

**EVALUATING THE CHALLENGES OF PUBLIC PARTICIPATION TOWARDS  
EFFECTIVE SERVICE DELIVERY: THE CASE OF INTSIKA YESIZWE  
MUNICIPALITY (EASTERN CAPE)**

**By**

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**University of Fort Hare**

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PUBLIC ADMINISTRATION**

**IN THE FACULTY OF MANAGEMENT AND COMMERCE, AT THE**

**UNIVERSITY OF FORT HARE**

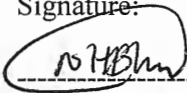
**SUPERVISOR: DR. P.T. JONAS**

**SUBMITTED: JANUARY 2014**

## DECLARATION

I, Nandipha Bhali, hereby declare that this research paper submitted at the University of Fort Hare for the Degree of Bachelor of Administration (Masters in Public Administration) has never been previously submitted by me for a degree at this or any other university, that is my own in design and execution and that all material contained therein has been duly acknowledged.

Signature:

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Date: 31/01/2014

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## DEDICATION

To my precious, children Phawolwethu and Buhlebendalo Vena.



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## ACKNOWLEDGEMENTS

My deepest gratitude goes to the Almighty God, who has carried me throughout my career and every achievement in my life. The Lord has been my shepherd in this journey giving me strength and wisdom. I am also grateful to the following people who have assisted me to complete this thesis.

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## ABSTRACT

This study presents research regarding evaluating public participation in the review of planning, monitoring and evaluating of municipal service delivery at Intsika Yethu Municipality. Therefore the purpose of the research was to learn the opinions of those the citizens of Intsika Yethu Municipality who were inclined to participate in all forms of public participation with the municipality. In learning about participant opinions, the research also explores how the public participation process might become more inclusive and participatory.

The used qualitative approach to understand how the concept of public participation is perceived by different stakeholders and how it is affecting the currently applied participation practices.

In order to provide evidence in support of research an investigation was done on the current perspectives of Intsika Yethu Municipality communities on the planning, monitoring and implementation of service delivery. In total, 32 interview participants participated inclusive of two municipal officials, 10 ward committee members and 20 community members participated in the private interviews. These participants came from the numerous areas of the municipality, and the vast majorities were of rural background.

From the findings it is clear that there are many challenges faces by those who participate in public participation process; however strides are being made in ensuring that public participation strategies are effective and efficient.

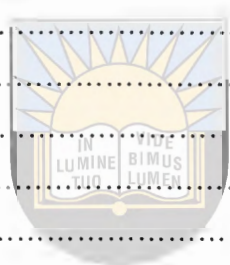
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## CHAPTER ONE

### INTRODUCTION AND GENERAL OVERVIEW

#### 1.1 Introduction

This thesis focuses on the issue of evaluating public participation in the planning, monitoring implementing of service delivery initiatives with specific reference to Intsika Yethu Local Municipality under Chris Hani District Municipality in the Eastern Cape.

In this section of the research there is an overview and commentary on the issue of public participation in the planning, monitoring and implementing of service delivery policies and initiatives. The section also focuses on the motivation for the study in order to put the problem in context. This part of the thesis serves as a foundation for the subsequent chapters. Emphasis is placed on the problem statement, the research problems, hypothesis and the approach applied in this study.

The method of research is explained and the time dimension of the research is indicated. Additionally, the reasons for selecting the problem for research, explanation of terminology and reference technique used in this thesis are given. This chapter also contains an explanation of specific key concepts related to the problem statement.

The research approach employed in this thesis is analytical, qualitative, and in analysis a mixed approach is used by the researcher. Ultimately, this section of the study concludes with an exposition of chapters discussed in the thesis.

#### 1.2 General overview and background to the study

Public participation is regarded as one of the milestones of democracy and local governance. Local government provides an ideal forum for allowing participatory democracy to flourish as it is closest to the inhabitants. The Republic of South Africa Constitution Act, 108 of 1996 (hereinafter the Constitution), places an obligation on local government “to encourage the

involvement of communities and community organizations in the matters of local government". During the years following the promulgation of the Constitution, municipalities wrestled with a multitude of other transformation issues with the result that very few actively encouraged communities to involve themselves in the affairs of the municipality.

In the past 20 years of the democratic government in South Africa, it is still widely felt that the decisions in South Africa do not respond adequately to the needs and values of the communities, especially the poor and disadvantaged sectors of the community. As a result, planning including the budgets and Integrated Development Plans (IDPs) has not sufficiently been reflective of the needs of the community. This is a contradiction to local government legislative framework i.e., Local Government: Municipal Structures Act, No. 117 of 1998 and Local Government: Municipal Systems Act, No. 32 of 2000, underpinning local governance and popular belief that some form of stakeholder involvement in decision-making is necessary in planning on issues that affect people's lives.

This thesis intended to investigate the extent to which communities are involved in the planning, monitoring and implementation of service delivery initiatives within the local municipalities as stipulated in terms the South African Public Participation framework. The researcher is of the opinion that all stakeholders should participate in the Integrated Development Planning (IDP) in order to ensure that its ownership and responsibility is shared amongst them.

In an effort to capture the perspectives of the communities, the thesis sought to discover issues related to the level of participation, the methods utilized. Communities appear to be critical of local government, and its structures, arguing that local government ward is not functioning as intended. Moreover, not all citizens participate in matters that affect them.

Public participation in the making and implementation of policy is indispensable for sustaining democracy and promoting good local governance and administration (Cloete 1995:4). Good local governance in this thesis is defined as a process of public service delivery in such a manner that accountability, equity, transparency, responsiveness, efficiency and effectiveness are upheld in the local government sphere.

Public participation is defined as an active process in which participants take initiative and action that is stimulated by their own thinking and deliberation and over which they can exert effective control. Public participation encourages a “bottom-up” approach to public policy-making and policy implementation (Fox & Meyer 1995:29). A “bottom-up” approach to public participation in policy-making also encourages capacity building (Kotz & Kellerman 1997:40).

Capacity building in this thesis is defined as a continuous process of enhancing the public’s knowledge, skills, perspective and strength so that local government services can be efficiently and effectively delivered. Pooling of human resources together at the grassroots level leads to capacity building. Collective decisions taken on a particular local issue by a group of citizens have more strength rather than those taken by an individual.

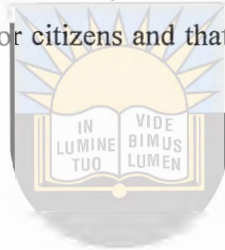
Participation is considered as one of the milestones of democratic government. This is because participatory democracy provides a mechanism for involving people to participate in governing processes of government. Local government is the closest to the people for allowing participatory democracy to flourish. Democracy is often referred to as “government by the people” or “by the people elected representatives” (Bekker 1996:58). Public participation further promotes democratic principles such as political equality, majority rule, popular sovereignty and popular consultation (Cloete 1995:21).

In democratizing the governing process, public participation conveys valuable information about public needs and demands from the public to policy-makers and implementers, and *vice versa*. At the same time, it promotes responsiveness to public needs and facilitates the processes of policy implementation and community development (Bekker 1996:55). Public participation in public policy-making and policy implementation also keeps public functionaries in check (Cloete 1997:28).

Participation is closely linked with empowerment. Empowering participants represents advancement in democratic governance. Empowerment in simple terms means to enable, to allow or to permit and can be conceived as both self-initiated and initiated by others (Murrell 1990:8). Empowerment is also an act of building, developing and increasing power thorough cooperation, sharing and working together (Murrell 1990:10). Empowerment also refers to the development of an effective support system (Solomon 1976:23).

Citizens demand accountability from public functionaries at all spheres of government. Accountability is not merely a matter of exercising control; it is also a matter of rendering account and provides surveillance by the citizens who act as watchdogs over the actions of public functionaries (Richards 1995:23). Every member of the public has a role to play in exacting accountability. The citizen plays an invaluable role in ensuring that public functionaries act and pursue goals for the public interests.

The researcher has a strong view that “in a democracy, the government should listen to the people, do what the majority asks, if that is possible, and, where it is not, to work with citizens to ensure that what is done is as close to what they want as it can be. It stems from the core democratic idea that government works for citizens and that it cannot do this unless it listens to them.



### **1.3 Motivation for the Research**

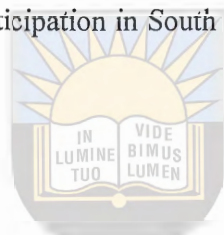
The research study is motivated by the dire need to assess the perspectives of communities of public participation in general. The South African government obliges local government through the Municipal Systems Act 32 of 2000 to provide measures for public participation in their activities and facilitate public participation in its processes (Houston, 2001:12). Moreover, the South African government has committed itself to instituting wide ranging participatory processes in the different spheres and institutions of governance in the country. This is done through the formulation of municipal budgets, planning and development priorities through the establishment of Integrated Development plans.

It is therefore critical and important to undergo studies such as this to trace the application of policies on public participation and legislation through the perceptions of its citizens. Thus, this research is an attempt to solicit views of communities around public participation in the planning, monitoring and implementing of service delivery initiatives.

This research study therefore will contribute extensively to the body of knowledge, through highlighting the extent to which communities perceive their involvement, participation and their ability to influence government decisions and its impact thereof.

It should be noted that the overwhelming studies on public participation focuses on political participation specifically through election data, however, the social variables influencing participation are determined by examining the various social characteristics of public participation, (Houston, 2001: 142).

This research study serves as a useful base for future longitudinal studies using survey method with a view of comparing the levels and degree of participation in various processes institutions of local government overtime. Thus, the study serves as a base for assessing the perceptions of communities on public participation in planning, monitoring and implementation of service delivery initiatives. Studies on public participation in South Africa have generally been broad in scope.



#### **1.4 Significance of the Study**

The attempt to introduce participatory and direct democracy is evident, in addition to institutions and processes as national and provincial levels, in the policy formulation and planning processes of local government structures (Houston, 2001: 271). In combination, development local government is defined as local government committed to working with citizens and groups within communities to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.”(Houston, 2001: 271).

The significant contribution of the study will be more towards strengthening the application and implementation of the National Public Participation Policy Framework within local government sphere specifically Intsika Yethu Municipality. This study will also contribute to the broad knowledge body in terms of providing insight for local government to discover what citizens expect, areas where the implementation of the policy and programmes are in adequate and thereby promote the development of priorities. The crucial question here is “Are citizens contributing extensively to their own development?”

The White Paper on Local Government (1998:38) places an emphasis on the notion that public participation promotes legitimacy and public support for the policies and programmes thereby ensures democratic stability. This research therefore will promote equitable, efficient, and effective service delivery.

### **1.5 Aims and Objectives of the study**

The aim of research is, according to (Hesse-Biber & Leavy 2006: 49) to describe, explain, and generate, ideas or theories about the phenomena under investigation and to understand and explain social patterns. Durrheim (1999: 37) describes the aim or goal of the research as the types of conclusions the researcher wishes to reach.

The aim and objectives of the research are to explore the perspectives on public participation of citizens and communities in planning, monitoring and implementing of service delivery initiatives. It aims to explore the possible impact that the public or rather communities make through participating in consultative programmes of the municipality council in achieving efficient service delivery. The specific objectives are as follows:

- a) To establish the role that the public plays in public participation and the different ways through which this participation is manifested.
- b) To explore the challenges faced by the Intsika Yethu Municipality involving the public in the different policy processes
- c) To establish people's views on what may stand in the way of public participation in service delivery in Intsika Yethu Municipality.

The main research questions that the study aims to answer are as follows:

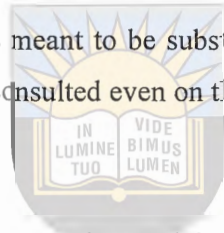
- What are the perspectives of citizens on public participation with regard to planning, monitoring and implementing of service delivery initiatives at Intsika Yethu Municipality?
- What do citizens perceive as the main impact of public participation?
- To what extent has public participation promoted accountability of the municipality within the municipality?

### **1.6 Problem Statement**

According to Maxwell (1998: 81), problem formulation in qualitative studies should not be done in detail until the purpose and the context of the design are clarified, and it should remain sensitive and adaptable to the implications of the other parts of the design. This does not imply

that qualitative researchers should not have a question but rather that the initial question frame the study in important ways. However, specific questions are a result of an interactive process rather than a starting point of the process (Maxwell, 1998:81)

The Local Government: Municipal Finance Management Act (2003) also requires municipalities to consult with communities on the budget process, annual reports and service delivery issues. Among the aims of local government set out in the Constitution are “to provide democratic and accountable government for local communities” and “to encourage the involvement of communities and community organizations in matters of local government”. Section 164 (4) (b) provides that no by-law may be passed unless it has been published for public comment. The extent of consultation on these aspects is meant to be substantial, not token. For example, The Systems Act requires communities to be consulted even on the process for the planning, drafting, adopting and reviewing of IDPs.



But, of course, the policies and laws on community participation are not working well. There are many indications of this. The community protests, about service delivery and much else too, communicate this glaringly. The reasons for the model of participation not working are many and complex. Mainly they have to do with challenges in implementation; but partly they reflect inadequate policies and legislation. To say this is not to suggest that community participation must only occur within the policy and legislative framework.

Of course, people through mass struggles also create their own spaces to engage local government and the state more generally – and they must be listened to. Not enough has been done to foster a culture of community engagement among councilors and especially administrators, as is required by the law. So, many municipalities meet the policy and legislative requirements for community participation in a nominal, compliance-driven, ritualistic manner.

Often the approach of municipalities to community participation is too bureaucratic, formalistic and rigid, and sometimes aimed at co-optation. Documents and presentations are cluttered with technical jargon and not user-friendly, easy to engage with or stimulating. They are not always translated into indigenous languages either.

Municipalities often tend to approach communities and organizations as a way of informing them of proposals and seeking their endorsement for them. They sometimes negotiate with them. But this does not constitute effective participation which has to be directed at ensuring that communities have a significant say in setting out their needs and priorities and in making decisions affecting their lives, as well as playing an important role in implementing decisions.

The value of the decisions of Ward Committees is not always clear as there is no legal obligation for the municipality to consider these decisions. Also some of the issues taken up by Ward Committees fall beyond the responsibilities of local government and are within the competencies of the provincial and national government and so are difficult to take further. Often because of the lack of administrative support, decisions never get beyond the Ward Committees. Over time, this failure to secure responses to decisions leads to members of the Ward Committees losing interest.

The researcher is of the opinion that policy documents and legislation that call for public participation such as the White Paper for Local Government 1998 and Municipal Systems Act 200 have been established but there is no proper plan to ensure that effective participation will be realized.

## **1.7 Research Design and Methodology**

In this section, the researcher focused on the research design of the study, the data collection methods and data analysis.

