Acknowledge and accept leaders, irrespective of their political affiliation
- Be open about the position and tasks
- Get to know people and their circumstances
- Deepen their insight into people’s needs and resources
- Begin to identify local structures with which they can work
- Promote partnership between themselves and local structures, such as Ward Committees and
- Exchange information, guide and provide expertise, as well as enable, advocate and catalyze action ([www.idasa.org.za](http://www.idasa.org.za)).

The implementation of the CDWs Programme is coordinated by all three spheres of government (national, provincial and local). The Department of Provincial and Local Government facilitates the relationships between these three spheres around CDWs, while the Department of Public Service and Administration (DPSA) is responsible for the overall coordination of the Programme. Provincial administrations are the employers of the CDWs, while SALGA and municipalities, among other things, provide workplaces for the CDWs and create the necessary environment for them to perform their duties. Finally, Provincial Local Government Associations and the offices of Speakers within the municipalities are tasked with overseeing the creation of an enabling environment for CDWs ([www.idasa.org.za](http://www.idasa.org.za)).

In discharging their duties, CDWs should interact with Ward Committees and Ward Councillors. They serve the same constituencies, hence the need to work together and complement each other. They help to assure that the government meets its target with regard to service delivery and poverty alleviation ([www.southafrica.info](http://www.southafrica.info)).

4.9 **Public participation in the policy making process**

The Nelson Mandela Bay Metropolitan Municipality developed an institutional framework to facilitate and coordinate public participation priorities through Constituency Coordinator’s office.
The Constituency Coordinators office headed by an Executive Mayoral Committee member facilitates and coordinates community participation and advocacy on behalf of council in the following manner:

- Establishing Ward Committees and combining wards into six clusters to create an enabling environment to promote representative and participatory democracy in planning and decision making processes of council.

- Broadens community participation by conducting outreach sessions that receive and provide response on matters of service delivery that include collaboration and increased partnerships with civil society organizations and government support structures such as Community Policing, School Governing Bodies, Community Clinic Committees, Sports Forum, etc.

- Facilitates and coordinates promotion of national consciousness and pride through annual national pride and observance dates marking and celebration in conjunction with NMBM Directorates, other spheres of government and civil society organizations (12th Edition 2012/13) IDP.

Meyer & Cloete, (2000:104-109) state that authentic public participation normally takes place through the following steps:

- The participation 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 participation of individual opinion leaders in the community. These individuals can influence opinions if they represent the will of the public.
- The direct participation of ordinary community members at grassroots in mass activities (public meeting participation in protest marches and consumer boycotts).

Cloete and Meyer (2006:115) suggest that communities can participate in the policy process by making use of individual opinion leaders in the community who are said to be respected people in the community. These individuals do not hold any position in the community. According to Cloete and Meyer (2006:115) individual members of the community can also participate in the policy process. This can be through attending public meetings, participation in protest marches, consumer boycotts and other types of direct mass action.

4.10 **Advantages of public participation in the policy process**

Public participation in the policy process yields benefits for both government and other participants. The following are advantages of public participation:

- Public participation may create an opportunity for policy to respond to the needs of the beneficiaries and ownership of decisions and policies made by government (Glover 2003:11)

- Public participation can bring citizens and government closer to one another (Centre for public participation, 2007:5)

- Public participation in the policy process will contribute towards conflict resolution in the policy process (Smith 2003:35). Smith further suggested
that this would happen as a result of opportunities opened up by this process to negotiate tradeoffs and to reach consensus.

- Marais (2007:17) is of the opinion that public participation in governance processes will lead to communities that have authentic senses of involvement in local governance decisions and actions.

### 4.11 IDP Representative Forum

An IDP Representative Forum should be established to ensure proper communication between all stakeholders and the municipality. It is a structure for discussion, negotiations and joint decision making where stakeholders represent the interests of their constituencies.

The forum may include:

- members of the executive committee of the council
- councilors including district councilors
- traditional leaders
- ward committee representatives
- heads of departments and senior officials from municipal and government departments
- representatives from organized stakeholder groups
- people who fight for the rights of unorganized groups – e.g. a gender activist
- resource people or advisors
- Community representatives (e.g. RDP Forum).
The same Guide Pack-guide 11 (DPLG 2001 b: 23) states that the role of the IDP Representative Forum is to institutionalize and guarantee representative participation in the IDP process. The significance of this forum is to ensure that interests of various stakeholders are represented in the IDP process. It also facilitates the way in which debates, negotiations and decision making can take place among the various stakeholders and local government. It monitors the performance of the planning and implementation process of the IDP. IDP Representative Forums are expected to participate at least once in each major stage of drafting the IDP (DPLG 2001 a: 39).

