
**COMMUNITY PARTICIPATION IN THE INTEGRATED
DEVELOPMENT PLAN (IDP) OF THE UMZUMBE
LOCAL MUNICIPALITY**

By:

Vusumuzi Zwelakhe Jacob Zwane

Student No: 42350948

Submitted in accordance with the requirements for the degree of

MASTER OF PUBLIC ADMINISTRATION

At the

UNIVERSITY OF SOUTH AFRICA

SUPERVISOR: Prof EJ Nealer

NOVEMBER 2020

DECLARATION

I..... hereby declare that this mini-dissertation is my own work and had not been submitted previously for any degree or evaluation at any other University. This mini-dissertation is submitted in fulfilment of the requirements for the Master's degree in Public Management in the Faculty of Economics and Management Sciences, UNISA.

I further declare that the following:

- (i) Work reported in this mini-dissertation, except where otherwise indicated, is my original work.
- (ii) This mini-dissertation does not contain someone else's data, pictures, graphs or other information, unless specifically acknowledged as being sourced from another person.

.....

Vusumuzi Zwelakhe Jacob
Student Number: 42350948
Date:

ACKNOWLEDGEMENTS

I wish to express my gratitude to the Almighty who has taken care of me, given me knowledge, wisdom and the strength to complete this project. I promise to use the knowledge and wisdom He gave me to contribute in both South Africa and globally. It had always been my dream to study and achieve more than an average qualification.

My special dedication and sincere gratitude goes to the following persons:

- A special dedication to my late parents, Mr and Mrs M.Z. and W.T. Zwane who passed away before my graduation. Your legacy will forever live on bo Mangethe!
- A special appreciation to my lovely wife, Mrs Londiwe Zwane for always supporting and encouraging me when I wanted to give up.
- To my three children, Kwanda, Okuhle, Sbhongakonke and Ntandoyenkosi Zwane, I'm grateful for your unconditional love when I was frequently away from home during my studies.
- My supervisor, Prof. Eric Nealer for his patience, support and guidance throughout the project.
- The Municipal Manager (Ms N.C. Mgijima) and Staff of the Umzumbe Local Municipality, for granting me permission to conduct the study.
- Prof Kishore Raga [Prof Emeritus] for editing this mini-dissertation.
- All the respondents at Umzumbe Local Municipality who participated willingly. Without their support, the studies could not have been conducted.
- Dr Raymond Shazi, thank you for the encouragement and support.

ABSTRACT

The Local Government: Transition Act (LGTA) (Act No. 209 of 1993) provided an overarching framework for the transformation of local government to usher in the new democratic dispensation for South Africa. According to the then named Department of Provincial and Local Government (DPLG, 2005:22), Local Government should deliver services effectively and efficiently without bias to all individuals in society.

The White Paper on Local Government proposes that municipalities must develop mechanisms to ensure citizen participation in public policy initiation, formulation, monitoring and evaluating decision-making and implementation. The White Paper further introduced the notion of integrated development planning which was described as strategic frameworks to assist municipalities to fulfil developmental mandates and engage with stakeholder groups and local communities.

This study focused on Umzumbe Local Municipality to comprehend its viability of the Integrated Development Plan (IDP), recommend mechanisms to promote community participation, enhance municipal service delivery, and structure a plan to address the emanating development needs. Furthermore, the aim was to establish the roles played by community members, and effort to participate in the IDP proceedings and evaluate the integrated development planning process through establishing community public participation methods.

The data collected from both the communities and Municipal officials revealed a sharp contrast in what the Umzumbe Local Municipality believes to be effective community participation, including its understanding of the place and role of an IDP. Several recommendations were made to the Umzumbe Local Municipality which could assist both the Municipality and its communities to achieve a sound IDP planning and implementation.

TABLE OF CONTENTS

DECLARATION	i
ACKNOWLEDGEMENTS	ii
ABSTRACT	iii
TABLE OF CONTENTS	iv
LIST OF FIGURES.....	vii
LIST OF TABLES.....	viii
ANNEXURES	ix
<i>List of appendices</i>	ix
ACRONYMS	X
CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY	1
1.1 INTRODUCTION	1
1.2 BACKGROUND OF AN INTEGRATED DEVELOPMENT PLAN (IDP) IN LOCAL MUNICIPALITIES	1
1.3 BACKGROUND OF THE STUDY	3
1.4 RATIONALE FOR THE STUDY	5
1.5 MOTIVATION	6
1.6 PROBLEM STATEMENT	7
1.7 RESEARCH QUESTIONS.....	7
1.8 OBJECTIVES AND APPROACH TO THE STUDY	8
1.9 SCOPE OF RESEARCH AND DEMARCATION OF PERIOD OF STUDY	9
1.10 DEFINITION OF KEY TERMS	9
1.11 RESEARCH DESIGN AND METHODOLOGY	12
1.12 OVERVIEW OF CHAPTERS	16
1.13 CONCLUSION.....	17

CHAPTER TWO: LEGISLATIVE FRAMEWORK AND RIGHTS OF COMMUNITY

PARTICIPATION IN LOCAL MUNICIPALITY INTEGRATED DEVELOPMENT PLAN (IDP) . 19

2.1 INTRODUCTION 19

2.2 LOCAL GOVERNMENT: TRANSITION ACT (LGTA) (ACT NO. 209 OF 1993) 19

2.3 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 199620

2.4 DEVELOPMENT FACILITATION ACT (ACT NO 67 OF 1995)24

2.5 DRAFT WHITE PAPER ON THE TRANSFORMATION OF PUBLIC SERVICE DELIVERY OF 1997 24

2.6 WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (1997) 25

2.7 WHITE PAPER ON LOCAL GOVERNMENT (1998)..... 27

2.8 LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT (ACT 117 OF 1998) 29

2.9 LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT (ACT 32 OF 2000) 30

2.10 RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)..... 31

2.11 PROMOTION OF ACCESS TO INFORMATION ACT (ACT 2 OF 2000)..... 32

2.12 LOCAL GOVERNMENT: MUNICIPAL FINANCE MANAGEMENT ACT (ACT 56 OF 2003) 32

2.13 THE WHITE PAPER ON DEVELOPMENTAL LOCAL GOVERNMENT 33

2.14 NATIONAL DEVELOPMENT PLAN (NDP) 33

2.15 NATIONAL POLICY FRAMEWORK FOR PUBLIC PARTICIPATION: 2005 34

2.16 TRADITIONAL LEADERSHIP AND GOVERNANCE FRAMEWORK ACT (ACT 41 OF 2003) 34

2.17 SPATIAL PLANNING AND LAND USE MANAGEMENT ACT (ACT NO. 16 OF 2013) 35

2.18 CONCLUSION..... 36

CHAPTER THREE: LITERATURE REVIEW: RELATIONSHIP BETWEEN INTEGRATED DEVELOPMENT PLAN, COMMUNITY PARTICIPATION AND PUBLIC ADMINISTRATION . 37

3.1 INTRODUCTION 37

3.2 NEW PUBLIC MANAGEMENT 38

3.3 WHAT DOES PUBLIC PARTICIPATION MEAN? 39

3.4 PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF PLANNING PROCESSES OF LOCAL GOVERNMENT 40

3.5 PUBLIC MANAGEMENT AND PUBLIC PARTICIPATION: CHALLENGES IN GOVERNANCE	41
3.6 COMMUNITY PARTICIPATION IN PLANNING	41
3.7 PARTICIPATION: LOCAL COMMUNITIES.....	42
3.8 WHY IS PUBLIC PARTICIPATION IMPORTANT?	42
3.9 PUBLIC PARTICIPATION IN LOCAL GOVERNMENT: POST 1994.....	43
3.10 PUBLIC PARTICIPATION, POLICY DEVELOPMENT AND IMPLEMENTATION	44
3.11 LOCAL GOVERNMENT DEMOCRACY	46
3.12 MUNICIPALITIES' REVENUE AND URBANISATION.....	46
3.13 MUNICIPALITIES AND INTEGRATED DEVELOPMENT PLAN (IDP)	47
3.14 THE INTEGRATED DEVELOPMENT PLAN (IDP) KEY PERFORMANCE INDICATORS (KPI)	49
3.15 UMZUMBE LOCAL MUNICIPALITY CORE VALUES	50
3.16 PARTICIPANTS IN THE FORMULATION OF AN INTEGRATED DEVELOPMENT PLAN	50
3.17 PUBLIC PARTICIPATION ENHANCEMENT METHODS.....	52
3.18 TYPOLOGY OF PUBLIC PARTICIPATION	53
3.19 UMZUMBE LOCAL MUNICIPALITY IDP, PERIOD 2018/19 - 2019/20	56
3.20 UMZUMBE LOCAL MUNICIPALITY KEY CHALLENGES	56
3.21 PUBLIC PARTICIPATION THEORIES AND MODELS	61
3.22 PHASES AND PROCESSES OF MUNICIPALITIES' IDP	63
3.23 CONCLUSION.....	69
CHAPTER FOUR: THE RESEARCH METHODOLOGY AND EMPIRICAL FINDINGS.	71
4.1 INTRODUCTION	71
4.2 THE RESEARCH DESIGN.....	71
4.3 THE RESEARCH METHODOLOGY	72
4.3.1 Research target population	72
4.3.2 Research sampling methods.....	73
4.4 RESEARCH DATA COLLECTION METHODS	74
4.5 PILOT TESTING.....	75
4.6 DATA ANALYSIS.....	76

4.7 VALIDITY OF DATA	79
4.8 RELIABILITY OF DATA.....	79
4.9 ETHICAL CONSIDERATION	80
4.10 INFORMED CONSENT	80
4.11 LIMITATIONS OF THE STUDY	81
4.12 DATA INTERPRETATION AND PRESENTATION	81
4.12.1 Quantitative data analysis	82
4.12.2 Qualitative data analysis	102
4.13 DISCUSSION OF THE FINDINGS.....	107
14 CONCLUSION.....	110
CHAPTER 5: SUMMARY, RECOMMENDATIONS AND CONCLUSION.....	111
5.1. INTRODUCTION	111
5.2 SUMMARY TO THE KEY RESEARCH OBJECTIVES.....	111
5.3 RECOMMENDATIONS.....	112
5.4 CONCLUSION.....	115
6 LIST OF SOURCES	118

LIST OF FIGURES

Figure 1: UGu District Municipality map.....	3
Figure 2: The Umzumbe Local Municipality map	4
Figure 3: Relationship among legal frameworks	22
Figure 4: Continuum of public participation	40
Figure 5: Ladder of participation	62
Figure 6: A diagrammatic overview of the municipality planning process.....	64
Figure 7: The Integrated Development Planning (IDP) Process cycle.....	67
Figure 8: The Local government organisational arrangement	69
Figure 9: Umzumbe Local Municipality: respondents' gender classification	83
Figure 10: Umzumbe Local Municipality: respondents' age groups.....	84
Figure 11: Umzumbe Local Municipality: communities' participants per ward	86

Figure 12: Umzumbe Local Municipality: respondent's employment status.....	87
Figure 13: Umzumbe Local Municipality: respondents' level of education.....	89
Figure 14: Umzumbe Local Municipality communities: understanding of the IDP.....	91
Figure 15: Umzumbe Local Municipality: communities level of participation in the formulation of the IDP.	92
Figure 16: Umzumbe local Municipality communities desire to be informed about IDP	94
Figure 17: Umzumbe Local Municipality: IDP Communication Channels	95
Figure 18: Umzumbe Local Municipality response to communities' needs.....	96
Figure 19: Umzumbe Local Municipality communication on identified community projects	97
Figure 20: Umzumbe Local Municipality's level of commitment to IDP.....	98
Figure 21 Umzumbe Local Municipality challenges to participate in the IDP	100
Figure 22: Umzumbe Local Municipality communities service concerns	101
Figure 23: Umzumbe Local Municipality employees' level of comprehending IDP	103

LIST OF TABLES

Table 1: SPLUMA Principles.....	35
Table 2: Generic categories of New Public Management.....	39
Table 3: Types of participatory action	53
Table 4: Umzumbe Local Municipality: key internal challenges.....	56
Table 5: Phases of municipalities IDP.....	63
Table 6: The municipality (IDP) process.	65
Table 7 Umzumbe Local Municipality: respondents' gender classification	83
Table 8: Umzumbe Local Municipality: age groups of the respondents.....	84
Table 9: Umzumbe Local Municipality Wards selected for study.....	85
Table 10: Umzumbe Local Municipality: respondents' employment status.....	86
Table 11: Umzumbe Local Municipality: respondents level of education.....	88
Table 12 Umzumbe Local Municipality communities: understanding of the IDP	90
Table 13 Umzumbe Local Municipality: communities level of participation in the formulation of the IDP	92

Table 14 Umzumbe Local Municipality: communities level of participation in the formulation of the IDP	93
Table 15 Umzumbe Local Municipality: IDP Communication Channels	94
Table 16 Umzumbe Local Municipality response to communities' needs	96
Table 17: Umzumbe Local Municipality level of communication on identified projects for implementation.	97
Table 18: Umzumbe Local Municipality's level of commitment to IDP	98
Table 19: Umzumbe Local Municipality community's primary challenges to participate in the (IDP) processes.....	99
Table 20 Umzumbe Local Municipality communities service concerns	100
Table 21 Umzumbe Local Municipality employees' level of comprehending IDP	102

ANNEXURES

List of appendices

Appendix 1: Participants information sheet.....	130
Appendix 2: Participants consent form	132
Appendix 3: Section A, B and C List of questionnaire.....	135
Appendix 4: Ethics clearance approval letter.....	142
Appendix 5: Letter of request to conduct research	143
Appendix 6: Permission letter from Umzumbe Local Municipality.....	146
Appendix 7: Language editing's verification certificate	146

ACRONYMS

ANC: African National Congress

COGTA: Department of Cooperative Government and Traditional Affairs

CDW: Community Development Workers

LGTA: Local Government Transition Act

DPLG: Department of Provincial and Local Government

DPSA: Department of Public Service and Administration

IDP: Integrated Development Plan

LED: Local Economic Development

LGMFMA: Local Government: Municipal Finance Management Act No 54 of 2003

LGMSA: Local Government: Municipal Systems Act No 32 of 2000

LGMSTA: Local Government: Municipal Structures Act No 117 of 1998

MTSF: Medium-term Strategic Framework

NGO: Non-Governmental Organisation

PGS: Provincial Growth Strategy

RDP: Reconstruction and Development Programme

SALGA: South African Local Government Association

SDF: Spatial Development Framework

SPLUMA: Spatial Land Use Management Act

WCS: Ward Committee System

WPLG: White Paper on Local Government

WPTPS: White Paper on the Transformation of the Public Service of 1997

ULM: Umzumbe Local Municipality

UDM: UGu District Municipality

CHAPTER ONE: INTRODUCTION AND OVERVIEW OF THE STUDY

1.1 INTRODUCTION

This chapter introduces the study including the nature and extent of community participation in the Integrated Development Plan (IDP) process in and by the Umzumbe Local Municipality. The study investigated the community participation process at the Umzumbe Local Municipality in the compilation and implementation of its IDP. It further examined the Umzumbe Local Municipality community's level of understanding the integrated development plan. This study also scrutinized the role of the Umzumbe Local Municipality to ensure community participation in the IDP planning and compilation processes. This chapter commences with the background to the study followed by the rationale, motivation, research problem and statement, objectives, approach, scope and demarcation of the study, brief definition of relevant terminology, research design and methodology, limitations of the study, ethical considerations, literature review, it concludes with an overview of the chapters.

1.2 BACKGROUND OF AN INTEGRATED DEVELOPMENT PLAN (IDP) IN LOCAL MUNICIPALITIES

The Constitution of the Republic of South Africa of 1996 (hereafter referred to as the Constitution), with specific reference to Chapter 7 of it, provides a clear direction of local government operations in the current context of municipal service delivery. The Constitution affords municipalities the right to oversee government activities. Moreover, the objectives of local government aim to provide democratic and accountable government to the local communities and encourage communities and community-based organizations' an opportunity to participate in local governmental matters. The concept community participation can have a variety of meanings relating to this context. The concept 'community participation' in South Africa is largely linked to the planning and management of development activities at the local sphere of government (Moseti, 2010:12) because local municipalities are considered the sphere of government closest to the people and the pillar of democracy (Republic of South Africa [RSA], 1998a). Municipalities can, therefore, play a developmental role by, *inter alia*, ensuring that the

citizenry is at the centre of local government initiatives. For this reason, municipalities in South Africa are required through legislative frameworks to encourage participation of ordinary members of society in decisions that affect their well-being. The Local Government: Municipal Systems Act (Act 32 of 2000) requires the adoption of an IDP as a strategic planning tool that supersedes all other plans which identify challenges and development objectives in a municipality (Madzivhandila & Asha, 2012:370).

The bottom-up approach in community participation accentuates the role of local government to include all communities, regardless of racial groups. The traditional approach considered only a selected few and exercised a hierarchical style of decision-making in which government strategies or plans were first conceived by one or a few top government leaders, and then disseminated to the local government structures. The lower spheres in the government hierarchy in South African government context were, to a greater or lesser extent, bound by top government management decisions.

The municipal IDP endeavors to address the issue of local communities' active participation in planning, designing and implementing government activities (DPLG, 2005:13). The Local Government: Municipal Systems Act (Act 32 of 2000) defines an IDP as a single and strategic plan that links, covers and co-ordinates a municipality's sector specific plans that outline the objectives of the municipality to be achieved within a specific time frame (RSA, 2017: Online).

The IDP aligns the municipality's resources and capacity to its overall development objectives. It forms the public policy and framework guidelines that inform the annual budget (CoGTA, 2016: Online). According to the DPLG (2005:16), the IDP informs local government including related development plans at National and Provincial spheres of Government. The primary purpose of the IDP is to improve public service delivery and oblige government to work harder to alleviate poverty among local communities through an integrated and ranged approach among the various stakeholders. The IDP is a municipality's optimal strategic planning mechanism which is reconstructed every 5 years and reviewed annually by the newly elected political office-bearers.

The integrated development planning process provides an appropriate corridor for the communities and its stakeholders to participate in its municipality's planning process. The

municipality functions in a continually changing environment, therefore, the IDP should identify its dynamic challenges and address these in a five-year plan (CoGTA, 2016: Online). The Umzumbe Local Municipality's IDP is reviewed annually to examine and monitor an efficient and effective functioning of the existing plan whilst ensuring that the relevant needs of its communities are addressed (Umzumbe Local Municipality, 2016: Online).

1.3 BACKGROUND OF THE STUDY

The Umzumbe Local Municipality falls within uGu District Municipality, and is the largest of the six local municipalities within the said Municipality in terms of the area coverage. The District Municipality boundary runs parallel to the coastline between Mthwalume and Hibberdene, and a western boundary 60 km inland. Figure 1 below illustrates the area coverage of uGu District Municipality including the locality of the Umzumbe Local Municipality (ULM):

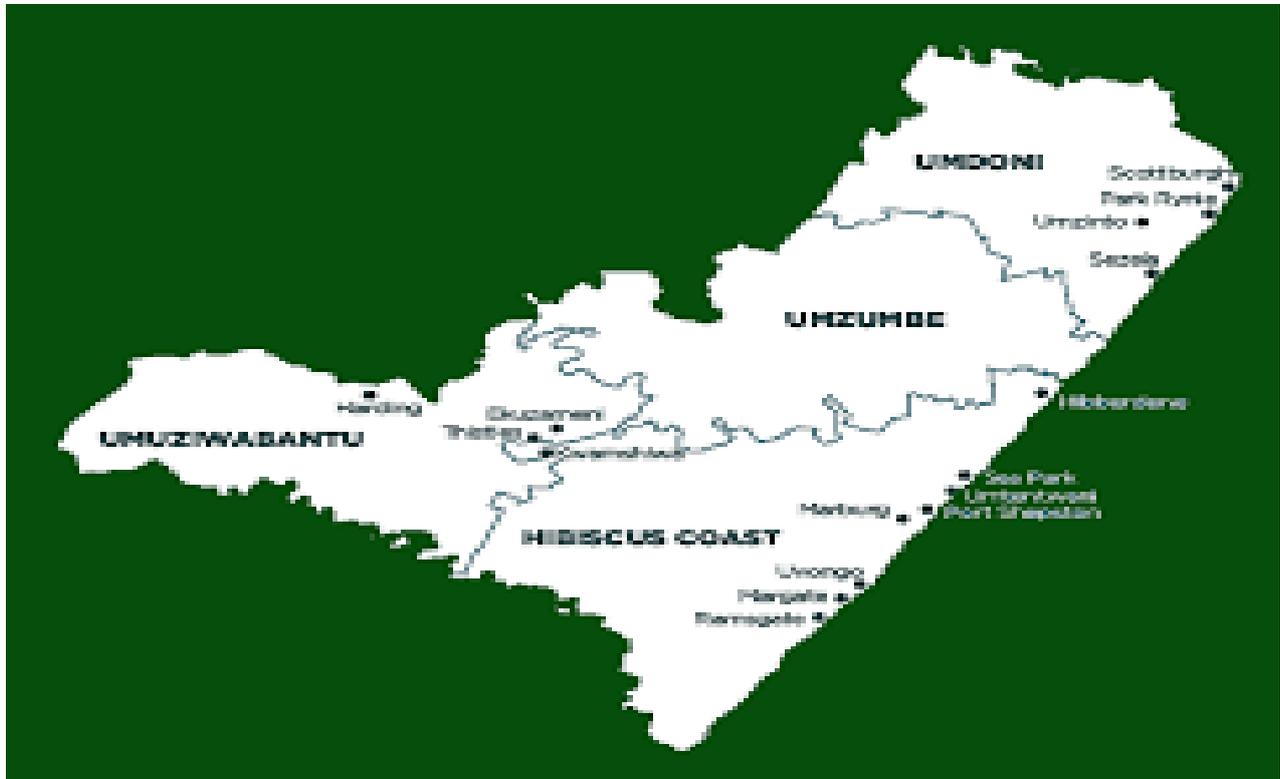


Figure 1: UGu District Municipality map.
Source: UGu District Municipality [IDP] (2017:11).

According to StatsSA (2016: Online), the Umzumbe Local Municipality population comprised of approximately 160 975 residents of which (99.6%) were black Africans, (0.1%) were Whites, and 0.3% other racial groups (Statistics SA, 2017: Online). The census further revealed that (5.5%) of the inhabitants were aged 20 years and older and had completed primary school, (30%) secondary education, (20.2%) completed matric, (3.8%) higher education, while (17.3%) have no form of schooling. Furthermore, the Umzumbe Local Municipality comprised of 26 234 inhabitants who are economically active (employed or unemployed but looking for work), while (51.9%) are unemployed. The Municipality comprised of 35 000 households with an average 4 to 5 persons per household (Umzumbe Local Municipality, 2016: Online). Figure 2 below illustrates the Umzumbe Local Municipality's 20 wards as per the new demarcation of wards:

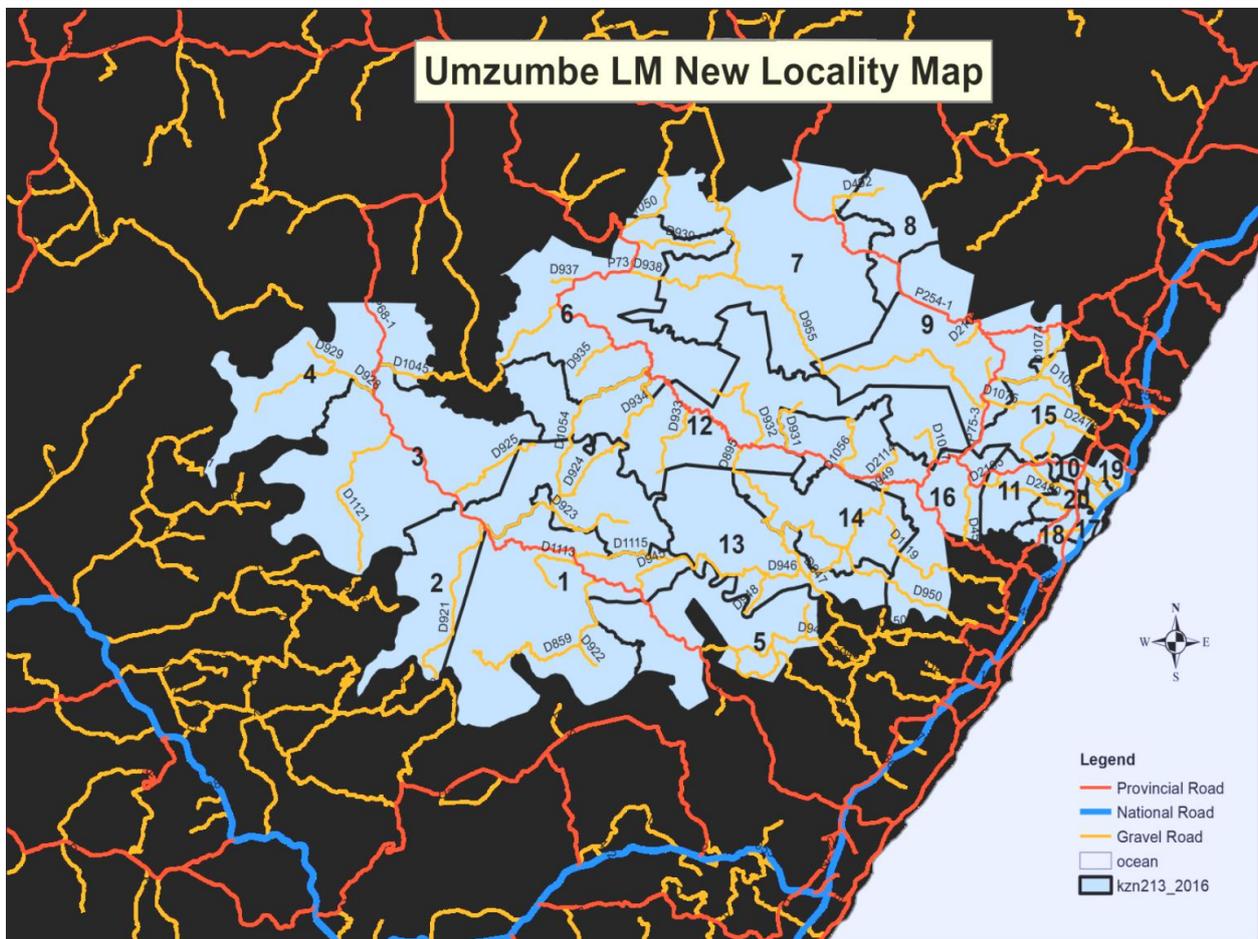


Figure 2: The Umzumbe Local Municipality map
Source: Umzumbe Local Municipality [IDP] (2016:5).

The above map depicts the newly reconfigured wards within Umzumbe Local Municipality. The municipality previously had 19 wards and now has the 20th ward

following the 2016 Municipal Demarcation Board's ward delimitation process, which is made up of portions of ward 10, 19, 17 and 18. Portion of ward four (4) has now been lost to Ubuhlebezwe Local Municipality under Harry Gwala District Municipality. ULM now has 39 councillors as compared to 38 in the previous years, inclusive of Proportional Representative (PR) councillors.

1.4 RATIONALE FOR THE STUDY

The issue of community participation in the compilation and implementation of the IDP is one of the challenges most municipalities face, and Umzumbe Local Municipality is no exception. Therefore, local community participation in the integrated planning and development of Umzumbe Local Municipality's IDP was researched. As per legislation, community participation is fundamental in developmental local government. Chapter 4 of the Local Government: Municipal Systems Act 32 of 2000 stipulates community participation in the local sphere of government. This Act prescribes that municipalities must establish a sound culture of municipal governance that concedes effective stakeholder participation (South African Government, 2017: Online).

Local municipalities must strive to encourage communities to participate actively in its municipality's operations. In other words, local municipalities should develop strategies that foster community participation (RSA, 1997a). This is supported by the White Paper on Transforming Public Service and the *Batho Pele* Principles which encourage citizen consultation and participation in the affairs of the government. Therefore, local municipalities are obliged to engage their communities to participate in, for example, municipal and community engagement meetings such as Izimbizo's.

Rowe and Frewer (2005:22), assert that the principle of public participation requires all stakeholders affected by a public authority's decisions or actions a right to be consulted and contribute towards such decisions. Furthermore, a municipality is obligated to execute the following:

- Consider the interests and concerns of the residents when it crafts by-laws, policies and implementation of its programmes.
- Communicate its activities to the community.

Community participation is a formal requirement by local municipalities within the current strategic and developmental context (CoGTA, 2016: online). Furthermore, most of the Umzumbe Local Municipality community members are unfamiliar with the processes undertaken by the municipality, including the role they should play in certain municipal activities and operations. Recommendations were provided to assist the Umzumbe Local Municipality communities to develop a clearer understanding of their roles and responsibilities in governance and management of the local municipality. This could encourage the inhabitants to participate actively in the municipality's development programmes. Municipal governance is a collaborative process and communities form an integral part in public decision-making. It is not only a formal requirement for local municipalities to invoke public participation, but also contributes towards enhancing the community's standard of living if their real needs and expectations are addressed in consultatively. This is an integral aspect of the broader discussion of Public Administration. For example, several projects are being pursued in the Municipality to improve the quality of the residents' lives. However, there are prevalent gaps in community participation, planning processes and decision-making, thus making it an arduous task to budget community-driven projects.

1.5 MOTIVATION

The Umzumbe Local Municipality was selected to investigate public participation in the Integrated Development Plan (IDP) that enhances service delivery to the communities. The study was conducted to establish whether community participation is administered as per the IDP guidelines. This study endeavoured to address the gaps between the Umzumbe Local Municipality and its communities in terms of the IDP. It also envisaged establishing the level of community participation in the Municipality which included the South African 2016 local government elections.

Although studies were conducted to investigate the introduction of the IDP in Umzumbe Local Municipality, this research aimed to establish the level of community participation, including their understanding of the IDP and its procedures. It further sought to establish the level of community engagement and interaction throughout the integrated development planning process.

1.6 PROBLEM STATEMENT

According to Khawula (2016:170), the Umzumbe Local Municipality residents understand the purpose of community participation, however recommended that the Municipality focuses on existing mechanisms such as *Izimbizo*'s, community indaba's and ward committees, which could educate and encourage the residents to participate and make a meaningful contribution towards the municipality's operations. This Local Municipality offers limited guidelines of how its communities could participate effectively in its IDP programmes. For example, the Umzumbe Local Municipality community programmes, plans and developments relating to the IDP and budget concerns are only published in local newspapers and the municipality website for public comment. These methods discourage effective and equal public participation across all groups represented in this Municipality, because newspapers and access to the internet are only accessible to the elite. According to Stats SA (2016: Online), the Umzumbe Local Municipality residents' level of education is 79%, which implies that approximately 21% of the residents are unable to read the newspapers and access the internet including the challenges of literacy as this Municipality is situated in the rural areas. Most of its residents have relocated to urban areas to seek employment opportunities due to limited job opportunities in this Municipality's geographical area of responsibility. Furthermore, the policies, IDP, and community-related documents are published in English only which is a challenge for many of the Umzumbe Local Municipality residents. Moreover, the IDP draft documents are not easily accessible because of the lack of effective participatory governance and impeding circumstances for effective community participation that also inhibit the developmental needs of the Municipality.

1.7 RESEARCH QUESTIONS

The development planning process offers both the communities and the Umzumbe Local Municipality an opportunity to consult each other about developmental projects prior, during and after the implementation thereof. The study endeavoured to respond to the following primary research questions (RQ):

- RQ1: What do the Umzumbe Local Municipality communities understand by the concept Integrated Development Plan (IDP) and community participation?
- RQ2: What instruments or mechanisms are utilized to encourage and improve community participation in the IDP processes in the Umzumbe Local Municipality?
- RQ3: Who are the stakeholders and what is the degree of their participation in the IDP in the Umzumbe Local Municipality?
- RQ4: Is the IDP process in the Umzumbe Local Municipality inclusive of all stakeholders irrespective of their political affiliation?