### **1.7.1 Research Approach**

According to Maykut & Morehouse (1994:21)” the goal of qualitative research is to discover patterns which emerge after close observation, careful documentation and thoughtful analysis of the research topic”. Through the use of qualitative research the research will explore a wide array of dimensions of the social world including the texture and weave of everyday life, the understanding, the experiences and imaginings of our research participants, the ways that social processes, institutions, discourses or relationships work and the significance of the meanings that they generate, (Mason 2002:1).Qualitative researchers emphasize the human factor and the intimate knowledge of the research.

This study uses a combination of both quantitative and qualitative methodologies to research. It therefore draws on the cross-sectional study design as explained by Bryman (2004) and also on aspects of a phenomenological research design as discussed by Blanche et al., (2006). The researcher chose a qualitative approach for this study based on the kind of data that was required to answer the research questions. The researcher therefore divided the research questions in such a way that the first two would be handled using quantitative data collection techniques while for the last two, data would be collected qualitatively to give descriptive information to support the quantitative data.

Out of the 21 wards at Intsika Yethu Municipality, two Wards (7 & 8) were selected by simple random sampling method. Data was consequently collected from Qutse and Ntlephe villages. From these wards, a total of 20 respondents' communities, 2 from municipality officials and 10 from Ward committees members were conveniently sampled and interviewed by structure interview method.

The quantitative data was processed and analyzed to produce frequency tables and descriptive statistics while the qualitative data transcribed and processed in themes and was presented and discussed in light of the theoretical framework

### **1.7.2 Research Design**

In qualitative research, decisions about design and strategy are ongoing and are grounded in practice, process and context of the research itself (Mason 2001:24). Research design is “an action plan from here to there, where here may be defined as the initial set of questions to be answered and there is some set of conclusions (answers) about these questions “(Yin, 1994:19). This author states that the aim of the research design is to guide the investigator through the process of collecting, analyzing and interpreting observations.

Babbie identifies two major aspects of research design, namely that first the researcher, should specify what needs to be investigated and secondly determine how best to do it. The researcher understands research design as a plan adopted when conducting a study. The design in a

qualitative study does not provide the researcher with a step by step process but is determined by the researchers' choices and actions (Fouche, 2002:270).

In this study, a qualitative method of enquiry was applied because it allowed the researcher freedom to explore the perceptions of communities on public participation processes of the municipality without the limitations of predetermined answers. Given the limited information of the research topic, a qualitative approach provided more opportunities for exploration. The qualitative approach has, according to the researcher, enhanced the study because it did not limit the respondents' input of predetermined responses.

The study was conducted using a single case study method (Intsika Yethu Local Municipality) which implied that the researcher focused on one setting and its processes without comparing it to other settings. According to Henning et al (2004:41), a case study method is concerned with the process and not the outcome.

### **1.7.3 Data Collection Methods**

In qualitative studies, data collection methods for case studies can rely on many sources. Maykut & Morehouse (1994:78) identifies documentation, archival records, interviews, direct observation, interviews, participant observations and physical artifacts. Denzi and Lincoln agree that qualitative research involves the study and use of a variety of material with the hope of forming a better understanding of the subject under scrutiny.

In order to explore the perceptions of communities on public participation processes in the Intsika Yethu Municipality, the researcher used two methods namely documentary sources and interviewing. Data collection was divided into two phases. In phase 1 data was collected from the existing municipal documents whilst interviews were used in phase 2. The following data collection methods were used.

#### **Phase 1: Documentary Sources**

Documentary research is concerned with the use of written records as source of information (Calvert 1991:117) and the collection of such records is referred to as archives. A further distinction is made between primary and secondary sources, where primary sources refer to documents produced by people being studied during the time of the study, while secondary documents are those produced after the event (Calvert 1992:117). Yin (1994:81) attests to the usefulness of documents in verifying correct data such as names, they serve to provide specific details to corroborate information from other sources and they are useful in making inferences. In this study, documented data provided the researcher with insight into the historical or background information concerning public participation in the processes in Intsika Yethu Municipality.

The researcher used Intsika Yethu Municipality's records of the Integrated Development Plan, minutes of meetings with the community, invitations to the various community representations and attendance registers in order to assess the extent to which the community participated in the processes. These documents were not accepted without ascertaining the conditions under which they had been produced and their accuracy (Yin, 1998:247).

Information contained in the municipal documents was verified by oral data which was obtained through interviews.

## **Phase 2 Interviewing**

Interviewing are described as one of the most commonly recognized form of qualitative research, Mason (2001:63). In choosing the qualitative interviewing the researcher acknowledged that people's knowledge, views, understandings, interpretations, experiences and interactions are meaningful properties of social reality which the research questions are designed to explore. In this study, the researcher used interviews to capture the respondents' experiences on public participation with specific reference to effective community participation within municipal processes.

According to Hakim 1987:27 “the great strength of qualitative research is the validity of the data obtained , individual are interviewed in sufficient detail for the results to be taken as true, correct, complete and believable reports of their views and experiences. The researcher conducted semi-structured interviews with both municipal as well as community based representatives. Semi-structured interviews were conducted through the use of an interview schedule.

#### 1.7.4 Data Analysis

Data analysis is the process of moving raw data to evidence based interpretations that are the foundation for published reports (Creswell, 1998:201). In qualitative research, the goal of data analysis is to find themes that explain the study.

##### 1.7.4.1 Analysis of documented archival data

Data analysis of documents was conducted using Henning et al (2004) method of content analysis. Content analysis is a technique of gathering and analyzing the content of text, where content refers to the words, meanings, pictures, symbols, ideas, themes or any message that can be communicated (Neuman, 2000:292). Stemler (2001) states that the major benefit of content analysis stems from the fact that it is a systematic, replicable technique for compressing many words of text into fewer content categories based on explicit rules of coding.

According to Henning et al (2004: 127), data analysis takes place throughout the data collection process and proceeds through the following phases:

- *Familiarization*: the researcher immerses him or herself in the raw data of typically a pragmatic selection from the data) by listening to tapes, reading, transcripts and studying notes in order to list key ideas and recurrent themes
- *Data Segments*: data is then divided into smaller and more meaningful units. The units are organized into a system derived from data. This process is described as a inductive analysis

- *Categories*: the researcher uses comparisons to build and refine categories, define conceptual similarities and discover patterns.
- *Description*: to describe means to set out in words, to recite the characteristics of a person, object or event . According to these authors, description should include information about the context as well as the intentions and meanings that organize action.

### 1.7. 5 Analysis of interview data

Data obtained through interviews was analysed using Creswell's (1998) model that is applicable to analyzing case study data. According to this author, data analysis progresses in an analytical circle through five steps and these are discussed as follows:

**Managing data**: Creswell (1998: 142) and DeVos (2002:341) argue that a qualitative study involves an inseparable relationship between data collection and data analysis and that the process of analysis begins as data is collected. Upon the collecting, the researcher transferred the handwritten notes to electronic data and tapes were translated and transcribed verbatim. In order to obviate bias, the researcher's supervisor examined the content of the interview data. All data (handwritten and tape recorded) were stored in files clearly marked with codes known only to the researcher. The researcher kept municipal data separate from community data so as to observe differences in themes that emerged from two groups.

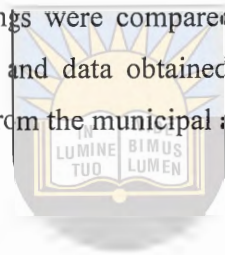
**Reading and Memoranda**: following the organization of data, Creswell 1998: 143 states that the researcher should read transcripts in order to get a sense of the whole database. During the reading process, the researcher role was to make notes of phrases, key concepts and ideas that emerged.

**Classifying**: this requires scrutinizing text and qualitative information and searching for categories, themes or dimensions of information

**Interpretation**: interpretation entails making sense of data. Creswell (1998:144) states that at this stage, the researcher steps back and forms larger.

**Representing and visualizing:** representing is the final phase of data analysis. In this phase, the researcher provides a written account of the account of the phenomenon studied. The findings were presented in text. The representation of data has also provided for the researchers account of possible personal influence or involvement and how this may have affected data analysis. Through this process, themes emerged from the data. Where applicable to themes, verbatim quotes were presented to preserve the meaning attached to them. The findings were documented, discussed and verified by the literature.

The researcher concluded the document analysis by comparing and presenting the findings of both data collection methods. The findings were compared to observe the similarities of and discrepancies between documented data and data obtained from the focus groups. A similar comparison was made between findings from the municipal and community respondents groups.



### **1.8 Pilot Study**

A pilot study is defined by Bless and Higson-Smith (2000:155) as a small study conducted prior to larger research study with the purpose of determining whether the methodology, sampling, instruments and analysis are adequate and appropriate to the study. A pilot test is perceived by the researcher as an opportunity to appraise and adjust the procedures and methodological techniques on a small scale prior to undertaking the main study. The pilot test allowed the researcher to anticipate problems and to take the necessary precautions.

In this study, the purpose of the feasibility study was to establish the amount of time required to facilitate interviews, the procedures to be followed and the understanding and interpretation of the research questions.

### **Reliability and Validity**

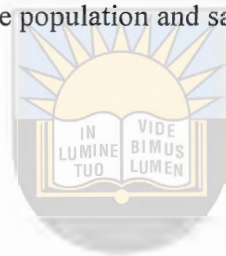
Durkheim (1999:88) defines reliability as the dependability of a measurement instrument, that is, the extent to which the instrument yields the same results on repeated trials. Delport (2002:169) concurs that reliability is primarily not concerned with what is being measured but rather with how well it being measured. This author goes on to say that reliability refers to whether a

measuring instrument is consistent or stable and whether it measures exactly the same way each time it is used.

In this study, the researcher regarded data valid when collected information produced similar themes and sub-themes. Those themes that were unique and inconsistent have been recorded and reported as such.

## **1.9 Research Population, Sample, and Sampling Methods**

In this section, the researcher discusses the population and sampling techniques that were used in the study



### **1.9.1 Universe and population**

Strydom and Venter 2002:198 define a universe as all potential subjects who possess the attributes in which the researcher is interested. In this case, Intsika Yethu Municipality in its jurisdiction constituted a universe for the study. A population, on the other hand, limits the boundaries of the study unit to those who possess specific characteristics. In this case, the population referred to Intsika Yethu Municipality.

### **1.9.2 Sample and Sampling Method**

A sample is defined by Seaberg, as cited by Strydom and Venter (2002:199) as small portion of the total set of objectives, events or persons that together comprise the subject of the study. A sample represents a portion of the population which forms part of a study. Random sampling is the method of selecting a portion or sample of a population in such a way that each member of the population has an equal chance of being selected (Kerlinger, 1986:110).

The purpose of a sample is to collect specific cases, events, or actions that can clarify and deepen understanding (Neuman, 2000). This author further states that qualitative researchers tend to use

non-probability samples which means that rarely determine the sample size in advance and have limited knowledge about the larger group or population from which the sample is taken.

In this study, the researcher had two respondent groups which were selected as follows:

- *Selection of Municipal respondent groups*

Representatives from the municipality were interviewed and these constituted of 2 municipal officials who are involved in the public participation unit.

In relation to the above the researcher used stratified sampling through a simple random method. Strydom and Venter (2002:205) support the suitability of stratified sampling for heterogeneous populations and where inclusion of small subgroups is to be ensured. It should be noted that the representatives were directly involved in the public participation processes hence were automatically included in the sample.

- *Sampling of community respondent group*

Respondents were selected randomly and stratified sampling was used. When selecting the sample, the researcher considered issues of representatively in the group by way of gender, age a, however where dominance of any form existed, this was acknowledged by the researcher.

## **1.10 Ethical Issues**

In order to prevent harm to the subjects and obviate bias, the researcher abided by the ethical guidelines that seek to avoid harm to the respondents or to the organization.

According to Strydom (2002:62) “ethics are set of moral principles that are suggested by an individual or group, are subsequently widely accepted and offer rules and behavioral expectations about the most correct conduct towards experimental subjects and respondents, employers. Sponsors, other researchers, assistants and students. To ensure that the researcher remains ethical at all times, Sieber (1998:1280 suggests that an investigation into the

perspectives and cultures of the participants and their community early in the process of research design is important to avoid violating their needs and interests.

In order to ensure that the researchers' actions are ethical, subjects must provide informed consent to participate (Henning et al 2004:73). According to Henning et al 2004:73 participants informed consent is required at two levels, namely utilization of the research findings and their privacy and sensitivity and how these will be protected.

The researcher requested permission from Intsika Yethu Municipality to conduct the study (See Appendix A). The need for permission indicated the need to interview respondents from the municipality as well as access municipal documents that bear relevance to the study. Upon approval of the research proposal, the researcher provided the municipality with the procedures of the study. This included the list of documents that were required for the study.

Once the respondents have been identified, permission for participation was requested from them via a letter explaining the purpose of the study, the data gathering methods, including the use of tape recorders, as well as how information obtained would be used (See Appendix B). Once the respondents had granted their permission, they were requested to sign a consent form which also highlighted their right to withdraw from the study at any time if they so wished.

Another key ethical consideration crucial to research is that of privacy and confidentiality and anonymity (Babbie, 1998: 440; Durrheim and Wassenaar, 1999:68). Anonymity is the inability to identify a respondents ( Babbie, 1998: 440). In this study, the researcher kept the respondents identities anonymous in that only views expressed by the respondents were shared and nothing about their identity.

Confidentiality means that information may have names attached to it but that the researcher hold it in confidence or keeps it secret, away from the public. Information is not released in a way that permits the linking of specific individuals to responses (Neuman, 2000:99). To assure confidentiality, Babbie (1998:441) recommends that the researcher should undertake not to reveal information that might expose the identity of a respondent Durrheim (1999: 68) advocates

that respondents should be informed of the parameters of the information to be provided and that they should be told how data will be recorded, stored and processed for release. The researcher emphasized that the information was confidential and that the respondents' names would not be mentioned in the research report or later publications. Information collected from the study will be stored in files and on tapes which are kept confidential and then destroyed after 15 years.

Upon the completion of the study, the researcher forwarded the findings and, where possible discussed them with the municipality. The researcher has made the findings known to all participants in the study and has not limited them to the municipality only. Since, this study aimed to explore the perceptions of public participation of communities in the municipality processes, the researcher was mindful of the possibility of the findings being used to put pressure on either the municipality or the community and hence the researcher, before conducting the study, came to consensus with the parties on the methods of releasing the findings.

### 1.11 Definition of Key Concepts

In this section, the researcher provides various scholarly viewpoints on the key concepts reflected in the research topic and indicates how the respective concepts have been used in the study

*Community Participation* involves the role played by communities and stakeholders in the policy making and implementation processes of a municipality. These include involving communities in various activities, such as policy formulation, budgeting, identification, implementation and monitoring of projects and strategy formulation. The advantages of successful community participation are that people understand local government and the constraints under which it functions.

*Integrated Development Planning (IDP) in Local Government* The Local Government Municipal Systems Act (No. 32 of 2000) Section 25 deals with Integrated Development Planning (IDP) which describes a single, inclusive and strategic plan that guides and informs all decisions with regard to management and development of the municipality.