With regard to the participation of Ward Committees in the IDP process, the DPLG (2001b:24) recommends that the chairperson of the ward committee should participate in the IDP Representative Forum. The Ward Committee is expected to play a major role in ensuring participation of citizens in the IDP process (SALGA and GTZ, 2006:69). This kind of planning requires functional Ward Committees who develop plans for their own wards, and link ward priorities to the integrated development planning of the municipality, together with councilors and officials, Ward Committees have the responsibility of ensuring that plans of a municipality reflect the needs of its citizens (ibid:63).

The purpose of the IDP Representative Forum is to provide an opportunity for stakeholders to represent the interests of their constituency and serve as a structure for joint decision making (Pricoli & Homenuckum, 1986:70).

**4.12 Annual Review of IDP**

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 demands. Similarly, the needs of the communities of the Nelson Mandela Bay metro continuously change. The five year IDP of the Nelson Mandela Bay Metropolitan Municipality is reviewed
annually so that municipality can always be confident that it addresses the real and relevant needs and concerns of local communities and stakeholders.

This annual review is not a good corporate governance requirement only, it is also a legislative requirement in terms of the Local Government Municipal Systems Act 32 of 2000 which stipulates that (12th Edition (2012/13) IDP).

Section 19 of Local Government Municipal Structures Act 117 of 1998 stipulates municipal council must annually review:

- The needs of the community
- Its priorities to meet these needs
- Its organisational and delivery mechanisms for meeting the needs of the community
- Its processes for involving the community
- The overall performance in achieving the objectives set out in Section 152 of the Constitution.

The annual review of the IDP is required to:

- Ensure its relevance as the Municipality’s Strategic Plan. It may need to accommodate changing circumstances or respond to performance related issues.
- Inform other components of the municipal business process including institutional and financial planning and budgeting.
- Inform the cyclical inter-governmental planning and budgeting cycle.

Councilors need to ensure that the public are involved in the review process. This can be done through ward committees, IDP forum and by inviting public comments.
4.13 **Phases of planning**

The process of development of the IDP has five phases.

IDP Phases

**Phase 0**
**Preparation**
What do we need to prepare to plan?
Municipal Process Plan & District Framework

**Phase 1**
**Analysis**
Where are we?
Well understood priority issues

**Phase 2**
**Strategies**
Where do we want to go?
Vision, Objective, Strategies, ID Project

**Phase 3**
**Project**
What details do we need to define in order to realize the strategies?
Indicators and basic project implementation information

**Phase 4**
**Integration**
What do we need to manage to make it happen?
Integrated management programmes and plans
Phase 5
Approval
Are we satisfied?
Amended and adopted IDP

4.13.1 Phase 0: Preparation

Before starting the IDP planning process, municipalities must agree on the process. They need to decide what actions must be taken, who will be responsible for these actions, when different activities will take place and how much they will cost.

Phase 1: Analysis

The first phase of the planning process is an in-depth analysis of the resources as well as the issues pertaining to the communities and the municipality. This analysis looks both inwards at the municipality and the council as well as outwards towards the community. This assessment needs to identify the root causes of problems in the community rather than merely addressing the effects. In many cases the causes are related to unequal development, but may manifest themselves in social issues.

The identified problems are then assessed and prioritized in terms of what is urgent and what needs to be done first.

At the end of this phase, the municipality will be able to provide:

- An assessment of the existing level of development
- Details on priority issues and problems and their causes
- Information on available resources
Once the municipality has worked out where it wants to go and what it needs to do to get there, it needs to work out how to get there. A development strategy is about finding the best way for the municipality to meet a development objective. Development strategies must fit in with any national or provincial plans and planning requirements that are binding on the municipality. The formulation of development strategies is the crucial part of this phase. Councilors will need to oversee these projects and the strategic managers of this phase. The municipality may contract consultants to assist with this phase. (IDP gender perspective 2002)

4.13.2 Phase 2: Strategies

Once the municipality understands the problems affecting the people of the area and their causes, it formulates the solutions to address these problems. This phase includes the following aspects:

- A vision
- Developmental objectives
- Developmental strategies
- Projects (IDP gender perspective 2002).