The specific objectives identified to respond to the research questions are discussed below.

1.8 OBJECTIVES AND APPROACH TO THE STUDY

This research is intended to investigate whether the Umzumbe Local Municipality's communities are consulted in the development and implementation of the IDP; and establish if they make an effective and valuable contribution towards the Umzumbe Local Municipality's integrated development processes. Furthermore, it also identified challenges which emanated from the lack of community consultation whilst reporting consultation benefits was highlighted. This study also aimed to establish community participation in the Umzumbe Local Municipality's meetings, specifically with reference to the IDP, which is underpinned by the following key research objectives (RO):

- RO1: To comprehend the viability of the IDP at the Umzumbe Local Municipality.
- RO2: To recommend mechanisms which promote community participation, enhance municipal service delivery, and formulate a structured plan to address the Umzumbe Local Municipality's developmental needs.
- RO3: To establish the roles played by community members and determine efforts to participate in the Umzumbe Local Municipality proceedings.
- RO4: To evaluate the integrated development planning process by establishing community public participation initiatives.

The study intended to investigate integrated development planning at the local sphere of government in South Africa in general, and the Umzumbe Local Municipality in particular. The scope and demarcation of the study are provided below.

1.9 SCOPE OF RESEARCH AND DEMARCATION OF PERIOD OF STUDY

The study was limited to the planning and implementation of the IDP at Umzumbe Local Municipality. This Municipality was specifically selected to gather relevant IDP data through interviews with both community members and Municipal officials. The concerns of public participation remain an on-going challenge among numerous municipalities. In the following section, relevant key terms are defined and clarified.

1.10 DEFINITION OF KEY TERMS

The following key concepts are defined and clarified so that they are understood within the context of this study.

1.10.1 Community participation

Community participation is defined as an involvement of communities in municipality governance to ensure proper service delivery. Community participation is based on the belief that those who are affected by a decision have a right to be involved in the public decision-making process. Public participation is the process by which an institution consults interested or affected individuals, organisations, and government entities before deciding on addressing the community's concerns. Public participation is a two-way communication and collaborative system of solving problems (Creighton 2008: Online). Community participation could be understood as the direct participation of the citizens in the affairs of planning, including the entire decision-making process (Kumar, 2013:24).

1.10.2 Community engagement

Community engagement is a dimension of public participation. In research, community engagement is a process of inclusive participation that supports mutual respect of values, strategies, and actions for authentic partnership of people affiliated with or self-identified by geographic proximity, special interest, or similar situations to address issues affecting the well-being of the community of focus (Jones & Wells, 2007:407).

Community engagement is a core element of any research effort involving communities. It requires academic members to become part of the community and community members

to become part of the research team, thereby creating a unique working and learning environment before, during, and after the research (Jones & Wells, 2007:409).

1.10.3 Public administration

Public administration is the management of public programmes, while public management envelops all spheres of government, and manages non-profit organisations, associations, and various interest groups (Denhardt & Denhardt, 2013:1). Kumar and Singh (2013:1) perceive public administration as human developed welfare for all, which involves the growth of civil society, management of public affairs and lives peacefully for opportunities to develop.

1.10.4 Integration

The general term —integration, has come into use in the field of local government development to describe the idea of making connections and applying community development in multiple contexts (Barber, 2009:1).

1.10.5 Development

Development: “a specified state of growth or advancement; a new and advanced product or idea; an event constituting a new stage in a changing situation.” (Oxford dictionaries: Online). Development is ‘good change’ according to Chambers (1997:3), but this is not as straightforward as it sounds. For example, who decides which change is good? Thomas (2000:8) explains three ways the word ‘development’ is used i.e. firstly, development as a vision: a vision or description of how desirable a society is. The Visions of Development briefing explores these further developments as a Historical Process: social change that takes place over long periods of time due to inevitable processes. For example, arguments have been made that both capitalism and communism are unavoidable results of progress. Lastly Development as deliberate efforts to change things for the better. For example, providing water, roads and sanitation services.

1.10.6 Public planning

Public planning is an important aspect of the administration procedure in every organisation. Without proper planning, social, economic and political development of a city or a place gets hampered. For a developing city, efficient management of natural resources like water, minerals and land is important (Seltzer and Mahmoud, 2012:3). Shapely, (2014:71) posits that public planning is a prime need for public participation for everyone affected. People should be able to say what kind of community service they want and how it should develop and should be able to do so in a way that it is positive in first place.

1.10.7 Integrated Development Plan (IDP)

According to the Local Government: Municipal Systems Act (Act 32 of 2000), an IDP is a strategic development plan reviewed annually to guide development in a municipal area and inform municipal budgeting and allocation of resources. This entails a plan for an area that provides an overall framework for development. It aims to co-ordinate the work of both local and other spheres of government coherently to improve the inhabitants' quality of life within an area. It should consider existing circumstances, challenges and available resources for development. The plan should examine economic and social development for the area and set a framework of how land should be used, what infrastructure and services are needed and how the environment should be protected (Local Government Action, 2016: Online).

1.10.8 Community

Community can be defined as persons residing in one particular area or are considered as unit because of common interests, social group or nationality (Anon, n.d.:Online). Lyon (2009:5) defines Community as a unit of any size that shares common values or is situated in a given geographic area (for example, a village or town).

1.10.9 Constitution

Constitution is a fundamental and entrenched rule governing the conduct of an organization or nation state and establishing its concepts (Anon, n.d.). For example, Republic of South Africa's Constitution of 1996 (RSA199

1.10.10 Batho Pele

Batho Pele (meaning, People First) is the South African political initiative that was introduced by the former president Nelson Mandela's administration on 1st October 1997 to provide effective and efficient service delivery to the public (Department of Public Service & Administration, 2003:6). The Batho Pele principles were developed to serve as an acceptable policy and legislative framework for service delivery in the public service (Khawula, 2016:45).

1.10.11 Izinduna

Izinduna is a Zulu term which implies advisor, greater leader, ambassador, headman or commander of a group of warriors. It can also imply spokesperson or mediator. An *Izinduna* often serves as a link between the people and the king (Anon, 2018: Online).

1.10.12 Ward committees

Ward committees can serve to achieve aims and objectives of developmental local government as prescribed in the Constitution (Craythorne, 2009:116).

1.10.13 Councillor

Councillor is a political party member elected through a democratic process to represent communities in the city, country or other council. Copus (2016:148) defines ward councillor as a messenger beseeching officers for support to achieve the needs of the community.

1.10.14 Umzumbe Local Municipality

Umzumbe Local Municipality is an administrative area in KwaZulu Natal Province's UGu District Municipality in South Africa. The municipality is named after the Umzumbe River (Umzumbe Local Municipality, 2018: Online).

1.11 RESEARCH DESIGN AND METHODOLOGY

According to Babbie (2015:223), research methodology refers to the approach adopted to gather data and convert it into usable information. The qualitative research method which generally relies more on verbal than statistical data was adopted for this study. The sources for this study comprised of secondary sources such as books, journals, and

publications including an empirical data collection survey. The questionnaire, as an instrument to collect data was designed by the researcher and randomly distributed to 10 Umzumbe Local Municipality officials and 100 community members within the Municipality's geographical area of responsibility. The respondents were given a fortnight to complete and return the questionnaire while semi-structured interviews were conducted with the Municipal officials.

A simple random sampling was utilized to select municipal officials from each section. The members of the community who reside in different wards in the Umzumbe Local Municipality were also selected randomly. Bless, Higson-Smith and Kagee, (2006:89) posit that a simple random sampling procedure provides equal opportunity to select each element in a population. Many techniques can be employed to gather information. The type of information required and gathered from the respondents determines the research techniques that would be employed. Traditional research methods are often used when the overall objective is clear, and the requirements are well-defined. Moreover, methods such as questioning and interviewing are generally regarded as "the only choice" to collect data (RIMT University, 2016: Online). The traditional method to gather information to explore available sources was adopted with specific reference to community participation and integrated development programmes.

1.11.1 Information gathering

This study consulted numerous sources to achieve its objectives. The primary sources ultimately formed the basis of the study which was acquired through the random distribution of a data collection questionnaire among the Umzumbe Local Municipality communities, while semi-structured interviews were conducted with selected Umzumbe Local Municipality officials.

Information was also gathered through an extensive literature review. The views held by various public administration researchers, authors and scholars were considered. The sources of information included publications, accredited journal articles, text books, relevant academic documents, and legislation. The variety of data collection methods

enabled the researcher to draw inferences, logical conclusions and provide SMART (specific, measurable, achievable realistic and time bound) recommendations.

1.11.2 Research methodology

Neuman, (2006:151) asserts that there are two commonly utilised approaches to research, namely: qualitative and quantitative data collection methods. Qualitative researchers often rely on interpretive or critical social science and underscore detailed examination of cases that arise from the natural flow of life. Quantitative researchers rely on a positivist approach to social science and accentuate measuring variables and testing hypotheses linked to general casual explanations.

A qualitative methods approach was adopted for this study. The quantitative tool relies on measurements and is utilized to gauge the number of participants' perceptions on the subject matter (Babbie, 2015:225). Through a quantitative analysis, the researcher was able to draw statistical significance of the data and deduce the participants' perceptions on each aspect.

Many scholars define qualitative research as a describing method that explores the 'how' and 'why' of a phenomenon being studied. Qualitative research allows a researcher to acquire an understanding of the nature of an occurrence. The researcher is enabled to develop concepts and perceptions about phenomena, highlight problems and provide responses that exist within the phenomenon through semi-structured interviews. Coombes, (2001:31) posits that qualitative research associates the researcher with unstructured interviews, life histories and observations. In this study the researcher utilized the following methods and instruments to acquire relevant data on the subject matter:

1.11.2.1 Literature study

The relevant literature on the integrated development planning and implementation procedures, community development, participation, democracy and public participation

was explored to acquire an understanding and knowledge of the process in detail. The literature study included the following sources:

- Articles from accredited journals and newspapers.
- Official and unofficial documents at the Umzumbe Local Municipality.
- Published and unpublished dissertations and theses at the University of South Africa and libraries at tertiary institutions.
- Relevant literature on integrated development planning and community development including the compilation of an IDP.
- Research reports related to community participation and integrated development planning.
- South African Constitution of 1996 and relevant legislation and statutes pertinent to an IDP.

1.11.2.2 Survey questionnaire

The Umzumbe Local Municipality comprises of four departments excluding the Office of the Municipal Manager. The departments are further divided into units. Each department is under the leadership of a Director while units are supervised by Managers (Umzumbe Local Municipality, 2010: Online). This study sought to acquire data from respondents through the questionnaire which was distributed randomly to ten (10) Umzumbe Local Municipality staff members for completion and 100 randomly selected community members from 10 wards.

1.11.2.3 Interviews

The researcher conducted semi-structured interviews with selected Umzumbe Local Municipality officials irrespective of the positions they occupied.

1.11.2.4 Observations

According to Kumar (2013:120), observation can take place either through the researcher participating in the affairs of the study group or as a passive observer. Grove (2011:470), asserts that observation is a method to gather data by scrutinizing behavior, events and

survey physical characteristics in its natural setting. Observation could be unconcealed that is, everyone knows that they are being observed or concealed no one is aware of the observer. In this research overt observation was utilized because of ethical concerns related to concealing observation. This approach was adopted despite the benefit of covert observation that is, people are more likely to behave naturally if they do not know that they are being observed. Robinson, (2002:43) underscores that through observation, researchers acquire real-life experiences in the real world.

Observation can also be either direct or indirect. Direct observation is when researchers watch interactions, processes and service delivery as it occurs, For example, active participation in the project from the outset to completion. Indirect observation is when researchers scrutinize the results of interaction, processes and service delivered, for example, measures the completed project and determines whether the Umzumbe Local Municipality communities actively participated in IDP programmes.

1.11.3 Target groups

The study adopted a random selection method to select the respondents for each target group. Three significant role players in the integrated development programme were targeted, that is, municipal councillors, officials and community members. The research targets included representatives from all racial groups, irrespective of political affiliation.

1.12 OVERVIEW OF CHAPTERS

This mini-dissertation comprises of the following chapters:

- **Chapter one- Introduction and overview of the study**

Chapter one focuses on the general introduction and overview of the background of the study, motivation, problem statement, research problems, research approach and the aims. The demarcation of the period of study and scope of the research are also outlined. The research design and methods are clarified, and specific key concepts utilized in the study are listed and discussed briefly. The study is limited to the Umzumbe Local Municipality's IDP.

- **Chapter two- Legislative framework and rights of communities' participation in local municipality Integrated Development plan (IDP).**

This chapter discusses pieces of legislation, policies and guidelines which support community and public participation in the public decision-making process, including the planning processes leading up to the compilation of the Integrated Development Plan (IDP) for a municipality. Furthermore, the legislative foundations of developmental local government in the current dispensation, integrated development planning and stakeholders in community participation are expounded upon.

- **Chapter three- Literature review: Relationship between integrated development plan, community participation and public administration**

Chapter three focuses on the relationship between local government and the public administration paradigm. It further provides an overview of existing literature related to community participation in the compilation of a municipal Integrated Development Plan (IDP), its planning and explores theories and challenges facing both communities and municipalities in the participation of local government development planning.

- **Chapter four- The research methodology and empirical findings**

This chapter expounds upon the methodological approach i.e., various research methods, tools and techniques used to conduct research. The research design, approach and methods adopted for this study are discussed in detail. The empirical findings with specific reference to the community participation in the integrated development plan (IDP) of the Umzumbe Local Municipality are discussed.

- **Chapter five -Summary, recommendations and conclusion**

Chapter five of this mini-dissertation draws a summary, recommendations and conclusion of the study. The areas for further research are identified and conclusion drawn based on the findings. Finally, a list of sources and appendices are attached.

1.13 CONCLUSION

A general overview of the study of the community participation in the integrated development plan (IDP) of the Umzumbe Local Municipality was presented in this

chapter. A brief background of the Umzumbe Local Municipality and community participation was also provided. The problem statement and research objectives were highlighted. The chapter also described the research methodology that was adopted as well as the data collection process.

The legislative frameworks are important and necessary because it gives the Municipalities and communities a legal basis of the participation process. It also determines the how, who and when a municipality's and its community's engage each other.

In the next chapter, the legislative framework and rights of community's' participation in a local municipality's integrated development plan (IDP) is outlined in detail.

CHAPTER TWO: LEGISLATIVE FRAMEWORK AND RIGHTS OF COMMUNITY PARTICIPATION IN LOCAL MUNICIPALITY INTEGRATED DEVELOPMENT PLAN (IDP).

2.1 INTRODUCTION

There are multiple policies and legislation in South Africa which explain the concept of public participation. The Integrated Development Plan (IDP) is expressed in numerous policies, legislation and guidelines formulated by the government at the national government sphere. In this chapter, a legislative framework which guides and supports community participation in integrated development planning processes is discussed. Legal frameworks include the Constitution of the Republic of South Africa, 1996; White Paper on Local Government (1998); Local Government: Municipal Structures Act (Act 117 of 1998); Local Government: Municipal Systems Act (Act 32 of 2000); Reconstruction and Development Programme (RDP); Promotion of Access to Information Act (Act 2 of 2000); Local Government: Municipal Finance Management Act (Act 56 of 2003); White Paper on Developmental Local Government; National Development Plan; National Policy Framework for Public Participation of 2005; Draft White Paper on the Transformation of Public Service Delivery of 1997; and Traditional Leadership and Governance Framework Act (Act 41 of 2003).

The Umzumbe Local Municipality's IDP is guided by international, national, provincial and district policy frameworks as well as planning principles and legislation. The policies include, amongst others, Sustainable Development Goals; National Development Plan; Medium-Term Strategic Framework; State of the National Address; Back to Basics Programmes; Provincial Growth and Development Strategy; District Growth and Development Plan (Umzumbe Local Municipality IDP, 2018: Online). The legislative policies will be discussed in the next section.

2.2 LOCAL GOVERNMENT: TRANSITION ACT (LGTA) (ACT NO. 209 OF 1993)

The first post-apartheid legislation to be introduced at the local government sphere of the developing South Africa was the Local Government: Transition Act (Act No. 209 of 1993) (LGTA) The LGTA provides an overarching framework for the transformation of local

government in preparation to usher in a democratic dispensation for South Africa. LGTA outlines a “three-phase transition for local government”. The first phase, pre-interim phase, was defined as the period lasting from the publication of the LGTA to the date of elections for transitional councils. The second phase, interim phase, was distinguished as the period lasting from the date of elections of transitional councils until the legislation and implementation of final arrangements for local government and final phase: began with the final constitutional model of local government in 1997, although some of the constitutional provisions only took effect after the 2000 local government elections (Mathekga & Buccus, 2006:90).

2.3 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The adoption of the Constitution of 1996 announced a significant new phase in the South African Local Government restructuring process. In terms of section 40(1) of the Constitution, government is established as national, provincial and local spheres, which are distinctive, interdependent and interrelated (RSA, 1996). These spheres of government are constitutionally mandated to work together to improve the country’s citizens’ standard of living; establish local government as a distinctive sphere; while all spheres have an obligation to oversee the function of local government. Moreover, deliver services and promote social and economic development; and local government should deliver services effectively and efficiently without bias to all individuals in society (DPLG, 2000:22-23).

The Constitution of 1996 establishes the framework on which the body politic of the country must be constructed. Section 152(1) of it provides, as listed below, the following objectives of local government:

- Provide democratic and accountable government for local communities.
- Ensure the provision of services to communities in a sustainable manner.
- Provide social and economic development.
- Promote a safe and healthy environment.
- Encourage the involvement of communities and community organisations in the matters of local government.

The Constitution of 1996, furthermore contains a pertinent chapter which links the Public Administration paradigm. Chapter 2 of the Constitution of 1996 stipulates the right of the citizens to have access to essential services such as housing, water, sanitation and social security. Although government is unable to acknowledge the issues and needs of the communities physically, they are responsible for the provision of basic services to the citizenry. Therefore, local government must ensure that they maintain the well-being of communities (South African Government, 2017: Online).

A local government regulatory framework ensures that the municipalities work efficiently to deliver services to the communities. The municipal officials should be guided by the municipal regulatory frameworks to ensure that suitable systems to improve community participation are encouraged. The municipal officials are also encouraged to comply with pertinent municipal regulations. A municipal budget must be managed and guided by the Local Government: Municipal Finance Management Act 56 of 2003. Public administration encourages improved utilisation of government resources in and by all spheres of government (South African Government, 2017: Online).

The Local Government: Municipal Finance Management Act (Act 56 of 2003) enforces legal obligations and more significantly any law that is inconsistent, is invalid. This illustrates the Act's supremacy. It is crucial that local government addresses the municipality's legal jurisdiction; sets the objectives of local government and provides legal guidance in every process conducted at a municipality (RSA, 2003).

The relationship between local government and communities encourages municipal officials to dedicate themselves to their work, be approachable, loyal, accountable and transparent when government policy is implemented. Local government also encourages communities to participate in aspects such as budgeting, economic development, and political restructuring.

Figure 3 below illustrates how the supreme law relates and interacts with other regulatory prescriptions:

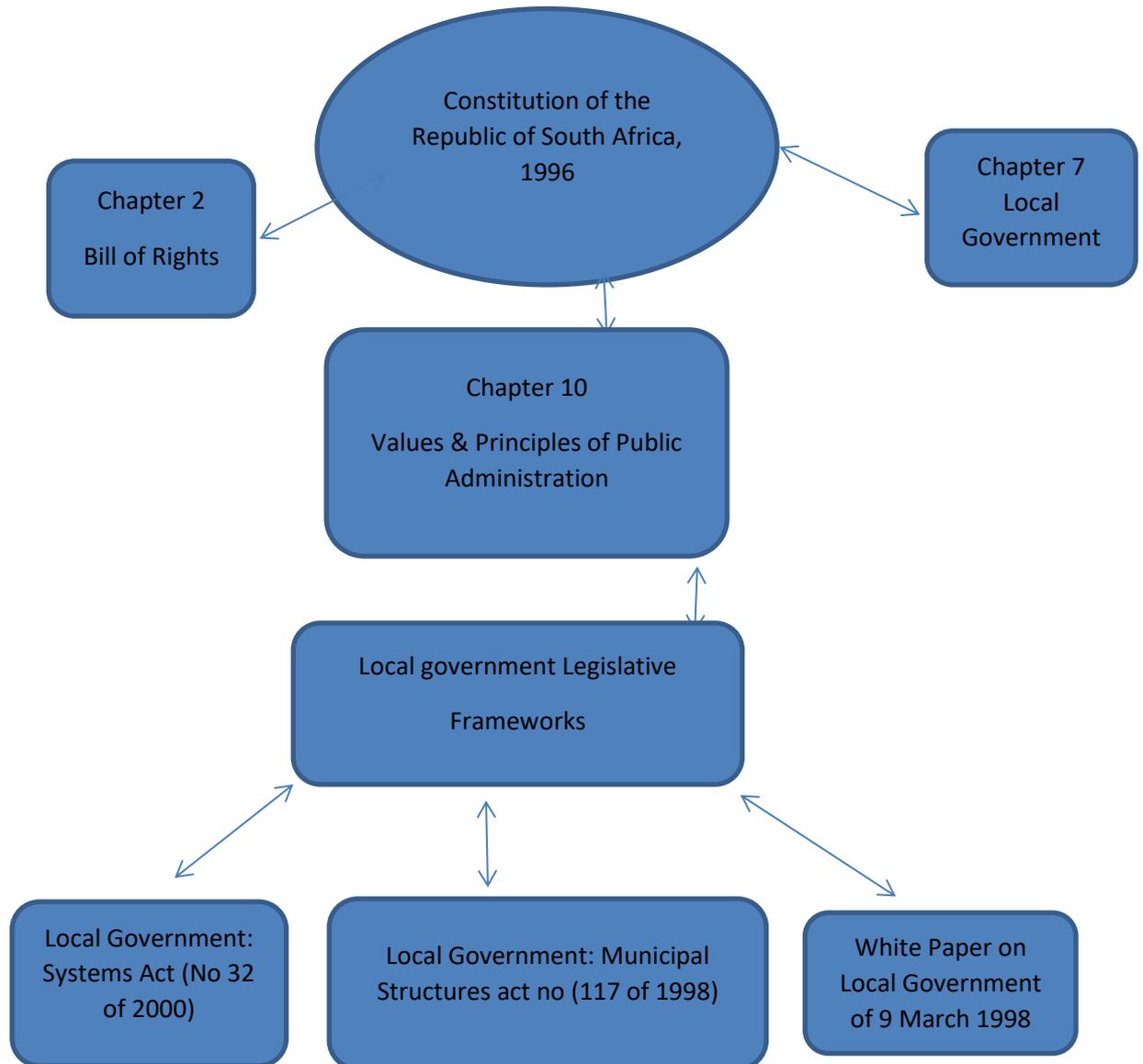


Figure 3: Relationship among legal frameworks

Source: (Vyas-Doorgapersad, 2011:28).

The aforementioned figure outlines the relationship of the Constitution of 1996 and the local government framework and contributes towards the enhancement of municipal service delivery. The primary purpose of the legislative framework is to ensure that services are delivered according to prescribed regulations (Buccus *et al.*, 2007:28).

The Constitution of 1996 prescribes the systems that need to be adopted by the municipal officials. Every citizen in the country is obliged to comply with the rules of the Constitution. Chapter 10, Section 195 of the Constitution of 1996 stipulates values and principles of public administration including effective and efficient public service delivery. These basic values should be adhered to by public officials on all spheres of government. All organs of state should commit to the provision of effective and efficient municipal services to the communities (RSA, 1996). The basic principles include the following:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective utilisation of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- Public administration must be accountable, and transparency fostered by providing the public with timely, accessible and accurate information.
- Sound human-resource management and career-development practices, to maximise human potential, must be cultivated.
- Public administration must be broadly representative of the South African employment and personnel management practices based on ability, objectivity, fairness, and the needs of the people, with to redress the imbalances of the past to achieve broad representation (South African Government, 2017: Online).

The above responsibilities established a new mandate for local government in South Africa, which requires each municipality to formulate specific policies aimed at meeting the needs of local communities with their consent. In terms of this mandate, local authorities are required to proceed beyond the narrow service provision role implicit in most local government by-laws. To meet these Constitutional prescriptions, the national government engaged in a process to develop an inclusive and consensually based on consultative policy for local government, which ultimately resulted in the publication of the White Paper on Local Government (Raga & Taylor, 2005: Online).

The Constitution promotes developmental local government. Local government is charged with the responsibility to develop and plan. Therefore, Umzumbe Local Municipality is required by law to elect ward councillors, ward committees, community development workers and other stakeholders to enable the communities to participate in the municipal IDP and public decision-making (Umzumbe Local Municipality, 2016: Online).

2.4 DEVELOPMENT FACILITATION ACT (ACT NO 67 OF 1995)

Development Facilitation Act (Act No 67 of 1995) places the responsibility of all local authorities to prepare land development objectives that define nature and extent of development over a period of five years. Land development objectives were to be created for service delivery, land use control environmental planning and development strategies. Local government structure requires public participation in the setting of these objectives under the terms of section 27 of the Act. Section 27 stipulates that land development objectives must be set in a “manner in which members of the public and interest bodies shall be consulted” (Houston, 2002:210).

As asserted in section 23(1) of the: Local Government: Municipal Systems Act No 32 of 2000 (MSA), Umzumbe Local Municipality (ULM) has a clear objective to ensure the undertaking of developmentally- oriented planning, as set out in sections 152 and 153 of the Constitution Part B schedule 4 and 5: municipal planning. The development of the IDP took into consideration and is aligned to the international, national, provincial, and district policy imperatives. The ULM is currently developing the draft 2020/21 and the new five year IDP of which the final document will be adopted by the end of May 2020. Section 25 of the MSA further requires that a municipal council reviews its integrated development plan annually (Umzumbe Local Municipality IDP, 2017:149).

2.5 DRAFT WHITE PAPER ON THE TRANSFORMATION OF PUBLIC SERVICE DELIVERY OF 1997

The Draft White Paper on the Transformation of Public Service Delivery of 1997 stipulates that citizens must be consulted about the level and quality of the public service they receive and, wherever possible, community members are required to suggest the

services that must be offered (Martin, 2008:209). Therefore, the ULM is expected to consult its community members regarding the matters of the services so that they can express their perceptions.

2.6 WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (1997)

According to Motale (2012:64-67), the White Paper on Transforming Public Service delivery, just like the Constitution, also calls for participatory democracy, respecting the nation's history of active participation at local municipality and community levels in the struggle against apartheid. The White Paper articulates that the public sector, which includes the local government sphere, should be governed by the following ethos (principles):

2.6.1 Consultation preferences/affordability

The principle of consultation means that municipalities should consult with representatives of the communities in which they are situated regarding their preferences, affordability, level and quality of municipal services that are rendered. To this end, studies on various ways of consulting with Umzumbe Local Municipality residents, for example, should be conducted to provide information that would be appropriate to act upon in order to facilitate effective community involvement.

2.6.2 Service standards (level of quality)

The public should be consulted about the level and quality of public services they will receive so that they are aware of what to expect. When new services are introduced, municipalities should inform their communities by following the stipulated procedures to ensure community access to such services. The municipality officials should hold workshops for ward committees to inform them about their roles.

2.6.3 Access to services (equality)

All citizens should be treated with courtesy and consideration. As shown above, municipalities should ensure that all members of communities have access to their services. Through IDPs and Service Delivery Budget Implementation Plans (SDBIPs), municipalities should ensure that community members, particularly those who are in greater need, have access to services.

2.6.4 Courtesy in treatment (Politeness to Communities)

In addition to the physical rendering of services, Batho Pele principles also require that members of communities should be treated with politeness and consideration when services are provided across the counter. Municipalities should make codes of conduct available to their employees and such principles should accentuate that exhibiting good manners to the members of the communities, is one of the most important duties of municipal employees. These codes of conduct should also specify that municipal employees should treat community members as customers who are entitled to receive the highest standards of service.

2.6.5 Customer information (Accurate and up to date)

This refers to the responsibility of municipalities to ensure that all community members receive detailed information about the public services they are entitled to receive. For example, municipalities could inform communities about budgeting regarding capital projects in their areas or wards in the current and the next financial year. When doing this, municipalities should provide full, accurate and up-to-date information about the services they provide, and stipulate who are entitled to those services. This exercise should be carried out properly in order to ensure that all those who need information, have access to such information in order to act as expected.

2.6.6 Openness and transparency (full disclosure)

As part of access to municipal services, members of communities should be informed in which way municipalities operate, and the fees of various services, such as the tariffs for basic services (sanitation, electricity and refuse removal) as well as rates in the proposed budget. Salaries of councillors and managers in municipalities should be disclosed. In such a way, transparency and openness would be the cornerstone of good governance and management. Municipal councillors should hold meetings with residents in wards to convey this information as indicated. Annual reports should be made available to members of communities, indicating the following in simple language and user-friendly format: Achievements of municipal departments and how the previous year's budget (operational and capital budgets) was spent. Municipal departmental priority projects as reflected in the IDP for the following year. The reports issued to community members should be treated as mechanisms through which municipal departments could account to

the public, and thus identical information should also appear in municipal annual reports to the provincial and national government departments.

2.6.7 Redress (Communication and correctional measures)

Municipal councillors and employees should make sure that, in an instance where the promised standard of service is not adhered to, community members should be called to attend meetings where the reasons for noncompliance would be explained. A full explanation and a speedy and effective remedy should be provided. It is important that when complaints are made, community members should in return receive sympathetic, positive feedback from either ward councillors or municipal employees. The capacity and willingness to take action if things are not the way they were promised are both crucial in order to avoid community violent protests.

2.6.8 Value for money (cost-effective)

Public services should be provided economically and efficiently in order to give community members the best possible value for money. This issue requires that public participation be improved and that the public should have access to municipal services, but it should be ensured that cost-effective procedures are created. This study advocates that local municipalities such as Umzumbe Local Municipality should use Batho Pele principles to encourage effective public participation in all corporate proceedings as a strategic mechanism to promote local democracy.

2.7 WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government (RSA 1998a), was the first national policy framework for local government. The White Paper provided a guideline to reach a new democratic system of local government in South Africa that would result in developing the inhabitants.

The most significant policy decisions in the White Paper on Local Government are the following:

- A developmental vision for local government's new role in the developmental local government context and that has a deeper understanding of co-operative government and certain probable implications for decentralisation.
- Clarification of institutional arrangements for both Metro and non-Metro areas (CoGTA, 2016: Online).

Furthermore, the sources of local government income and the equitable share of revenue to which local government is entitled from the national fiscal are outlined. The White Paper on Local Government further underscores that developmental government must ensure that all communities have access to basic services, everyone participates in decision-making and planning, growth of the local economy, increase job opportunities, and local resources are utilised wisely to improve the quality of life for everyone, for now and in the future (RSA, 1998a).

According to Stevenson (2009: Online), developmental local government has the following four interrelated characteristics:

- Maximum social development and economic growth.
- Integration and co-ordination.
- Leading and learning.
- Democratising development.

Furthermore, the White Paper on Local Government proposes the following two interrelated approaches that can help municipalities to attain the developmental outcomes:

- Integrated Development Plan.
- Performance Management.

The abovementioned approaches are aimed to achieve the following:

- Participatory budgeting initiatives aimed to link community priorities to capital investment programmes.
- Focus group participatory action research conducted in partnership with Non-Governmental Organisations and Community Based-Organisations to generate detailed information about a wide range of specific needs and values.

- Performance management aims to promote effectiveness and efficiency in local government by assisting municipalities to focus on strategic priorities and determine results and refine municipal accountability to the local citizenry (RSA, 1998b).