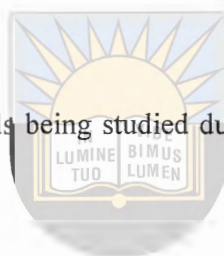
*Service Delivery in Local Government* Service delivery according to the Constitution of Republic South Africa, (Act No. 108 of 1996) is that every person has a right to better life, shelter (house), food, water and sanitation and anything that recognize a person as dignified human being, that is, good quality of life.

### **1.12 Limitations of the study**

Within the context of this research, the researcher identified two limitations of the study, namely:

*a) Scope of the study*

The study only focused on the two wards being studied due to the nature of conducting this empirical research



*b) Composition of respondents*

At first the community members were reluctant to participate due to fear of victimization. The researcher overcame this limitation by ensuring the respondents of anonymity and confidentiality clause in the permission for research letter.

*c) Time frame of the research*

The time was a limiting factor in conducting this study. The researcher did not have an opportunity of applying one of the key data collection methods in qualitative research which is Observation due to time constraints.

### **1.13 Summary of the Chapter**

This chapter discussed in detail the overview, background for the study. It highlighted the rationale behind the study as well as the motivation for the study.

## 1.14 Structure of the Dissertation

This thesis is composed of five chapters. It incorporates a literature study and significant empirical research both of which have been have contributed towards the testing of the problem statement.

**Chapter one** provides an introduction to the study and describes and explains the background, problem statement, research questions, objectives, necessity, study plan, limitations of the study, and the definition of words and terms used in the study

**Chapter two** provides a theoretical base and framework for the policy process in Public Administration. Each of the three main steps of the policy process, namely policy-making, policy implementation, and policy analysis and evaluation is described and explained. The systems approach as a research method is finally described and explained.

**Chapter three** outlines the research methodology, define the research techniques and focus the questionnaires, as data collecting instruments, and the analysis techniques are explained.

**Chapter four** deals with data presentation, analysis and interpretation and will provide the criteria for analysis and the actual analysis.

**Chapter five** is the concluding chapter and will summarize the findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the provision of water services will be explained and recommendations to solve such problems will be provided.

## CHAPTER TWO

### LITERATURE REVIEW

## 2.1 INTRODUCTION

The purpose of this chapter is to review relevant literature relating to the topic of study to create platform on which the study will be based.

The chapter will consist of the following sections:

- An introduction
- Overview of South African literature on Public participation
- Defining participation
- Conceptualizing Public Participation
- The international context of Public Participation
- The National Context of Public Participation
- Developmental Local Government
- Legislative Framework on Public Participation
- Theories and Approaches to Public Participation
- Process of public participation
- Integrated Development Planning

In the past two decades the concept of participation has become very popular among governments, NGOs and international organizations and support for participatory initiatives continues to grow. Together with democracy, governance and the stakeholder it has taken on an iconic appearance in almost all international and national documents It is “a frequently articulated requirement within the context of community development” Neves (2002: *i*) and is seen as an ‘agent of change’, particularly within the context of the developing world where “hardly a project...is now without some ‘participatory’ element” (White, 1996:6). However, participation can be ambiguous, lacking substance, overused, or merely included for the purpose of getting policies and projects approved.

McLagan and Nel (1995) assert that there is an inevitable shift towards participatory governance and the resulting end of authoritarianism. According to Bekker (1996:29) the phenomenon of citizen participation in the public affairs of democratic government is a well established global concept. A study of the relevant literature leaves no doubt that public participation is an integral

part of a democratic society. The idea of citizen participation arises from the classical theory of democracy, yet the structure of modern government is not that of pure democracy, but that of a republic. It is thus difficult to determine exactly which decisions constitute participation because many acts have the potential to shape them in some way.

## 2.2 OVERVIEW OF SOUTH AFRICAN LITERATURE ON PUBLIC PARTICIPATION

*The South National Government 15 Year Review Report (13 February 2008) placed great emphasis on the following analysis of research on public participation:*

The South African literature also ranges over a wide spectrum with regard to perceptions and expectations of the relationship between citizen and government regarding public participation.

Mosoetsa's (2005) examination of multiple factors in an Mpumalanga township stressed the impact of the apartheid legacy on present day relationships with government, be it local or provincial. Tapscott (2006) supports this argument. However, the relationship between citizens and contemporary government is occasionally seen as just as tenuous.

Pillay (2007), for example, argues that any bottom-up means of participation has vanished under the post-apartheid regime.

Williams (2005) suggests that the public need to be actively re-educated in political terms, as there are those who see active criticism of their government, and thereby of their political party, as 'disloyal'. Other authors also emphasise the need for education about public participation (Williams, 2005; De Villiers, 2001; Buccuset *al.*, 2007).

The literature generally apportions blame for lowered levels of public participation to government action to suppress and disempower. The literature affords little attention to the cyclical movements in the relationships between citizen and government, as these are likely to have transformed along with changing governance and policy needs.

Williams notes that post-1994, communities have been less civically active. In addition, despite efforts by government, political activity, particularly amongst the youth, is not as robust as it could be (Deegan, 2002). Edigheji (2007) criticises the government elite for its failure to provide a vision of transformation, which has spilled over into its relationship with the people, and which subsequently stunts civic responses in terms of organisations.

Williams (2005) found that community participation is hampered by the lack of sufficient community organizations, a concern echoed by Zuern (2002). Mosoetsa (2005) explored the formation of less-formal mechanisms of civil organisation such as burial societies and stokvels, which were formed to give substance to democratic consolidation.

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Booyesen (2001) argues that the new democratic government was often unclear as to whom they ought to be consulting with, or the particular forms of participation that were to be advanced by government

A number of studies explore the problems of the implementation of participation. In terms of policy from both national and provincial government there was found to be a lack of support (see for example Hicks, 2005; Buccus *et al.*, 2007). Support from government was also lacking in terms of resources (De Villiers, 2001; Buccus *et al.*, 2007). In her 2002 study, Deegan explores the legislative and institutional capacities that have been developed to encourage public participation. De Villiers (2001) further examines the creation of legislation procedure itself, as well as that of policy making. Marais *et al.* (2007) shed light on the shortcomings of public participation initiatives in Gauteng, with specific reference to IDP processes.

The South African literature does offer insights into the advances in and hurdles to effecting participatory democracy in South Africa. Many of the concerns that are raised in the conceptual and applied frameworks that prevail in the South African literature reinforce crucial conceptual and operational issues, which are addressed in the current analysis

This study will generate knowledge on the perspectives of communities on public participation processes in the Intsika Yethu Municipality in the context of rural communities of The Eastern Cape.

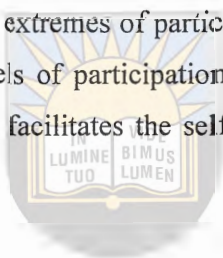
### **2.3 DEFINING PARTICIPATION**

Participation is defined as a process through which stakeholders<sup>4</sup> influence and share control over development initiatives and the decisions and resources which affects them (World Bank, 1996). In most cases this definition is considered the standard; however participation means many different things to different people and different interest groups under different circumstances, as a result “clarity around the concept is a critical factor determining how it is translated into practice” (WRC, 2004b: 2).

Participation is an active process whereby participants take the initiative and action stimulated by their own thinking and deliberation and over which they can exert effective control (Ijeoma, 2013:407). According to Fox & Meyer cited in (Ijeoma, 2013: 407) “Public participation and engagement could be described as the involvement of citizens in a wide range of administrative

policy making activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects, in order to direct government programmes towards community needs, building public support, and encouraging a sense of cohesiveness within society.

Scholars have categorised participation into different types or levels in order to define and distinguish between the different ways people participate. Brynard (1996: 41) broadly divides participation into two main categories: (1) citizens merely receiving information from authorities about proposed actions, and (2) the sharing of power with citizens to shape the final decisions. These two definitions are broadly defined extremes of participation. Pretty (1995) delves deeper into the process and identifies seven levels of participation, beginning with participation as a facade and ending with participation that facilitates the self mobilization and independence of people. These are described in Table 2.1



**Table 2.1 A typology of participation** (Source: Adapted from Pretty, 1995: 1254)

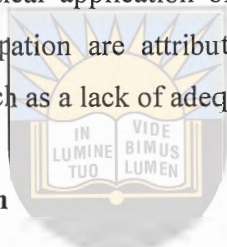
**Typology Characteristics of each type**

Typology	Characteristics of each type
1. Manipulative participation	Unelected 'representatives of the people' sit on official boards but have no power. Participation is simply pretence
2. Passive participation	People are told what has already been decided or what has already happened by an administration or project management. People's responses are not listened to and their information being shared only belongs to the external professionals.
3. Participation by consultation	People participate by being consulted or by answering questions. External agents define problems and information gathering processes, so as to control analysis. Such a consultative process does not concede any share in decision making and professionals are under no obligation to take on board people's views.

<p>4. Participation for material incentives</p>	<p>People participate by contributing resources e.g. labour, in return for food, cash or other material incentives. Farmers may provide the fields and labour but are not involved in experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging technologies or practices when the incentives end</p>
<p>5. Functional participation</p>	<p>Participation is seen by external agencies as a means to achieve project goals, especially reduced costs. People may participate by forming groups to meet predetermined objectives related to the project. Such involvement may be interactive and involve shared decision making, but tends to arise only after major decisions have already been made by external agents. At worst, local people may still only be co-opted to serve external goals.</p>
<p>6. Interactive participation</p>	<p>People participate in joint analysis, development of action plans and formation or strengthening of local institutions. Participation is seen as a right, not just the means to achieve project goals. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. As groups take control over local decisions and determine how available resources are used, they have a stake in maintaining structures or practices.</p>
<p>7. Self-mobilization</p>	<p>People participate by taking initiatives independently of external institutions to change systems. They develop contacts with external</p>

	<p>institutions for resources and technical advice but retain control over how resources are used. Self mobilization can spread if governments and NGOs provide an enabling framework of support. Such self-initiated mobilization may or may not challenge existing distributions of wealth and power</p>
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Siraj (2005) asserts that while Pretty’s typology covers most types of participation, it has limitations. Firstly, Pretty does not include a type of participation that describes nonparticipation and this significantly restricts the analytical application of the typology to a programme or project. Secondly, low levels of participation are attributed to external factors and not to deficiencies on the part of participants, such as a lack of adequate knowledge and information.



#### 2.4 Conceptualizing Public Participation

The rationale for direct public participation usually advocates the public shares in making development plans at a formative stage, rather than after officials have become committed to particular choices (Bekker 1996:44).

Dauids *et al.* (2005:114) mention seven core values of public participation. They are:

1. The people should have a say in decisions about actions that affect their lives.
2. Public participation includes the promise that the public’s contribution will influence the decision.
3. The public participation process communicates the interest and meets the process needs of all participants.
4. The public participation process seeks out and facilitates the involvement of those potentially affected.
5. The public participation process involves participants in defining how they participate.
6. The public participation process communicates to participants how their input affected the decision.

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

The above core value depict that public participation is people-centered. It is a process that looks after the interests of participants and not of the change-agents. Public participation and engagement in the administration and governance is essential if such a state is to function effectively and efficiently.

## 2.5 Theories of public participation

The origins of public participation within the local government sphere can probably be traced to three root sources:

- **Participation as good development project practice:**<sup>1</sup> Participation was first used in the 1950's by social activists and project field workers as a necessary dimension of development. The World Bank, internationally, as well as the Development Bank of Southern Africa have since taken the notion of participation as a prerequisite for successful project implementation to heart. It has now become common practise to include some or the other form of public participation in the implementation of infrastructure projects within the local government environment. A large amount of case studies tend to focus on project specific participation and it is arguably the most well known participation framework of reference. (Organization Development Africa,2006:21)
- 
- **Participation as good governance:** Governance is a term that refers to the nature of the relationship between the state and civil society. Participation within the context of good governance has its origins from within Western democracies since the 1980's and 90's. Falling voter turn-out (the so-called democratic deficit) and a general sense of disillusionment with particularly local government resulted in a rethink in the way civil society can be re-engaged. A powerful late 1990's article in The

economist has shown how voter turnout in almost all Western democracies are experiencing rapid decline. South Africa is, according to IDHSA pre-election polls<sup>2</sup>, experiencing the same perception trends, possibly indicating that the healthy state of participation in local democracy after 1994 will decline in line with other democratic societies. The thread presented to democracy when few bother to vote is self evident.

The causes of this democratic disengagement is varied but commonly based on perceptions of oppressive, unresponsive and inefficient bureaucracies,<sup>3</sup> in addition to a sense of powerless and marginalised local political structures within the state. Strong links also exist with the crisis of the welfare state in Western democracies. A common feature of the dramatic public sector reforms in the developed world in the last decades has been serious attempts to address what has become known as the “crisis” in local democracy. (Organisation Development Africa, 2006:22)

Widespread disengagement and disinterest of key groups and social and economic exclusion prompted a range of initiatives to re-establish the legitimacy of local councillors, combat social exclusion and improve participation in representative democracy.<sup>4</sup> New forms of democratic participation have been the result, e-governance and real time polling mechanisms to name a few. It has also given rise to completely new institutions of governance, illustrated by the rapid increase of the residential community association phenomena,<sup>5</sup> increases in community development corporations and increasing complexity in service delivery configurations. (Organisation Development Africa, 2006:22)

**Participation as political empowerment:** Originating from economic development theory and theories of development the empowerment approach to community participation is located within the radical paradigm of alternative development and manifests itself in the mobilization of

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<sup>3</sup> Bennington J. New paradigms and practices for local government: Capacity building within civil society. The same point is made by many analysts

<sup>4</sup> The best known book articulating the good governance paradigm is that by Kooiman J. 1993: *Modern Governance: New Government Society Interaction*. Sage

<sup>5</sup> Cited by Garreau as the most rapidly increase in local government organisation type in North America. In Garreau J. 1991: *Edge City: Life on the new Frontier*. Doubleday. Also Dilger JD, 1994: Residential Community Associations, in *Public Management*, April 1994.

Leach S.: The indirectly elected world of local government

popular political power. With intellectual origins in neo-Marxist writers such as Freire<sup>6</sup> and Castells this approach locates participation within a wider political struggle that links the condition of under-development with access to political power. In South Africa Patrick Bond is the most prominent articulator of ideas within the empowerment tradition. Originally participation within this tradition found expression in popular resistance movements within South America, Asia and South Africa.