The strategic objectives of the Municipality’s IDP are as follows:

- Ensuring accesses to basic services for all resident communities in the Nelson Mandela Bay.
- Provision of integrated and sustainable human settlements.
- Fostering a safe, secure and healthy environment for both employees and communities.
· Developing and sustaining spatial, natural and built environment.
· Positioning Nelson Mandela Bay as a destination of choice to both investors and tourists through the development of a prosperous and diverse economy.
· Ensuring sound financial management and viability.
· Ensuring responsive, accountable and clean government that mitigates risks and ensures internal control efficiency and effectiveness.

These strategic objectives are encapsulated in the Municipality’s five key IDP performance areas, namely:

· Basic service delivery and infrastructure development
· Local Economic Development
· Municipal Transformation and Organizational Development
· Municipal Financial Viability and Management
· Good Governance and Public Participation (IDP 2012/13).

4.13.3 Phase 3: Projects

Once the municipality has identified the best methods of achieving its Development objectives, it proceeds to the identification of specific projects. Phase 3 provides the details that will go into the final IDP. To get the necessary details, project formulating task teams design project proposals and draft sector plans. At this stage, preliminary budgets are attached to projects.

Projects must be designed with the participation of a range of stakeholders (including local communities). Even though this phase is quite technical, it is useful if a few councilors continue to play a role.

Clear details for each project have to be worked out in terms of:
- Who is going to benefit from the projects?
- How much is it going to cost?
- How is this programme going to be funded?
- How long will it take to complete?
- Who is going to manage the project?

Clear targets must be set and indicators worked out to measure performance as well as the impact of individual projects (IDP gender perspective 2002).

4.13.4 Phase 4: Integration

In the previous phase, the projects were broken up into separate units because detailed, technical planning is involved. Phase 4 brings the process together and integrates the project as worked out in Phase 3.

This phase screens the projects proposed in the previous phase to check whether they fit in with the council’s overall priorities and objectives. It also assesses project viability and integrates the various parts that were designed in Phase 3.

These integrated programmes are usually medium to long term plans. They are useful guides for short term planning and form the basis for annual budgets, annual business plans, land use management decisions and so forth (IDP gender perspective 2002).
4.13.5 Phase 5: Approval

Once the IDP has been completed, it is submitted to the municipal council for consideration and approval. The council looks at whether the IDP identifies the issues (problems) that affect the area and judges the extent to which the strategies and projects will contribute to address the problems. It also ensures that the IDP complies with the legal requirements before it is approved. The council ensures that the municipality has given the public an opportunity to comment on the draft. Once the IDP has been amended according to the input from the public, the council considers it for approval (IDP gender perspective 2002).

4.14 CONCLUSION

By basing all the municipal processes on the integrated development plans, councilors are in a position to deliver services to the community they serve. By involving the public in planning and the related processes of monitoring and accountability councilors can contribute to development in a truly meaningful way. Community participation is an integral part of developmental local government; the community should be made part of new initiatives, particularly in planning, implementation, monitoring and evaluating. Public participation is the legal requirement, not only for local government, but all spheres of government. It is necessary for both councilors and officials to take it as a moral duty and responsibility to always involve local communities in decision-making. Chapter 5 will provide recommendations and conclusion.
CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This chapter provides an interpretation of the findings and makes a series of recommendations for possible future interventions and research innovations. The primary purpose is to discuss the various perspectives on public participation in Nelson Mandela Bay Municipality (NMBM) that emerged from the research data that was reported on in Chapter four. These perspectives are discussed within their legislative and general environmental contexts – like tensions and diverse cultures in the communities that impact on municipal ability to coordinate and to effect good public participation processes and mechanisms. To this end, this chapter examines public participation legislative compliance, as contained in the Constitution of the Republic of South Africa Act 108 of 1996, and in Chapter Four of the Municipal Systems Act 32 of 2000, through the three perspectives mentioned above, and provides recommendations for improving public participation.