The White Paper on Local Government suggests that a municipality requires developing mechanisms to ensure citizen participation in the initiation of public policy and formulation, including monitoring and evaluation of decision-making and implementation. The White Paper further introduces the notion of integrated development planning which is described as strategic frameworks to assist municipalities to fulfil developmental mandates and engage with stakeholder groups and local communities.

Therefore, Umzumbe Local Municipality is required to include the citizenry, business and community groups in a participatory manner. The Municipality is also required to promote public participation in the management thereof. This is undertaken by creating avenues and opportunities for the public to participate in local policy-making structures, develop IDP and align the budget plan over a period of 3 to 5 years (Umzumbe Local Municipality, 2011: Online).

2.8 LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT (ACT 117 OF 1998)

According to Section 19(2) of the Local Government: Municipal Structures Act 117 of 1998, a municipal council must annually review the following:

- The needs of the community(s).
- Its priorities to meet the needs.
- Its processes to include the community(s).
- Its organisational and delivery mechanisms to meet the needs of the community(s) (Stevenson, 2009: Online).

The Umzumbe Local Municipality's council is required to annually review the processes of IDP targets and priorities in consultation with all community members and relevant stakeholders. Moreover, a municipality is also required to include community members to develop mechanisms of how to implement the (IDP) in an effective, efficient and cost effective manner

Section 19 of Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) requires all municipalities to develop systems that would enhance effective community participation in local government. It further stipulates that ward committees should be established to strengthen public participation at the local government sphere. According to the DPLG (2000), the purpose of a ward committee is to promote participatory democracy by assisting communities and community organisations in municipal processes such as drafting municipal budget, Integrated development planning and review process, affecting municipality performance management system, by-laws and provision of municipality services (RSA, 1998b).

According to subsection (3) of the Local Government: Municipal Structures Act (Act 117 of 1998) a municipality such as Umzumbe Local Municipality's Council should develop mechanisms to consult the community and its organisations to perform its functions and exercise its powers. Section 72(3) of the Local Government: Municipal Structures Act (Act 117 of 1998), further stipulates the enhancement of participatory democracy in local government by ward committees (South African Government, 2017: Online).

2.9 LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT (ACT 32 OF 2000)

Section 16(1) (a) of the Local Government: Municipal Systems Act (Act 32 of 2000) stipulates that a municipality is required to develop a culture of municipal governance that complements formal representative government with a system of participatory democracy. As a result, the Umzumbe Local Municipality encourages and creates conditions for the local community to participate in its affairs (Umzumbe Local Municipality, 2017:15).

Chapter 5 of the Local Government: Municipal Systems Act (Act 32 of 2000), requires municipal community members to participate in the preparation, implementation and review of the Integrated Development Plan (IDP). In terms of Section 17(2) of the Local Government: Municipal Systems Act (Act 32 of 2000), community members with special needs such as the disabled, women and the youth should be considered and provision be made for them to participate meaningfully in the IDP process (DPSA, 2003).

Section 42 of the Local Government: Municipal Systems Act (Act 32 of 2000), further states that a Municipality through appropriate mechanisms, processes and procedures should include a municipality's local communities in the development, implementation and review of its performance management system, and allow the communities to participate in setting appropriate key performance indicators and performance targets (RSA, 2000a).

Umzumbe Local Municipality is required to develop participatory measures, *inter alia*, notify local community members timeously of meetings through appropriate communication channels. Furthermore, the Municipality should also provide a means for comments, consultation report plenary sessions and public hearings to enhance the public participation processes (Umzumbe Local Municipality, 2017: Online).

2.10 RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

The Reconstruction and Development Programme (RDP) is an integrated, coherent socio-economic policy framework. The key objective of the RDP is to meet basic needs and improve the people's socio-economic circumstances. It is a commitment to grassroots, bottom-up development owned and driven by communities and representative organisations (African National Congress [ANC], 1994:4).

Munslow and Fitzgerald (1995:448) assert that the lack of administrative capacity and accentuation of community participation were major constraints in various local municipalities since inception.

Umzumbe Local Municipality is encouraged to develop a culture of sound local government administration and local authorities must be structured to ensure maximum participation by civil society and communities in public decision-making and local authority developmental initiatives.

The RDP is an inclusive approach to developing and implementing public policy, which is unique in South Africa's political history. The special nature of the ANC as a liberation movement and the traditions of the Freedom Charter make it the only political organisation capable of unifying a wide range of social movements, community-based

organisations and numerous other sectors and formations. Widespread and broad-based extra-parliamentary support will allow the ANC within a Government of National Unity to implement the programme (ANC, 1994:120).

The legacy of apartheid cannot be overcome with piecemeal and uncoordinated policies. The RDP brings together strategies to harness all resources in a coherent and purposeful effort that can be sustained into the future. These strategies will be implemented at national, provincial and local spheres by government, parastatals and organisations within civil society working within the framework of the RDP (Munslow & Fitzgerald, 1995:449).

2.11 PROMOTION OF ACCESS TO INFORMATION ACT (ACT 2 OF 2000)

According to Stevenson (2009:21), the Promotion of Access to Information Act (Act 2 of 2000), fosters and promotes a culture of transparency, accountability and access to information by the country's citizens. Umzumbe Local Municipality promotes transparency by revealing, for example, its income and expenditure to the residents as well as account for the services rendered to them (Umzumbe Local Municipality, 2018: Online). The Promotion of Access to Information Act (Act 2 of 2000), is aimed at promoting participation and it affords the people the right to access any information from the Municipality (RSA, 2000b).

2.12 LOCAL GOVERNMENT: MUNICIPAL FINANCE MANAGEMENT ACT (ACT 56 OF 2003)

The Local Government: Municipal Finance Management Act (Act 56 of 2003), outlines approaches which the communities can be informed of their municipality's financial standing (RSA, 2003). However, the Municipal Budget and Reporting Regulation of 2009 provides for the formalisation of norms and standards to improve the credibility, sustainability, transparency, accuracy and the reliability of the municipal budget. It is accentuated that the municipalities ensure that its budget is open for scrutiny to all members of the communities. It should not be accessible to only the municipal council or political office-bearers (South African Government, 2017: Online).

2.13 THE WHITE PAPER ON DEVELOPMENTAL LOCAL GOVERNMENT

The White Paper on Developmental Local Government proposes a vision for a developmental local government which focuses on working with local communities to find sustainable techniques to meet the basic needs of the citizenry and improve the society member's quality of life (RSA, 2006). Therefore, Umzumbe Local Municipality is required to inform its community members and stakeholders of all development within the Municipality' geographical area of responsibility.

2.14 NATIONAL DEVELOPMENT PLAN (NDP)

The National Development Plan (hereafter referred to as NDP) proposes Vision 2030. One of the objectives of the NDP is to alleviate poverty and reduce inequality through active citizen participation in their own development, strengthen democracy and hold the political representatives accountable (South African Government, 2017: Online). The Integrated Development Plan (IDP) is conceptualised as a tool to assist municipalities to achieve their development mandates (DPLG, 2000:6). In South Africa, Integrated Development Plan (IDP) is defined as: "a participatory approach to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of the poor and the marginalized" (DPLG, 2000:15). Therefore, Umzumbe Local Municipality is required to involve community members from the outset in the development of its IDP as well as during the implementation phase. It is expected that Vision 2030 can be achieved by National Government if this approach is considered.

2.15 NATIONAL POLICY FRAMEWORK FOR PUBLIC PARTICIPATION: 2005

The National Policy Framework for Public Participation builds on the commitment of the democratic government to strengthen democracy, which is embedded in the Constitution and above all, local government which comprises of the municipalities and the respective communities (Creighton, 2008b:16).

Therefore, Umzumbe Local Municipality is committed to participation which is transparent, and not token consultation or manipulation. Participation in the Municipality includes a range of activities such as creating democratic representative structures (ward committees); assist structures to plan at a community level community-based planning, implement and monitor plans using a range of working groups, supporting community-based services, and support the local structures through a cadre of community development workers.

2.16 TRADITIONAL LEADERSHIP AND GOVERNANCE FRAMEWORK ACT (ACT 41 OF 2003)

The Traditional Leadership and Governance Framework Act (Act 41 of 2003) stipulates that traditional leaders are required to represent democratic leadership and governance structures at the local sphere of government. In this co-operative relationship with municipalities, traditional leaders facilitate public participation in policy and service delivery decision-making which affect communities (CoGTA, 2016: Online).

Section 4 of the Traditional Leadership and Governance Framework Act prescribes that traditional councils must facilitate traditional community participation in the development or amendment of the municipal integrated development plan in the area that the community resides. Furthermore, Section 4(1) (c) of the Act stipulates that among the functions of the traditional council is to support the municipalities in the identification of community needs.

2.17 SPATIAL PLANNING AND LAND USE MANAGEMENT ACT (ACT NO. 16 OF 2013)

The Spatial Planning and Land Use Management Act (Act No, 16 of 2013), sets out general principles for land development and decision-making. Several principles are summarized in Table 1 below:

Table 1: SPLUMA Principles

SPLUMA Principles	Umzumbe Local Municipality Application of Spatial development framework (SDF)
1. Spatial justice	<ul style="list-style-type: none"> • SDF Strategy 1: Area Based Management System. The people of Umzumbe Local Municipality should enjoy equitable access to development, resources and opportunities
2. Spatial Sustainability	<ul style="list-style-type: none"> • SDF strategy 2: Promote an effective management of the natural environment and harmony with development • SDF Strategy 6: Protection of agricultural land
3. Efficiency	<ul style="list-style-type: none"> • SDF Strategy 4: Compact development, clustering of public facilities and economic activities in development nodes. • SDF Strategy 9: Integrated sustainable spatial planning system
4. Spatial resilience	<ul style="list-style-type: none"> • SDF Strategy 1: Area based Management System. • SDF Strategy 9: Integrated sustainable spatial planning system. Includes the integration of a traditional land allocation system into the mainstream planning system.
5. Sound administration	<ul style="list-style-type: none"> • The Spatial Development Framework and Strategic Environmental Assessment will serve as the basis for

	<p>the development of robust systems and procedures for spatial transformation and land use management.</p> <ul style="list-style-type: none"> • The SPLUMA guidelines will be utilised as primary tools to administer spatial planning and land use management within the municipality.
--	---

Source: (CoGTA, 2016: Online)

2.18 CONCLUSION

The Constitution of the Republic of South Africa, 1996 stipulates that local government oversees the development process and municipal planning. The White Paper on Local Government (1998) introduces the concept of “developmental local government” which allocates the central responsibility of municipalities to work together with local communities to establish sustainable approaches to meet their needs and improve the quality of their lives. This is asserted by the Development Facilitation Act (Act No 67 of 1995), which places the responsibility of all local authorities to prepare land development objectives that define nature and extent of development over a period of five years. The Local Government: Municipal Structures Act (Act 117 of 1998) requires municipalities to develop systems that enhance effective community participation in local government. Participatory measures should include notifying members of local communities timeously of meetings through appropriate communication measures. Umzumbe Local Municipality is required to ensure that its budget is open for scrutiny by all members of the community. Traditional leaders are also required to facilitate public participation, especially public policy and service delivery decisions that affect rural communities.

Chapter three of this mini-dissertation will discuss Integrated Development Plan (IDP), stakeholders and role-players in community participation, and conduct an extensive literature review of the discourse of development planning and community participation.

CHAPTER THREE: LITERATURE REVIEW: RELATIONSHIP BETWEEN INTEGRATED DEVELOPMENT PLAN, COMMUNITY PARTICIPATION AND PUBLIC ADMINISTRATION

3.1 INTRODUCTION

This chapter will discuss the relationship between community participation and public administration in local government to enhance service delivery. The following variables will be expounded upon: community participation, role of stakeholders and role-players in public participation, functions of municipality, conceptual framework of public administration, Integrated Development Plan (IDP) process and key challenges which face the Umzumbe Local Municipality.

Public administration plays a significant role in the provision of effective and efficient services to the communities, as well as promotes proper utilisation of government resources. Public participation is defined as citizen involvement in public decision-making, that is, management of public affairs and service delivery (Aikins & Krane, 2010:88).

The previous apartheid regime adopted a rigid hierarchical government and planning structure so that local municipalities would be in a subservient position to provinces, and all plans had to be approved by the provincial administration. Above the provincial tier of administration, considerable indirect control was exercised over local planning through a dense web of racially based legislation (Lester, Nel & Binns, and 2010:92).

Lester, Nel and Binns, (2010:22) argue that the local sphere of government is closer to the communities; therefore, it understands community needs. Furthermore, realistic developmental strategies should be introduced to engage with the respective local communities, enhance service delivery and improve the citizen's quality of life.

The South African democratic government promulgated the Local Government: Municipal Structures Act 117 of 1998, Local Government: Municipal Systems Act 32 of 2000; and formulated, *inter alia*, the White Paper on Local Government (1998); and Batho Pele principles to promote and encourage community participation, which is one of the key aspects of good governance in service delivery. The regulatory frameworks were introduced to close the gaps as a result of the apartheid regime. An important element of

developmental local government is that each municipality is required per legislation to produce an Integrated Development Plan (IDP) (Pycroft, 2008:88).

3.2 NEW PUBLIC MANAGEMENT

New Public Management (NPM) is a paradigm shift from the traditional Public Administration. It transforms the public sector and serves its association from the oppressive, autocratic and conservative paradigm of public administration that adopted a top-down approach (Vyas-Doorgapersad, 2011:22).

The reasons advanced for the transformation from Public Administration to a New Public Management were to achieve an improved standard of basic public service delivery to improve the quality of life for the citizenry. New Public Management claims that traditional Public Administration was neither representative nor free market-orientated and had failed to achieve effective, efficient and cost-effective institutional frameworks in South Africa. To address this concern, the public sector had to adopt the New Public Management approach (Vyas-Doorgapersad, 2011:23). The latter approach also includes the transformation movement and technical arrangements to represent the citizens (Rosta, 2011:3).

New Public Management is obliged to include communities in public decision-making and policy formulation. The objective of the systematic and political movement is to reform traditional public administration to develop an effective and efficient operation among government departments. The reduction of government expenditure, improvement of the quality of life of its citizenry, and the promotion of proper public services can be achieved through market coordination and competition (Rosta, 2011:4).

The emphasis of public participation shifted from the government to promote and encourage the citizenry to one of taking an initiative in public participation. The inclusion of the citizens in public affairs and decision-making including services delivered by government can play a significant role to improve the quality of the welfare of its citizens (Rosta, 2011:5).

Table 2 illustrates the significance of a reforming structure and governance in New Public Management and underscores the adoption of a new system of government (Vyas-Doorgapersad, 2011:165):

Table 2: Generic categories of New Public Management

Category	Characteristics/ objectives	Examples
Organisational restructuring	Delegation of responsibility Reduction of hierarchy Political and managerial roles	City managers Holding structure
Management instruments	Output orientation Entrepreneurship Efficiency	Performance agreements Products Performance-related pay
Budgetary reforms	Closer to private sector financial instruments	Cost accounting Balance sheet Profit and loss statements
Participation	Involvement of the citizen	Neighbourhood councils E-democracy
Customer orientation Quality management	Gain legitimacy in service delivery Re-engineering	One-stop shop Service level agreements E-government
Marketization Privatization	Reduction of public sector Efficiency gains through Competition	Contracting out Public-private partnerships

Source: (Vyas-Doorgapersad, 2011)

3.3 WHAT DOES PUBLIC PARTICIPATION MEAN?

According to Creighton (2008b:9-10), the word participation has many different meanings. Some people use it as if it were synonymous with public information programmes, getting the word is frequently used to describe public hearing at which public member's comment. It also implies that an agreement is reached with the public that will be affected by it. No one can design a public participation programme without clarity on which interpretation applies in their particular programme. Participation is best understood as a continuum.

Since it is a continuum, there are real infinite numbers of points along the scale, but for the purpose of the study the four major categories are shown in below figure:

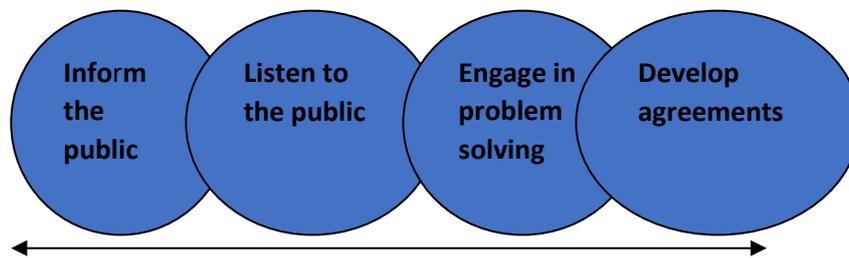


Figure 4: Continuum of public participation

Source: (Creighton, 2008a:10).

3.4 PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF PLANNING PROCESSES OF LOCAL GOVERNMENT

The South African government has committed itself to institute a wide ranging participatory process in the different spheres and institutions of governance in the country. The attempt to introduce participatory and direct democracy is evident; in addition to the institutions and processes at national and provincial sphere, in the policy formulation and planning processes of local government structures (Houston, 2002:207). The Constitution of the Republic of South Africa (Act No. 108 of 1996), mandates local government to provide democratic and accountable government for local communities and encourages the involvement of communities and community organisations in matters of local government. In consequence measures have been introduced to entrench popular public participation in the working of local government structures. Measures have also been introduced to transform the functions of local government in South Africa to emphasise the development rather than regulations, as was the case under the previous dispensation. In combination, developmental local government is defined as “local government committed to working with citizens and groups within community to find sustainable ways to meet their social economic and material needs and improve the quality of their lives” (RSA, 1998b: Section B). Therefore, Municipal authorities are legally obliged to involve civil society formation in formulation of municipal budget planning and developmental priorities through establishment of Integrated Development Plans (IDP) at local government sphere.

3.5 PUBLIC MANAGEMENT AND PUBLIC PARTICIPATION: CHALLENGES IN GOVERNANCE

Public management serves to improve the citizenry's standard of living (Burke, 2017:15). It provides an innovative idea and transforms these into a satisfactory level of service delivery. Moreover, participation is a subfield of public administration that affords the citizens access to partake in local governance issues (DPSA, 2003:15). Therefore, the citizens should be guided to engage in matters of local governance.

Public management underscores how government monies should be managed on all spheres. Furthermore, it is also perceived as a closely related requirement of local governance because local municipalities adopt skills and techniques from public administration.

Community participation in selecting their own and collective services falls within the ambit of what is referred to as participatory governance, democracy, development or people-centred development. It is useful here to position the participatory paradigm within the broader context of state civil society relations. Broad participation of all sectors of civil society is of utmost importance in guaranteeing lasting peace and sustainable development because the participatory process 'affords the citizens opportunity to express their opinion about the services rendered by the municipality (Meyer, 2016:9).

3.6 COMMUNITY PARTICIPATION IN PLANNING

The Constitution of the Republic of South Africa 1996 stipulates the need for community participation in planning effective and efficient service delivery. However, clear measures are not identified to determine its successes and failures in development planning at the grassroots level (Madzivhandila & Maloka, 2014:654). Community participation and IDP are perceived as a locally based planning instrument that could enable municipalities and communities to respond to poverty, unemployment and inequality (Govender & Reddy, 2011:67). The White Paper on Local Government (1998), states that community participation processes in the IDP should be a bargaining platform between government and the community, and require communities to actively participate in public decision-making and planning. Therefore, an IDP allows for co-ordination between different

stakeholders and municipalities to have a clearer understanding of the dynamics of development and enable them to meet the needs of communities as well as improve the quality of life by developing clear visions and strategies (Ingle, 2008:12).

3.7 PARTICIPATION: LOCAL COMMUNITIES

According to Smith (2009:88), local government has played a long-standing role in the institutionalisation of public participation and in the development of innovative approaches to engage citizens in public policy-making. Wilson (2009:249) holds that enhancing public participation must be central to the government agenda, especially in the local governance context. The agenda must be radical and embrace the traditional as well modern public participatory method. Traditional methods of participation such as public meetings, consultation documents, and co-option to council committees complement existing political management structures. These methods co-exist increasingly in conjunction with opinion polls and surveys which from the standpoint of individuals are relatively passive and seek to acquire a general view.

3.8 WHY IS PUBLIC PARTICIPATION IMPORTANT?

What is participation? While there are many definitions, Buccus *et al.* (2007:6) define participation as, “a process in which stakeholder’s influence and share control over development initiatives, and the decisions and resources which affect them”. Public participation is perceived to enhance development and service delivery, improve governance and deepen democracy (Mathekga & Buccus, 2006:88). The purpose of participation has shifted from merely providing accountability to developing the substance of policy. It is perceived as a necessity to establish public interest (Beierle & Cayford, 2015:40). The consensus for greater public participation in local development is such that it seems redundant to ask the question of whether it is significant. In relation to the IDP, participation is expected to deepen local democracy, boost legitimacy, enhance longer-term planning and strengthen development initiatives (David *et al.*, 2010:227).

3.9 PUBLIC PARTICIPATION IN LOCAL GOVERNMENT: POST 1994

South Africa is a multi-party representative democracy. The Constitution of 1996 (108 of 1996) Act, makes provision for the Bill of Rights. Furthermore, state powers are primarily federal on the national sphere, and limited power is delegated to the provincial and local spheres of government (Endoh, 2015:1). Although South Africa is a representative democracy, the Constitution of 1996, including certain legislation, complements the powers of elected politicians on the national and provincial government spheres, which takes the form of public consultation by respective legislatures (Buccus *et al.*, 2007:9).

There are several requirements for public participation on the municipal government sphere which is accentuated in municipal legislation. Furthermore, the public service is more approachable, accountable and transparent in implementing government policy. However, although the South African government considers public participation significant, there are two reasons for caution: Firstly, public participation is limited to forms of consultation rather than formal empowerment of citizens in political decision-making or implementation. Secondly, there is a significant delay between the declaration of legislation and the progress, notwithstanding implementation of the public participation policy (Buccus *et al.*, 2007:11).

Section 152(1) of the Constitution of 1996 (Act 108 of 1996), stipulates that local government must encourage community participation including its organisations in local matters (RSA, 1996:74). Hence, municipalities should not marginalise local communities in matters related to governance decision-making of respective municipalities.

Section 16 of the Local Government: Municipal Systems Act, (Act No. 32 of 2000), requires municipalities to introduce a culture of municipal governance that matches formal representative government including a system of participatory governance to encourage, motivate, and avail adequate circumstances and channels that will benefit the local community to contribute towards the affairs of the municipality. This includes the Integrated Development Plan (IDP); performance management system; budget expenditure; and strategic decisions related to services. Although community members lack skills in financial affairs, it does not inhibit them from questioning and seeking clarity

of budget expenditure. Moreover, the budget should be available and transparent for the public to scrutinize and minimise probable corruption (RSA, 2000:19).

Local councils are also required to consult communities on basic municipal processes. The Local Government: Municipal Structures Act of 1998, Act 117 of 1998, stipulates the establishment of ward committees which would comprise of ten persons each and chaired by a ward councillor. Ward committees are intended to serve as a primary means of communication between the council and local communities (RSA, 1998d). Although the requirements of the Local Government: Municipal Structures Act of 1998 and the Local Government: Municipal Systems Act of 2000 are the legal requirements for public participation in municipalities, several other Acts stipulate other municipal functions. For example, the Local Government: Municipal Finance Management Act (Act 46 of 2003), stipulates that a municipality's Annual Report must be availed to the public for comment (Buccus *et al.*, 2007:14).

3.10 PUBLIC PARTICIPATION, POLICY DEVELOPMENT AND IMPLEMENTATION

'Community' or 'public participation' underscores 'the relation between government and those who are governed' and is intended to take the 'views and interests of those affected by government more seriously than in the past' (DPLG, 2004: 5). The White Paper on Local Government, 1998 focuses on local government and accentuates, *inter alia*, developmental local government and enhanced public consultation and participation (Tsatsire *et al.*, 2009:143).

Public participation in South Africa is primarily limited to public consultation. This is confirmed in key public participation policies. Furthermore, it is notable that policy development has lagged behind by approximately five to seven years. Furthermore, there is no fixed national policy on public participation although stipulated in the Local Government: Municipal Systems Act, 2000 (SALGA, 2004:18).

The Batho Pele Principles ('People First') document of 1997 which aims to prepare public servants to be service-orientated, strives for excellence in public service delivery, and

commits to continuous service delivery improvement and encourages a development of innovative ideas to improve public services (Ursula & Beeka, 2006: Online).

The Batho Pele Principles serve to hold public servants accountable for the quality of service delivery to the citizens of the country. This provides a comparatively general but nevertheless significant normative resource for civil society and local communities to demand a speedier response to implementation, for example, services such as water and sanitation, electricity refuse removal etc. Although the democratic dividend promised by the Batho Pele Principles to encourage public sector officials to deliver services as promised, there is a lack of sharing aspects of public decision-making and what gets delivered when to whom.

According to Subban (2008:93), the requirement for an IDP was launched in the White Paper on Local Government and presented as one of the most significant tools for municipalities to accomplish their developmental mandate. It is a participatory process of planning through which a municipality assesses and prioritises needs and formulates objectives and strategies. The IDP should combine all municipal planning into an inclusive strategy that is linked to the municipal budget (Subban, 2008:94).

In addition to the general policy framework of the Department of Provincial and Local Government (DPLG), now known as Department of Cooperative Governance and Traditional affairs (CoGTA) document, the Community Participation Framework also targets practical recommendations about the instruments and mechanisms of processes required in terms of public participation legislation as well as ward committees. Furthermore, it also makes specific recommendations related to institutionalising public participation in a unit which is responsible for drawing up an annual plan and develops a citizen's charter (Buccus *et al.*, 2007:18). The public participation plan is expected to accommodate all the statutory requirements of municipalities according to suggested time-frames, mechanisms and budgets.

3.11 LOCAL GOVERNMENT DEMOCRACY

It is widely accepted among scholars that public participation in the political process is virtue, and of a democracy. To place public participation in a theoretical context, it is necessary to consider aspects of the relationship between democracy and public participation (Heydenrych, 2008:705). Democratic participation in government enhances effective governance by the following:

- Building human capital and strengthening democratic cultures in communities.
- Enhancing official responsiveness by enabling public interests to be expressed clearly by communities themselves.
- Promoting government legitimacy by ensuring transparency.
- Creating conditions for smooth policy implementation by facilitating an understanding of policy objectives and constraints and incorporating citizen preferences and concerns into the public policy programmes design.
- Channelling independent energy, ideas and sometimes resources into civic objects.
- Improving citizens' knowledge of the governing processes and its constraints, and thereby foster an understanding of the need for prioritisation (RSA, 1997b:64).

3.12 MUNICIPALITIES' REVENUE AND URBANISATION

Historically, local government revenue in urban South Africa was largely self-generated primarily through property taxes and the delivery of basic public services to residents and businesses (Tsatsire *et al.*, 2009:136). The fundamental difference between urban and rural is that the former populace resides in larger, denser and more heterogeneous cities as opposed to smaller, sparse, and less differentiated rural places (Peng, 2011:211).

The most fundamental problem with urbanisation is that there is no global standard for the classification of urban environments. Generally, all countries distinguish between urban and rural population. However, the definition of what constitutes an urban area varies among countries and in certain instances it even varies over time within a single country. Urban communities can be defined in any number of ways including by population size and its density, administrative or political boundaries, or economic

function that reflects national definitions, which are generally inconsistent (Cohen, 2006:29).

3.13 MUNICIPALITIES AND INTEGRATED DEVELOPMENT PLAN (IDP)

All municipalities have a five-year Integrated Development Plan, which is reviewed annually. However, it should be noted that the Integrated Development Plan is not developed annually but reviewed as such within a five-year cycle (Local Government in South Africa, 2017: Online).

An Integrated Development Plan (IDP) is the focus of South Africa's post-apartheid municipal planning system and also considered a key instrument in an evolving framework of intergovernmental planning and coordination. However, when it was first introduced, the IDP was in direct competition with other instruments of public planning, its purpose was vague, and its contents had yet to be specified. The evolution of policies explores the outcome of IDPs so that it is possible to judge the consequences at the early stage of implementation. Integrated Development Planning helps local municipalities to focus on the most important needs of local communities and considers the availability of resources at the local sphere of government. The aim of the IDP is to manage the municipality and promote the effective implementation of projects (Pillay *et al.*, 2006:186). The IDP enhances integrated service delivery, development, and promotes sustainable integrated communities through the provision of services to communities (SALGA, 2004:44).

Integrated Development Planning is formulated by the municipal committee which comprises of political, administrative, and relevant role-players for public decision-making and implementation. The councillors and mayor are political representatives to ensure that community needs are implemented. However, municipal officials have a significant role to ensure that the municipality functions according to the set standards plan (IDP). The local municipal executive management must ensure that the IDP is aligned with the municipal budget and guides the implementation of the IDP process through the following methods:

3.13.1 Integrated Development Plan review

The process of the Integrated Development Plan (IDP) review includes the following:

- Development and implementation of an annual Integrated Development Plan/budget preparation Schedule.
- Inclusion of input from the Integrated Development Plan and Budget Representative Forum and Unions.
- Development and implementation of an Integrated Development Plan/Budget Public Participation Programme.
- Annual reporting and oversight process.
- Implementation of ward-based planning (Africa, Yusuf & Magwaza, 2000:7).

It is the responsibility of every municipality to ensure that its IDP includes the above factors as well as proper service delivery.

3.13.2 Outline: Integrated Development Plan (IDP)

The IDP is prepared by the local, district and metropolitan municipalities for a period of five-years which coincides with the term of the elected municipal council. The plan is coherent which includes a concerned community and directs as well as coordinates the activities of an elected municipal authority (Harrison, 2006: 186). According to Pillay *et al.* (2006:187-188), the community understands the IDP as a policy that does not have the spatial component, and differs from the spatial plans. For example, town planning schemes, guide and structure plans were traditionally prepared for local authorities by town and regional planners.

The White Paper on Local Government identifies the IDP as a key instrument of developmental local government. This implies that local government is concerned with encouraging the economic and social development of communities. The IDP includes performance management tools, participatory processes and service delivery (Pillay *et al.*, 2006:189). The White Paper on Local government encourages the significant role of an IDP to ensure the long-term vision of a municipality and outlines the basic priorities of an elected council (RSA, 1998a). The Local Government: Municipal Systems Act (Act 32 of 2000) prescribes the contents of an IDP as follows:

- A vision for the long-term development of the municipality.
- An assessment of the current level of servicing, and of economic and social development, in and by a municipality.
- The local municipal council development priorities and objectives for elected term.
- The local council's development strategies which must be aligned with any national or provincial plans.
- Special development frameworks which must include guidelines for a land use management system.
- Sector plans required by other legislations, for instance water plans, transport plans, waste management plans, disaster management plans and housing strategies (RSA, 2000a).

Even though the IDP was primarily considered as the mechanism of local government planning and coordination, it is now connected in an intergovernmental planning system with instruments such as national government's Medium-Term Strategic Framework (MTSF) and the Provincial Growth Strategy (PGDS) (Pillay *et al.*, 2006:185).

3.14 THE INTEGRATED DEVELOPMENT PLAN (IDP) KEY PERFORMANCE INDICATORS (KPI)

Generally, local municipality's development strategies are based on the following six (6) National key performances Indicators (KPIs):

- Good governance, community participation and ward systems.
- Improved service delivery and infrastructure investment.
- Sustainable local economic development (LED).
- Transformation and institutional development.
- Municipal financial viability and management.
- Spatial planning and environmental management.

The KPIs respond to the issues identified in the analysis phase, specifically the list of priority issues identified through ward participation in meetings (Pillay *et al*, 2006:189).