The United Democratic Front (UDF) in South Africa being an typical example of the type of movements to emerge within the context of popular urban resistance movements with a political empowerment agenda.<sup>7</sup> At the local government and community interface participation within this approach manifested itself in dialogical forums where stakeholder groups with a political empowerment agenda engages the local state in participation on a wide range of development issues. The existence of dialogical forums is no longer as prevalent and dominant as they were prior to 1994, but still forms the dominant mode of participation in the preparation of IDPs and provides the backdrop for some types of civic organisations. (Organization Development Africa, 2006:22)

These three dominant strands of thinking and approaches to participation intermingle and sometimes are getting confused in practical engagement between communities and local governments. Municipalities, for example often intermingles participation on a project-based engagement in a similar manner as consultation in their IDP process that falls more within the good governance realm. The communities with which they engage often resembles empowerment; that is that they define the terms of engagement in terms of conflict and opposition to the local state or ward councillor; using the participation process as a proxy for political engagement. At other times communities define their engagement in terms of cooperation and community management.

The key conclusion is that there is no single universally applicable or perfect model of participation. It is important to recognise different circumstances require a different style of

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<sup>7</sup> Seekings J, 2000: The UDF: A history of the United Democratic Front in South Africa 1983-1991. David Philip.  
Mayekiso M. 1996: Township Politics: Civic struggles for a new South Africa. Monthly Review Press.

participation from authorities. The trick is to understand the context within which communities are engaged so as to design the most appropriate participative mechanism and process.

## 2.6 APPROACHES TO PUBLIC PARTICIPATION

Citizens participation tend to vary in the amount of power given to citizens , resulting in a ladder of participation (Arnstein, 1969).Chase , Schuster, and Decker (2000) cited in Ijeoma ( 2013: 114) identify five approaches as follows

- The expert authority approach
- The passive receptive approach
- The inquisitive approach
- The transactional approach and co-management approach



These five approaches form a logical continuum from total agency under expert authority to broad power sharing under co-management. Ijeoma argues that “in the absence trust and power transfer, involvement programmes will not produce authentic participation and citizens trust; on the contrary, they may back fire by triggering more disappointment”.

## 2.7 THE BENEFITS OF PUBLIC PARTICIPATION

The aspects listed here are intended to serve as a representative catalogue of many disadvantages asserted by Bekker (1996:70).

### *i. Supporting the goals of public management*

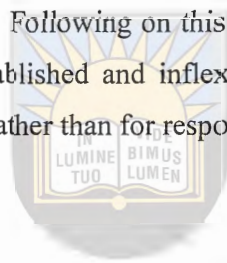
When the government employs citizen’s participation activities, it does so in an effort to achieve its own ends. In the process there is no significant empowerment of citizens. In these instances it may be concluded that the government will favour citizen participation activities that do not disturb, but rather support, government goals. Any participation that thwarts government ideals and transfer authority to citizens is actively discouraged.

*ii. Low citizen participation levels*

Most citizen participation activities do not necessarily lead to greater participation. Low levels of citizen participation are a reality, unless people have the necessary motivation and resources to use them, participation will remain low. The reasons for this low participation involvement in local government issues may be legion, one being the lack of education

*iii. Threat to professional image of public administration*

To many public officials, citizen's participation serves as a nuisance factor as it may present a challenge to the expertise of the officials. Following on this is the fact that citizen participation may come into direct collision with established and inflexible institutional arrangements and work procedures designed for efficiency rather than for responsiveness to public preferences.



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*iv. Potential for Conflict*

The conflict potential inherent in citizens participation is one of the major disadvantages. This aspect may be considered from at least two perspectives, namely conflict between citizen groups and conflict between citizens and public officials.

*v. Lack of government response*

There is very little evidence to suggest that government actually responds to citizens participation contacts. The majority of citizens' participation contacts, whatever form they take, seem generally to be ignored by officials.

*vi. Representativity*

The different parties involved in citizens participation in an effort to influence public management are not always equally competent, articulate and well organized. The question arising from this is whether small, active public spirited citizen is representative of the public at large.

**vii. *Time, Cost and benefits***

The benefits of any citizen participation activity such as improvements in society in terms of better roads, better transportation or superior housing may only be realized in the long term, whilst associated costs such as meeting attendance must be sustained immediately. This may lead the citizen to reject citizen participation, not on the basis of its failure to achieve the desired goals, but because the costs incurred in the achievement of the desired goal may be considered to be excessive.

**viii. *Lack of information***

It is often the case that potential citizen participants are not provided with correct or enough information to participate intelligently and optimally. Meaningful citizen participation in public management requires that the public be well informed about participation and government issues, problems and strategies—hence the need for transparent government. This non-disclosure of information may be due to a fear that information disseminated to the public in an effort to gain support and foster citizen participation may backfire and serve to “forearm the opposition”.

**ix. *Attitude of Public Managers***

There exists among public officials a general dislike for and suspicion of, increased citizen participation. It has been asserted, for example, that there is good citizen participation and there is bad citizen participation and until one experiences more of the former, one will think of it in terms of the latter. Justification for the above attitude among public managers towards citizen participation is based on any of the following arguments:

- a) The belief that politicians, as representatives of the public, know exactly what the public needs and do not need continued input for each decision.
- b) The belief that citizen participation is cumbersome and time consuming
- c) The desire to enshroud the decision making process in secrecy, away from public scrutiny
- d) The belief that the general public is not qualified or sufficiently informed to provide the technical advice required by much of government decision making and public

administration, and that their uninitiated involvement often results in lengthening the time required to plan and implement programmes

- e) The belief that the government has earned the mandate from the public at large to represent it, and therefore more direct citizen participation challenges the mandated representativeness.

## 2.8 ADVANTAGES OF CITIZEN PARTICIPATION

Some of the arguments highlighting the advantages of citizen participation as follow (Kebber 1996:76).

### *(a) Positive Application of citizen powers*

Citizen participation can serve as a means of converting dependency into independence that is, converting the poor from passive consumers of services of other into producers of those services. By repressing citizen participation, government authorities may deprive themselves, and their ability to render services of vast sources manpower, information and expertise for the attainment of national and local as well as depriving citizens of the opportunity grow.

### *(b) Information dissemination*

The importance of dissemination information has already been dealt. The effective and efficient distribution of accurate information is essential for citizen participation, whether it be government sponsored or citizen initiated. It is also essential for optimal goal of achievement and relationship building.

(c) *Restraining the abuse of authority*

Citizen participation groups, when they have access to information concerning government activities, may constitute an effective check on the exercise of discretion of public managers, compelling the latter to be more sensitive to the implications of their decisions to act or refraining from doing so.

## 2.9. PROCESS OF PUBLIC PARTICIPATION

### A. Public participation through ward committees

Participatory democracy entails a high level of public participation in the political process through a wide variety of institutional channels. Ward committees are a vehicle for engaging communities in municipal decision-making. The Constitution creates space for public participation in local governance through specific mechanisms such as Ward Committees and Integrated Development Planning and demand that local government promotes public participation (Nyalunga, 1996:12)

Chapter 6 of the South African Constitution (Act 108 of 1996) denotes that Ward Committees and their members can participate in local government in the following ways:

- Assessing and approving the budget
- Planning and developing the Integrated Development Plan -Ward committees should work closely with councillors and other community organizations to identify priority needs and make sure these needs are included in the budget proposals and plans. The role of ward committees is to make sure that voters are involved in and informed about council decisions that affect their lives.

The ward committees should be set up in a way that it can reach most sectors and areas in the ward. The ward committees' main tasks are to communicate and consult with the community in respect of development and service plans. It has, however, no formal powers to force the council to do anything. Ward committees should keep their electorates informed of decisions, progress

reports. There are various ways of keeping citizens informed including radio, newspapers and regular public meetings.

Ward committees however, are largely perceived as ineffective in advancing citizen participation at the local government level. Their inefficiency is caused by among other things, lack of capacity and incentives to persuade them to work whole heartedly towards the betterment of their constituencies. Janine Hicks<sup>14</sup> argues that whilst ward committees are a key component of community based involvement, many municipalities still do not have formal or functional ward committees in place. She further reiterates that in municipalities where ward committees are operational, these are marked by uncertainty and in some instances, chaos.

This largely stems from the fact that there appears to be no clear cut understanding of the role that ward committees are supposed to perform. Community members have certain expectations of what they expect of their ward committee representatives, yet councillors have different expectations. Furthermore, as Janine argues there is no clarity on the roles of ward councillors as opposed to proportional representation (PR) councillors, there are tensions between ward committees members and ward councillors, and limited resources available to enable ward committees to function better and improve efficiency. This is perhaps the most widespread challenge facing ward committees in their quest to involve communities in matters of local government.

The lack of understanding of roles leads to a greater ill perceptions and misconceptions about the performance of ward committees and other local government stakeholders in general. This gap should thus be an entry point for some form of awareness and capacity building intervention. It should be acknowledged therefore that ward committees on their own do not appear to be the only answer to promote and facilitate community involvement in decision making at the local government level. It is imperative that we encourage and do not preclude other forms of public participation, such as “Imbizos”, sector forums created by Civil Society Organisations and Community Development Workers (CDW) – structures created to assist and facilitate community development.

## 2.10 DEVELOPMENTAL LOCAL GOVERNMENT

Heymans and Totemeyer (1988:2) cited in Bekker (1996: 16) defined local government as a “decentralized representative institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state”. Local government consists of geographical units called municipalities. This system refers to defined boundaries, legal identity, an institutional structure, powers, and duties laid down in general special statues, and a degree of financial and other autonomy. Democracy at local level is concerned with the political system based on aspects such as citizen participation.

Developmental local government is, “Local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives” (White Paper on Local government, 1998). Ijeoma, 2013:400 states that “developmental local government is government that works with the community and all those who have a role to play to promote sustainable economic and social development through

- Providing community leadership
- Providing social and economic well-being
- Co-ordinating and integrating all efforts to develop the area and promoting and building local democracy

Craythone (1990: 75-76) suggest that democracy in local government entails the following salient elements:

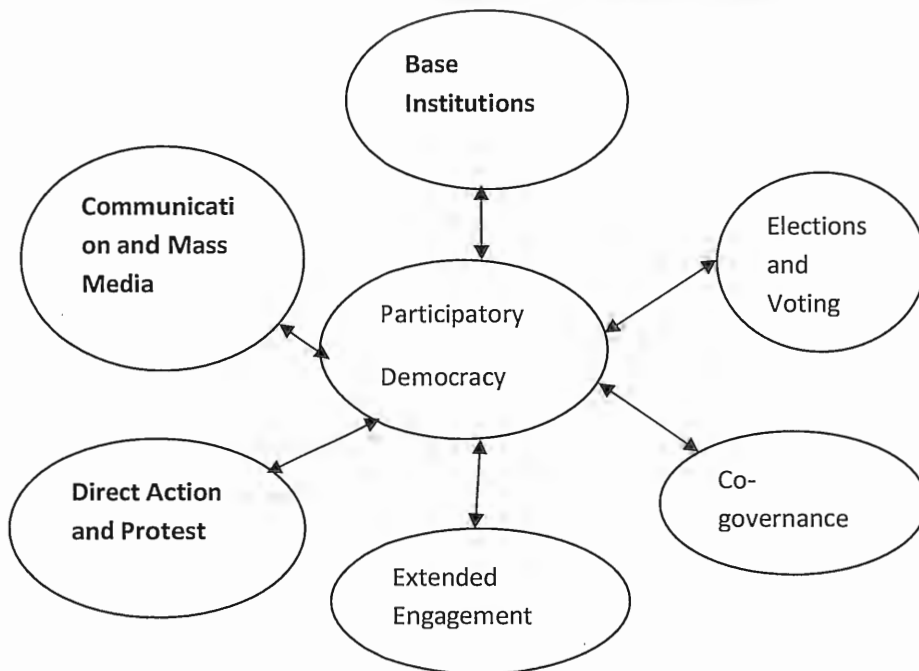
- a) A basis of elected representation
- b) The caring and working for the prosperity and development of all citizens
- c) A universal right of appeal against administrative and governmental or political decisions and actions
- d) A universal right to submit requests , complaints, and suggestions to governing and administrative bodies
- e) The right of citizens to expect some form of employment
- f) The acceptance that the welfare of the general public ought to enjoy precedence over the interest of any special group

g) Acknowledging that the right to criticize presupposes that any criticism will be informed and objective

The above elements presuppose some form of citizen involvement at local government level. It further leads to the conclusion that no government system can lay claim to the designation “democracy” where citizen participation is non-existent and not positively encouraged (Bekker 2001: 56). Without the right to participate democratic government ceases to function. Dimock (1990:21) argues that citizenship should be the main purpose served by public administration, as it holds the advantages of making citizens more active and interested in local government issues. It should be mentioned that the qualifying citizen has a strong obligation to exercise his or her right of citizen participation.

Ijeoma (2013:408) is of the view that the main aim of providing people with an opportunity to participate in local government decision making is that those who will be affected by proposed public policies will be able to express their views and influence policy makers regarding the desirability or necessity of the policy.

**Figure 34: SIX MODES OF PUBLIC PARTICIPATION IN SOUTH AFRICA**



Source: Booyesen, 2008b

## 2.11 LEGISLATIVE FRAMEWORK

### A. Legislative Requirements for public participation

The requirement that national and provincial legislatures consult is reflected in Section 59(1) of the 2006 Constitution which states ‘The National Assembly must (a) facilitate public involvement in the legislative and other processes of the Assembly and its committees.’ Section 118 makes similar requirements for the provinces. Notably, the constitution makes it clear that decision-making power resides with parliament alone, reflecting the reality that public participation is limited to informing the deliberations of parliament.

Notably, the obligations on the local sphere to consult are more developed. Hence Section 152(1) of the constitution states that ‘local government must encourage the involvement of communities and community organizations in the matters of local government’. This implies going beyond just consulting communities as an aid to deliberation. In this regard the Municipal Systems Act 2000, section 16, obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose (a) encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in (i) Integrated Development Plan; (ii) the performance management system; (iii) performance, (iv) the budget (v) and strategic decisions relating to services’. In addition to requiring local councils to consult communities on key municipal processes, the Municipal Structures Act of 1998 establishes ward committees. Consisting of ten people and chaired by the ward councillor, ward committees are intended to act as the main means of communication between the council and local communities. The question is, to what extent are these requirements stipulated within the broader legislation implemented? This research will therefore explore the perspectives of participants on the nature of public participation within the Intsika Yethu Municipality.

Since 1994 the government has put in place policy and legislative frameworks that seek to promote participatory governance. The notion of public participation in all spheres of government is embedded in the South African Constitution. Chapter 2 of the **Constitution**

includes a Bill of Rights including equality, human dignity, freedoms, environment, as well as rights to housing, health care, food, water, social security, education, access to information. In terms of the roles of national, provincial and local spheres of government the Constitution states:

“Section 151(1) (e) - obliges municipalities to encourage the involvement of communities and community organizations in local government.

Section 152 - the Objects of local government (are) to encourage the involvement of communities and community organisations in the matters of local government.

Section 195 (e) – in terms of the Basic values and principles governing public administration – people’s needs must be responded to, and the public must be encouraged to participate in policy-making”

This is given effect in several areas of legislation including local government, parental managing of schools, rights to information. We will concentrate on the linkage to local government.