5.2 PUBLIC PARTICIPATION AND LEGISLATIVE COMPLIANCE: INTERPRETING & DISCUSSING THE THREE PERSPECTIVES

The participation of communities in municipal activities has become increasingly important. Firstly, it is one of the objects of local government in the country’s Constitution: section 152 (1) (e) encourages the involvement of local communities and community organizations in local government (RSA Constitution Chapter 7. 1996).
The Municipal Systems Act 32 of 2000 reflects the increasing importance given to community participation. In fact, the Act defines a municipality as consisting of both its political/administrative structures as well as the community. This definition places communities at the heart of local government affairs. According to Visser (2001:6), the Municipal System Act 32 of 2000 also emphasizes three elements:

1. The municipality must foster participation in
   - The integrated development planning process;
   - The evaluation of its performance management;
   - The budget process; and
   - Strategic decisions around service delivery
2. The municipality must enable participation through capacity-building in the community and of staff and councillors
3. Funds must be allocated and used for the above purposes.

Provisions like these are effectively aimed at building the capacity of citizens to engage effectively with their local councils on an informed basis. In fact, the new definition of a municipality suggests that participation in an IDP will be given renewed emphasis. This may necessitate a change in some of the organizational and procedural aspects of planning of the IDP’s process, from determining and prioritizing needs, to preparing strategies to address them and monitoring delivery and outcomes for such strategies (Municipal Systems Act 32 of 2000).

Integrated development planning is transforming top-down planning practices by giving ordinary citizens a say in development issues affecting them. The Municipal Systems Act (2000) fundamentally redefines a municipality as consisting not only of the structures, functionaries and administration of the municipality but also of the community of the municipality and therefore it redefines the relationship between council and the citizen. The planning process
of truly developmental local government should therefore be a collaborative process of setting local priorities resulting in partnership around implementation.

The IDP should be published in accessible form and language after adoption to ensure that the community, other stakeholders and other organs of state have access to the document as a source of information (Coetzee 2000). Data in Chapter Three above and the perceptions drawn from the three constituent parts of NMBM indicate that the municipality has been able to a great extent to fulfill some of the legislative requirements.

5.3 NELSON MANDELA BAY MUNICIPALITY PUBLIC PARTICIPATION POLICY/STRATEGY FRAMEWORK AND RECOMMENDATIONS

Beyond the national legislation, the lack of local comprehensive public participation policy/strategy framework has the potential to inhibit continued compliance, as it is an established norm in government that bureaucrats function on the basis of clearly stipulated regulations (Hanekom & Thornhill 1986). The data in Chapter Three above indicates that NMBM has various elements that need to be pulled together in a single policy as a source of reference: the level of administrative versus community and political understanding of the public participation procedures, mechanisms and processes indicate this lack of a singular source of reference. The building of an integrated planning and participative institutional culture needs to be guided by some source of authority that everyone buys into. Therefore in order to meet the above requirements of the Act, the NMBM should consider developing a comprehensive policy/strategy framework that will outline processes, mechanisms and resources that will be required to ensure effective public participation.

The public participation policy/strategy should cover aspects such as the roles of different role-players, means of encouraging representation of unorganized
groups, participation mechanisms for the different phases of the IDP process, frequency of meetings and workshops, available resources for participation, appropriate venues for meetings and workshops, timeframes to allow responses, comments and inputs, appropriate participation tools, means of information dissemination, means of eliciting and collecting community needs, including documentation of participation inputs (IDP Guide 2001:25). With policy there would then be a clear regulatory mechanism, which will also lead to both written and unwritten systems that become the lifeline of the planning process. This process must be credible and have legitimacy with everyone; this will place council in the authoritative position of being the ultimate decision-making body.

It is during this consolidation phase of municipal governance that the municipality must appreciate that success is not guaranteed and that it depends on how policy and strategy are applied during the transition period between the non-participative governance. It must therefore be borne in mind that there could be a potential cross-roads as positioning for the future unfolds (Andre Olivier 2004).

5.4 **INSTITUTIONAL CAPACITY AND RECOMMENDATIONS: SYSTEMS/SKILLS/RESOURCES**

Within the above policy framework the institutional capacity of the municipality ought to be clarified, acknowledged and enhanced. A weakness in the NMBM decision-support within IDP processes evident from the data is the establishment of an explicit link between issues raised through community public participatory processes and the development of budgets within the IDP. Experience with statutory planning in South Africa suggests that normative planning processes that are not explicitly linked to an implementation framework rapidly lose credibility and commitment. Although NMBM has some experience of formal resource allocation systems, few of these systems exhibit rigorous
inclusive public participative decision-making characteristics. Furthermore, despite a history of community participation, NMBM has no institutional knowledge in the application of the new public participative mechanisms and systems which should exhibit cross-linkages between the administration councillors and the community. The data has revealed, in this regard, that there is no timeous response by the administration on issues raised by the community.