3.15 UMZUMBE LOCAL MUNICIPALITY CORE VALUES

According to the Umzumbe Local Municipality's 2017 IDP final draft document, the Batho-Pele Principles are central in its operations. The principles inform the relations and interaction between the Municipality and its customers, communities and other stakeholders. The following are the values upon which the municipality functions:

- **Transparency:** The municipality is obligated to host transparent activities that are observable by members of the communities.
- **Innovativeness:** The municipality must strive to deliberately promote ideas that will result in excellence.
- **Consultation:** It is the duty of the municipality to inform and consult the communities about the level and quality of the services.
- **Excellence:** The municipality must be committed and serve the communities with excellence to promote and display a sound reputation towards other municipalities.
- **Accountability:** The municipality will be held accountable for every action related to tax payer's money. The financial statements should be reasonable, accurate and justified at the end of each financial year (Umzumbe Local Municipality, 2018: Online).

3.16 PARTICIPANTS IN THE FORMULATION OF AN INTEGRATED DEVELOPMENT PLAN

The Integrated Development Plan (IDP) provides for all relevant role-players and stakeholders to participate in their respective roles. Participation in an IDP construction as well as implementation process provides the stakeholders and role-players an opportunity to identify municipal priorities and develop a plan to achieve these timeously. The Municipal Integrated Development Plan comprises of the following six (6) representatives to ensure effective planning and organising (RSA, 2000b).

(a) Communities

Local government refers to authorities and dependent agencies that establish Parliament to provide a range of specified services and represent the general interests of a geographical responsibility area under a locally elected municipality. Geldenhuys (2009:25) implies that a municipality is not an independent body but dependent on its communities located in its geographical area of responsibility. The goals and objectives of a municipality are to provide effective and efficient services, build and sustain effective economic activities for communities, which must play a significant role to ensure that their voices are heard in municipal governance. They can do so by participating in the establishment and implementation of the municipality IDP process and highlight concerns that affect them.

(b) Municipal officials

The primary purpose of an Integrated Development Plan is to ensure that community priorities are implemented and action is taken to achieve these effectively and efficiently; this include building and sustaining economic activities It is possible for local government to improve the community's quality of life. Public participation provides the community with an opportunity to raise concerns that affect their daily lives. The Integrated Development Plan allows all role-players and stakeholders to participate in the preparation and implementation process so that their concerns are taken into consideration by the municipality.

(c) Municipal councillors

Municipal councillors are expected to act as drivers of the IDP so that the plan addresses the goals of the communities. Municipal councillors play a significant role because they understand the needs of the community. Therefore, they should reinforce the needs of the people and include the community(s) in the municipal plan. The IDP should be considered as the mechanism to engage all the role-players and stakeholders and come to a consensus of how they can achieve municipal priorities.

(d) Business enterprises

The participation of business enterprises in the IDP enables the public to express their concerns related to the development of their working environment. Participation of business individuals in the Umzumbe Local Municipality's IDP is not only a mechanism for public decision-making but also contains constituencies' needs and inspirations.

Therefore, members of the community(s) should participate in the process to ensure that their concerns are reflected in the IDP.

(e) Non-Governmental Organisations

Non-Governmental Organisations (NGOs) play a crucial role in addressing communities' concerns, because of its presence in communities that require services. NGOs should encourage communities to participate in the compilation of the IDP so that their interests are reflected therein. NGOs should also encourage the communities to participate in approaches, which include facilitating community discussions and negotiations to identify problems, how these might be resolved and implemented to resolve probable solutions.

(f) National and Provincial Government

Intergovernmental relations (IGR) processes seek to align public policies and priorities. A vital focus is strategic planning and budgeting, i.e. the clear articulation of political priorities and budgeting for their realisation (Heydenrych, 2008:722). Both the national and provincial spheres of government should concentrate on assisting municipalities to focus on the strategic aspects of the IDP processes than non-strategic aims.

Geldenhuys (2009:26), posits that the IDP is not a real strategic process. For example, what if a direct link between the IDP and budget process of a municipality is omitted? To conduct the IDP process successfully, municipalities must depend on a positive link, collaboration and cooperation between the relevant government's structures (Vries, Reddy & Hague 2008:102)

The Local Government: Municipal Systems Act requires regular public consultation with the communities throughout the different stages in the IDP process and the question remains of whether all three spheres of government do consult public as supposed to be. Communities' consultation about IDP action at all spheres of government should take place in permanent and continuous manner (Kahn, Madue & Kalema 2016: 26).

3.17 PUBLIC PARTICIPATION ENHANCEMENT METHODS

Community participation and engagement can be enhanced through the following key aspects (Baloyi, 2009:40-41):

(a) Traditional leaders

Notably, several service delivery challenges are evident in South Africa's local sphere of government and historically under-resourced and under-serviced areas such as rural and semi-urban municipal and traditional authorities. For example, the Umzumbe Local Municipality has a serious challenge with the infrastructure such as water, electricity, roads and economic development. It is important for government to acknowledge the leadership and management roles of traditional leaders in these areas because they lead communities and have authority in their areas of jurisdiction. There is also a need to legislate the role of traditional leadership to ensure cooperation and synergy in service delivery in these areas (Baloyi, 2009:40).

(b) Developing legislation

Since 1994, the South African Government has made a concerted effort to increase public participation in the formulation of legislation. The Constitution of 1996 stipulates that the public should participate in the formulation of IDP-related legislation (Baloyi, 2009:40).

(c) Public hearings and *Izimbizo(s)*

South Africa prides itself on community participation in activities related to public service delivery (Baloyi, 2009:41). *Izimbizo(s)* is a vehicle accepted by government to provide communities with an opportunity to express their say on issues related to public service delivery. The communities, irrespective of their positions, participate to raise concerns that affect them. The government functions through the following communities namely: National Assembly, National Council of Provinces, including joint and *ad hoc* communities. These communities can call for public hearings when public opinion forms part of the law-making process or when additional information on a matter is required to make informed proposals to Parliament.

3.18 TYPOLOGY OF PUBLIC PARTICIPATION

Democracy and participation are two concepts which are inextricably linked, and at the centre thereof are the people and their development (Heydenrych, 2008:707). It is possible to isolate different types of participation that may deepen the democratic process. Refer to Table 3 below:

Table 3: Types of participatory action

Types of participation action	Action	Comments
Persuasion	ON: Communities are informed and manipulated, but have no real input.	A local authority (agency) presents people with an idea/initiative to gain support. People are made to see reality according to the agency. This is one-way communication (information dissemination) in which the agency manages or leads the development process.
Mobilisation	FOR: Others set the agenda and determine the process.	The agency involves people in order to induce contribution of labour or funds to supplement agency resources and keep costs down. This is also done to increase people's sense of ownership and responsibility for maintenance.
Consultation	FOR/WITH: Others analyse the information and decide on the course of action.	Communities are consulted to provide better information for decision makers. The views communities hold may or may not be considered. Often consultation increases decision input and leads to decisions that are more appropriate.

Participation	FOR/WITH: Citizens influence decisions and share responsibility for the outcomes, but often the agenda is set by others.	Communities contribute to decision-making. All share the responsibility of making decisions, but often councillors and public officials have more influence, particular where expertise is needed for strategic issues
Collaboration	WITH: There is partnership, joint action, and coproduction (working with others to set priorities and participate in implementing on a basis of equality with other stakeholders).	A local authority is bound by statutes and political commitment to give weight to the views of the citizens, although “partnerships” are often unequal. Participating communities are implicated in the outcomes and share the risk that these might differ from those intended, thus, they share accountability.
Collective action/Self-management/ Empowerment	BY: Communities are in control, with little or no input by others	Communities decide for themselves and carry full responsibility. They are empowered and so may act without local authority input. The danger is that poor communities lack the resources to solve their problems without external support.

Source: (Heydenrych, 2008:707).

3.19 UMZUMBE LOCAL MUNICIPALITY IDP, PERIOD 2018/19 - 2019/20

Umzumbe Local Municipality's IDP for year 2018/19 - 2019/20 listed six (6) Key Performance Areas (KPA) for the periods under review. These KPAs are as follows:

- a) Municipal transformation and institutional development.
- b) Basic service delivery.
- c) Local economic development (and social) analysis.
- d) Financial viability and management analysis.
- e) Good governance and public participation analysis.
- f) Cross cutting interventions, spatial analysis, environment management and disaster management (Umzumbe Local Municipality, 2018: Online).

3.20 UMZUMBE LOCAL MUNICIPALITY KEY CHALLENGES

Although the Umzumbe Local Municipality has 6 Key Performance Areas (KPAs), there are certain internal challenges which this Municipality experiences in its effort to achieve these areas. The challenges are indicated in the table below as it appears in Umzumbe Local Municipality's IDP, 2018, (Umzumbe Local Municipality IDP, 2018: Online).

Table 4: Umzumbe Local Municipality: key internal challenges

Key Performance Area (KPA)	Umzumbe Local Municipality internal challenges
1. Municipal Transformation & Institutional Development	<ul style="list-style-type: none"> • Budgetary constraints to fill vacancies on the organogram in line with powers and functions • Limited storage capacity and lack of storage security • Inability to implement scarce skills policy • Loss of institutional memory • Vacancy of critical posts
2. Basic Service Delivery	<ul style="list-style-type: none"> • Unable to fully implement the Plan • Inaccessibility for collections

	<ul style="list-style-type: none"> • Minimal resources (Human Resources, Plant, Equipment. Budget) • Lack of waste disposal facilities • No operational & maintenance plan • No in-house mechanics • No capacity to obtain licence • Lack of proper infrastructure in the available and potential community facilities. • No parks, libraries, cemeteries and sports field's backlogs. • Lack of funding. • Poor education and health facilities.
<p>3. Local Economic Development (LED)</p>	<ul style="list-style-type: none"> • Inadequate health infrastructure due to limited funds, coupled with increased rate on communicable diseases. • Maintenance of sports facilities • No libraries • No cemeteries (environmental issues & future land shortage) • Housing backlog (delays in construction, protests and land tenure issues) • Poor ICT infrastructure (cell phone network and Internet data)
<p>4. Financial viability and management</p>	<ul style="list-style-type: none"> • Limited human resource capacity (SCM). • Lack of revenue enhancement methods.

	<ul style="list-style-type: none"> • Implementation of debt collection policy and revenue enhancement strategy.
<p>5. Cross cutting interventions</p>	<ul style="list-style-type: none"> • Illegal Development: is continuously experienced within the area of Umzumbe. This result from limited knowledge of proper development legislation and related procedures. • The topographical nature of some areas of Umzumbe and tribal location of households to reside has delayed the process of service delivery and has a high cost implication. • No capacity for Spatial Planning and Land Use Management Act (SPLUMA) implementation. • Various areas within Umzumbe Local Municipality experience recurring incidents of natural disasters (flooding, runaway fires) together with household fires from candles. • Rapid Increase in taverns and liquor applications. Illegal developments and enforcement under chapter 4 of the Planning Development Act. • Internal departments not planning according to municipal strategic areas.

	<ul style="list-style-type: none"> • Lack of environmental and sector plans (e.g. coastal, flood lines, biodiversity). • Lack of capacity to deal with environmental Issues. • Ineffective public awareness on planning matters. The review of disaster management plan. • Limited GIS data to map out disaster risk areas. • The need to frequently update our GIS data. • The Umzumbe Local Municipality is completely rural with no town and very little economic activity. • The Umzumbe Local Municipality owns no land, close to 40% of the land falls under Ingonyama trust and about 35% is under private ownership and the State
6. Basic service delivery	<ul style="list-style-type: none"> • Refuse removal still a challenge due to the topography and rural nature of the municipality. • Inadequate bulk electricity infrastructure and backlog (capacity), intertwined with deforestation, thus increasing impact of “global warming/climate change” • Fragmented and inadequate public transport infrastructure.

	<ul style="list-style-type: none"> • Poor access roads infrastructure (limited funds, inadequate maintenance). • Poor education facilities (Infrastructure, low pass rate, closing down of schools, pregnancy rate).
--	--

Source: (Umzumbe Local Municipality, 2018: Online).

Table 4 represents the Umzumbe Local Municipality’s internal key challenges. Moreover, according to the Umzumbe Local Municipality IDP draft document for 2017/18, there are the following external challenges which face this Municipality:

- High level of illiteracy

The high level of illiteracy contributes towards economic failure since people depend on government social grants. Most young people in the Umzumbe Local Municipality drop out from schools at an early stage and become criminals to survive economic hardships (Umzumbe Local Municipality, 2018: Online).

- Crime

Because of the high unemployment rate in Umzumbe Local Municipality, crime had become an alternative source of income. Burglaries and car high-jacking are on the increase including the murder of innocent citizens (Umzumbe Local Municipality, 2018: Online).

- Unlawful dumping

The refuse is removed by the Umzumbe Local Municipality on a regular basis. However, the high population density per municipal site contributed towards the large volumes of refuse. The residents, in efforts to keep their areas clean, resorted to dumping in open sites reserved for other development projects. In most instances, communities usually tend to build shacks close to the dumping sites which are unsanitary, create pollution issues and leads to the outbreak of diseases (Umzumbe Local Municipality, 2018: Online).

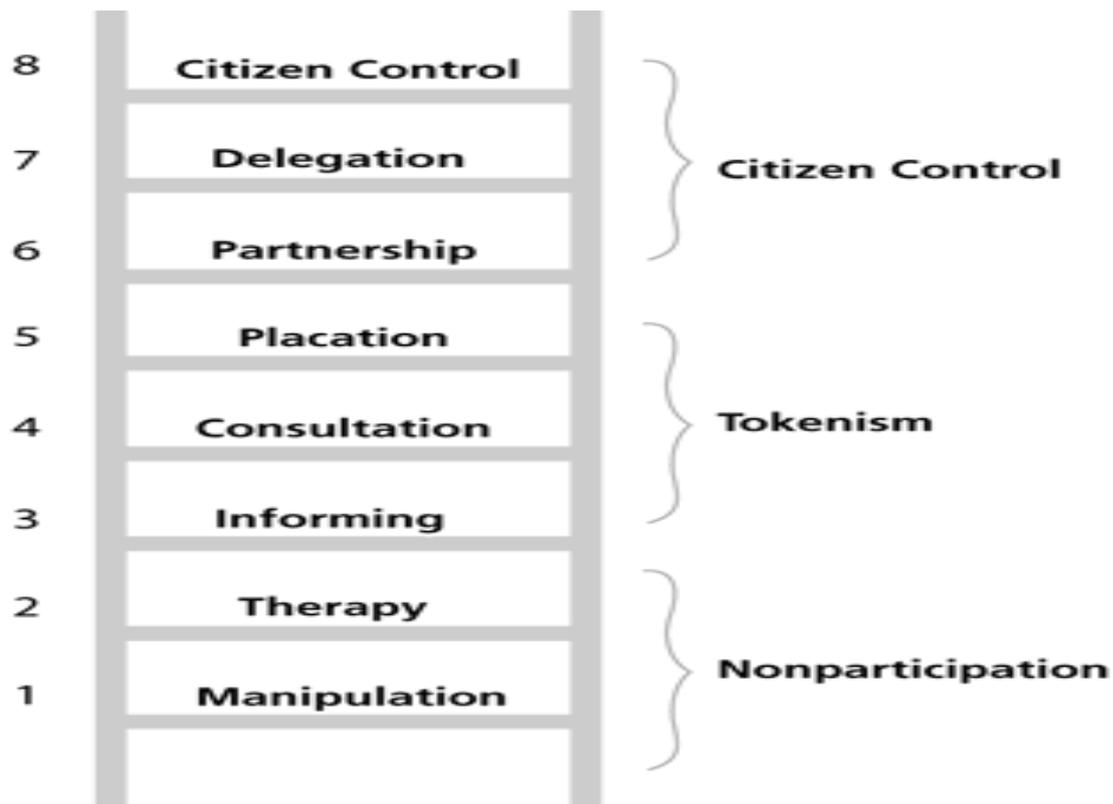
- Municipal sources of revenue

Irrespective of the high unemployment levels, the Umzumbe Local Municipality residents demand quality services from their municipality, for example, water, electricity, refuse removal services and health services. The high rate of unemployment, lack of income and the non-payment for services by indigent families place a further burden on the municipality's fiscal (Umzumbe Local Municipality, 2018: Online).

Umzumbe Local Municipality is located in a rural area and is dependent on subsidies from National and Provincial government. Rural municipalities require a large budgetary allocation compared to metropolitan municipalities, which can generate their own revenue. Rural municipalities receive limited revenue in the form of rates and taxes and occasionally, the communities refuse to comply with tax collection procedures (Umzumbe Local Municipality, 2018: Online).

3.21 PUBLIC PARTICIPATION THEORIES AND MODELS

According to Khawula (2016:57), community participation can take place at different levels. One common method of categorising participation is that of Arnstein's theory. Arnstein (1969:216-224) argues that participation can differ in scope and depth and formulates eight possible levels of participation that indicate the extent of the public's contribution. The degree of involvement ranges from the manipulation of citizen control to citizen power, as indicated in the ladder of participation below:



Arnstein's Ladder (1969)
Degrees of Citizen Participation

Figure 5: Ladder of participation

Source: (DPLG, 2007:16)

Arnstein (1969:217) writes of eight rungs or levels of community participation. They are as follows, beginning at the lowest: Manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen power. These eight rungs could possibly be placed on a continuum involving varying degrees of exchange of information influencing decisions made. The lowest level is a simple ritual, while the highest is the holding of real power to obtain an outcome or to influence or change a decision to be made.

3.22 PHASES AND PROCESSES OF MUNICIPALITIES' IDP

The Local Government: Municipal systems Act (Act 32 of 2000) stipulates that the Integrated Development Plan review process starts ten months before the beginning of the financial year under review.

IDPs are required to be undertaken by all District and Local Municipalities. The IDP sets out the development vision for the municipality and aligns this to dedicated projects to be undertaken over the life span of the IDP (5 years). IDPs are constructed to a five-year plan but are required to be reviewed periodically (DWA, 2009).

3.22.1 The phases of municipalities' IDP

The Integrated Development Plan is made up of different phases that are undertaken in a municipality. These phases are illustrated in the below table:

Table 5: Phases of municipalities' IDP.

Planning phase	Methods of participation
Analysis	Community meetings Stakeholder meetings Surveys and opinion polls (getting views on how people feel about a particular issue) Strategies
Strategies	IDP Representative forum Public debate on what can work best in solving a problem
Projects	Meetings with affected communities and stakeholders Representation of stakeholder on project subcommittee
Integration	IDP Representative forum
Approval	Public discussion and consultation with communities and stakeholders

Monitoring and implementation	IDP Representative Forum
-------------------------------	--------------------------

Source: (Africa, Yusuf, & Magwaza, 2000:10).

A diagrammatic overview of the municipality (IDP) planning process.

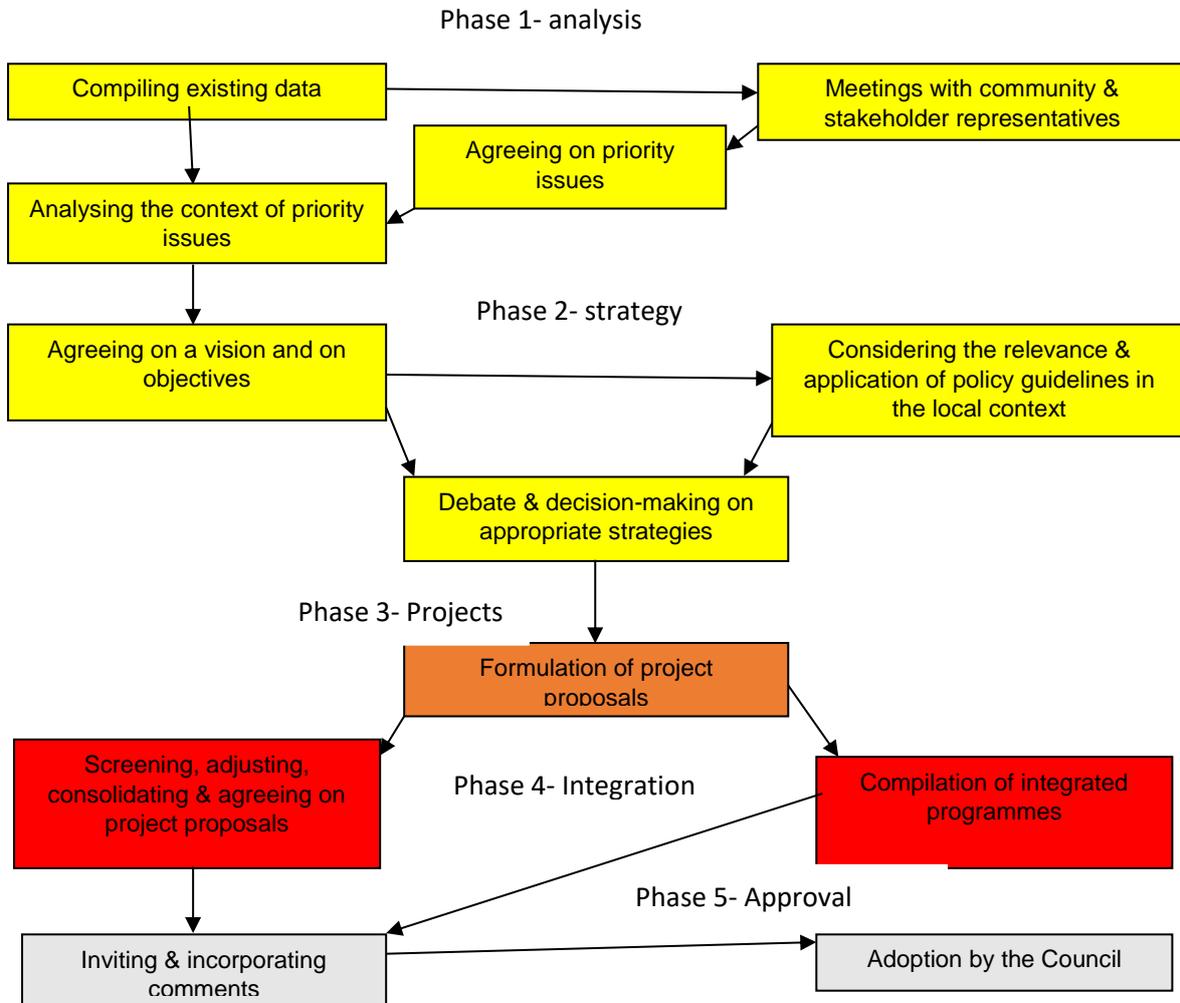


Figure 6: A diagrammatic overview of the municipality planning process

Source: (DWA, 2009).

3.22.2 A municipality’s IDP Process

Organisational Structures and institutional arrangements role and responsibilities at Local Government level (District & Local Municipalities). The IDP process is illustrated in the table below.

Table 6: The municipality (IDP) process.

Role-players	Role and responsibilities
Municipal Council	<ul style="list-style-type: none"> • Final decision making/approval of IDPs. • Monitoring.
Councillors	<ul style="list-style-type: none"> • Linking integrated development planning process to their constituencies/wards. • Organising public participation.
Executive Committee / Executive Mayor/Municipal Manager/CEO	<ul style="list-style-type: none"> • Decide on planning process: nominate persons in charge; monitor planning process. • Overall management & co-ordination responsibility to make that all actors are involved.
IDP Manager	<ul style="list-style-type: none"> • Day-to-day management of the drafting process on behalf of the MM (to ensure a properly managed and organised planning process)
IDP (Steering) Committee / Task Team •	<ul style="list-style-type: none"> • Elaboration/discussion of contents of the IDP: <ul style="list-style-type: none"> ➤ Providing inputs related to the various planning steps. ➤ Summarising/digesting/processing inputs from the participation process. ➤ Determine applicable mechanisms & procedures for alignment relevant to local context.

	<ul style="list-style-type: none"> ➤ Discussion/commenting on inputs from consultants or other specialists.
IDP Technical Committee •	<ul style="list-style-type: none"> • Monitor implementation and measure against key performance indicators (meets only at mid-year review) • Reports to Council as a Section 79 committee (ito of the MSA).
IDP Alignment Committee	<ul style="list-style-type: none"> • Align all IDP activities to the needs of the community.

Sources: (DWA, 2009).

The above highlighted core components of the IDP in this chapter, are all part of a holistic IDP process. Motale (2012:40-41) highlights Louw's (2002) IDP cycle in comparison to Khuzwayo's (1999).

(i) Louw's Model of the IDP Process Cycle

A municipal council must adopt a document that sets out how it intends to go about planning, drafting, adopting and reviewing the IDP. This document is usually called the "process plan" by which municipalities prepare 5-year strategic plans that are reviewed annually in consultation with the local community and stakeholders (Motale, 2012:39-40). According to Louw (cited by Motale, 2012:40), the IDP process is based on a number of sequential steps that need to be followed by municipalities. Louw's IDP process cycle is presented in the figure below:

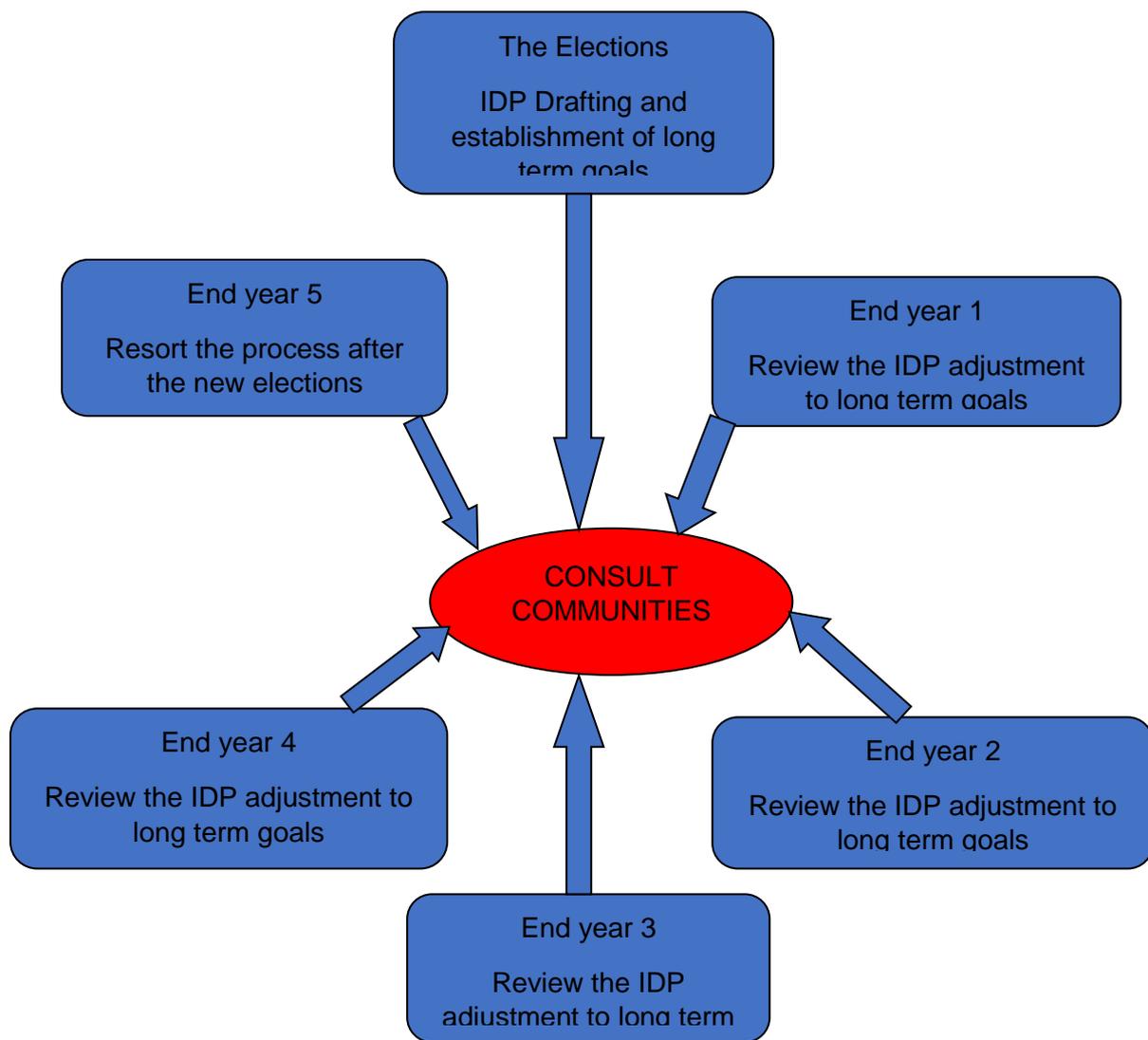


Figure 7: The Integrated Development Planning (IDP) Process cycle

Source: Louw, 2002 (cited by Motale, 2012:39).

(ii) Khuzwayo’s Model of the IDP Process

According to Motale (2012:40), Khuzwayo’s (1999) model as opposed to Louw’s model focuses on what the IDP planning process entails. It gives some guidelines as to the sequential steps that should be followed by the planners of the local sphere of government. Louw’s model, as discussed in the previous section, focuses on the timeframes spanning from the time at which the new Council is elected, and its duration in office. According to Khuzwayo (1999), municipalities effectively implementing the

Integrated Development Planning process, follow a chronological sequence of steps. He further stipulates that; the steps need to be strictly adhered to during the planning process. It is argued that this process is a modern way of addressing people's needs as it takes into cognisance their involvement throughout the planning and the implementation of decisions. The IDP planning process commences with the assessment of the current situation, and the planners identify the real issues that require planning, and begin with an information gathering process. The second step is to prioritise the needs accordingly, which helps in identifying those needs that are seen as urgent by members of the community (Motale, 2012:41).

The third step involves setting goals that will enable the attainment of prioritised needs of the community. After the goals on how to satisfy the needs of the community have been set, strategies to meet these needs are devised (step four). The fifth step is to develop and implement these strategies. With regard to the fifth step, the development and implementation of projects, there are varying views as to whether implementation comes before or after the budget has been allocated. Since the implementation of a development project depends solely on the allocated funding, this study considers budgeting as an important element of the planning process that should be carried out before the implementation (Motale, 2012:41).

3.22.3 The Local government organisational arrangements

Chapter 7 of the Constitution of the Republic of South Africa (Act 108 of 1996) section 51(1-4) stipulates the following:

1. The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic of South Africa.
2. The executive and legislative authorities of a municipality are vested in its Municipal Council.
3. A municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution.
4. The national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

In order for a municipality to function effectively there must be a well-established organisational structure with clear powers and functions of each structure. See the following Figure:

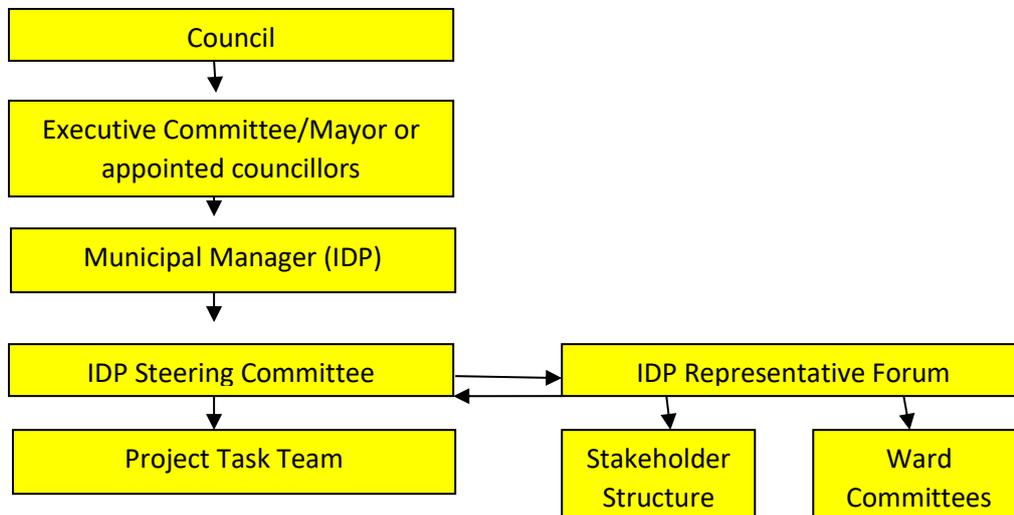


Figure 8: The Local government organisational arrangement

Source: (DWA, 2009:05).