In the **White Paper on Local Government – 1998** the Object of **Forum** community participation are embedded in the following four principles:

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

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

- Forums to allow organised formations to initiate policies and/or influence policy formulation, as well as participate in M&E

- Structured stakeholder involvement in certain Council committees, in particular if these are issue-oriented committees with a limited lifespan rather than permanent structures
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmes
- Focus group participatory action research conducted in partnership with NGOs and CBOs can generate detailed information about a wide range of specific needs and values”.

The **Municipal Structures Act 117 of 1998 as amended** allows for a Category A municipality with a sub-council or ward participatory system, or a Category B municipality with a ward participatory system, and Executive committees or Executive Mayors must.... annually report on the involvement of communities and community organisations in the affairs of the municipality.



Section 72 states that the object of a ward committee is to enhance participatory democracy in local government and in Section 74 on functions and powers of ward committees – a ward committee may make recommendations on any matters affecting its ward, to the ward councillors, through the ward councillor to the metro or local council... and has such duties and powers as the metro or local council may delegate to it.

The **Municipal Systems Act 2000** defines “the legal nature of a municipality as including the local community within the municipal area, working in partnerships with the municipality’s political and administrative structures....to provides for community participation”. Section 16(1) requires the municipality to develop ‘a culture of municipal governance that complements formal representative government with a system of participatory governance’. According to the Systems Act:

Section 4 (c) (e)The council has the duty to...

- a. encourage the involvement of the local community
- b. consult the community about the level quality, range and impact of municipal services provided by the municipality, either directly or through another service provider

- 5 (a) Members of the community have the right...
- (b) to contribute to the decision-making processes of the municipality and submit written or oral recommendations, representations and complaints to the municipal council...
- (c) To be informed of decisions of the municipal council.
- (d) To regular disclosure of the affairs of the municipality, including its finances

Section 16 (1):

- (a) Encourage and create conditions for the community to participate in the affairs of the municipality, including in the IDP, performance management system, monitoring and review of performance...preparation of the budget, strategic decisions re municipal services
- (b) Contribute to building the capacity of the local community to participate in the affairs of the municipality and councillors and staff to foster community participation...

Section 42: A municipality, through appropriate mechanisms, processes and procedures ...must involve the local community in the development, implementation and review of the municipality's performance management system, and in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets of the municipality

## 2.12. AN EVOLVING APPROACH IN PRACTICE

In practice in South Africa we can see a series of approaches over the last 20 years. The struggle against apartheid left a powerful legacy of **community management**, community-based organising and mobilising against the overweening power of the Apartheid State, contrasting with a widespread feeling of passivity and dependence. The immediate independence phase saw the emergence of **project-based community participation**.

However a passive 'recipient' mind-set continued, with expectations of the new Government to deliver development, rather than supporting people to achieve their own development. This has remained a barrier to more empowering participative systems. There was then a move to a **community development** approach, supported by government. However often government has

acted more as gate-keepers and controllers than as facilitative bodies allowing communities to control resources and resource allocation.

We are now moving to a new phase of **partnership and negotiated development**, and a people's contract where communities recognize their **rights** but also their **responsibilities**, and the state has **duties** to respond and facilitate.

Current approaches which are being advocated include:

- legitimate structures for community participation (**ward committees**);
- mechanisms for communities to plan (**Community-based planning, CBP**);
- integrating this planning with the **Integrated Development Planning (IDP)** process of local governments;
- support for wards to **implement** their plans, using **discretionary funds** that they control, and encouraging voluntary action to do so;
- providing facilitation and support to **ward committees** and community groups using **community development workers**;
- holding ward committees and municipalities to **account**.

In terms of the ladder of participation, this demonstrates that we are moving to a **partnership** approach between citizens and government, and this framework advocates moving to citizens represented by ward committees having recognised powers, with **delegated responsibilities**. In other words we are aiming to move beyond rhetoric of participation, to practical means of **empowering citizens** to take charge of their own development, in partnership with government.

### 2.13. Principles around participation

In order to make this a reality we must be guided by a series of principles:

- **Inclusivity** - embracing all views and opinions in the process of community participation.
- **Diversity** - In a community participation process it is important to understand the differences associated with race, gender, religion, ethnicity, language, age, economic status and sexual

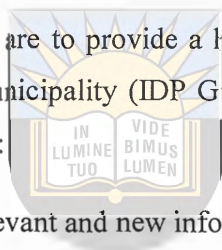
orientation. These differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.

- **Building community participation** – Capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of public participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.
- **Transparency** - promoting openness, sincerity and honesty among all the role players in a participation process.
- **Flexibility** - the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.
- **Accessibility** – at both mental and physical levels - collectively aimed at ensuring that participants in a public participation process fully and clearly understand the aim, objectives, issues and the methodologies of the process, and are empowered to participate effectively. Accessibility ensures not only that the role players can relate to the process and the issues at hand, but also that they are, at the practical level, able to make their input into the process.
- **Accountability** - the assumption by all the participants in a participatory process of full responsibility for their individual actions and conduct as well as a willingness and commitment to implement, abide by and communicate as necessary all measures and decisions in the course of the process.
- **Trust, Commitment and Respect** - Above all, trust is required in a public participatory process. Invariably, however, trust is used to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process. Going about participation in a rush without adequate resource allocations will undoubtedly be seen as a public relations exercise likely to diminish the trust and respect of community in whoever is conducting the process in the long term, to the detriment of any public participation processes.

**Integration** – that public participation processes are integrated into mainstream policies and services, such as the IDP process, service planning.

## 2.16 INTEGRATED DEVELOPMENT PLANNING

According to chapter 5 of the Municipal Systems Act 32 , all categories of Municipalities in South Africa , ranging from Metropolitan , District Municipalities and Local Municipalities are required to compile a five year strategic plan,( Ijeoma 2013: 111). Integrated Development Planning has been introduced to provide a framework for developmental role of local government. The central aims of the IDP are to provide a holistic, integrated and participatory strategic plan guiding the work of the municipality (IDP Guide Pack, 2001). The process plan document deals with the following aspects:



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- Consideration, inclusion of any relevant and new information
- The overview of the IDP review
- The time schedule of the planning process
- Roles and Responsibilities
- An approach to public participation
- Institutional Structures to be established for the management of the process

The IDP is potential a tool for drawing sustainability concerns into planning and decision making at the local level, however there are a number of challenges that need to be addressed.

## 2.17 CHALLENGES IN COMMUNITY PARTICIPATION

There are challenges of Public Participation in Local Governance especially in the Ward committees such as:-

**Political affiliation** – there is always this conflict in the community that the elected officials especially the ward representatives that if someone does not belong to the political party that is in the areas there will be no service delivery for them. If one is to be considered he/she must be a card carrying member of a certain political party. This act is limiting or is barring the participation of certain people within the community and it becomes selected participation. There are people who are derived their rights.

**Failure to convene monthly ward committee meetings** – this is another delay for the delivery of services. Community will not know about the services that the government delivers to the people unless there are informed. If there are a conflict between the communities that emanates from the representative belongs to other political party, the meetings may fail because of being blocked or sabotaged by the other group.

**The determination of ward committees** – The issue in determining members of ward committees evoked mixed feelings and suspicions are rife that ward councilors are a mere extension of the ruling party programmes. This is caused by that the ward councilors belong to the political party that is governing in that municipality and others who belong to other political parties are not allowed to partake even by the community in those wards.

These problems need to be addressed by informing the communities that this initiative of ward committees is the vehicle for an inclusive participation in local governance. It is also voluntarily as in the case of CDWs.

## 2.18 SUMMARY OF THE CHAPTER

This chapter reviewed literature on public participation .it started by highlighting the key elements, principles, and the typologies of public participation. The typologies summarized in table 1: show that public participation have various levels ranging from the level where the public have a degree of power in decisions making to the lowest level where manipulation is the norm.

This chapter highlighted that public participation can be summarized into three levels which include participation through informing the participants, consulting participants and empowering participants (Davids et al, 2005). Partnership between the city authorities, the public and any other stakeholders in decisions making processes is argued to be key factor for a participatory process. Five strategies of public participation that can be employed to accommodate different stakeholders in decisions making processes as argued by Burke (1968) were also discussed. This chapter further highlighted how the legislation addresses the issue of public participation in their policies, plans and programmes. The next chapter, Chapter 3, deals broadly with the research methodology.



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## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1 INTRODUCTION

According to Cano (2009: 1) research is about finding out. Most important is that research is a process of searching for solutions or answers in a systematic manner. It involves a sequential application of appropriate methods and techniques. At the core of the process of research is the methodology which encompasses the tools or the instruments of the actual research. These include a research design, sampling, data collection, data analysis and the formulation and presentation of recommendations. Neuman (2006: 83) argues that the ultimate purpose of social research is to discover and document universal causal laws.

Babbie (1986: 72) presents three purposes of research: exploration, description and explanation. Description is to satisfy curiosity for a better understanding, to test the feasibility of undertaking a more careful study, and to develop the methods to be employed in a more careful study. It is apparent that previous studies, besides being based on interest or curiosity, act as a catalyst for further and more refined research, even on already familiar subjects or phenomena.

The unit of study or analysis can either be human beings, their behavior events, or any unit or phenomena. According to Mouton (2009: 51) when the object of investigation is an object in World 1 (a real-life “object”), talk is about empirical research problems. Real life object refers to real social problems such as poverty, health issues and diseases Babbie and Mouton (2001: 103) argue that research methodology deals with whom or what will be studied and how Information will be collected.

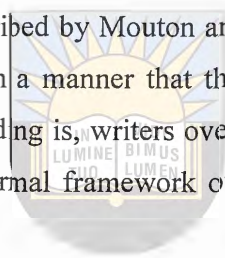
#### 3.2 RESEARCH DESIGN

Cooper and Schindler (1998: 130) describe research design as constituting the blueprint for the collection, measurement and analysis of data. Nachmias and Nachmias (1982: 75) give a more

inclusive description than the above. By implication they contend that research design answers the following questions:

- Whom to be studied? - this would refer to your target population or sample, individuals, groupings, places, activities, or objects.
- What to observe? – this could refer to behaviours, characteristics and soon.
- When will observation be made? – this refers to time-frames for the whole study.
- How will data be collected? – this may range from a simple observation to surveys or structured interviews.

The aim of a research design is best described by Mouton and Marais (1992: 33) as to plan and structure a given research project in such a manner that the eventual validity of the research findings is maximized. Whatever the wording is, writers overwhelmingly converge on the point that the research design is the plan or formal framework of how the research process will be conducted.



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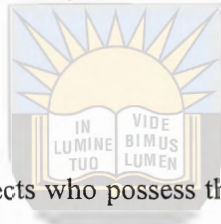
Quantitative and qualitative approaches are dominant in research. Creswell (1994: 1-2) describes a quantitative approach as an enquiry into a social or human problem, based on testing a theory composed of variables, measured with numbers and analyzed with statistical procedures in order to determine whether the predictive generalization of the theory holds true. Creswell further defines a qualitative paradigm as an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants and conducted in a natural setting.

In terms of a quantitative approach, reality is objective and singular, whereas, in a qualitative study, reality is subjective and multiple as seen by participants. The quantitative researcher's relationship is independent from those being researched and values play no role, whilst a qualitative researcher interacts with those being researched with values playing a role. The quantitative researcher's language is formal and mostly scientific, with the actual process of research being deductive, unlike a qualitative approach where the language is informal, not scientific and where the actual research process is inductive.

The choice of a qualitative approach for this study is based further on fundamental nature which, according to Durrheim, Painter and Terre Blanche (2006: 287) is premised on wanting to make sense of feelings, experience, social situations or phenomena as they occur in the real world. According to Maykut & Morehouse (1994: 170) Qualitative research places emphasis on understanding through looking closely at people's words, actions and records

According to Neumann (2005: 15) the following steps should be followed in a qualitative research like this one: acknowledging social self, adopting a perspective, design the study, collect data, analyze data, interpret data and lastly inform others.

### 3.3 POPULATION AND SAMPLE



A universe is defined as all potential subjects who possess the attributes in which the researcher is interested whilst a population limits the boundaries of the study unit to those who possess specific characteristics ( Strydom & Venter, 2003: 198). In this study, the researcher made use of two sets of populations which were:

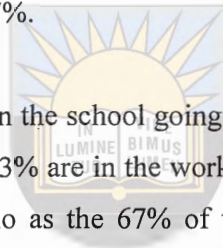
- Municipal representatives working in Intsika Yethu Municipality
- Community representatives who were involved in public participation processes within the municipality

From these two groups, a small portion of the total set of objectives, or persons who together comprise the subject of the study was selected as a sample for the study. A sample is or ought to be representative of the degree to which it reflects the characteristics of the population. It should be mentioned that, a sample must reflect, as far as possible, the characteristics of the population from which it is drawn. Issues pertinent to population characteristics are: population size, age, gender, literacy, race and even religion. So in designing a sample, the researcher must ensure consistency with the population demographics or characteristics he or she is studying. For the purpose of this study, were observed as far as it was possible.

### 3.4 AREA OF STUDY

**Intsika Yethu Local Municipality** is an administrative area in the Chris Hani District of the Eastern Cape in South Africa. Intsika Yethu is an isiXhosa name meaning “our pillars”. The population of Intsika Yethu is estimated to be 194 246 (National Community Survey, 2007) people living in 43 501 households. This population size also implies that 22% of the Chris Hani district population resides in Intsika Yethu. The average household size in the municipality is 4 people per household. There are still major challenges ahead given that over two thirds (76%) of the population is indigent with unemployment estimated over 50%. About 53% of our population is females while males account for only 47%.

About 60% of our population is children in the school going age group (0 –19 years). About 7% falls within the pension age group. Only 33% are in the working age group (20 – 64 years). This means that there is high dependency ratio as the 67% of the population depend on the 33% workforce in the area.



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### 3.5 SAMPLE SELECTION & SIZE

Qualitative researchers focus on how the sample or small collection of cases, units or activities brings out social life. The characteristics of a sample must reflect the population from which it has been taken. In the choice of a sample, researchers are obliged to take into account elements like distance or proximity, accessibility, time constraints implications or even cost implications.

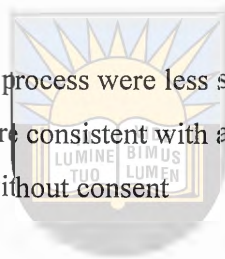
In the case of this study the natural setting is the ward within which the ward committees are operating. The elected ward councillors, ward committee members and the community members within Wards 7 and 8 form part of this natural setting within the Intsika Yethu Municipality. This sample was chosen from 21 wards in the Intsika Yethu Municipality.

There are elements at play regarding the choice of a sample for any researcher and for every type of research. The choice of these two wards in this case was based on their proximity or accessibility and familiarity of the area to the researcher. Covering the whole area would have

been impossible. Gender balancing should cater for inherent differing views between different genders on various social and political issues and, therefore, a balanced perspective is aimed at. In total the sample was constituted of 32 respondents.