Like most municipalities in this new developmental local government era, the need for building human capacity on the new planning tools has been identified and management training programmes are underway. This will enhance the consolidation and stabilization of the institution as a sequel to the challenges posed by the establishment phase.

The inadequate budgeting for public participation has been revealed in Chapter Four. Public Participation cannot be resourced and budgeted for only by the IDP department; all departments inherently have IDP programmes and projects and therefore public participation at that programme or project level must be defined, understood, and synergized according to the overall IDP public participation process, and this requires guidance from policy/strategy.

5.5 COMMUNITY CAPACITY IMPLICATIONS AND RECOMMENDATIONS

Evidence from the community comments document cited in chapter three indicates a context of differentiated participatory culture in NMBM built out of years of resistance. It is mainly a culture of confrontation with little own innovation, and this has to be transformed into a culture of constructive participation within the legal frameworks found in the White Paper on Local Government Policy. Community participation as described by the legislation that has been adopted in South Africa needs people capable of keeping up with the changes taking place in local government legislation and its requirements.
However, every community remains a repository of a wealth of indigenous knowledge that is required in local government planning.

Canim (2002:7) has put it thus: effective and productive community participation does not come easy. Often the space for community participation can be exploited by privileged elites to hold back transformation or further their narrow sectarian interests. Even a certain mode of community participation can serve to paralyze councils. The divisions and struggles within disadvantaged communities make it difficult to secure cohesion and consensus.

The levels of technical capacity to understand the evolving processes of IDP planning cannot be assumed; it is thus important that the role of civil society organizations is reshaped in order to reinforce and mutually benefit both parties. Civil society organizations need to identify niche areas, which are: developing partnerships with the municipality with regard to community capacity building for participation at every phase of the IDP and budget and general project cycle management issues. With this kind of capacity NMBM will have a seamless participatory process with communities informed of the strengths and shortcomings of the municipality; and this will enhance the view that mechanisms giving direct influence on the shaping and implementing of programs and services are a natural complementing to political power (Svenssson & Gustafsson 1999:43).

Evidence reviewed in this chapter has shown that without a concerted effort to empower citizens only the affluent, socially and class mobile with money, resources, time and information will be able to participate meaningfully in the IDP processes. Even empowered communities need information packaged and available timeously in order to make meaning full input; therefore the municipality has to improve the manner it packages information and makes it available. For example, the information on IDP processes could be made available through civil society institutions like churches (Graham & Coetzee, 2002).
Building the capacity of the local NMBM community requires the municipality to consciously set aside resources – that is, annually allocate funds in the budget for building a culture of participation and building the capacity of both staff and councillors to be able to facilitate and foster community participation and report publicly on decisions of council. It is therefore clear that there must be a bond between the municipality and its community.

5.6 POLITICAL LEADERSHIP CAPACITY IMPLICATIONS AND RECOMMENDATIONS

The deepening of local democracy in South Africa is increasingly embedded in the wide-ranging regulative provisions that oblige organs of the state in general, and municipalities in particular, to establish mechanisms and processes for public participation. Municipal legislation lays down measures to establish a coherent system of developmental local governance resting on pillars of community participation, integrated development planning (IDP), budgeting; and performance management. Flowing from the three perspectives presented in Chapter Four, it is clear that the preparation of IDPs, in particular, has not yet become a mantra to communities, managers and political representatives at all levels of the NMBM. The IDP has not yet been recognized as an all-embracing planning tool which will allow the municipalities to address wide-ranging developmental challenges through public participation, in a systematic and sustainable manner.

Critical questions have to be raised and answered: should the views of the community developed during the process of consultation around the IDP be accepted without moderation? Also, are IDP Representative Forums and ward participatory structures the only access points of public opinion? The answer to both the above questions is negative, yet it is not always appreciated as such in
the Nelson Mandela Community and in the political perspective articulated. The earlier evidence has shown that the view and perspective held by the community and the politicians are that the community public meetings are the be-all and end-all of the public input processes. Nelson Mandela Bay Municipality leadership must in some instances moderate the views from communities in an accountable and transparent manner as part of the public debate. It is especially true when the demands articulated in the IDP outstrip the capacity of the municipality to implement policies.