In order for Umzumbe Local Municipality to have a successful IDP plan it must adhere to all five phases and follow the process as illustrated in Figure 8 thoroughly with the aim to have the concrete IDP process as a final document where all relevant stakeholders have contributed from formulation up to the approval phase.

3.23 CONCLUSION

The above discussion on the place and role of a municipal Integrated Development Plan (IDP) highlighted the significance of both the municipality and community(s) regarding matters that affect the community(s), especially service delivery. Pertinent key terms were identified and briefly explained, as well as the challenges related to both public participation and public management. The latter revealed certain strategies that can be implemented to persuade community members in their respective municipalities to participate as well as accentuate the significance thereof. This chapter also expounded upon public participation post-1994, which included public policy formulation and implementation related to community participation. The IDP emanates from various legislative frameworks which were discussed in detail in Chapter two of the mini-

dissertation. The IDP was introduced to help municipalities map service delivery for its community(s). However, the challenges facing IDPs continue, despite attempts to address the shortcomings.

In the following chapter the research methodology adopted for this study will be discussed and empirical findings will be presented.

CHAPTER FOUR: THE RESEARCH METHODOLOGY AND EMPIRICAL FINDINGS.

4.1 INTRODUCTION

This chapter presents the research methodology and outlines the various tools and approaches utilised to conduct the study at Umzumbe Local Municipality. The following aspects will be discussed: research design, methodology, target population sampling methods used, data collection methodology, and data analysis method used in the research, validity and reliability data and conclusion

Research is a systematic, planned, and organised effort to investigate a problem of interest that has been identified by the researcher (Sekaran & Bougie, 2010:127). Being prepared implies that the research process follows a sequence of steps that dictate the way the study should be conducted. Research methodology is viewed as a system of research which enables one to gather, analyse, and interpret data to achieve the research objectives. The research method presented in this document outlines the approach and procedures utilised to conduct the study effectively, efficiently and economically.

The data collected is intended to answer the research questions of the study and fulfil the aims and objectives of the study. The questions about the study, problem statement, and the importance of the study, aims, objectives and the literature review survey have been discussed in Chapter One of this mini-dissertation.

4.2 THE RESEARCH DESIGN

According to Creswell (2009:3), the three types of inquiry design or paradigms are the positivist and pragmatist paradigm. Mouton and Babbie, (2009:74) define research design as a blueprint of how researchers intend to conduct the study. Yang and Miller, (2008:76) argued that the purpose of the research design is to define the structure of inquiry into a research problem that will produce a valid and useful debate in the researcher's audience within the resourcefulness and time available. The inquiry design focuses on specifying and combination of key elements and methods to maximise validity.

For the purpose of this study the researcher decided that the most suitable approach to obtaining relevant data while incorporating the aim and objectives of the study was to draw up a questionnaire and conduct semi-structured interviews. The selection of this methodology for this study was guided by the aim to best address the research questions, aims and objectives.

4.3 THE RESEARCH METHODOLOGY

According to Silverman (2008:260), a case study involves a case or a few cases in detail using the appropriate inquiry design and methodology with the overall objective being to develop a deeper understanding of the research phenomena, even though there are many particular research objectives and questions. The case study used in this research was the population of Umzumbe Local Municipality with the aim to obtain detailed views of respondents and issues relating to the objectives of the study.

4.3.1 Research target population

According to Creswell (2011:145), in empirical research, the concept of “target population” refers to the entire group of people, events or things of interest that the researcher wishes to investigate. The researcher consulted role-players and stakeholders involved in the formulation and implementation of the IDP in Umzumbe Local Municipality, municipality officials, ward councillors, community development workers and community members.

The communities are the beneficiaries of the IDP; therefore, they should be allowed to participate in its formulation and implementation. Although municipal officials are designated as key in the planning processes, the ward committees act as the representatives or delegates on behalf of the community to ensure that their issues are considered.

4.3.2 Research sampling methods

Sampling is the process of selecting the correct number of a representative group of the research's target population. This provides the researcher an understanding of the characteristics and parameters of the target population (Creswell, Vicki & Clark, 2011:262). However, Remler and Van Ryzin (2011:145) believe that researchers conduct sampling because of limited resources or time available to study the entire research locus' target population. Sampling helps to ensure that adequate data is collected from a target group for the study instead of the entire locus' target population itself.

The sampling helps the researcher to select the relevant respondents for interviews in a certain population. In this study, probability and non-probability sampling was utilised. Sekaran and Bougie, (2010:275) highlighted probability sampling as simple random sampling that has the least bias and offers a generalization of data. However, the non-probability sampling method is a planned selection of the element within the research's target population, and it does not comprise of additional data. Since the size of the target population is large, this type of sampling is most suitable. Ten municipal officials were also included as part of the sample group in the study. The data was gathered through the survey method.

4.3.2.1 Purposive sampling

Purposive sampling is a suitable sampling method because it focuses primarily on the target population for research objective such. This type of sampling ensures that specific information is acquired from selected persons. In this study, municipal officials, and ward councillors provided information of the IDP process, and highlighted the shortcomings they encountered such as lack of knowledge and receiving information timeously regarding IDP formulation and implementation

4.3.2.2 Random sampling

The participants were selected randomly from among both Umzumbe Local Municipality officials and communities. A data collection was distributed, and face-to-face/ telephonic semi-structured interviews were held.

4.4 RESEARCH DATA COLLECTION METHODS

According to Gillham (2000:1), good research cannot be built on poor quality data. Initially, a formal letter was sent to the Municipal Manager in the Umzumbe Local Municipality requesting authority to conduct the research. This was intended to introduce the researcher, requesting permission to conduct research and informing the Municipal Manager on how the raw data would be collected from the ten randomly selected wards of Umzumbe Local Municipality. Ten wards councillors were contacted in advance to make an appointment because these were required to indicate the boundaries of their wards.

The following two empirical data collection methods were utilised to collect the data from the selected groups, namely: face to face semi-structured interviews with municipal officials and in addition to the aforementioned a questionnaire was distributed to 100 randomly selected community members of the Umzumbe Local Municipality area. Primary data refers to information acquired directly by the researcher on the variables of interest for the specific purpose of the study (Sekaran & Bougie, 2010:180). The data collection method in this study was semi-structured interviews and questionnaire. This served as the primary data collection method. The questionnaires were hand delivered by the researcher to the 100 participants in the ten wards of the Umzumbe Local Municipality and semi-structured interviews were administered by the researcher to 10 officials of the Umzumbe Local Municipality.

The following data collection methods were used in this study:

4.4.1 Interviews

According to Sekaran and Bougie (2010:186), interview is understood to be a method to collect data. Interviews are considered a useful method of data collection, especially during investigative research. Telephonic and face-to-face semi structured interviews were conducted with the 10 randomly selected Umzumbe Local Municipality officials and 100 copies of a questionnaire to randomly selected Umzumbe Local Municipalities communities. The research's target population was able to express themselves freely of their knowledge and experiences with the IDP formulation and implementation processes without being intimidated.

4.4.2 Questionnaire

The questionnaire is a set of written questions or statements pre-formulated by the researcher, and the selected respondents record their answers. Sekaran and Bougie, (2010:197) argue that a questionnaire is an efficient method to collect data when the researcher knows what is required, and how to measure the variables. In this study, closed- and open-ended questions were utilised. The participants could select a response and were afforded an opportunity to record any comments to support their answers.

The questionnaire was utilised to gather information from the 100 randomly selected community members within the Umzumbe Local Municipality. The questionnaire was explained and interpreted by the researcher to those who could not read or understand the questions posed. Several community members who reside in the surrounding rural communities lacked the necessary literacy skills, hence there was a need to ensure that questions were interpreted and explained to make them clearly understood.

4.5 PILOT TESTING

Gorman and Clayton (2005:280) posit that “a pilot study means taking the draft research plan and applying it in a neutral location that will not be used in the actual fieldwork or collection of preliminary data in the actual location from which data are to be collected”. Either way, a pilot study allows one to test several variables and to resolve any initial problems before preparing the broad plan to direct the research project. The idea is not to gather data *per se*, but to learn about the research process, interview schedule, observation techniques and the researcher as the instrument. The tested variables included data collection methods; time-frames of the investigation; and the researcher as the instrument. A pilot test was conducted. Ten (10) random samples were utilised to acquire clarity on level of community understanding and examine how the participants would respond to the questionnaire and semi-structured interviews. The pilot study was conducted between April and May 2018.

4.6 DATA ANALYSIS

Data analysis is the process of evaluating data using analytical and logical reasoning to examine each component thereof. Sekaran and Bougie (2010: 373) define data analysis as either a full analysis of the participant's responses, or a partial one. The researcher discretely selected the appropriate data for analysis in this study, and the data was analysed after the empirical surveys were completed.

4.6.1 Descriptive statistics

Descriptive statistics is provided by measurement of the frequencies and basic characteristics of the data, providing the overall tendencies and the distribution (Sekaran & Bougie, 2010:374). Descriptive statistics refers to the statistics that describe the phenomenon of interest and is a basic summary of the sample. According to Durrheim (2008:192), the aim of descriptive information analysis is to describe the data by investigating the distribution of scores on each variable quantity, and whether the scores on the variable are related to each other.

4.6.2 Frequencies and percentages

Frequency refers to the number of times various sub-categories or certain phenomena occur where, the percentage amounts and the cumulative percentages of the subcategories are derived. Frequencies are generally acquired for data variables such as gender, place of work, and types of organizations (Sekaran & Bougie, 2010:374).

4.6.3 Measures of central tendency

There are three major types covering measures of central tendency, namely: mean median and mode, which are described below:

- **Mean** is defined as the average value (Sekaran & Bougie, 2010:375). McIntyre (2005:88) defined the mean as the average value of the sum of all the numbers, divided by the number of values in that data set.

- **Median** refers to the central item in an observed group of when they are arranged in ascending or descending order, or orders of magnitude. (Sekaran & Bougie, 2010:375).
- **Mode** is defined as the score value occurring most frequently (Sekaran & Bougie 2010:375).

4.6.4 Measures of dispersion

There are three measures of dispersion namely, the range, variance and standard deviation which are described below:

- **The Range:** The range refers to the extreme value in a set of observations. It is the highest value minus the lowest score value (Sekaran & Bougie, 2010:376).
- **The Variance:** The variance is calculated by subtracting each of the observations in the data set from the mean, taking the square of this difference and dividing the total of these by the number of observations (Sekaran & Bougie, 2010: 377).
- **Standard deviation:** The standard deviation is calculated simply as the square root of the variance (Sekaran & Bougie, 2010:377).

4.6.5 Inferential data statistics:

Inferential statistics refer to the statistical results that allow the researcher to draw inferences from a sample (Sekaran, 2003:350).

4.6.6 Correlation data statistics

Correlation data statistics gives the relationship between one dependent variable and one independent variable (Sekaran, 2003:114). Correlation is a measure of the statistical relationship between two comparable time frames. Correlation is a statistical measure that indicates the extent to which two or more variables fluctuate together. A positive correlation indicates the extent to which those variables increase or decrease in parallel, whereas a negative correlation indicates the extent to which one variable increases as

the other decreases. In this study, the researcher was interested in knowing whether there is a positive relationship between Umzumbe Local Municipality IDP and its Local community's participation in the IDP formulation and implementation.

4.6.7 T-test

The T-Test is used if the researcher needs to know whether two groups are different from one another regarding a variable. The T-test is used to see if there are any significant differences in the means for two groups in the selected variable (Sekaran & Bougie, 2010: 120). According to Smyk and Van der Velde (2017: Online), a T-test is a test procedure for making statements about the means of population values or statements about differences in the means between two groups. In this study, the researcher required knowledge as to whether male and female members of the sample population differ in behaviour regarding community participation. Furthermore, the researcher needed to know whether there was a significant difference in community participation between the more literate members and less illiterate community members. The researcher also sought to make recommendations regarding actions that would encourage a more proactive approach to public participation for members of the community that are disinterested and apathetic.

4.6.8 Analysis of Variance (ANOVA)

Analysis of variance indicates a significant mean difference in a dependent variable, between two or more groups (Sekaran, 2003:132). ANOVA is an analysis of the variance present in an experiment; it is also a test regarding the hypothesis that the variance in an experiment is no greater than that of the normal variance of individuals' characteristics and error in their measurement.

4.7 VALIDITY OF DATA

According to Sarantakos (2005:83), validity is a standard of preciseness, truth and relevancy of inquiry undertaking. Creswell (2011:210) states that quantitative validity is defined by the scores acquired by the participants and relevant indicators are measured. Neuman (2006:196) maintains that the qualitative researcher's objective is to give a fair, honest and a balanced account of social life from the standpoint of someone who lives it every day.

For the validity and dependability of this study, the researcher used self-administered semi-structured interviews with Umzumbe Local Municipality officials, distributed a questionnaire to the randomly selected targeted group of Umzumbe Local Municipality communities and carried out an extensive literature review analysis to get multiple perspectives and confirm the credibility and authenticity of the study and findings. The responses by respondents were approximate to the truth and the researcher was able to detect some 'reality' and the attitude of a prevailing situation which was symbolically represented as research findings.

4.8 RELIABILITY OF DATA

Reliability of data refers to consistency of measurement (Creswell, 2011:211), that is the extent to which results are similar over different forms of the same instrument or occasions of data collection. This implies that if another person conducting the research follows the same procedure of measurement, and acquires the same results, over a certain period, the instrument is considered reliable. According to Denscombe (2007:298), reliability measures the consistence and precision of a research project.

While qualitative research worker gives attention to reliability, they use terms such as consistency, applicability or dependability. Qualitative researchers use a variety of data resource and use a multiple measurement method in order to come up with reliable and dependable data (Neuman 2006:196). Reliability in the context of the research methodology reflects the extent to which a study was conducted in an objective manner and the same results in subsequent studies. The research was programmed and carried

out accordingly in an ethical and professional manner to ensure its validity, reliability, credibility and trustworthiness.

4.9 ETHICAL CONSIDERATION

Ethical considerations can be quantified as one of the most significant aspects of research. According to Bryman and Bell (2015:126), there are ten principles of ethical considerations which must be considered before research which involves human subjects or animals, is conducted. These include, *inter alia*, the following:

- Research participants should not be subjected to harm in any way whatsoever.
- Respect for the dignity of the research participants should be prioritized.
- Full consent should be acquired from the participants prior to the study.
- The privacy of the research participants must be ensured.
- Adequate level of confidentiality of the research data should be ensured.
- Anonymity of both individuals and participating organizations in the research must be ensured.
- Any deception or exaggeration of the aims and objectives of the research must be circumvented.
- Affiliation in any form, sources of funding, as well as any possible conflict of interest must be declared.
- Any type of communication in relation to the research should be executed with integrity and transparency.
- Misleading information, as well as bias representation of the primary data findings must be avoided.

To address the ethical considerations of this study, all relevant aspects were considered carefully during the research process.

4.10 INFORMED CONSENT

The research participants were fully informed of the procedure and probable risks. The study was conducted based on the participants' informed consent, and were guaranteed

no harm for their willingness to participate. Voluntary participation was accentuated to each respondent. Moreover, the use of offensive, discriminatory, or other unacceptable language was avoided in the formulation of the questionnaire and the respondent's privacy and anonymity was adhered to throughout the research process. The respondents were also informed that they could withdraw from participating at any stage. Lastly, the respondents were informed of probable risks in participating in the study. The respondents were informed that the study was conducted based on the University of South Africa's general accepted norms, standards and values.

4.11 LIMITATIONS OF THE STUDY

McMillan and Schumacher (2006:110) hold that limitations are influences that the researcher cannot control; and include the shortcomings, conditions or influences that restrict the researcher's methodology and conclusions. The following limitations were encountered in this study, that is, community participation in the IDP implementation process at the Umzumbe Local Municipality:

- The community members were reluctant to respond, which was probable due to the lack of knowledge of the IDP.
- Every phase of the IDP process could not be examined. The study was limited to the role of community participation as a significant aspect of development in local government.
- The research findings could not be generalized because this study only focused on the Umzumbe Local Municipality.

4.12 DATA INTERPRETATION AND PRESENTATION

What follows is an analysis of the quantitative data collected through the utilisation of a questionnaire (Refer annexures A, B and C for the questionnaire). Qualitative analysis of the open-ended and closed-ended questions is presented in section C (Umzumbe Local Municipality IDP managers). A total of 100 questionnaires were distributed randomly to 10 out of 20 municipality wards among the ULM communities. A total of 88 questionnaires returned completed. The respondents were given two (2) weeks to complete and return these questionnaires which the researcher collected. This response is greater than the

60% recommended by Denscombe (2007:296) for a credible and reliable, research project. Therefore, the high response rate (88%) enhances the credibility and reliability of the study.

4.12.1 Quantitative data analysis

The data obtained from the respondents was collected based on the responses to the questions and statements made in the form of a scale: yes, and no. It is, however, imperative to note that for the purpose of this research background information, it was asked although was not part of the research, consequently, this information would also impact on the data analysis.

In order to analyse the responses more effectively the questionnaire was divided into 3 sections. Section A and B focused to the ULM community members and Section C focused to the ULM officials.

Section A: ULM communities background information,

Section B: Questionnaire focused on the members of the communities probing their knowledge and level of participation in the Integrated Development plan of Umzambe Local Municipality.

Section C: The research questionnaire distributed to the Umzambe Local Municipality officials were 10 (n-10) and is classified as Section C of this study.

4.12.1.1 Section A:

Section A: gives overview background information of ULM communities who participated in the study. The structured questionnaire probed the following information: gender classification, age group, level of education and employment status of the participants. The responses to section A of the questionnaire are summarised in tables 7 to 11 and figures 9 to 13 respectively below:

1 Gender classification of the respondents

The following responses to this question were recorded from a sample of eighty-eight (88) participants. Table 7 below illustrates the percentage of the gender classification of the respondents that participated in the study at Umzumbe Local Municipality.

Table 7 Umzumbe Local Municipality: respondents' gender classification

Male	Females	Total number of participants
43	45	88
51%	49%	100%

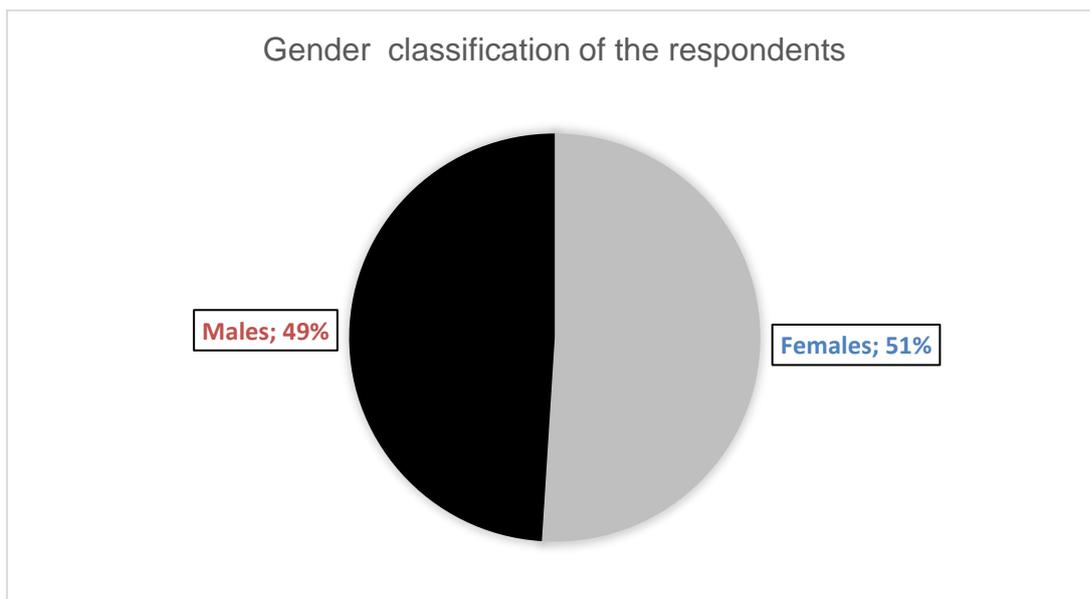


Figure 9: Umzumbe Local Municipality: respondents' gender classification

Figure 9 illustrates the gender classification of the respondents, the percentage of female and male respondents interviewed during the survey was fifty-one (51%) and forty-nine percent (49%) respectively.

From the above findings, it can be concluded that the study sample was evenly represented by both genders. In terms of gender, the difference in gender distribution could be attributed to the fact that the Umzumbe Local Municipality communities comprise

primarily of women, because their male counter-parts work in the urban areas to support their families. A high number of women were found to be at home during the survey, which was conducted during the week working hours and accounted for the high number of respondents. This Municipality is located in a rural area and underdeveloped. It also lacks employment opportunities which result in the male gender leaving their counterparts to seek employment opportunities in urban areas.

2. Age group of the respondents

The following responses to this question were recorded from a sample of eighty-eight (88) participants. Table 8 below illustrates the percentage of the age groups and number of the respondents that participated in the study respectively at Umzumbe Local Municipality.

Table 8: Umzumbe Local Municipality: age groups of the respondents

13yrs – 20yrs	21yrs – 35yrs	36yrs & above	Total number of participants
12	24	52	88
15%	27%	58%	100%

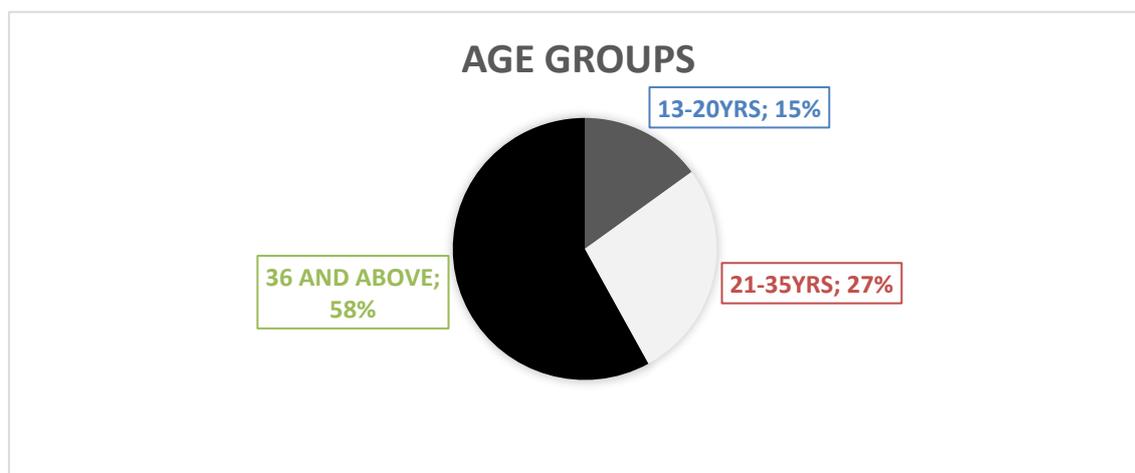


Figure 10: Umzumbe Local Municipality: respondents' age groups

Figure 10 and Table 8 above illustrate that three sets of age groups that participated in the study. In terms of the results, fifty-eight percent (58%) of the total respondents were

adults aged 36 years and above. Those between the ages of 21-35 were approximately twenty-seven percent (27%), while only fifteen percent (15%) of the respondents were aged 13-20. Most of the residents in this Municipality are 36 years and above because of employment in urban areas. This was followed by the youth between the ages 21-35 and those aged 13–21.

As per the results of the empirical survey people who participated mostly are 36 years old and above. This is likely because the youth lacks interest in the development and political matters. It could also be attributed to the fact that a youth lacks experience on political issues.

3. Umzumbe Local Municipality wards classification of the respondents

Umzumbe Local Municipality comprises of 20 wards and each ward is represented by its elected councillor. The research was conducted in randomly selected 10 wards. Table 9 below illustrates the wards selected for the empirical study and figure 11 depicts the participants' percentage per ward.

Table 9: Umzumbe Local Municipality Wards selected for study

Ward numbers	Ward selected for study	Number of distributed questionnaires	Total returned questionnaires	Total percentage of returned questionnaires
Ward 1	YES	10	9	90%
Ward 3	YES	10	7	70%
Ward 5	YES	10	8	80%
Ward 7	YES	10	10	100%
Ward 9	YES	10	8	80%
Ward 11	YES	10	9	90%
Ward 13	YES	10	10	100%
Ward 15	YES	10	8	80%
Ward 19	YES	10	8	90%
Ward 20	YES	10	10	100%

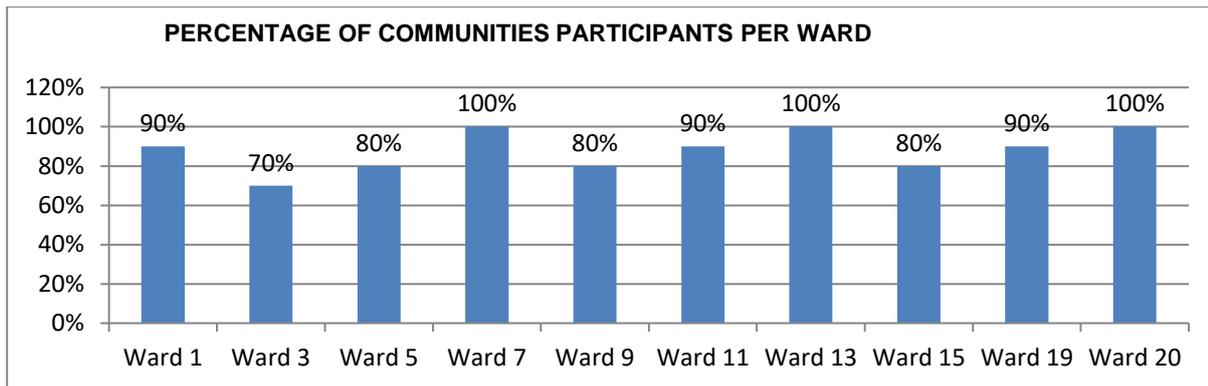


Figure 11: Umzumbe Local Municipality: communities' participants per ward

Table 9 above illustrates the number of community wards as per the new municipality re-demarcation in 2016. The survey was conducted in Umzumbe Local Municipality community wards 1, 3, 5, 7, 9, 11, 13, 15, 19 and 20, which were selected randomly. All the respondents were given the same questionnaire to complete. Figure 11 above illustrates the percentage of participants from the selected municipality wards.

4. Employment status of the respondents

The following responses to this question were recorded from a sample of eighty-eight (88) participants. Table 10 below illustrates the percentage of the employment status and number of the respondents that participated in the study at Umzumbe Local Municipality.

Table 10: Umzumbe Local Municipality: respondents' employment status

Self employed	Students	Employed	Unemployed	Total number of participants
5	12	15	56	88
6%	13%	17%	64%	100%

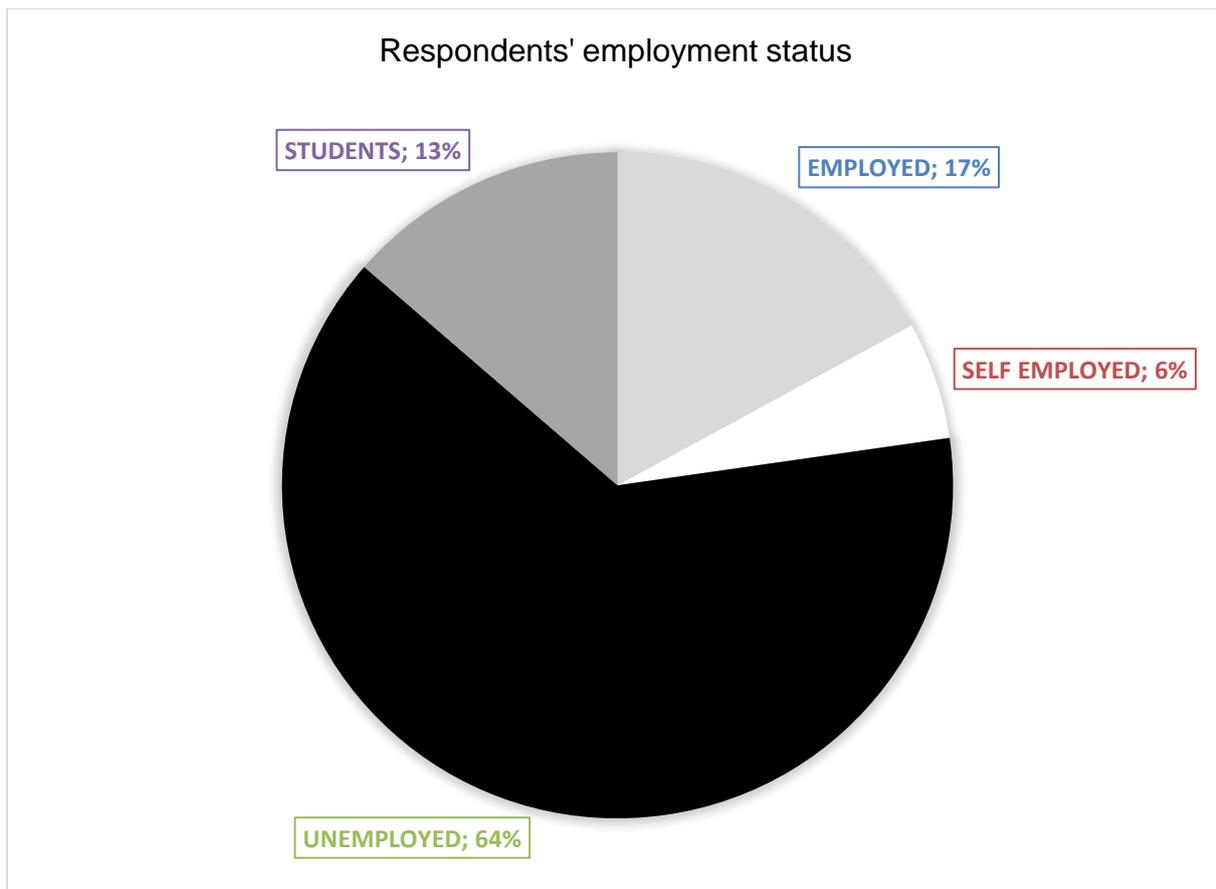


Figure 12: Umzumbe Local Municipality: respondent's employment status

Figure 12 above illustrates the percentage of the employment status and number of the respondents that participated in the study at Umzumbe Local Municipality.

Census 2011, which was conducted by Statistics South Africa, revealed that out of the 90603 people in the Umzumbe Local Municipality area, only fourteen percent (14%) were employed; fifteen percent (15%) unemployed; sixteen percent (16%); discouraged work-seekers; while fifty-five percent (55%) were not economically active. Women appeared to be more adversely affected than the male population (Umzumbe Local Municipality, 2011:19).

Approximate sixty-four percent (64%) of the respondents were unemployed, seventeen percent (17%) were employed; thirteen percent (13%) were students and only six percent (6%) self-employed. This was attributed by the high level of unemployment in this municipal area. The census conducted in 2011 by Statistics South Africa revealed that the employment level was very low. The number of unemployed increased annually due to youth de-registering from

schooling, or completing Grade 12, but unable to further their studies or secure full-time employment. According to Statistics SA, South Africa's unemployment rate increased to 27.6% in the first quarter of 2019. The jobless rate at the end of the fourth quarter of 2018 was 27.1%, meaning that the rate has increased by half a percentage point which is significant high compared to other countries.