It is imperative to note the following elements for the purpose of this study as it is based on a qualitative paradigm:

- The sample was smaller and less random compared to that of quantitative research;
- An interactive approach with the respondents was adopted;
- While collecting data sense was made of the experiences and social situations of the units of being studied;
- The actual data collection tool and process were less structured;
- Data analysis is descriptive in nature consistent with a qualitative study; and
- This research was not conducted without consent



### 3.6 SAMPLING TECHNIQUE

For the purpose of this study, convenience and snowball sampling were used. Convenience sampling was used in the selection of the sample. The choice of convenience sampling was based on the fact that the researcher could freely choose whoever he/she perceived as befitting the right sample. According to Paton cited in (Flick 2002: 68-69) “convenience sampling refers to the selection of those cases which are the easiest to access under given conditions”.

### 3.7 DATA COLLECTION METHODS

#### 3.7.1 Interviews

According to Maykut & Morehouse 1994: 46 “the data of qualitative enquiry is most often people’s words and actions and thus requires methods that allow the researcher to capture language and behavior.” The most useful ways of gathering these forms of data are participant observation, in depth interviews, group interviews and collection of the relevant documents.

In terms of this study the researcher interviewed the municipal and communities separately as it was anticipated that different information might be elicited. The researcher used interviews for each respondent to capture respondent's experiences of public participation within the municipality. The use of interviews allowed an opportunity for the researcher to move beyond the area of study and talk to a rich discussion of thoughts and feelings. Maykut & Morehouse (1994:82) assert that "interviews are particularly important when one is interested in gaining participants perspectives".

### **3.7.2 Secondary data**

According to Creswell: 2014: 190 "during the process of research, the investigator may collect qualitative documents, these may be news papers, minutes of meetings, official reports". In completing the research project, the usage of both primary and secondary data is imperative. The use of secondary data in this study lies in the documentation of legislation governing public participation within local government. For the study to be rich in content, the use of documents, journals, reports was used.



### **3.8 DATA ANALYSIS**

According to Creswell (2014: 194) "analyzing intends to make sense out of the text and image data, it involves segmenting and taking apart the data, as well as putting it back together". The following steps of Creswell were used in analyzing the data that was gathered during the interviews:

**Step 1:** Organise and prepare the data for analysis. This process involves transcribing the interviews, optically scanning material, typing up field notes, and sorting and arranging data into different types depending on the sources of information.

**Step2:** Read or look at all data. The first step provides a general sense of the information and an opportunity to reflect on its overall meaning. What general ideas participants are saying. What is the tone of ideas? What is the impression of the overall depth, credibility and use of the information?

**Step 3:** Start coding all the data. Coding is the process of organizing the data by bracketing chunks and writing a word representing a category in the margins. Creswell asserts that this involves taking the text data gathered during data collection, segmenting sentences or images into categories and labeling those categories with a term.

**Step4:** Use the coding process to generate a description of the setting or people as well as categories or themes for analysis. Description involves a detailed rendering of information about people, places, or events in a setting. This analysis is useful in designing detailed analysis for narrative research projects. Creswell further asserts that coding must be used for generating a small number of themes or categories. These themes are the ones that appear as major findings in qualitative studies and are often used as headings in the findings sections of studies.

**Step 5:** This step involves advancing how the descriptions and themes will be represented in qualitative narrative. The most popular approach is to use a narrative passage to convey the findings of the analysis.

**Step6:** A final step in data analysis involves making the interpretation in qualitative research of the findings or results. The essence at the stages lies in the researchers personal interpretation of the findings based on the personal culture, history and experiences. This step could also involve the meaning derived from a comparison of the findings with information gleaned on theory and literature. It can also suggest new questions that need to be asked-questions raised by the data and analysis that the researcher had not foreseen earlier in the study.

### **3.9 Limitations of the study**

#### *A. Scope of the study*

The study only focused on the two wards being studied due to the nature of conducting this empirical research.

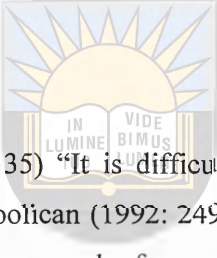
#### *B. Composition of respondents*

At first the community members were reluctant to participate due to fear of victimization. The researcher overcame this limitation by ensuring the respondents of anonymity and confidentiality clause in the permission for research letter.

### *C. Time frame of the research*

The time was a limiting factor in conducting this study. The researcher did not have an opportunity of applying one of the key data collection methods in qualitative research which is Observation due to time constraints.

### **3.10 Research Ethics**



According to Hussey and Hussey (1997: 35) “It is difficult to conduct much research at all without running into ethical arguments (Coolican (1992: 249). One has to consider a number of different issues and find out what rules there may be for conducting research at an early stage”. There are principles to be followed with their advantages and disadvantages when researcher conducting any researches. The researcher of the study has observed the ethics especially in the qualitative approaches. The communities were to reveal some information so revealing such information can have a negative influence on them. Others can end up being targeted by the elected official for divulging certain information around the service delivery.

The researcher applied the ethical principles such as, No harm to participation, it is possible for interviewee (subject) to be harmed psychologically in the course of the study and the researcher must be aware of the dangers and guard against them. It is an obligation of the researcher to protect subjects from any kind of harm. If there are risks involved the researcher should inform the participator before procedures and take all possible measures to minimize distress. Anonymity, confidentiality, informed consent, invasion of privacy, deception, freedom to decline participation have been given due consideration in the study since all these ethical principles are perceived to be important for the study.

### 3.10 SUMMARY OF THE CHAPTER

In summary, this chapter discussed in details the research design and methodology that was used to carry out this study. It also described in detail data collection and analysis tools used in collection and analyzing the data collected.



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## CHAPTER FOUR

### DATA PRESENTATION ANALYSIS AND INTERPRETATION

#### 4.1 INTRODUCTION

This chapter will provide the interpretation of the data collected as referred to in Chapter Three. Reid and Smith (1981:242) state that the plan for analysis and interpretation is always guided by the purpose of the study. They further argue that data analysis does not itself provide answers to research questions. Answers are found by way of interpretation of the data and the results. To interpret is to explain and to find meaning. Kerlinger (1986: 125-126) argues that it is difficult or impossible to explain raw data; one must first describe and analyse the data and then interpret the results of the analysis.

#### 4.2 DATA ANALYSIS AND INTEPRETATION

Mouton (2001:108) in return refers to data analysis as a process that involves “breaking up”, the data into manageable themes, patters and relationships. The writer points out that it aims at understanding the various components of data via an inspection of the relationship between concepts, variables and seeing whether there are any patterns or trends that can be identified or isolated.

Bless, Higson-Smith and Kagee (2006:163) argue that the process of data analysis takes many different forms depending upon the nature of the research question and design and the nature of the data itself. Quantitative data often analyses using a range of descriptive and inferential statistical procedures. Qualitative data is analyzed with techniques especially designed for this form of data. Very often quantitative qualitative methods of data analysis play complementary roles in the data analysis process.

### 4.3 CRITERIA FOR JUDGING QUALITATIVE RESEARCH

According to Creswell (2014: 201) “procedures for validating the findings must be undertaken in any study”. Creswell asserts that validity is one of the strengths of qualitative research and is based on determining whether the findings are accurate from the standpoint of the researcher, participants or the readers of an account. Qualitative research can be judged by means of four criteria, namely Transferability, Dependability, Credibility and Confirmability.

#### 4.3.1 *Transferability*

Transferability refers to the degree to which the results of qualitative research can be generalised or transferred to other contexts or settings. From a qualitative perspective, transferability is primarily the responsibility of the one doing the generalising. Herein the researcher has enhanced transferability by describing the research context and the assumptions that were central to the research.

#### 4.3.2 *Dependability*

This is concerned with whether the same results would be obtained if one could observe the same thing twice. The idea of dependability emphasizes the need for the researcher to account for the ever-changing context within which research occurs. The research is responsible for describing the changes that occur in the setting and how these changes affected the way the researcher approached the study.

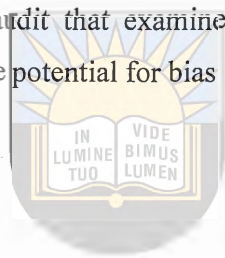
#### 4.3.3 *Credibility*

The credibility criterion involves establishing that the results of qualitative research are credible or believable from the perspective of the participant in the research. Since from this perspective the purpose of qualitative research is to describe or understand the phenomena of interest from the participant’s eyes, the participants are the only ones who can legitimately judge the credibility of the results.

#### 4.3.4 Confirmability

Confirmability refers to the degree to which the results could be confirmed or corroborated by others. There are a number of strategies of enhancing confirmability. The researcher can document the procedures for checking and rechecking the data throughout the study. Another researcher can take a devil's advocate role with respect to the results, and this process can be documented. The researcher can actively search for and describe negative instances that contradict prior observations.

After a study one can conduct a data audit that examines the data collection and analysis procedures and make judgements about the potential for bias or distortion.



## 4.5 FINDINGS OF THE STUDY

### SECTION A: RESPONSES FROM THE MUNICIPALITY OFFICIALS

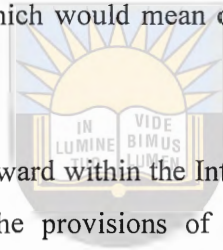
This section details findings from the municipality officials.

#### *I. Public Participation Strategies utilized by the Intsika Yethu Municipality*

As stated in chapter different participation strategies can be utilized to guarantee the right to public participation. At the Intsika Yethu Municipality, respondents who were officials of the municipality indicated that these strategies consist of community meetings, mayoral imbizos, budget consultative meetings to name just a few.

- *Public meetings*: are a popular and frequently utilized public participation strategy by municipalities. The respondents indicated that these meetings are often held in community halls closer to where the people live. An interview with the officials revealed that these interviews are often used for the purposes of reporting back to the community and for updating community members of any development that the municipality is undertaking.

- *IDP representatives' forums and budget consultative meetings* are the most frequently used public participation strategies in the Intsika Yethu Municipality. All the stakeholders at the municipality regard this as the most effective public participation strategy for planning purposes as it gives room for bottom up approach to planning. Respondents reported that generally, community structures delegate representatives to these meetings, the only drawback being that representatives on occasion do not report back to the structures. Respondents indicated that there is no consistency in the selection of those delegated to attend. Different representatives are mandated to attend later meetings rather than maintaining a consistency which would mean continuity in understanding of what went before



- *Ward Committee meetings*: Every ward within the Intsika Yethu Municipality has a ward committee in accordance with the provisions of the Local Government Municipal Structures Act (1998). Ward committees can be effective public participation strategy to be embarked upon by the municipality if the committees are fully operational. Respondents revealed that ward committee meetings are not well attended and therefore do not function effectively.
- *Advertisements*: respondents indicated that as far as paid advertisements in local and national newspapers are concerned, Intsika Yethu Municipality performs excellently. All public participation activities are advertised.
- *Mayoral Imbizo*: the respondents indicated that the Intsika Yethu Municipality, in a joint effort with other sectors of government, frequently use this as a public participation strategy. The respondents further reported that inputs made at these Imbizos continue to enrich the Integrated Development Planning Processes.

## II. Ways that communities receive information from the municipality regarding public participation processes

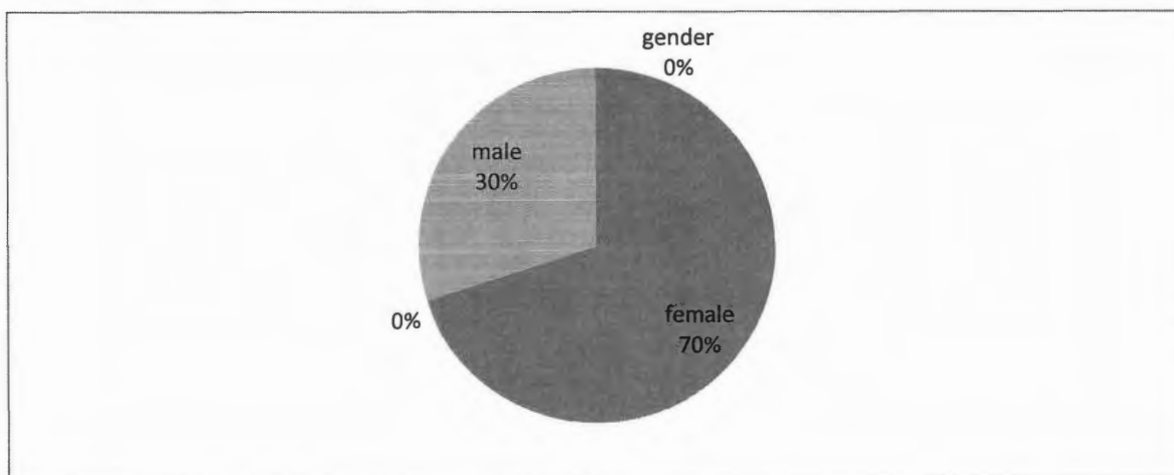
As for the dissemination of information to communities, Intsika Yethu Municipality sometimes does this spontaneously through ward councilors and Community Development Workers. The information is disseminated to the communities and communities in turn, are always encouraged to take part in public participation forums. However, the only stumbling block is that communities are not properly mobilized to take part in the public participation meetings that are conducted by the municipality.

## III. Ways in which complaints are handled on public participation processes

On the identification of problems in the ward and bring the same to the attention of the municipality, respondents considered ward committees constrained due to the fact that ward councilors are functionally challenged because there is no clear way in which ward committees concerns become a structural part of the Council agenda.

## SECTION B: RESPONSES FROM THE WARD COMMITTEES

Figure 1: Gender of the respondents



Of the respondents who participated in the interviews 70 % constituted of females whilst 30% constituted of males. Even though Intsika Yethu municipality is rural, women seem to be

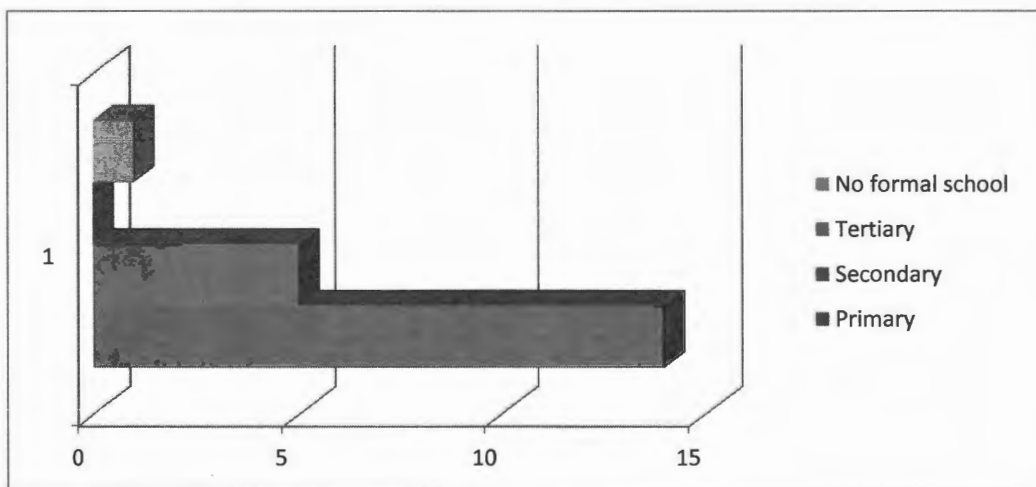
participating in the local structure and are actively involved. This may be ascribed to impact of migrant and commuter labour which has resulted in many households having a woman as the head of the household whilst the chief breadwinner living away from the home. This will impact on the type of participation and of any development that will occur.