Councillors (both PR and ward) have to develop skills in management and leadership of public debate and especially the ability to lead controversial discussions like those of the enormity of needs and scarcity of resources which is the key debate during the IDP/budget public participation meetings. This means striking a balance between prudent leadership and populist leadership.

Among the leadership challenges that confront both political and management leadership, Canim (2002:7) notes that “there is a constant challenge of weighing the need for speedy delivery with the need for community participation. But this should not be reduced to a crude trade off. Speed is not as important. The quality and sustainability of delivery are also important and this is enhanced by effective community participation. For the new local government system to work properly, delivery and democracy have to be mutually reinforcing.” This study has shown that this anxiety for speedy delivery has emerged, and is exactly as Canim puts it, namely, located in the desire to have an accountable and inclusive implementation process.

Evidence shows that lack of leadership innovation is another critical challenge. It is not appreciated that in developing an opinion of the community view council is not obliged to follow the public meetings route only and may also conduct opinion polls and form focus groups in developing deep understanding of public opinion, all as forms of public participation.
Chapter Three revealed the importance of the ward committees and what is unfortunate is that NMBM is the only metro that has dysfunctional ward committees. Nelson Mandela Bay Municipality with its ward members has to consider how ward committees can be empowered to lead communities in a more efficient manner. This could involve providing the ward councillors with necessary resources like offices and equipment for them, and inculcating in their ward committees a sense of organization and the need to provide a decent service to communities. Ward councillors and ward committees should receive information designed for them that can easily be presented to their constituencies without the need for expert assistance. Such information should also be able to move from the broad NMBM IDP goals and address the specific local ward issues.

5.7 GENERAL RECOMMENDATIONS TO IMPROVE PUBLIC PARTICIPATION PRACTICE IN THE IDP

Based on the research findings that were reported in Chapter Three, several actions can be identified through which the NMBM might improve public participation in the integrated Development Planning processes. This section suggests some of those actions.

Councils and political leaders in particular should consider structuring and moderating the public debate in the IDP process to ensure the IDP is real, practical and above all implemental. The municipality should consider the following principles as underpinning principles in its policy/strategy for all public participation in the IDP planning process:
• Consideration of the special concerns of people with physical disabilities, elderly people and others who have traditionally been marginalized when devising community participation procedures and mechanisms
• The need to take note of gender issues in participatory processes
• The importance of taking into account language preferences within a municipality
• The need to ensure that the participatory processes are in line with the financial and administrative capacity of the municipality.

The municipal IDP budget alignment should always provide a comparative tabulation of a community's priorities and identified needs and how these are achievable and over what period they can be achieved.

In addition to the public mass meeting Nelson Mandela Bay should consider using other participation strategies both in the overall IDP planning process and during IDP programme activities. These could vary from focus groups (useful for completing a specific task with citizen input), task forces (for ascertaining public sentiment), priority setting committees (to gain citizen input about alternatives and consequences of a proposal), policy Delphi, interviews, polls and surveys, media-based issue balloting, citizens advisory boards, referenda, and group or neighbourhood planning council (to stay informed about the needs of certain neighbourhoods or interest groups).

The outcomes and experiences recorded during the public meetings and hearings give rise to the following suggestions. It is clear that the consultation/participation processes to be followed in the IDP/Budget Review must be well planned and geographically extensive.

A level of certainly about stakeholders in the Representative forum feeding back to constituencies is required as it seems that report-back mechanisms to communities are weak. Therefore, it is suggested that when the municipality is
engaged in activities that communities are likely to have an active interest in, mechanisms to ensure that adequate reporting on these is fed through to ward committees and some of the above strategies could be explored.

It can be inferred from the reported findings that public participation in the context of the Integrated Development Plan process should always be seen as a continuous process, with the community taking part at every phase or step of the municipal governance process, with the community also taking part at every phase or step of the municipal governance process. Due to the centrality of the IDP every structure of council discusses either programmes or projects of the IDP and hence public participation at these structures should be considered and facilitated.