The high level of unemployment is a challenge to South Africa as a country. However, it hits the municipalities hard because people at local sphere of government end up depending on their municipality for all basic services and usually do not pay for any of these services rendered which then affect the revenue of the Municipality in a negative sense. In turn the Municipality depends on grants from both National and Provincial spheres of government.

5. Level of education of the respondents

The following responses to this question were recorded from a sample of eighty-eight (88) participants. Table 11 below illustrates the number of participants and figure 13 depicts the percentage of each category as per respondent’s level of education.

Table 11: Umzumbe Local Municipality: respondents level of education

Uneducated	Below grade 12	Grade 12	Tertiary education	Total number of participants
56	12	15	5	88
55%	29%	10%	6%	100%

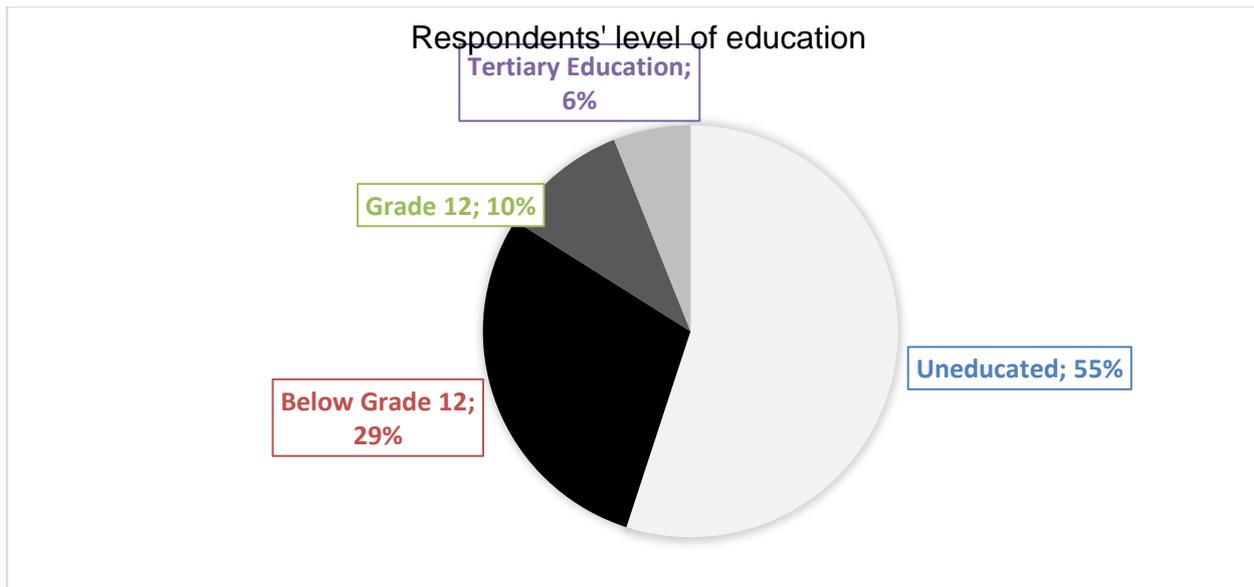


Figure 13: Umzumbe Local Municipality: respondents' level of education

Most of the population in Umzumbe Local Municipality comprises of youth, which explains why a high number of people possess a primary and secondary education. Poverty and the lack of funding are some of the primary reasons why children cannot further their education at tertiary level (Umzumbe Local Municipality, 2011:20).

Census 2011 by Statistics South Africa revealed that 5.5% of the Umzumbe Local Municipality population are aged 20 years and older. Of those who completed primary school, only 30% have some secondary education; 20.2% have completed matric; 3.8% some form of higher education; and 17.3% have no form of schooling (Statistics SA, 2017: Online).

The respondents' level of education revealed that fifty-five percent (55%) of the interviewed respondents were uneducated: twenty-nine (29%) possessed a below grade 12 schooling, twelve percent (12%) completed grade 12 and only six (6%) had a tertiary level of education.

Education is the key to any society that wishes to improve its standard of living and make a meaningful economic contribution to its local municipality, ultimately to the country's economy. Therefore, the lack of education affects the development and growth of the local economy of a municipality. The educational profile and literacy levels in the study

area are consistent with the characteristics of the respondents, as there is a low level of residents with tertiary qualifications in the population of the Umzumbe Local Municipality.

4.12.1.2 Section B:

Section B: addresses the level of knowledge and community participation in the Integrated Development plan of Umzumbe Local Municipality. (This is in accordance with **RQ1 and 2** and **RO1 and 3** stated in chapter one of this mini-dissertation).

The responses to section B of the questionnaire are summarised below:

1. What do you understand about the Integrated Development Plan (IDP)?

This was an opening question to the participants with the intention to establish their level of understanding on the Integrated Development Plan (IDP). The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 12 Umzumbe Local Municipality communities: understanding of the IDP

Fully understand the IDP	Partial knowledge and understanding of the IDP	Do not know what the IDP is all about	Total number of participants
37	33	18	88
42%	38%	20%	100%

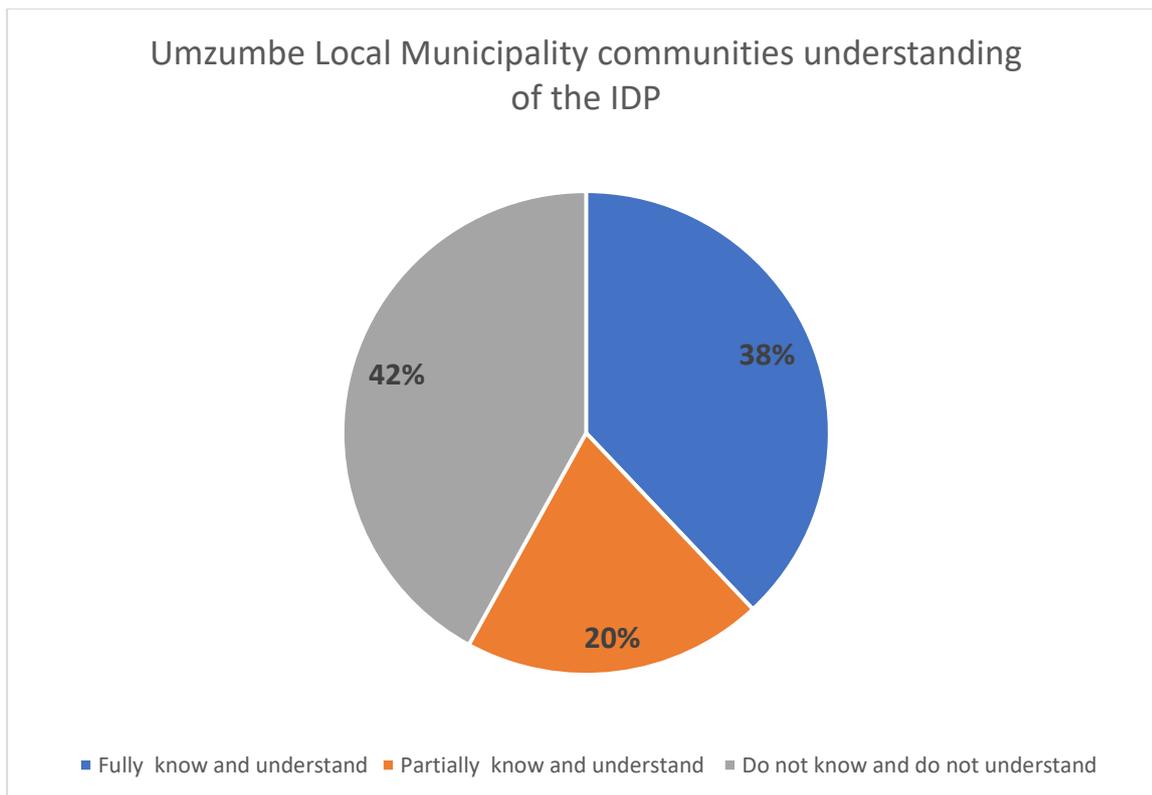


Figure 14: Umzumbe Local Municipality communities: understanding of the IDP

Figure 14 illustrates the level of understanding and knowledge of communities of the IDP. Thirty-eight percent (38%) of the respondents indicated that they fully understand the IDP; twenty percent 20% revealed that they have partial knowledge and understanding of the IDP; while forty-two percent (42%) stated that they do not know what the IDP is all about. This could be as a result of the high level of illiteracy in this Municipality area.

The problem of lack of knowledge can be attributed to the fact that residents do not attend the IDP meetings when called or are simply not interested. They are only concerned with satisfying immediate needs. An IDP is a familiar and easy to understand document. However, to the poor and uneducated communities it becomes a complicated term. The Municipality must not take it for granted that everybody is on board when implementing the IDP.

In this regard, according to Smith (2008:7), the MSA requires that an IDP should be developed by all municipalities in a manner that actively involves citizens and emphasizes the significance of building capacity and distributing resources for community participation

2. Are you encouraged to participate in the formulation of an IDP?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 13 Umzumbe Local Municipality: communities’ level of participation in the formulation of the IDP

Encouraged communities to participate in the formulation of the IDP	Not encouraged communities to participate in the formulation of the IDP	Total number of participants
53	35	88
60%	40%	100%

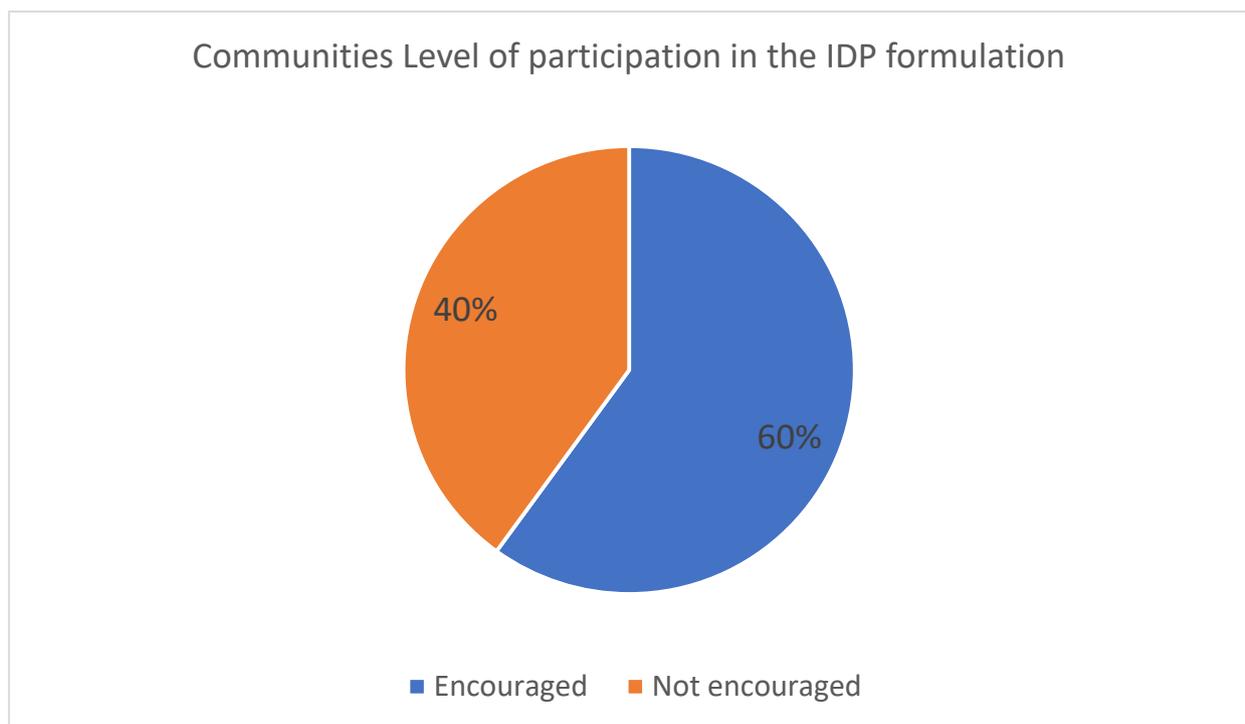


Figure 15: Umzumbe Local Municipality: communities’ level of participation in the formulation of the IDP.

Figure 15 illustrates the encouraged and not encouraged communities to participate in the formulation of the IDP. Sixty percent (60%) of the respondents stated that they were encouraged by the Municipality to participate in the IDP, while forty percent (40%) disagreed and stated that they were not encouraged.

Accordingly, the information gathered indicates that at least 60% of the ULM communities are encouraged to participate in the IDP processes. However, the remaining 40% must also be on board because they might cause challenges if they are left behind in the process. Challenges such as service protests hamper planned developmental projects because they are not in line with the vision of the Municipality.

In terms of section 16 sub-section 4 of the MSTA (1998:38), the local community is encouraged to get involved in the affairs of the municipality. In this regard, the community can participate in municipal planning processes like the integrated development plan (IDP) process in terms of the preparation, implementation and review of it.

3. Do you think it is necessary for the communities to be informed of the IDP?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 14 Umzumbe Local Municipality: community desire to be informed about the IDP

Yes	No	Total number of participants
51	37	88
58%	42%	100%

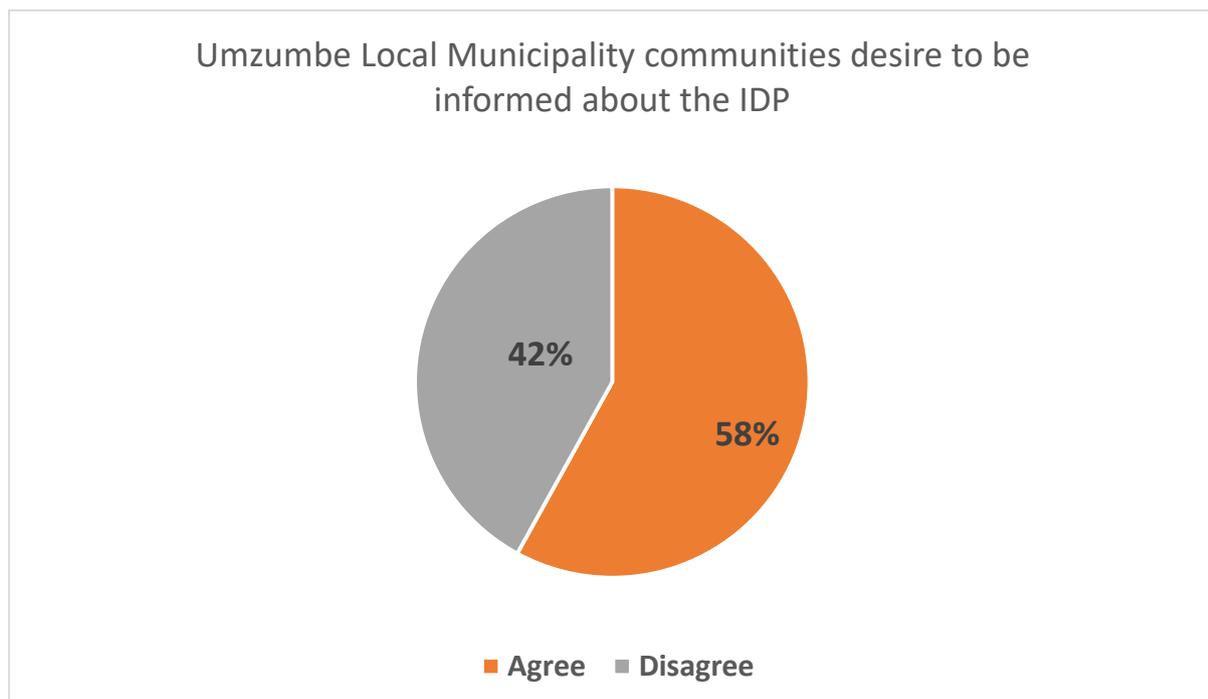


Figure 16: Umzumbe local Municipality communities desire to be informed about IDP

Figure 16 represents the respondents’ desire to be informed about Umzumbe Local Municipality’s IDP. According to the respondents’ responses, fifty-eight percent (58%) indicated yes and felt that it was necessary to be informed about IDP matters while forty-two percent (42%) indicated no and see no need to be informed.

The Municipality through its communication strategies can and must meet the communities’ desire in order to gain the communities’ support in all its IDP activities. According to section 42 of the MSA (2000:48), a municipality must establish appropriate mechanisms, processes and procedures that 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 targets for the municipality.

4. How did you hear about the IDP-related matters in your Municipality?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 15 Umzumbe Local Municipality: IDP Communication Channels

Heard of the IDP from their ward councillors.	Heard of the IDP from Radio stations	Learned about IDP from the local newspapers.	Total number of participants
54	22	12	88
61%	25%	14%	100%

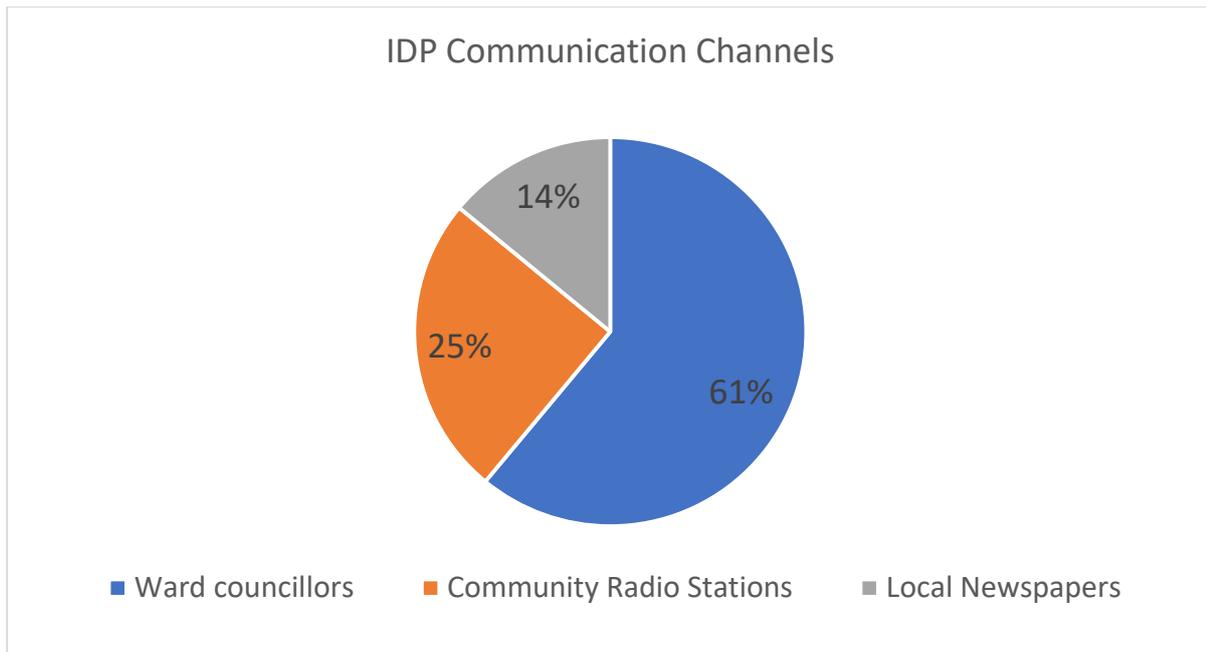


Figure 17: Umzumbe Local Municipality: IDP Communication Channels

Figure 17 represents the various communication platforms where the communities are made aware of the IDP. Sixty-one percent (61%) of the respondents indicated that they have heard of the IDP from their ward councillors; twenty-five percent (25%) heard about the IDP from radio stations, while fourteen percent (14%) learned about it from the local newspapers.

Ward councillors play a very important role in the communities. Most of the respondents indicated that councillors are the key link between them and the ULM. Therefore, councillors must be equipped with the relevant IDP information to cascade it to their constituencies. Councillors' public meetings ought to be used to facilitate effective needs assessment and communication. Therefore, these meetings should be considered central to realising authentic public community participation.

5. Are your needs as community responded to timeously and adequately reflected in the IDP?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 16 Umzumbe Local Municipality response to communities' needs

Yes	No	Total number of participants
60	28	88
68%	32%	100%

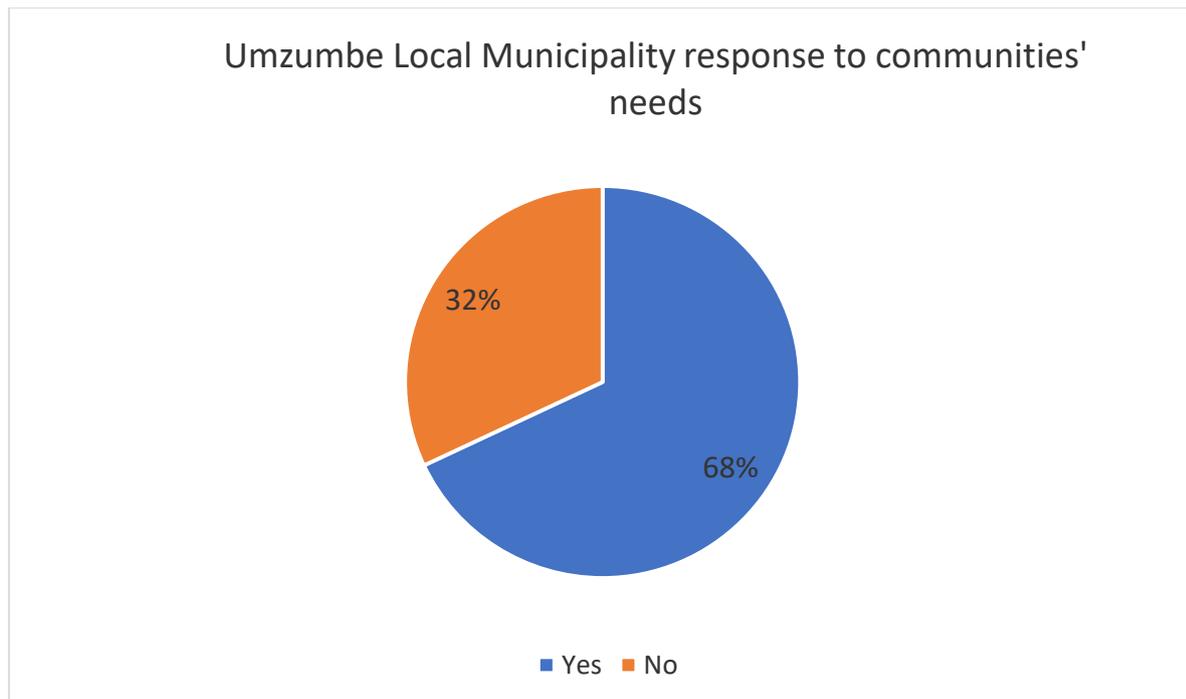


Figure 18: Umzumbe Local Municipality response to communities' needs

Figure 18 illustrates the respondents' satisfaction with their needs identified in the IDP. Sixty-eight percent (68%) of the respondents chose option Yes and said that their needs were responded to timeously. Thirty-two percent (32%) chose option No and said that that their needs were not timeously and adequately responded to as identified in the Umzumbe Local Municipality's IDP.

6. Does your Local Municipality communicate with the identified community in terms of the identified projects for implementation?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 17: Umzumbe Local Municipality level of communication on identified projects for implementation.

Yes	No	Total number of participants
55	33	88
62%	38%	100%

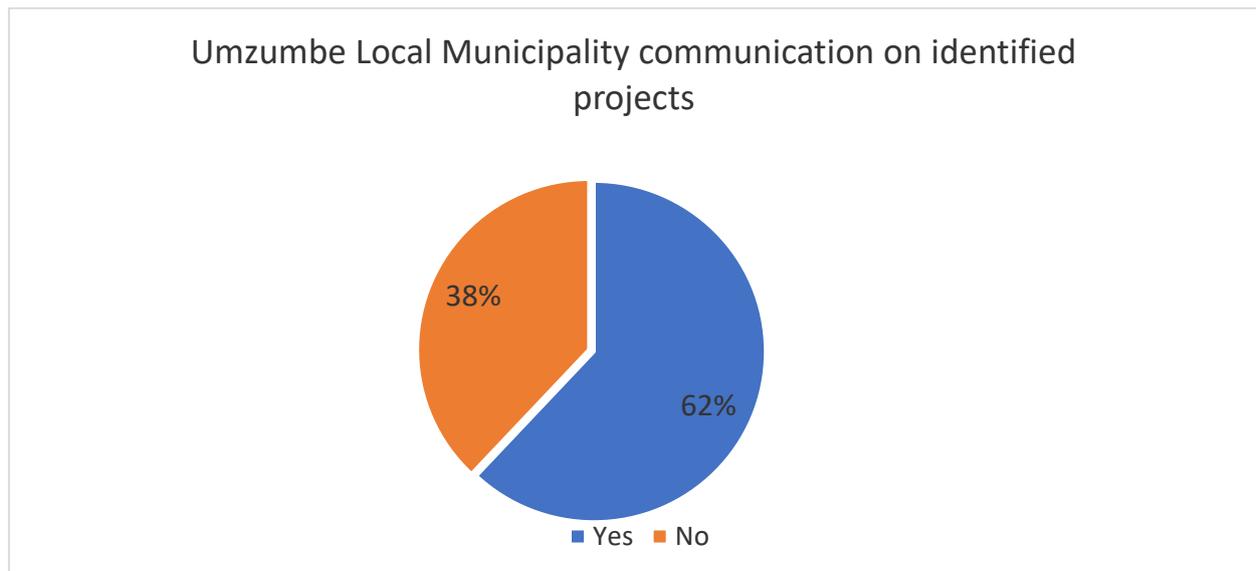


Figure 19: Umzumbe Local Municipality communication on identified community projects

Figure 19 illustrates the level of communication in the identified project. A total of sixty-two percent (62%) of the respondents chose the option Yes and said that Umzumbe Local Municipality communicates projects for implementation to the residents, while thirty-eight percent 38% said no and felt that there is no communication. According to these respondents, the projects are implemented without consultation.

According to Khawula (2016:133), ward councillors need to communicate council activities such as council decisions, projects, planning and policy-making processes to the public in the interests of increasing transparency and promoting public involvement in these activities.

7 Do you think your Local Municipality is committed to the IDP?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 18: Umzumbe Local Municipality’s level of commitment to IDP

Yes	No	Total number of participants
40	48	88
45%	55%	100%

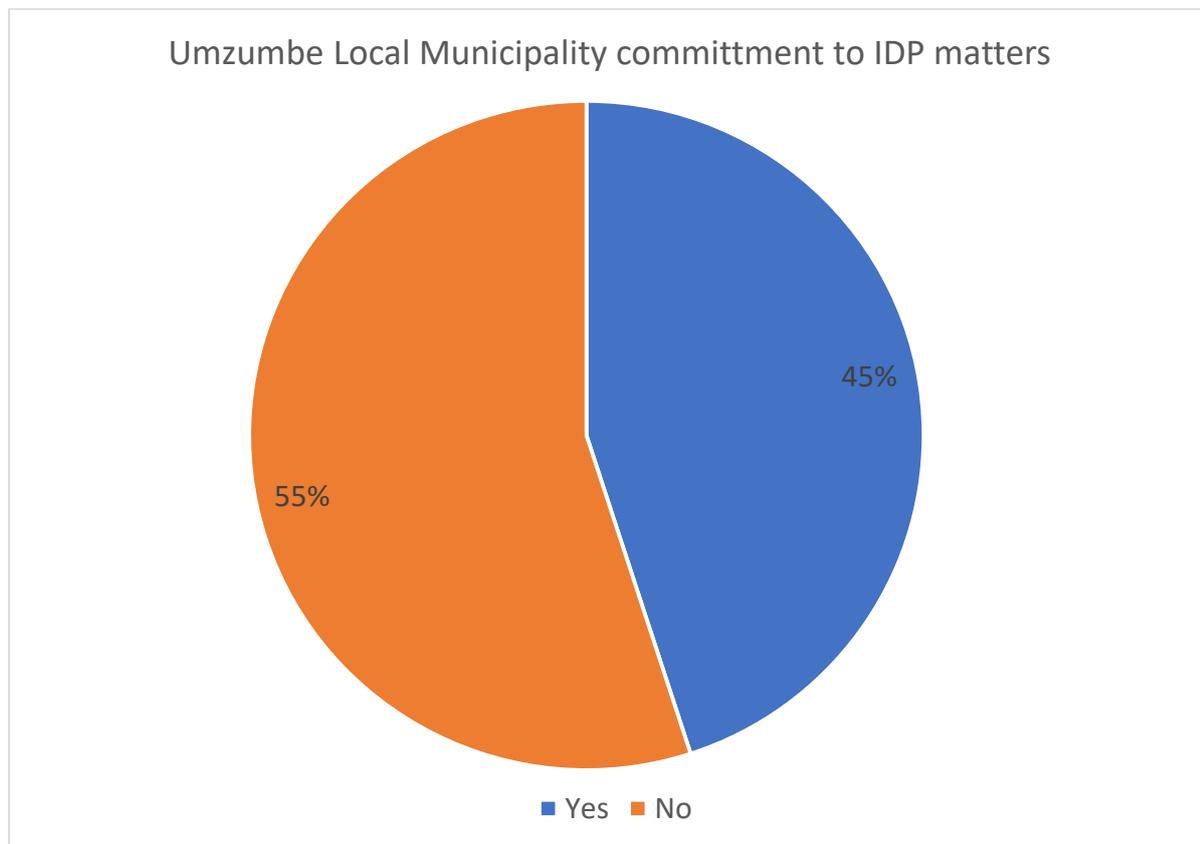


Figure 20: Umzumbe Local Municipality’s level of commitment to IDP

Figure 20 represents the level of commitment by the Umzumbe Local Municipality in the IDP. There were mixed reactions to this question. A total of fifty-five percent (55%) of the respondents chose option no and felt that there was no commitment by the Municipality. Forty-five percent (45%) held the view that the Municipality does show commitment on identified issues related to the IDP through public participation.

Clearly the residents of ULM felt that their Municipality is not committed to IDP matters. It is extremely difficult for the municipality to work in isolation. The responses revealed a lack of cooperation between communities and the ULM. Community participation in local governance is imperative since innovative intervention is necessary to encourage and enable inhabitants to participate in activities which affect their daily lives.

8 What are the primary challenges encountered in participating in the IDP process?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 19: Umzumbe Local Municipality community’s primary challenges to participate in the (IDP) processes.