**Figure 2: Age of the Respondents**



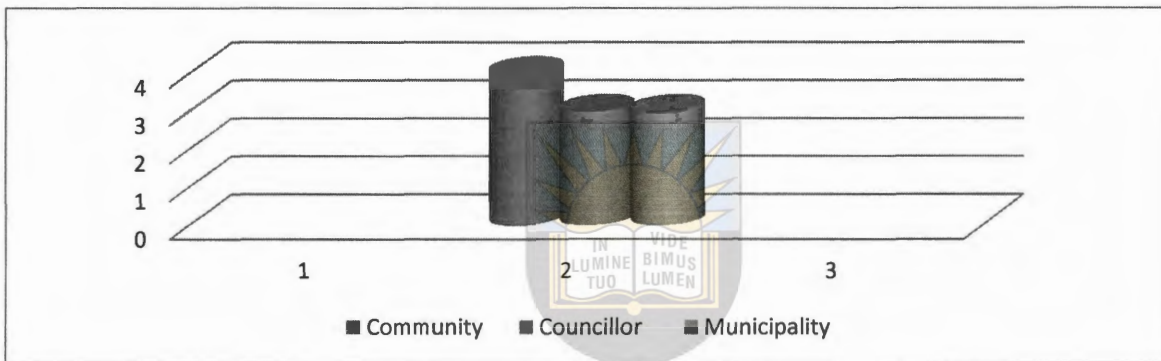
Of the respondents who participated in the survey, a large number of participants consisted of those who were between the ages of 46-54 years followed by those of 36-45 years. The findings concur with the demographics of the municipality as shown in chapter 2, in that it is mostly constituted by an adult age group. The youth appears not be actively involved in the affairs of the community.

**Figure 3 : Level of Education**



Of the respondents who participated in the research, a large portion of the respondent had primary schooling followed by those who had secondary education. According to Bekker (1996: 65) “the level of education is one of the most powerful factors in stimulating fuller participation.

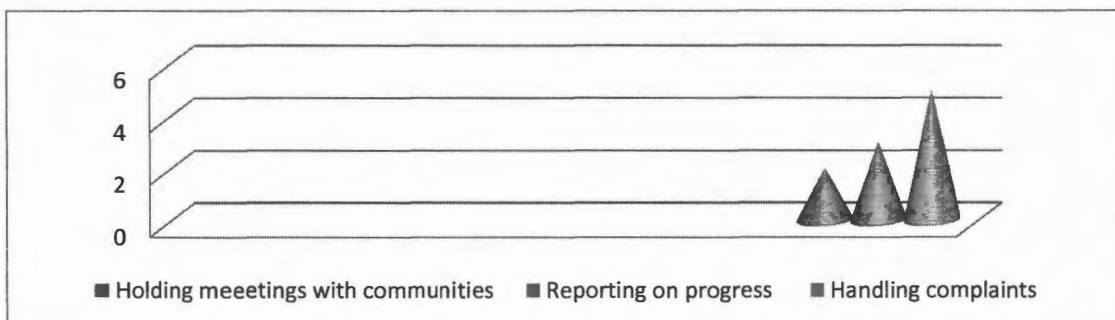
**Figure 4: Accountability of Ward Committees**



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Of the respondents who participated in the study, when asked about accountability of their duties, the greatest percentage represented those who indicated that they are accountable to the community. According to the National Framework of Public Participation (2007:45) “ward committees play a role in mobilizing the community for IDP processes and linking communication between the community and the municipal council through the ward councillor who chairs a ward committee and represents the ward at the council. Therefore, what the findings are revealing is the need to educate the ward committees on their roles and responsibilities in as far as public participation processes for communities are concerned.

**Figure 5: Roles and Responsibilities of Ward Committees**



When asked about the roles and responsibilities of ward committees pertaining to public participation, the handling of complaints from the communities was cited by the respondents as the main responsibility. Steward (2003: 9) states that “Although ward committees are not the only vehicles for community participation in local government, they currently exist as the most broadly applied and accepted model”.

Many respondents remarked that the greatest responsibility they are tasked with is that of handling complaints especially in relation to the service deliver issues in the communities. Other respondents have pointed out that much as they are supposed to be a link between the municipality and the community, it is sometimes difficult as they are often faced with delays in responding to the complaints of the community. In verbatim

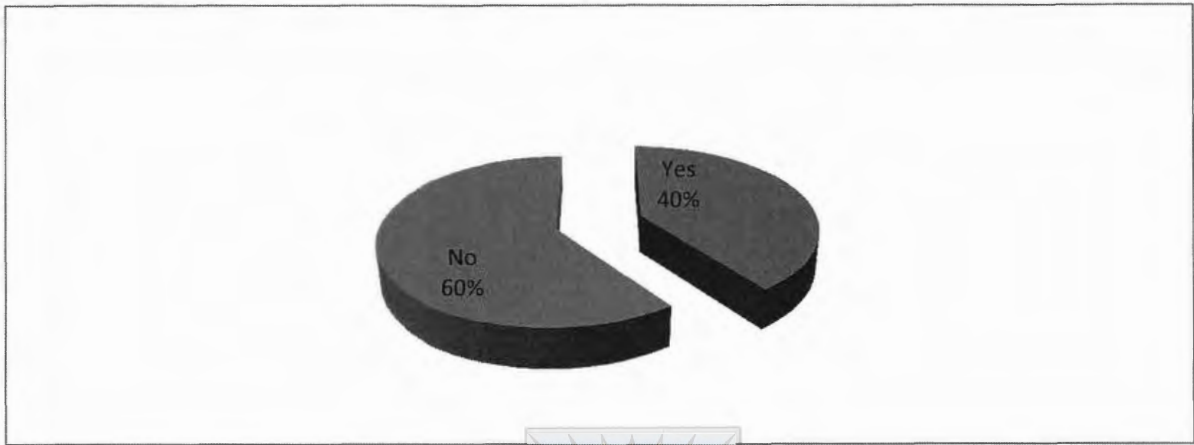
*“Sometimes the linkages do not exist between us and the municipality as you would report cases of service delivery backlogs and it takes years for the municipality to respond and this has led to communities not trusting us as a proper structure.”*

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According to the Republic of South Africa Ward Committee Resource Book (2005:38) The following are the tasks of ward committees:

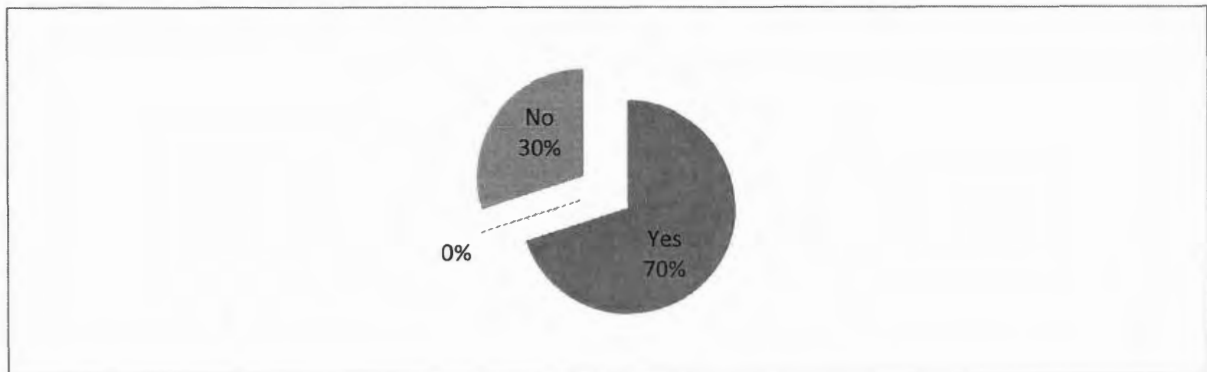
- Ward committees create formal unbiased communication channels and co-operative partnerships between the municipality and community within the ward
- Ward committees facilitate public participation in the process of development and review and implement the management of the IDP of the municipality
- They act as advisory body on council policies and matters affecting communities in the ward
- Ward committees serve as official organs of governance, identifying and specializing in participatory structures in the municipality
- Ward committees serve as a mobilizing agents for community action
- They may receive and record complaints from community within the ward and provide feedback on council’s responses.

**Figure 6: Number of meetings for public participation**



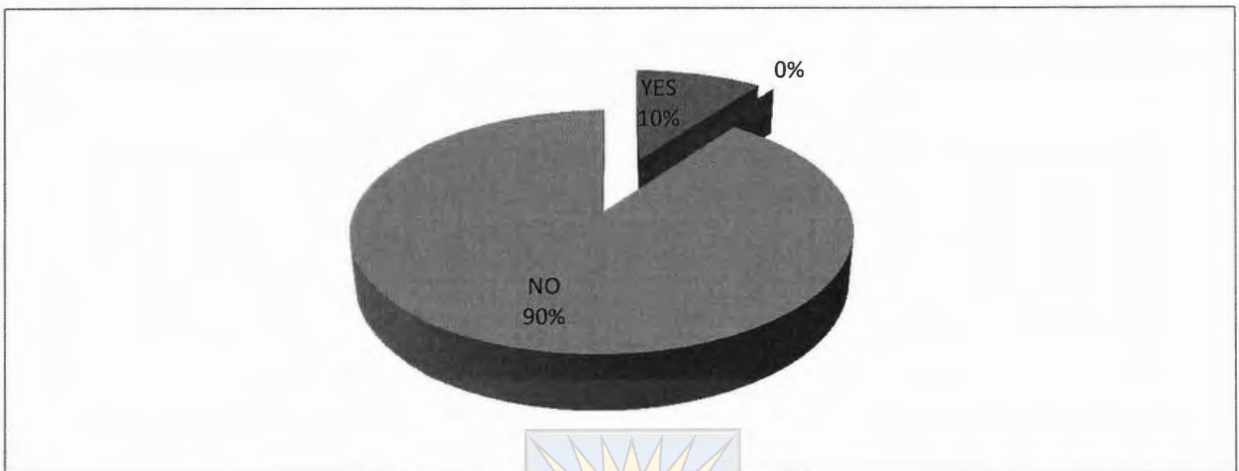
Of the respondents who participated in the survey, 60 % reported that they do not have regular meetings with the communities against 40% who indicated that they do conduct regular public meetings with the communities. Steward (2003:9) asserts that “ward committees exists to ensure that participation in local government and are as such, key mechanisms for communication with the public”. Moreover, the Local Government Municipal Structures Act (1998) states that “the objective of ward committee is to enhance participatory democracy in local government.

**Figure 7: Level of satisfaction with public meetings with the councilors**



Of the respondents who participated in the study, 70% indicated that they satisfactory experience with their meetings with the councillor. Evidence indicates that a citizen’s participatory activity in the political environment is directly related and affected by the stimuli he or she receives from and seeks from the environment. Bekker (1996: 62)

**Figure 8: Level of participation attendance of meetings by communities**

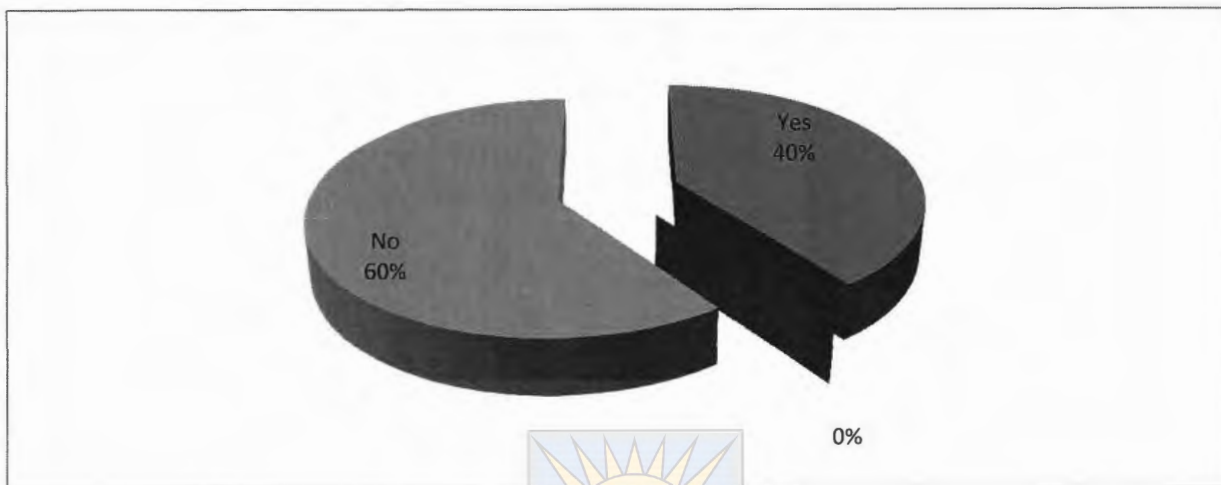


Of the respondents who participated in the study 90% indicated that public participation meetings are not well attended. Some of the reasons for poor attendance are cited as follows in verbatim:

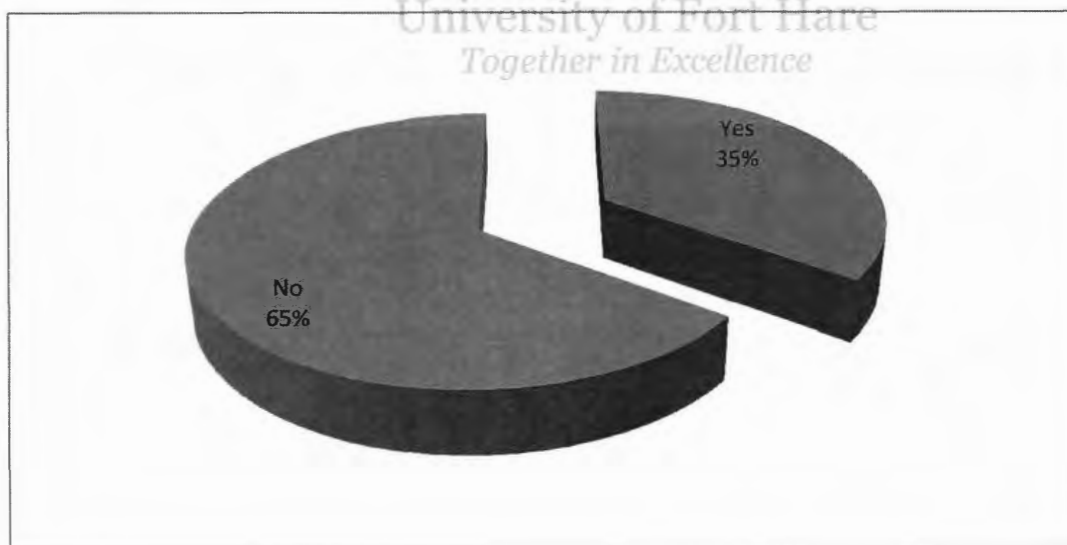
- **The spatial demarcation of villages within wards** *“It is sometimes difficult for communities to attend due to the fact that venues where meetings are held are far from the communities.*
- **Loss of interest in service delivery** *“Most community members don’t attend meetings due to the fact that they see know progress being made on the needs that they have identified.*
- **Mistrust of the public participation process** *“Most community members often complain that service delivery is skewed towards where the councilor or ward committee members resides”.*
- **Lack of proper planning of meetings** *“Most of meetings for public participation are adhoc, they are not properly planned for community members to attend or have any meaningful participation, Abantu baye badikwe kukubizwa ngokungxanyiswa bakhethe ukungayi.”*

These findings concur with Theron et al (2007:6) who asserts “currently a change agent seems to consult beneficiaries after decisions have been made”.