Starting from council and standing committee meetings, the public should be informed in advance, invited to attend and make representation on matters of community concerns. The ward committees should be established and meet monthly to consider, among other things, mandates of the Ward general Meetings, and receive and engage reports of the quarterly IDP Representative forums. The Ward Committee should, on the other hand, convene monthly public general meetings to report on progress made on previous mandates and new developments in the ward as envisaged in the IDP reviews.

Emphasis should be placed on formulating a clear and achievable ward participation programme in coordination with the budget office, to ensure that both the IDP and the budget proposals are communicated to all wards. As contemplated in the IDP Review Process Plan, this could be completed by the end of November each year. Once a ward participation programme is in place, it should be communicated to all councillors and ward committees, if possible before council recess in December.
Finally, it is clear that internal communication between the administrative and political arms of Nelson Mandela Bay Municipality needs to be managed in a way that builds trust and understanding of key processes such as the IDP cycle, the mid-term and annual budget cycles, and other sector plan initiatives. It is desirable that, by the time a municipal project is taken to the public for comment, councillors need to be well informed and supportive of the issues at hand. This suggests extending the principles of a partnership approach to the relationship between councillors and officials.

5.8 CONCLUSION

The three forgoing dimensions (institutional, community and political capacities) should always be recognized as mutually reinforcing and therefore the development of one cannot be totally exclusive of the other – particularly in the context of public participation in the integrated development of these capacities none can occur independently of each other, the impact or results should always be to the benefit of the other and this can best be achieved when one is developed in tandem with the others.

The enormity of the transformation process and challenges of delivery and development need effective community participation. Only when they are actively involved in municipal affairs will ordinary citizens appreciate the possibilities and limits of the current government. When effectively organized to participate they can expand the possibilities and reduce the limitations, and more importantly, they can take greater responsibility for their own destinies (Canim, 2002).
The basic yardsticks for both evaluation and measurement of the extent to which a municipality is able to implement and/or ensure public participation within the IDP planning process is the legislation, the gazette regulations, and the DPLG’s IDP Guide Pack. According to both the IDP Guide Packs (2001) a municipality has to follow some minimum generic processes that ensure public participation that is guided, effective and productive. Clarification of roles among role-players, both internal and external, is an essential step to ensure that there will be no role confusion as the processes unfold, secondly, and outline should be offered of the institutional arrangements within which public participation itself is going to be institutionalized, and opportunity and access for affected parties to contribute equitably as arranged.

Coupled with a clear policy/strategy, that institutional framework becomes the cornerstone in ensuring that the integrated development planning process does involve communities and stakeholders. However, the success of all of this is dependent on the provision of the necessary resources in the form of personnel with the necessary authority and power to drive this critical strategic planning tool. Such a resource also depends on budgeting for all the processes in preparation and execution of public participation in the IDP.

The research results indicate that Nelson Mandela Bay has been able to follow the basic generic process of ensuring public participation, in that from the outset the municipality established an IDP steering and later a strategic committee that immediately developed an IDP process Plan.

Secondly, evidence shows that the IDP is placed within the central areas of power and authority of the Nelson Mandela Bay Municipality; that is at both offices of the Municipal Manager and Executive Mayor. However, the extent to which the process is consciously funded within the annual budget leaves
many concerns, as suggested by the levels of staffing of the IDP department and the actual funding for public participation, particularly innovative mechanisms beyond basic levels.

Thirdly, the municipality has therefore not explored other participation strategies beyond the representative forum and the public meetings, even though some of its residents already show readiness to engage or participate in different forms. Political leaders should take it upon themselves to promote a culture of public participation as one of the components of democracy. Local government, as the third sphere of government, is vital where municipalities are bound in terms various legislative prescriptions to promote and enhance public participation for improved service delivery. Public participation should not be stipulated on paper, it should be practised in reality.
6. LIST OF REFERENCES

6.1 BOOKS


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6.2 GOVERNMENT PUBLICATIONS

6.2.1 ACTS:


6.2.2 POLICY DOCUMENTS:

Local Government Municipal Planning and Performance Regulations (2001)

National Policy Framework for Public Participation (2005)

Nelson Mandela Bay Municipality’s Communications Strategy (2008-2012)

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Centre for publication.2007.Public Participation and Policy Making: Durban Centre for Public Participation.


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6.2.4 OTHER GOVERNEMENT DOCUMENTS:

6.3 **INTERNET**

www.dplg.gov.za

http://www.idasa.org.za

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