Lack of understanding of IDP	Lack of understanding of IDP processes	Lack of interest	Failure by Municipality to convene IDP meetings	Total number of participants
22	22	18	26	88
25%	25%	20%	30%	100%

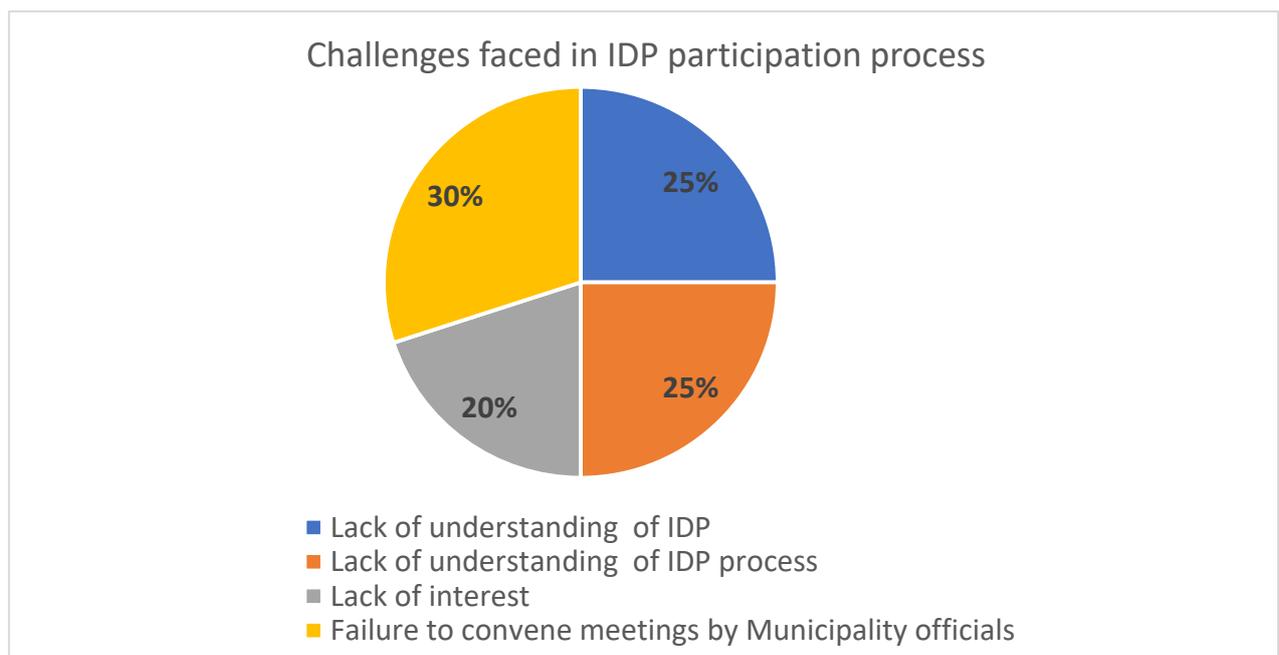


Figure 21 Umzumbe Local Municipality challenges to participate in the IDP

Figure 21 illustrates various challenges faced by the Umzumbe Local municipality communities and results of non-participation. The Umzumbe Local Municipality communities listed various primary challenges they face and that affect them from participating in the IDP process. A total of twenty-five percent (25%) of the respondents do not understand the IDP; twenty-five percent (25%) lack understanding and knowledge of the IDP processes; twenty percent (20%) lack interest in IDP matters; while thirty percent (30%) complained about the failure to convene IDP meetings.

The above responses revealed mixed challenges that the ULM communities encountered in participation in the IDP. The Constitution of the Republic of South Africa (1996) locates the public decision-making authority for IDP matters in local government (Craythorne 2009:109). The Constitution further states that municipalities are encouraged to be involved with and to communicate with their communities regarding their activities.

The results are surprising for community members not to understand the importance of the IDP process. According to the Local Government: Municipal Structures Act (1998:38), municipalities must encourage the community(s) to get involved in the affairs of the municipalities through capacitating community members. In this regard, the community can participate in the municipal planning processes for like the IDP, in the preparation and review stages.

9 As a resident of the Umzumbe Local Municipality, what are some of your municipality services concerns?

The following responses to this statement were recorded from a sample of eighty-eight (88) participants:

Table 20 Umzumbe Local Municipality municipal communities' services concerns

Water & electricity	Roads & transport	Community halls	Crèches	Schools	Shopping centres	Total number of participants
4	13	9	18	40	4	88
5%	15%	10%	20%	45%	5%	100%

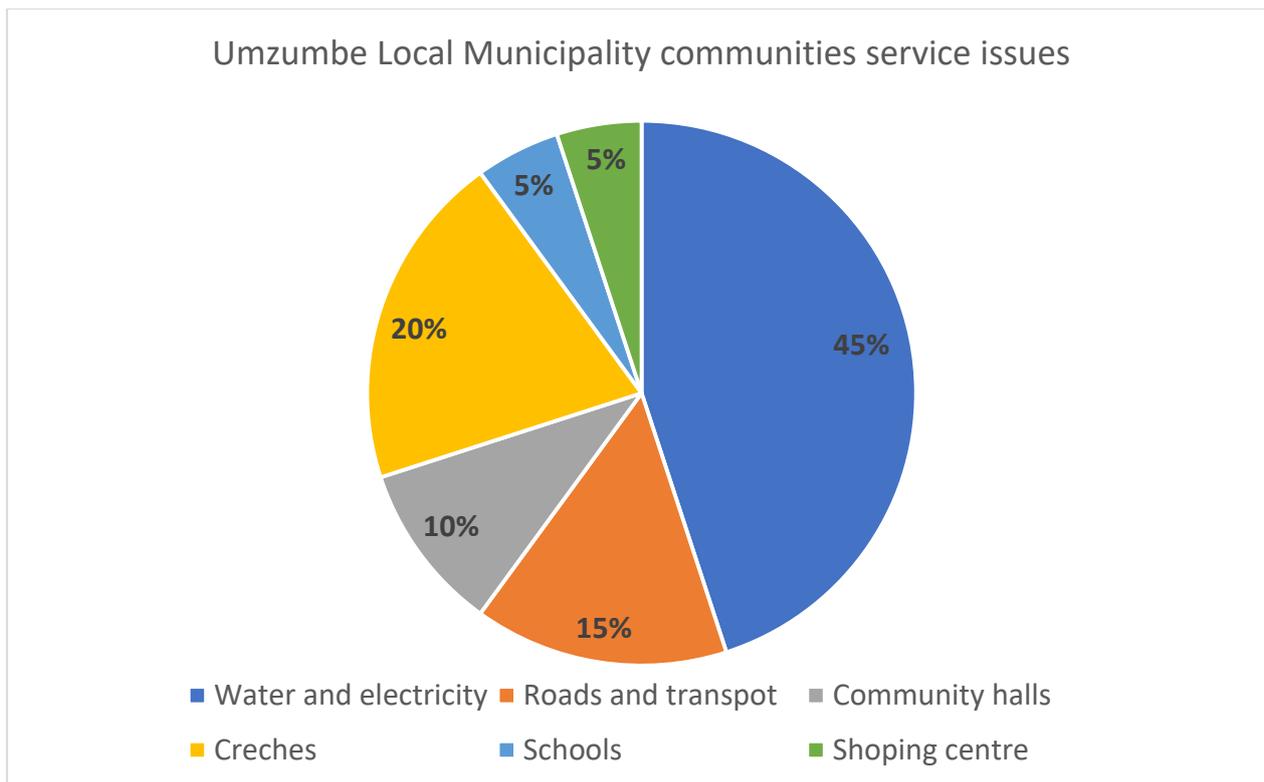


Figure 22: Umzumbe Local Municipality communities service concerns

Figure 22 illustrates service delivery needs. A total of forty-five percent (45%) complained about the lack of sustainable water supply and electricity; fifteen percent (15%) listed roads and transport as their major needs; ten percent (10%) complained about insufficient community halls; twenty (20%) raised the need for crèches as an urgent need; five percent (5%) needed schools; while five percent (5%) indicated the need for shopping centres.

The communities' responses to this question revealed that there are more needs for services expected from the ULM. However, there is a lack of communication between communities and the ULM.

Craythorne (2006:159) states that Local government has the responsibility to implement water supply and sanitation services by regulating, monitoring and supporting effective services provision. It is for this reason that ULM must ensure that it takes responsibility for non-provision of basic services to its residents.

4.12.2 Qualitative data analysis

The following questions were posed to the IDP managers at Umzumbe Local Municipality: (These consisted of open-ended and closed-ended questions).

4.12.2.1 Section C:

Section C addresses the Municipality's IDP process, role players and stakeholders (This is in accordance with **RQ3 – 4 and RO2 and RO4** stated in chapter 1). The following responses were collected from the officials at Umzumbe Local Municipality:

1. What is an Integrated Development Plan (IDP)?

This question was intended to establish the knowledge and understanding of the IDP by the Umzumbe Local Municipality officials and their responses are illustrated in Figure 10 below:

Table 21 Umzumbe Local Municipality employees' level of comprehending IDP

Employees who comprehend IDP	Employees who do not comprehend IDP	Total number of participants
8	2	10
78%	22%	100%

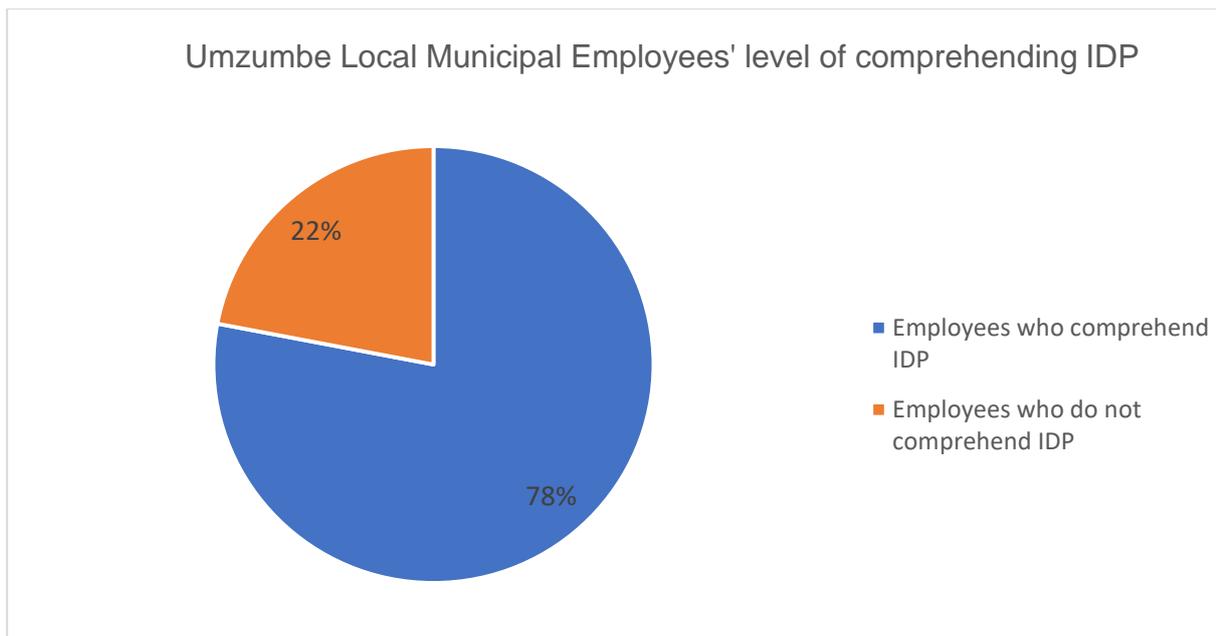


Figure 23: Umzumbe Local Municipality employees' level of comprehending IDP

Figure 23 illustrates the percentage of the number of Umzumbe Local Municipality employees who were asked the above question. Seventy-eight percent (78%) of eligible employees who were interviewed displayed an in-depth understanding of the IDP. They explained the goals and plans in response to the question. On the other hand, twenty-two percent (22%) lacked a clear understanding of the place and role of the IDP.

The majority of municipal officials' responses indicated that they do comprehend the IDP. However, there were some employees with the challenges in comprehending it. This might be because the staff compliments of this Municipality are comprised mostly by newly appointed employees during the research period and also that not all units deal directly with IDP matters. However, the majority that comprehended the IDP were in a good position to share information with their counterparts since their responsibility interlinked and interrelated.

2. Do citizens understand the Integrated Development Plan (IDP)?

The Umzumbe Local Municipal IDP Manager and Public Participation Manager were asked this question to establish their views of the level of IDP knowledge and understanding by the municipal residents. They both indicated that the Local Municipality conducts consultative meetings on IDP matters with its residents in a form of an *izimbizo*, roadshows, ward committee structures and council meetings. The Manager: Public

Participation further elaborated that the communities were constantly engaged in IDP-related matters during the public participation gatherings by inviting inputs and ensure that these are forwarded to the relevant units of the Umzumbe Local Municipality for consideration during the IDP planning processes. For example, Youth may request sports facilities in their ward and street vendors may require vending shelters at the vending points. These proposals are channelled to the relevant units within the Umzumbe Local Municipality for consideration and eventually inclusion in the IDP.

The IDP Manager of Umzumbe Local Municipality indicated that the community members understand the IDP processes. The manager backed the understanding by the level of engagement during public meetings which showed clarity and relevance. The IDP manager indicated that the Municipality does not have a capacity building policy for increasing community members' knowledge in the IDP process and activities. However, community members understand what is expected from them and also understand the concept Integrated Development Plan.

3. How do you consult with the communities regarding the IDP processes?

The responses received from the Umzumbe Local Municipality officials revealed that there are various methods of consultation utilised by the Municipality, namely: public participation gatherings, Office of the Speaker, social media platforms (Facebook, twitter and Instagram), radio broadcasts (Igagasi FM every Tuesday from 7h00 PM to 7h30PM), ward councillors, Amakhosi, Izinduna and the local newspaper (South Coast Fever).

4. What methods do you use to consult the communities of Umzumbe Local Municipality?

The IDP Manager responded that due to the diverse nature of the citizenry, the Municipality endeavoured to reach all residents using various mediums as stipulated in its Communication Strategy. According to Umzumbe Local Municipality, it has various programs in place to promote and "sell" the municipality's image. These programs include *inter alia* Radio Segments hosted by the Mayor in local and national radio shows,

Inkanyezi yoMzumbé newsletter, and continuous updates of the Municipal intranet and website.

Umzumbé Local Municipality hosts daily municipal programs and projects which are aligned to the IDP's long-term strategy. The Municipality also embarked on the process of drafting its marketing strategy as a means of improving and expanding its contact with the community(s) and relevant stakeholders. For example, local newspapers, community radio stations, public meetings, social media platforms and Municipality newsletters.

5. Does community participation ensure that their issues are reflected in the IDP?

The responses from the Umzumbé Local Municipality officials revealed that the Municipality endeavours to ensure that community issues are addressed in the IDP document during each financial period. However, due to limited resources, the Council holds meetings to continuously re-prioritize issues according to importance and attends to these as per the availability of funds. However, unattended issues are carried over to be addressed in the next financial period.

6. Who are the stakeholders in the IDP planning process?

The officials named several stakeholders and role-players who participate in the Integrated Development Planning process. The stakeholders comprise of, *inter alia*, community members, business owners, youth groups, non-government organizations (NGOs), Traditional leaders (Amakhosi), National and Provincial government, Taxi Associations etc. These stakeholders play an important role during the planning and implementation phases of the IDP programmes. It is crucial that all stakeholders and role-players are consulted from the outset. The approach of community participation in the IDP is adequate and most appropriate and all stakeholders are consulted in most activities. However, the IDP manager further indicated that there are still some challenges encountered by the Municipality during the development and the implementation of its Integrated Development Plan (IDP).

7. What methods do you employ to improve community participation?

The Municipality encourages community participation in all forums including social media platforms. Furthermore, the stakeholders and role-players focus on the interests of all groups equally to ensure proper and fair representation. For example, the following forums have been established: businessmen, youth groups, farmers and taxi associations. These stakeholders and role-players have different roles to play in the formulation and implementation of the Integrated Development Plan (IDP).

8. What challenges do the Municipality experience with regard to community participation?

According to the IDP Manager, the Municipality has limited resources to address the needs of its communities as reflected in the IDP. The community appears to lack knowledge of the powers and functions of the Municipality. Therefore, most communities under the Umzumbe Local Municipality need to be briefed on a regular basis about powers and functions of each sphere of government so that they can express their concerns to the relevant sphere of government. During IDP engagements between the Municipality and the communities it becomes evident that the community members do not possess adequate knowledge of the powers and functions of a municipality. This is evident from the irrelevant questions and issues raised.

9. Do all stakeholders participate in IDP planning?

Both the IDP- and Public Participation manager concurred that all stakeholders participate in the IDP. However, effective participation in the IDP depends on the subject matter. For example, if the matter for discussion is business-related, the stakeholders who show the most interest are businessmen. If it is Youth-related; the Youth groups become active participants.

10. Does your local Municipality communicate the identified community projects for implementation?

The current Umzumbe Local Municipality's consultation and communication methods are effective because the initial issues discussed are the basic needs of the residents who are affected on daily basis. However, funding remains the challenge when attempting to fulfil all the needs simultaneously. There are limited financial resources, which impede progress to meet the requirements listed in the IDP raised by the communities. The service expectations of the communities become a concern when these expectations are not fulfilled.

4.13 DISCUSSION OF THE FINDINGS

This research intended to establish whether the Umzumbe Local Municipality communities were consulted in the formulation of the IDP, and determine whether they afforded an opportunity to make an effective and valuable contribution in the IDP processes. Furthermore, the study sought to highlight emerging challenges when the communities are not consulted, but also reveal the benefit created through proper consultation. It also aimed to establish community participation in the Umzumbe Local Municipality IDP-related meetings.

The study's initial hypothesis as stated in chapter one of this mini-dissertation was substantiated. The research findings revealed a gap in the actions of the Umzumbe Local Municipality and its communities towards various IDP-related concerns. The Municipality officials revealed that there is adequate engagement with the Umzumbe Local Municipality communities, which is contrary to the Umzumbe Local Municipality communities' responses.

The Municipality officials displayed adequate knowledge when asked about their level of understanding of the IDP. However, the same question to community members did not receive the same positive response. It was noted that due to the poor educational background, some of the Umzumbe Local Municipality's residents do not understand the concept of IDP very well. Moreover, although communities attend IDP meetings, they do

not clearly understand or sufficiently articulate the IDP process, as well as comprehend their role as residents or functions that it entails. Educating the communities on the place and role of the IDP has become a challenge for the Municipality because it requires the communities to provide input up to a level where they can confidently work with officials on IDP-related matters. Until this problem is resolved, there will be a continual divide between the two parties.

The Municipality has clearly articulated the method of consultation, which includes among other, community radio stations, community newspapers, ward councillors and the social media platforms. These platforms are considered adequate to reach, consult and inform all the communities of IDP matters. However, sixty-one percent (61%) of the interviewed respondents revealed that they learnt of IDP matters from their ward councillors during the ward community meetings. It could be possible that this is because the Municipality is in rural areas and its people rely more on word of mouth and general conversations within the community which for them is more efficient than other forms of consultation.

The ULM officials cited several challenges regarding community participation, ranging from poor engagement during IDP meetings, irrelevant matters raised in the meetings and the lack of knowledge of the powers and functions of municipalities in South Africa. However, it was noted that the Municipality encourages community members to participate in IDP-related matters, because sixty percent (60%) of the respondents indicated that the Municipality encouraged participation in IDP matters. The onus is on the Municipality to guide its communities about matters that can be raised and discussed at the municipal level, by making a clear distinction between its functions and those of Provincial and National sphere of government and clarifying powers and functions of each government sphere.

The Municipality officials revealed that all stakeholders and role-players are consulted, and that they do participate in the IDP processes. However, the challenge of preferential interest by the various stakeholders was apparent. Various groups choose issues that are of relevance in their own daily lives, and disregard other matters deliberately. The Municipality's limited financial resources pose another challenge, which the IDP manager highlighted. The Municipality must endeavour to find ways to encourage the various

stakeholders and role-players to work together with them to achieve its goals in all areas, holistically and gradually.

The municipality officials revealed that the Municipality communicates implementation of its projects to the communities prior to implementation. However, more needs to be done in this regard because thirty-eight percent (38%) of the respondents disagreed with the Municipality's approach of communication of project implementation. Nevertheless, sixty-two percent (62%) agreed that the Municipality was doing enough to communicate the projects planned for implementation, although a need for improvement to bring together the entire communities to a common understanding of the projects for implementation from time to time is necessary.

It is also worth noting that sixty-eight percent (68%) of the respondents felt that their needs are not timeously and adequately reflected in the final IDP document. The Municipality needs to work on improving the strategy to convey IDP matters to its communities regularly, because it is evident from the responses that most of the issues related thereto, do not address the communities as it should.

In the beginning of this study the following four main key objectives of this study were identified:

- To understand the viability of the IDP at the Umzumbe Local Municipality.
- To recommend mechanisms to promote community participation, enhance municipal service delivery, and propose a structured plan to address the Umzumbe Local Municipality's development needs.
- To establish the role played by community members and determine efforts to participate in the Umzumbe Local Municipality's proceedings.
- To evaluate the integrated development planning process through establishing a level of effective community public participation.

The research findings revealed that the Umzumbe Local Municipality is viable although commitment is required from all stakeholders to play an active role more regularly. It was also established through the interviews conducted with the Umzumbe Local Municipality officials that there are various mechanisms recommended to enhance and promote community participation. The research findings also revealed the various role-players

who participate in the IDP process. It also established the level of effective community participation in the IDP.

It can be concluded that the study achieved what it envisaged, recommendations were provided to promote community participation, enhanced municipal service delivery, and the need for a structured plan to address the Umzumbe Local Municipality development needs. These findings of the research, although conducted in a single local municipality under the uGu District Municipality i.e. Umzumbe Local Municipality, could be duplicated and utilised to investigate other municipalities in KwaZulu Natal Province, where similar community participation issues are experienced.

14 CONCLUSION

Chapter 4 of this mini-dissertation has presented findings, interpretation and discussion on the research results from the self-administered questionnaire by the researcher to Umzumbe Local Municipality officials and general members of the communities. The analysis of data collected was done individually and then a general discussion for the four research objectives of the study followed.

The next chapter focuses on the summary, conclusions and recommendations drawn from the findings and the results of the research process. The *status quo* of the community participation in the Integrated Development Plan with a specific focus on Umzumbe Local Municipality is summarised. Finally, several recommendations will be made of how to ensure more effective community participation in the IDP processes.

CHAPTER 5: SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1. INTRODUCTION

This mini-dissertation intended to investigate whether the Umzumbe Local Municipality's communities are consulted in the development and implementation of the IDP and establish if they make an effective and valuable contribution towards the Umzumbe Local Municipality's integrated development processes. Furthermore, to also identify challenges that emanate from a lack of community's consultation whilst reporting benefits of consultation. This study aimed to establish communities' participation in the Umzumbe Local Municipality's meetings, specifically with reference to the IDP. This chapter provides the general conclusions and recommendations with regard to the objectives of the study.

5.2 SUMMARY TO THE KEY RESEARCH OBJECTIVES.

This mini-dissertation is underpinned by the following four main objectives:

5.2.1 To understand the viability of the IDP at the Umzumbe Local Municipality.

This objective was achieved through empirical study where the researcher investigated the involvement of community members in the IDP. However, 60% of the respondents indicated that they do not fully participate in the IDP process of the municipality and only 40% of the respondents indicated that they do participate. The empirical study also revealed that ULM residents do not attend meetings that intend to give information regarding the nature and extent of the IDP.

5.2.2. To recommend mechanisms to promote community participation, enhance municipal service delivery, and propose a structured plan to address the Umzumbe Local Municipality's development needs.

The researcher has provided numerous recommendations based on the empirical study conducted in this mini-dissertation.

5.2.3. To establish the roles played by community' members and determine efforts to participate in the Umzumbe Local Municipality's proceedings.

The empirical study shows that the communities play an insignificant role in the IDP matters not because they are not allowed but there are different reasons for failure that play a significant role. Among other, is the lack of information and interest. About 42% percent of the respondents felt that there was no need to be informed about the IDP's formulation and implementation, citing that the Municipality consults them with the already finalised IDP plan and communities' contributions are not reflected in the final IDP document.

5.2.4. To evaluate the integrated development planning process through establishing a level of effective community public participation.

The empirical study shows an insignificant level of participation but the Municipality does provide the platform for participation. However, the few elite community members, business people and politicians use the opportunity to influence the process to their developmental desires. About 42% of the respondents said that they do not know and understand anything about the IDP of the Umzumbe Local Municipality.

5.3 RECOMMENDATIONS

According to the Local Government: Municipal Systems Act (Act 32 of 2000) and the Local Government: Municipal Structures Act (Act 117 of 1998), all municipalities should develop an Integrated Development Plan (IDP) in consultation with their residents, and active participation of the citizenry in each ward in the formulation of the IDP. During the survey it was evident that the Umzumbe Local Municipality and its communities do not share the common understanding of participation in IDP matters.

Firstly, it is recommended that the Umzumbe Local Municipality improves its educational and promotional campaign of IDP matters because there is a gap between what the communities understand about the IDP formulation and implementation process while the Municipality believes that they enhance the communities' participation. The Municipality must take into consideration that the majority of the residents are illiterate. Therefore, it

should ensure that there is a need for constant communication and engaging of the communities in the IDP matters.

Secondly, it would be an advantage to the Municipality if the communities are informed and encouraged to participate in IDP matters because the majority of the respondents during the survey revealed that they were not encouraged to participate. For example, the majority of the respondents could not explain the purpose of an IDP. The Municipality can address this issue to its residents by constant educating and encouraging them through road shows etc. to actively participate in the IDP's formulation and implementation stages.

Thirdly, the Umzumbe Local Municipality should use the ward councillor networks to convey IDP-related matters. The survey revealed that sixty-one percent (61%) of the respondents heard about the IDP at the ward councillor meetings. This implies that ward councillors are trusted by the communities to receive and convey any messages associated to their local municipalities. Therefore, the Municipality should utilise the councillors to convey IDP-related matters. Community ward councillors should be the link in all matters between the Municipality and communities. The draft IDP document should be availed to the communities. However, this is considered inadequate if not in the written language understood by the communities considering the level of illiteracy in this Municipality area. Communities should also be given an opportunity to interrogate the draft IDP document. If the document is presented to them as the final IDP, they would neither acknowledge nor own it. The Municipality must accentuate clear briefings from the Ward Councillor network to promote the IDP. This would be an efficient combination of the methods to be used by the Municipality, since community consultation is an expensive exercise. For example, local newspaper articles and airtime on local radio station shows to announce IDP meeting cost the Municipality a lot of money.

Fourthly, the Umzumbe Local Municipality must ensure that community needs are reflected in the final IDP documents. During the survey, sixty-eight percent (68%) of the respondents revealed that even though they participate in the IDP meetings, their inputs are not reflected in the final IDP documents. Thirty-seven percent (37%) of the respondents also complained that the Municipality does not inform them timeously of the

projects to be implemented in their respective wards. Therefore, the Municipality must endeavour to improve in terms of communicating projects for implementation.

Fifthly, the communities as well as the Municipality must be active partners in the IDP's establishment and implementation phases, because the latter endeavours to play its role but will not succeed if all the stakeholders do not play their role. It should be emphasized that the IDP is a continuous process which is reviewed annually to establish regular progress.

It is further recommended that the roles of different stakeholders during the participation process are clear to inhibit an imbalance during participation. The time frames for public and stakeholders' responses, inputs and comments must be communicated clearly. The Municipality communication strategy must be implemented such that it encourages all role-players and stakeholders' participation. It must outline methods clearly to ensure participation during the different phases of the IDP process. The Municipality must encourage the residents to participate in all forums, and utilise the available technology and means of communication to reach citizenry through social media platforms e.g. Facebook and Twitter.

It is also recommended that the Umzumbe Local Municipality's IDP should be aligned to its budget to prevent outstanding projects which appear on the IDP but are not brought to completion. This will limit the conflict between the Municipality and stakeholders who expect projects to be rolled out as per the IDP document.

The IDP must be realistic, credible and comply with relevant legislation. The Umzumbe Local Municipality must be committed to the IDP's planning process to acquire the trust of its communities and strive to empower them through participation and crafting the budget, implementation of the IDP; including monitoring the execution of all planned projects till the IDP is rolled out effectively, efficiently and cost-effectively.

Sixthly, the ULM must always endeavour to apply the Batho principles in its entire operations, this will ensure the healthy relationship between this Municipality's and its communities. Through proper consultation there will be realistic expectation from the communities about service delivery and this will in turn ensure that there is value for

money in all ULM service delivery activities which will result in a harmonious relationship between communities and the Municipality.

Lastly it is therefore crucial that the Municipality works in conjunction with traditional leaders, local business people and all other stakeholders in delivering services to the local communities. Through a collective effort the ULM can ensure that the communities participate actively in all its IDP undertakings. This will prevent communities from having unrealistic expectations of basic municipal services to be provided to them.

5.4 CONCLUSION

The study investigated the community participation process at the Umzumbe Local Municipality in the formulation and implementation of its IDP. It further examined the Umzumbe Local Municipality's communities' level of understanding the formulation and implementation process involved in an IDP. The role of the Umzumbe Local Municipality to ensure community participation in the IDP process was examined.

Chapter one of the mini-dissertation provided the background to the study followed by the rationale, motivation, research problem and statement, objectives, approach, scope and demarcation of the study. Brief definitions of relevant terminology used were highlighted as well as the research design and methodology, limitations, ethical considerations and literature review involved with the research adventure.

Chapter two focused on the legislation and policies designed to enhance public participation in community issues with the specific purpose to improve the relationship between municipalities and their respective subservient communities. This included, but was not limited to, the Constitution of the Republic of South Africa, 1996, White Paper on Local Government (1998), Local Government: Municipal Structures Act (Act 117 of 1998), Local Government: Municipal Systems Act (Act 32 of 2000), Reconstruction and Development Programme (RDP), Promotion of Access to Information Act (Act 2 of 2000), Local Government: Municipal Finance Management Act (Act 56 of 2003), White Paper on Developmental Local Government, National Development Plan, National Policy Framework for Public Participation of 2005, Draft White Paper on the Transformation of Public Service Delivery of 1997, and Traditional Leadership and Governance Framework Act (Act 41 of 2003). In addition to the aforementioned, each municipality develops its

processes and procedures to ensure that the available legal prescripts suit the needs of both the municipality and its communities.

Chapter 3 of the mini-dissertation focused on the literature review in terms of the concept public participation. The relationship between community participation and public administration in local government was discussed and scrutinised in terms of how it enhances service delivery. It expounded upon variables such as community participation, role of stakeholders and role-players in public participation, functioning of a municipality, conceptual framework of public administration, and the Integrated Development Plan (IDP)'s establishment and implementation processes.

It was evident that Public Administration plays a significant role in providing proper service delivery guidance to communities. Through effective and efficient public management, government resources can be utilised better. It was also revealed that most South African communities were marginalised in public decision-making during the apartheid regime. Therefore, communities do not understand the significance of community participation. Another challenge was that youth in the communities also felt excluded from the management of public affairs and as a result they lack interest in governance matters.

Nevertheless, the South African democratic government has introduced regulations and policies to promote community participation, which is one of the key aspects of good governance in service delivery. These regulatory frameworks were introduced to close the gaps opened by the previous apartheid regime. Public participation emerged as a mandatory to governance of public affairs, which is a significant aspect of service delivery.

Public participation means that municipalities are obliged to encourage communities to be actively participating, consulted and be involved in public decision-making about service delivery. In return, communities should actively participate in local governance operations and stay abreast of current affairs by participating in, *inter alia*, public decision-making, community meetings, municipality's road shows, and *izimbizo*'s. The communities' input should be sought before drafting meeting agendas and IDPs so that pertinent needs can be identified and regularly prioritised.

Chapter four presented the research methodology and outlined the various tools and approaches to conduct research in Umzumbe Local Municipality. It focused on a research design, population sampling, and data collection methodology and data analysis. It was

evident that research is a systematic, planned, and organised effort to investigate a problem of interest that is identified by the researcher and he/she must also be well prepared and follow the research process in a sequence of steps that dictates the manner in which it should be conducted. This study adopted a qualitative methodology which was viewed by the researcher as the relevant research approach. Through this methodology the researcher gathered, analysed and interpreted data acquired during the empirical survey.

This chapter of the mini-dissertation also revealed the major findings acquired during the data collection process. The structured questionnaire probed, among other things, the respondents' biographical information, and their general and specific knowledge of the Integrated Development Plan (IDP) at the Umzumbe Local Municipality. The research further sought to establish whether the communities' issues are reflected in the IDP document and whether the municipality was aware of whom the stakeholders and role-players in the IDP implementation process are. The research questionnaire probed the challenges experienced by the Umzumbe Local Municipality in communities' participation of the IDP.

The objectives of this study were achieved in determining the community participation in the integrated development plan (IDP) of the Umzumbe Local Municipality. The findings revealed that there is lack of significant community participation in this Municipality. The research objectives as stated in chapter 1 of this mini-dissertation were to investigate whether the Umzumbe Local Municipality's communities are consulted in the development and implementation of the IDP and establish if they make an effective and valuable contribution towards the Umzumbe Local Municipality's integrated development processes. The findings of this study then helped the researcher to construct recommendations.

6 LIST OF SOURCES

Africa, E., Yusuf, P. & Magwaza, E. (2000). *IDP Guide pack*. Pretoria: DPLG

African National Congress (ANC). (1994). *Reconstruction and Development Programme: A Policy Framework*. Johannesburg.

Aikins, S. & Krane, D. (2010). Are Public Officials Obstacles to Citizen-Centered E-Government? An Examination of Municipal Administrators' Motivations and Actions. *State and Local Government Review*, 42(2), pp.87-103.

Anon, (2018). Merriam-Webster's unabridged dictionary. [Online] Available at: <https://www.merriam-webster.com/dictionary/induna> [Accessed 31 Mar. 2017].

Anon, (n.d.). Cambridge dictionary. In: 1st ed. [online] Available at: <http://www.dictionary.cambridge.org> [Accessed 31 Mar. 2017].

Arnstein, Sherry R. (1969). 'A Ladder of Citizen Participation'. *Journal of the American Planning Association*, 35: 4, 216-224.

Babbie, E. R. (2015). *"The Practice of Social Research"*. Cengage Learning.

Baloyi, R. (2009). *Breaking Barriers to Entry into Public Services: Public Administration Leadership and Management Academy*. Pretoria: PALAMA.

Barber, J. (2009). *Integration of learning: meaning making for undergraduates through connection, application, and synthesis*. PHD. University of Michigan.

Beierle, T. & Cayford, J. (2015). Democracy in practice: public participation in environmental decisions. *Choice Reviews Online*, 40(02), pp.40-1164-40-1164.

Buccus, I., Hemson, D., Hicks, J. & Piper, L. (2007). *Public Participation and Local Government. The Centre for Public Participation*: in association with Human Resources Council (HSRC) and the University of KwaZulu-Natal (UKZN) May 2007.

Binns T & Nel E.L. (2010). Devolving Development: Integrated Development Planning and Developmental Local Government in Post-apartheid South Africa. *Regional Studies*, 36:8, 921-932.

Bless, C., Higson-Smith, C. & Kagee, A. (2006). *Fundamentals of social research methods. An African perspective*. 4th edition. Cape Town: Juta.

Bryman, A. & Bell, E. (2015). "*Business Research Methods*". 2nd edition. Oxford: Oxford University Press.

Burke, W.W. (2017). *Organization changes: Theory and Practice* London. 5th Edition. SAGE.

Chambers, R., 1997. Responsible Well-being: A Personal Agenda for Development, *World Development*, Vol. 25(11) pp.1743-1754

Cohen, B. (2006). Urbanization in developing countries: Current trends, future projections, and key challenges for sustainability. *Technology in Society* 28 (2006) 63 - 80 q 2005 Elsevier Ltd.

Coombes, H. (2001). *Research Using IT*. First Published by PALGRAVE. New York: Houndmills Basingstoke.

Cooperative Governance and Traditional Affairs (CoGTA). (2016). (Online) Available at: <http://www.cogta.gov.za/uploads/2016/06>. (Accessed on 01 July 2017).

Copus, C. (2016). *In defence of councillors*. Oxford. University Press.

Craythorne, D. (2009). *Municipal administration. The Handbook*. Cape Town. Juta & Company Ltd.

Creighton, J. (2008a). *What is Public Participation?* (Online) Available at: <http://www.creightonandcreighton.com> (Accessed on 26 April 2017).

Creighton, J. (2008b). *The public participation handbook. Making better decision through citizen involvement.* San Francisco: Jossey-Bass.

Creswell, J.W. (2009). *Research Design: Qualitative, Quantitative and Mixed Methods.* 3rd ed. Los Angeles: Sage

Creswell, J.W. (2011) *Qualitative inquiry and research design: Choosing among five approaches.* 3rd edition. Thousand Oaks, Sage Publication.

Creswell, J.W., Vicki, L. & Clark, P. (2011). *Designing and Conducting Mixed Research.* Second edition. Sage Publication.

Denhardt, R.B. & Denhardt, J.V. (2013). *Public administration. An Action Orientation.* 6th edition. Arizona State University.

Denscombe, M. (2007). *The Good Research Guide for small-Scale Social Research Projects.* 3rd ed. Berkshire: Open University.

Department of Local Government and Traditional affairs (n.d.). *Strategic objectives of IDP.* Pretoria: Government Printing works.

Department of Provincial and Local Government (DPLG). (2000). *A policy paper on integrated development planning.* Pretoria: Government Printing Works.

Department of Provincial and Local Government. (DPLG) (2004: *Ward Committee Resource book. Making Ward Committees Function. Best Practice and Lessons Learnt for Municipal Officials, Councillors and Local Governance.* Pretoria: Government Printer

Department of Provincial Local Government (DPLG). (2005). *Draft National Policy Framework for Public Participation.* Pretoria: Government Printer.

Department of Provincial and Local Government (DPLG). (2007). *National Policy Framework for Public Participation* Pretoria: Government Printing Works.

Department of Public Service and Administration (DPSA). (2003). *Batho Pele Handbook*. Pretoria: Government Printing Works.

Department of Water Affairs. (DWA). (2009). *Generic Public Participation Guidelines Act, No.60 of 2001*. Pretoria: Government Printer.

Durrheim, K. (2008). *Research design, Chapter 3, In Research Practice: Applied Methods for Social Sciences*, Cape Town: UCT Press.

Endoh, F.T. (2015). Democratic constitutionalism in post-apartheid South Africa: the interim constitution revisited. *Africa Review*, 7:1, 67-79.

Everatt, D. Marais, H. & Dube, N. (2010). Participation for what Purpose? Analysing the Depth and Quality of Public Participation in the Integrated Development Planning Process in Gauteng. *Politikon*, 37:2-3, 223-249.

Fin24. (2018). *The Economic growth in South Africa*. (Online) Available at: <https://www.fin24.com/>. (Accessed 2 April 2018).

Geldenhuys, A.J. (2009). Actions for local government excellence in intergovernmental relations in South Africa. *Sabinet*, 4(2), pp.51-66(16).

Gillham, B. (2000). *Developing questionnaire, Continuum*. New York: Palgrave Macmillan

Gorman G. E. & Clayton P. R. (2005). *Qualitative Research for the Information Professional: A Practical Handbook*. Facet Publishing.

Govender, J. & Reddy, P.S. (2011). The imperative of participation in South African local government. *Africanus*, 41(2):60-77.

Grove, C. (2011). Qualitative Research in Education: A User's Guide by LICHTMAN, MARILYN. *The Modern Language Journal*, 95(3), pp.470-471.

Harrison P. (2006). *Integrated Development Plan and Third way politics*. Wiley.

Heydenrych, P. (2008). Deepening democracy and enhancing multi-level governance: deficiencies of and prospects for local government ward committees in South Africa. *Koers - Bulletin for Christian Scholarship*, 73(4).

Houston, G. (2002). *Public participation in democratic governance in South Africa*. Pretoria: Human Sciences Research Council.

Hulley, S., Cummings, S. & Browner, W. (2015). *Designing Clinical Research*. Philadelphia: Wolters Kluwer.

Ingle, M. (2008). Exercising the mind with integrated development planning. *Politeia*, 26(1):5-17.

Jones, L. & Wells, K. (2007). Strategies for Academic and Clinician Engagement in Community-Participatory Partnered Research. *JAMA*, 297(4), p.407- 409

Kahn, S., Madue, S. & Kalema, R. (2016). *Intergovernmental relations in South Africa*. Pretoria: Van Schaik Publishers.

Khawula, B.M. (2016). *An evaluation of community participation in the integrated development planning (IDP) process: a case study of Umzumbe Municipality in the province of KwaZulu-Natal in South Africa*. Dissertation. Durban University of Technology (DUT).

Khuzwayo, T.S. (1999). *The logic of integrated development planning and institutional relationships: the case of Kwadukuza*. Durban: University of Natal. (Thesis – M.T.R.P.).

Kumar, R. (2005). *Research Methodology: A Step by Step Guide for Beginners*. California: Sage Publications.

Kumar S. (2013) *Methods for Community Participation: A Complete Guide for Practitioners*. Vistaar Publications.

Kumar, P. & Singh, T. (2013). *Participation, Governance, Political Systems*. 1st edition. India: India Press.

Lester A., Nel E. L. & Binns T. (2010) *South Africa: Past, Present and Future*. Longman, Harlow.

Louw, D. (2002). *The Local Government: Municipal Systems Act, Integrated Development Planning and the Development of Electricity within Local Government*. Available online: <http://www.ameu.co.za/conventionPapers/Louw2001.PDF>

Lyon, L. (2009). *The community in urban society. Prospect Heights, Ill.:* Waveland Press, Inc.

Madzivhandila, T.S. & Asha, A.A. (2012). Integrated development planning process and service delivery challenges for South Africa's local municipalities. *Journal of Public Administration*, 47(1.1):369-378.

Madzivhandila, T.S. & Maloka, C. (2014). Community Participation in Local Government Planning Processes: A Paramount Step towards a Successful Service Delivery. *Mediterranean Journal of Social Sciences*. 36(4):266-270

Martin, S. (2008). Implementing 'Best Value': Local Public Services in Transition. *Public Administration*, 78(1), pp.209-227.

Mathekga, R. & Buccus, I. (2006). *Participatory Government and The Challenge of inclusion: The Case of Local Government Structures in Post-apartheid South Africa*. *Colombia International*, (63), pp.88-107.

McIntyre, M. (2005). *Participatory action research: Qualitative research method*. Sage Publication.

McMillan, J. & Schumacher, S. (2006). *Research in education: Evidence based approach*. Pearson/ Allyn and Bacon.

Meyer, M. (2016). The Role of Governance and Public Administration in Developing a Foundation for Participatory. *Peace-Sustaining Governance*. 1(3), pp.1-24.

Munslow, B. & Fitzgerald, P. (1995). *The Reconstruction and Development Programme. In managing sustainable development in South Africa*. Cape Town: Oxford University Press.

Moseti, Y. (2010). "Public participation for sustainable development in local cities Public Participation for Sustainable Development in Local Cities", paper presented during the International Society of City and Regional Planners congress, 4th October 2010, Nairobi, Kenya.

Motale I.J. (2012). *Public participation strategy for budgeting in local government: the case of Tlokwe Local Municipality*. PhD. University of North West.

Neuman W.L. (2006). *Social Research Methods: Qualitative and Quantitative Approaches*. University of Michigan: Pearson.

News24. (2018). *The Local Government and development*. (Online) Available at: <http://www.news24.com/> [Accessed 7 Jul. 2018].

Oxford. (2017). *Oxford advanced learner's dictionary: international students' edition*. London: Oxford University Press.

Peng, X. (2011). *Institute of Population Research, School of Social Development and Public Policy*. Fudan University, China.

Pillay, U. & Pillay, R. (2006). *Democracy and delivery Urban Policy in South Africa*. Cape Town: HSRC Press.

Pycroft C. (2008). Integrated development planning and rural local government in South Africa. *Third World Plan Rev.*, 22(1), 87–102.

Raga, K. & Taylor, D. (2005). *Academia Research Papers - Academia.edu*. Available at: http://www.academia.edu/Documents/in/Academia_Research [Accessed 20 May 2018].

Reddy, P.S. (1999). *Local Government Democratisation and Decentralisation. A Review of the Southern African Region*. 1st edition. Pretoria: UNISA Press.

Regional Institute of Management and Technology (RIMT) University. (2016). *Research Designs and methods*. Online available at <<http://www.rmit.edu.au>> (Accessed on 31 March 2017).

Remler, D.K. & Van Ryzin, G.G. (2011). *Research Methods in Practice. Strategies for Description and Causation*. Sage Publication

Republic of South Africa (RSA). (1996). *Constitution of the Republic of South Africa, 1996 (Act 108 1996)*. Pretoria: Government Printers.

Republic of South Africa (RSA). (1997a). *Batho Pele “Peoples First”, White paper on transformation Public service delivery*. Pretoria: Department of Public Service and administration. Pretoria: Government Printers.

Republic South Africa (RSA). (1997b). *Green Paper on Local government*. Pretoria. Government Printers.

Republic of South Africa (RSA). (1998a). *White Paper on Local Government*. Pretoria: Government Printers.

Republic of South Africa (RSA). (1998b). *White Paper on Local Government, Men and Women who contributed to the building of a democratic system of local government in South Africa: Department of Provincial affairs and Constitutional Development*. Pretoria: Government Printers.

Republic of South Africa (RSA). (1998c). *White Paper Working Committee, and all the other women and men who contributed to the building of a democratic system of local government in South Africa*. Pretoria: Government Printers.

Republic of South Africa, (RSA). (1998d). *Local Government: Municipal Structures, 1998 (Act 117 of 1998)*. Pretoria: Government Printers.

Republic of South Africa (RSA). (2000a). *Local Government: Municipal Systems Act 32 of 2000 (Act No. 32 of 2000)*. Pretoria: Government Printers.

Republic of South Africa (RSA). (2000b). *Promotion of access of information act 2000 (Act No. 2 of 2000)*. Pretoria: Government Printers.

Republic of South Africa (RSA). (2003). *Local Government: Municipal Finance Management act, 2003 (Act 56 of 2003)*. Pretoria: Government Printers.

Republic of South Africa (RSA). (2006). *White Paper on Transforming Public Service Delivery: Department of Public Service and Administration*. Pretoria: Government Printers.

Republic of South African RSA (2017). *Documents and Acts*, (Online) available at <<https://www.info.gov.za/documents>> [Accessed on 05 May 2018]

Robinson, C. (2002). *Real world research: A Research for Social scientist and Practitioner – Researchers*. 2nd edition. Wiley.

Rosta, M. (2011). *What Makes a New Public Administration Reform Successful? Institutional Analysis*. Corvinus: University of Budapest.

Rowe, G. & Frewer, L. J. (2005). *A typology of public engagement mechanisms, Science, Technology, and Human Values*, 30 (2), 251-290.

Seltzer, E. & Mahmoudi, D. (2012). Citizen Participation, Open Innovation, and Crowdsourcing. *Journal of Planning Literature*, 28(1), pp.3-18.

Sarantakos, S. (2005). *Social research*. 4th ed. Basingstoke: Palgrave Macmillan.

Sekaran, U 2003: *Research Methods for Business: A Skill-building Approach*, Volume 1
Research Methods for Business: A Skill-building Approach. Wiley.

Sekaran. U. & Bougie. R. (2010). *Research Methods for Business: Skill-Building Approach*. Fifth edition. Sage Publication.

Smith, G. (2009). *Democratic innovations: Designing Institutions for Citizen Participation*. Cambridge, UK: Cambridge University Press.

Smith, T. (2008). *The Role of Ward Committees in Enhancing Participatory Local Governance and Development in South Africa: Evidence from six Ward Committee Case Studies*. Community Law Centre.

Smyk, M. & Van der Velde, L. (2017). *Hypothesis testing: theory and methods Statistical Methods*. [eBook] Warsaw: Warsaw School of Economics, p.28. Available at: <https://www.e-sgh.pl/niezbednik/plik>. [Accessed 5 Aug. 2018].

South African Local Government Association (SALGA). (2004). *Councillor Induction Programme: Handbook for Municipal Councillors*. Pretoria: Government Printers.

Statistics South Africa. (2016). *Umzumbe Local Municipality*. Online available at <<http://www.statssa.gov.za>> (Accessed on 10 April 2017).

Stevenson, S. (2009). *Understanding Local Government*. (Online) Nap.edu. Available at: <https://www.nap.edu/> [Accessed 5 May 2018].

Shapely, P. (2014). *People and planning*. London: Routledge.

Silverman, D. (2008). *Doing Qualitative Research: A Practical Handbook*. London: Sage.

Subban, M. (2008). *Evaluation of the Long-term Development Framework (LTDF): a case study of eThekweni Municipality's Integrated Development Plan*. Thesis. University of KwaZulu Natal.

Thomas, A. (2000). 'Meanings and Views of Development' in Allen and Thomas (eds.) *Poverty and Development in the 21st Century*, Oxford University Press, Oxford.

Tsatsire, I, Raga, K., Taylor, D. & Nealer, E.J. (2009) Historical overview of specific local government transformatory developments in South Africa. *New Contree*, No. 57, May 2009.

UGu District Municipality, South Africa. (2017). Final 2019/2020 IDP. (Online) Available at: <<http://www.ugu.gov.za>> (Accessed on 31 March 2018).

Umzumbe Local Municipality, South Africa. (2010). Departments. (Online) Available at: <<http://www.umzumbe.gov.za>> (Accessed on 31 March 2017).

Umzumbe Local Municipality, South Africa. (2011). *Integrated development plan, 2012-2016*. <<http://www.umzumbe.gov.za>> (Accessed on 31 March 2017).

Umzumbe Local Municipality, South Africa. (2016). *Integrated development plan, 2012-2017*. (Online) Available at: <<http://www.umzumbe.gov.za/Umzumbe>> (Accessed on 05 May 2017).

Umzumbe Local Municipality, South Africa. (2018). *Integrated development plan, 2018/19-2020/21*. Online Available at: <<http://www.umzumbe.gov.za/Umzumbe>> (accessed on 01 July 2018).

Ursula, J. & Beeka, V. (2006). Municipalities of South Africa. (Online) Municipalities.co.za. Available at: <https://municipalities.co.za/> (Accessed 3 May 2006).

Vries, M., Reddy, P. & Haque, M. (2008). *Improving local government: outcomes of comparative research*. Basingstoke: Palgrave Macmillan.

Vyas-Doorgapersad, S. (2011). Paradigm shift from New Public Administration to New Public Management: theory and practice in Africa. *The Journal for Transdisciplinary Research in Southern Africa*, 7(2), 22-30.

Yang, K. and Miller, G. J. (2008). *Handbook of Research Methods in Public Administration*. 3rd Edition New York: Auerbach

Wilson, D. (2009). *Exploring the limits of public participation in local government Parliamentary Affairs*, Cape Town: HSRC Press 52(2), pp.246-259

www.localgovernmentaction.org. (2016) *South Africa Yearbook 2018/19*. [Online] Available at: <http://localgovernmentaction.org.dedi6.cpt3.host-h.net/> [Accessed 22 Oct. 2016].

COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANS OF UMZUMBE LOCAL MUNICIPALITY.

Dear Prospective Participant

My name is Vusi Zwane and I am doing research with Professor Eric Nealer, a Professor in the Department of Public Administration towards compilation of mini dissertation in the Master of Public Administration degree at the University of South Africa. We are inviting you to participate in a study entitled *Community participation in the integrated development plan of Umzumbe Local Municipality*.

I am conducting this research to assess and ascertain the level of participation by local communities and other stakeholders in the Umzumbe Local Municipality's integrated development plan (IDP).

The reason for the invitation to participate in this study is because of your exposure in relation to the operation and activities happening in Umzumbe Local Municipality. Your understanding on the topic mentioned above would assist me to understand broadly the level of participation, means of communication and the roles other role-players and stakeholders play in the IDP process.

The participant must note that he/she enters in this study willingly without any legal implications. Your participation in this study is also on voluntary basis and you are not forced to sign a consent form or any binding document of some sort. If you want to withdraw at any time you are entitled to do so with no obligation.



It is guaranteed that your privacy will be respected, and participation kept confidential. In the case of failure to the promise you are allowed to take any further steps.

This information will be kept by the researcher in a password protected computer, while hard copies will be locked in the researcher's home cabinet.

The interview and answering questions in the study will not last more than 1 hour.

N.B.: There will be no payment or financial reward undue cost to you.

Note that this study has received written approval from the Research Ethics Review Committee of the University of South Africa, Pretoria.

Should you require any further information or clarity in this regard please feel free to contact Mr Vusi Zwane @ 083 963 8620 or email: zwanevzi@yahoo.com

Thanking you in advance for your interest in this study.

Yours faithfully

Mr Vusi Z. Zwane

Master's Student: University of South Africa (UNISA)

College of Economic and Management Sciences (CEMS)



Appendix 2

COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF UMZUMBE LOCAL MUNICIPALITY.

I,.....(participant name and surname), confirm that the researcher asking my consent to partake in this study has adequately informed me about the process, procedure, nature of the study, advantages of participation and anticipated risks thereof.

I have carefully read and understand the study as outlined in the information sheet.

I have asked question up to the level of my understanding.

I entered in this study on voluntary basis.

I know that my information will be kept confidential.

I know that I have the rights to withdraw at any stage without legal implications.

I agree to complete the questionnaire as requested.

.....
 Participant's name and surname Date Signature

.....
 Researcher's name and surname Date Signature



Appendix 3

SECTION A:

QUESTIONNAIRE FOR THE COMMUNITY MEMBERS OF UMZUMBE LOCAL MUNICIPALITY.

COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF UMZUMBE LOCAL MUNICIPALITY.

Tick with an X

1. Please indicate your gender	Male		Female	
---------------------------------------	------	--	--------	--

2. Age	13-20		21-35		36 and above	
---------------	-------	--	-------	--	--------------	--

3. Please indicate your ward	
-------------------------------------	--

4. Employment status	Employed		Self employed		Unemployed		Student	
-----------------------------	----------	--	---------------	--	------------	--	---------	--

5. Level of education	Uneducated		Below Grade 12	Grade 12		Tertiary education	
------------------------------	------------	--	----------------	----------	--	--------------------	--

SECTION B

1. What do you understand about the Integrated Development Plan (IDP)?

1.1 Please elaborate further on your answer

2. Do you think it is necessary for the community to be informed about the IDP?	YES	
	NO	

3. Are you encouraged to participate in the formulation of an IDP?	YES	
	NO	

4. How did you hear about the IDP matters in your Municipality?	Radio	
	newspaper	
	Ward councillor meeting	

5 Are your needs as the community responded to timeously and adequately reflected in the IDP?	YES	
	NO	

6 Does your Local Municipality communicate with the community in terms of the identified projects for implementation?	YES	
	NO	

7 Do you think your Local Municipality is committed to the IDP?	YES	
	NO	

8 What are the primary challenges encountered in participating in the IDP process	Lack of understanding of IDP	
	Lack of understanding of IDP process	
	Lack of interest	
	Failure by Municipality to convene IDP meetings	

9 As a resident of Umzumbe Local Municipality, what are some of your municipal services delivery issues?

Please list them

THANK YOU FOR YOUR PARTICIPATION TO THIS QUESTIONNAIRE

INGXENYE YOKUQALA (A)

IMIBUZO EQONDISWE KUMALUNGA OMPHAKATHI OWAKHELE UMZUMBE LOCAL MUNICIPALITY.

IQHAZA ELIBANJWA UMPHAKATHI WASEMAKHAYA KWIZINHLELO ZENTUTHUKO EDIDIYELWE YASE UMZUMBE LOCAL MUNICIPALITY.

KHOMBISA NGO (X)

1. UBULILI BAKHO	Ngingowesilisa		Owesimame	
-------------------------	----------------	--	-----------	--

2. IMINYAKA	13-20		21-35		36 nangaphezulu	
--------------------	-------	--	-------	--	-----------------	--

3. ISIGCEME SAKHO					
--------------------------	--	--	--	--	--

4. UMSEBENZI	ngiqashiwe		ngiyazisebenza		angisebenzi	ngingumfundu	
---------------------	------------	--	----------------	--	-------------	--------------	--

5. IZINGA LEMFUNDO	angifundanga		Ngaphansi kwebanga le Shumi		Ibanga leshumi		ngineziqo	
---------------------------	--------------	--	-----------------------------	--	----------------	--	-----------	--

INGXENYE YESBILI (B)

1. Ngakube uyayazi futhi uyayiqonda intuthuko edidiyelwe ka maspala wakho waseMzumbe?

2. Ngabe uyakhuthazwa ukubamba iqhaza kwi ntuthuko edisiyelwe IDP yamaspala wakho?	Yebo	
	Cha	

3. Ngabe kubalulekile ukuthi umphakathi waziswe ngezinhlelo zentuthuko edidiyelwe IDP?	Yebo	
	CHA	

4. Kungabe Uzwe kanjani ngezindaba ze ntuthuko edidiyelwe?	emsakazweni	
	kwiphephandaba	
	kwikhansela	
	emhlanganweni	

5. Ngabe umaspala uyanazisa ngemisibenzi ozoyenza ngentuthuko edidiyelwe?	Yebo	
	Cha	

6. Ngabe umaspala uyazifaka zonke izidingo zenu zentuthuko kusomqulu wawo wentuthko edidiyelwe futhi uphendula ngesikhathi esilindelekile?	Yebo	
	Cha	

7. Ucabanga ukuthi umaspala wakho uzinikele ngohlelo lwe ntuthuko edidiyelwe (IDP)?	Yebo	
	Cha	

8. Yiziphi izinselelo onazo ngokubamba iqhaza kwintuthuko edidiyelwe.	Angiyiqondi kahle	
	Angiyiqondi kahle indlela yayo	
	Anginathando lwayo	
	Umasipala awusazisi ngayo.	

9. Njengesakhamuzi ngabe yini okhalaza ngayo kumaspala mayelana nentuthuko kanye nezidingo ngqangi?

Zibhale la ngokulandelana kwazo.

NGIYABONGA NGOKUTHI UZINIKE ISIKHATHI UPHENDULE LE MIBUZO

SECTION C:

QUESTIONNAIRE OF MUNICIPAL OFFICIALS IN UMZUMBE LOCAL MUNICIPALITY

COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF UMZUMBE LOCAL MUNICIPALITY.

Position of Respondent

Section/Unit.....

Gender:

male female

1. What is an Integrated Development Plan (IDP)?

2. Do citizens understand the IDP?

Yes

No

If No, what are the mechanism the Municipality is using to educate the community about (IDP)?

3. How do you consult with the communities?

4. What methods do you use to consult with the community of Umzumbe local Municipalities?

- Local newspaper
- Community radio
- Meetings
- Ward councillors

5. Does community participation ensure that community issues are reflected in the IDP?

Yes

No

If yes explain

6. Who are the stakeholders in the IDP process?

7. What process is followed to ensure effective communication with communities?

8. What challenges do your municipality experience with regards to community participation?

9. Do all stakeholders participate in the IDP?

10. Does your local Municipality communicate the identified community projects for implementation?

Yes

No

If no, why?

THANK YOU FOR YOUR PARTICIPATION AND COMPLETING THIS QUESTIONNAIRE

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE

Date: 8 August 2017

Dear Mr Zwane

Ref #: PAM/2017/016 (Zwane)
Name of applicant: Mr VZJ Zwane
Student #: 42350948

Decision: Ethics Clearance Approval

Name: Mr VZJ Zwane, 42350948@mylife.ac.za, tel: 083 963-8620
[Supervisor: Prof EJ Nealer, 012 429-3341, Nealeej1@unisa.ac.za]

Research project: Community participation in the Integrated Development Plan of the Umzumbe Local Municipality **Qualification:** MPA

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned research. Final approval is granted for the duration of the project. You are, though, required to submit a letter from the Umzumbe Local Municipality in which permission is granted to you to do this research, to this Ethics Committee within **30 days** of the date of this letter.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was **expedited and reviewed** in compliance with the Unisa Policy on Research Ethics by the RERC on 8 August 2017. The proposed research may now commence with the proviso that:

- 1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.
- 2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee. An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for the research participants.
- 3) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study.

Kind regards



Prof Mike van Heerden
Chairperson:
Research Ethics Review Committee
vheerm@unisa.ac.za



Prof MT Mogale
Executive Dean: CEMS

University of South Africa
Preller Street, Muckleneuk Ridge, City of Tshwane
PO Box 392 UNISA, 0003 South Africa
Telephone: +27 12 429 3111 Facsimile: +27 12 429 4150
www.unisa.ac.za



Hlokozi Oetting Mission
PO Box 45
Highflats
3360
05 March 2018

The Municipal Manager
PO Box 561
Hibberdene
4220
Tel 039 972 0005

REQUEST FOR ORGANISATIONAL PERMISSION TO CONDUCT RESEARCH AT UMZUMBE LOCAL MUNICIPALITY REGARDING "COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF THE UMZUMBE LOCAL MUNICIPALITY"

Dear Ms NC Mgijima

I, Vusi Zwane I am doing research with Prof Eric Nealer, a professor in the Department of Public Administration and Management towards a research Dissertation at the University of South Africa. We are inviting you to participate in a study entitled "Community participation in the integrated development plan of the Umzumbe local municipality"

This research is intended to ascertain if the community is consulted in the development of the IDP, and to determine if they really make effective and valuable contribution in the IDP processes of the Umzumbe Local Municipality. Furthermore, it will highlight the challenges emanating from not being consulted whilst showcasing benefits as a result of consultation.

Your municipality has been selected because, based on preliminary research conducted, your municipality complies with the inclusion criteria which is to ascertain the community consultation in the development of the IDP.

The study will entail involving the employees of the Organization to participating in interviews of roughly 40 minutes. The anticipated period of study will be between periods from April 2018 until September 2018.

With regard to ethical issues guiding the study, the researcher pledges strict adherence to ethical conduct as it applies to academic research projects in higher educational institutions in South Africa. It means:



- The participation is anonymous and respondents are not required to disclose their identity;
- The information collected from the respondents will be used for the research purpose only;
- Respondents have the right to participate and withdraw their participation in the study at any time without negative consequences.

The benefits of this study will be the formulation of a set of suggestions and recommendations ensure maximum participation of community in the Integrated Development Plan and ascertain the maximum participation of the community in the municipality Integrated Development Plan.

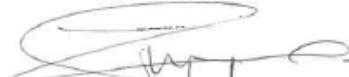
There are no potential risks anticipated with partaking in this study. The formulated guidelines can be made available to your organization upon request.

Yours sincerely

Vusi Z.J. Zwane

Cellular phone: 0839638620

Student No: 42350948



2018/03/05



Appendix:6



**UMZUMBE MUNICIPALITY
UMASIPALA WASEMZUMBE**

C/o P.O. Box 561
HIBBERDENE
4220

Tel: c/o 039 972 0005
Fax: c/o 039 972 0099
E-mail: nomonde@umzumbe.gov.za

OFFICE OF THE MUNICIPAL MANAGER

For attention: Vusi Zwane

Dear Vusi Z. J. Zwane

RE: GRANTING OF PERMISSION TO CONDUCT RESEARCH AT UMZUMBE MUNICIPALITY

This has reference to your letter dated 05 March 2018 in which you were seeking permission to do research at Umzumbe Local Municipality.

This serves to inform you that Umzumbe Local Municipality have considered your request and have agreed to grant you authority to conduct research entitled "**Community Participation in the Integrated Development Plan (IDP) of the Umzumbe Local Municipality**". You are allowed to use Umzumbe Local Municipality as your case study and we assure you of our cooperation as Umzumbe Municipality in making you achieve your academic goals.

In return, we hope that you will share the results and recommendations of your research with the Municipality for consideration. You are further reminded to take serious account of ethics when engaging in this research.

Ms N.C. Mgijima

Municipal Manager

Umzumbe Local Municipality

UMZUMBE MUNICIPALITY: "BUILDING A BETTER FUTURE-SAKHA IKU'SASA ELINGCONO"

Appendix:7



VERIFICATION CERTIFICATE

TO WHOM IT MAY CONCERN

This document certifies that the manuscripts listed below were edited for proper English language, grammar, punctuation, spelling and overall style.

By

VUSI ZWANE

MANUSCRIPT TITLE

**COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN
OF UMZUMBE LOCAL MUNICIPALITY**

DATE ISSUED

AUGUST 2019 29

Neither the research nor the author's intentions were altered during the editing process. Documents receiving this certification should be English-ready for publication.

However, the author has the right to accept or reject the suggestions and changes.

Thanking you

A handwritten signature in black ink, appearing to be 'Vusi Zwane', enclosed within a circular scribble.

Registered with: South African Translators Institute [SATI] NO: 1002797