**Figure9: Perceptions on information received from the municipality for decision making**



**Figure 10. Perceptions on whether municipal public participation processes are effective or efficient.**



Of the respondents who were interviewed 65% felt that the municipality public participation processes are not effective.

## Perceptions on the main challenges facing ward committees

When the respondents were asked to describe some of the challenges facing ward committees:

- Lack of support
- Lack of training
- Delays in service delivery
- Lack of information

## 5. RECOMMENDATIONS

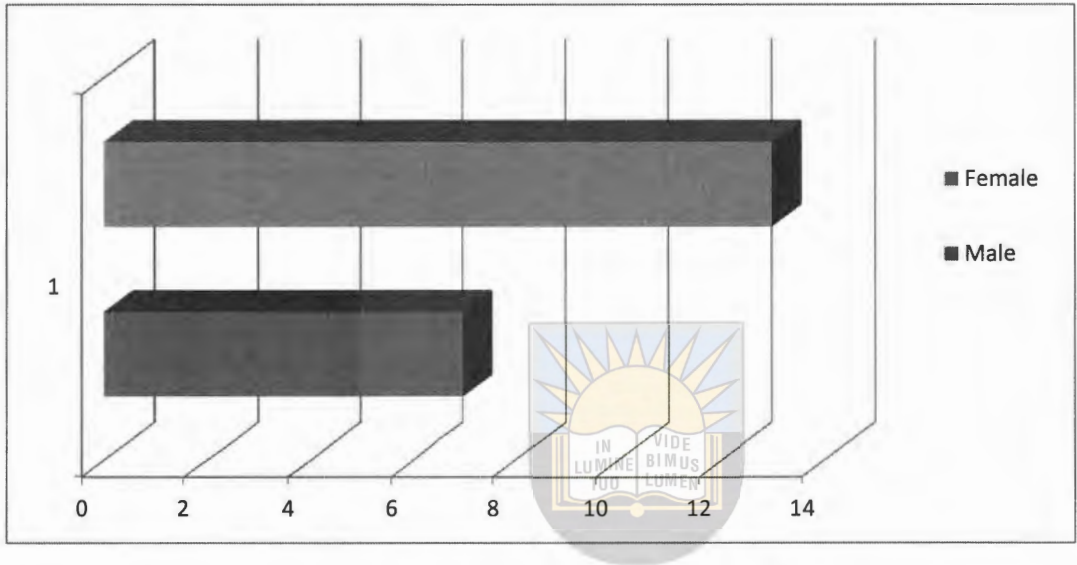
The following recommendations are made based on the assessment of the role of ward committees in public participation process of the municipality and communities.

It is recommended that:

- Properly enforced programmes should be developed to enable ward committees to be conversant with the legislative framework and policies
- Mechanisms to introduce reporting by ward committees to the municipality must be enforced. Such reports have to be quality checked and feedback given to each ward councillor, thereby ensuring that ward councilors together with ward committees are planning and making decisions with communities rather than acting on behalf of communities. Furthermore, such reports must also indicate that councilors and ward committees are attending community meetings and are listening to issues raised and then plan according to the views of the people at grassroots level.
- Ward committees should be given enough training through workshops on IDP, budget processes, how ward committees function.
- Communities should be urged to make themselves available for public participation in the programmes
- Ward committees should hold monthly meetings in different villages within the ward for report back purposes
- The municipality should establish ward committee and council offices in wards so as to serve as a centre for contact with communities
- Beneficiaries of development should be properly mobilized in public participation processes

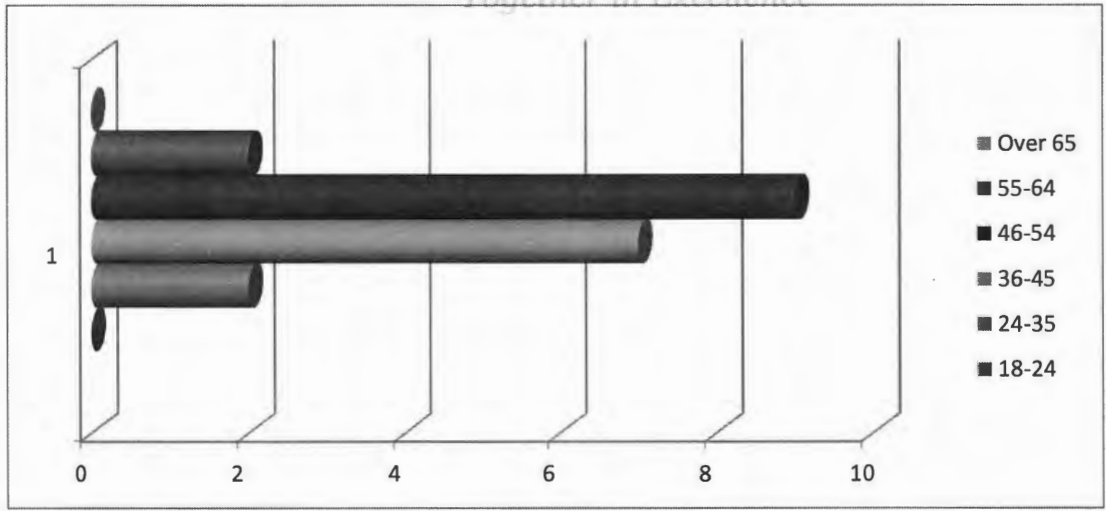
**SECTION C: RESPONSES FROM COMMUNITIES**

**Figure 11. Gender**

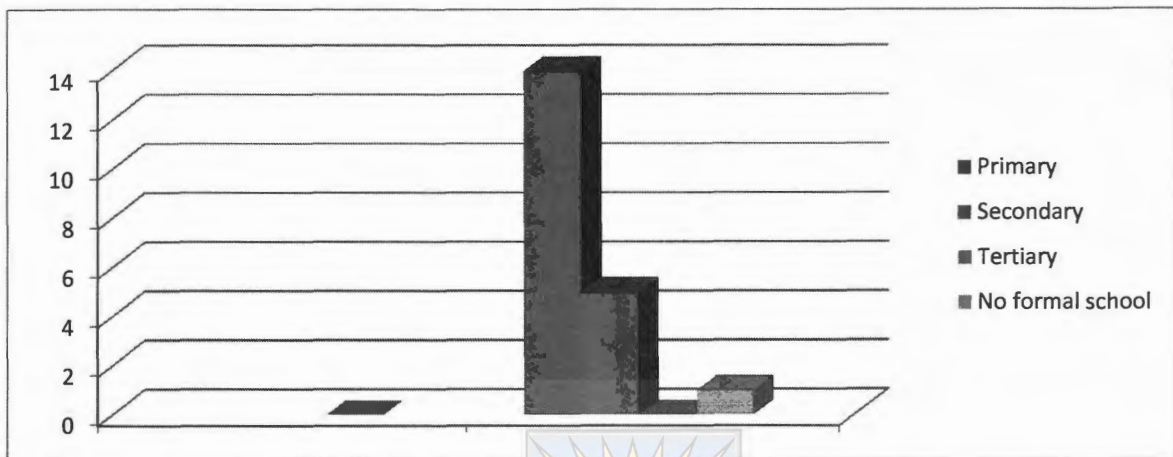


**Figure 12: Age category**

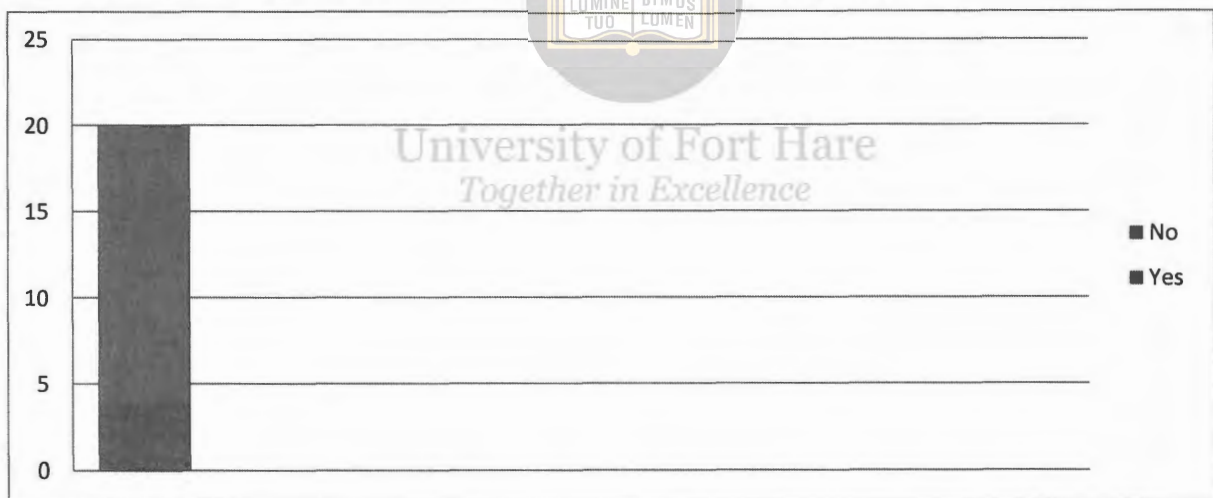
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**Figure 13. Level of school attendance**

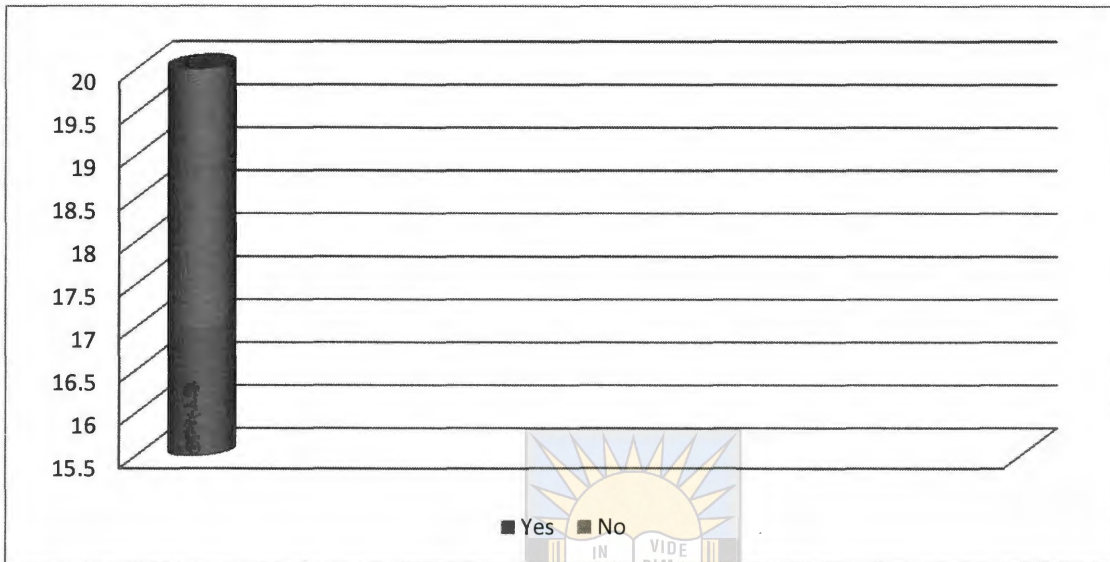


**Figure 14: Community Understanding of the Integrated Development Plan**



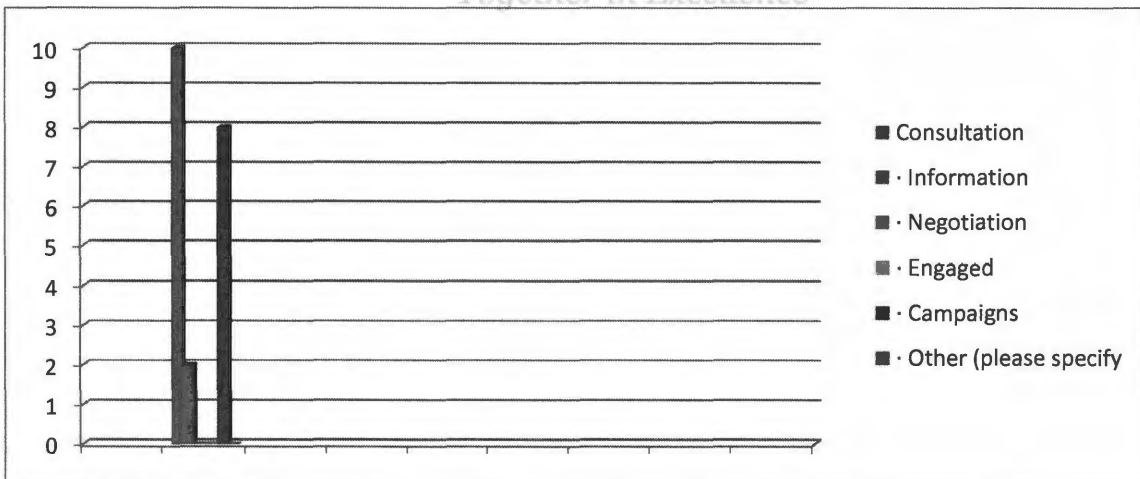
The figure above illustrates that of the respondents interviewed, are not familiar with the terminology of the Integrated Development Plan. They are not familiar with the IDP processes as well as its impact on the annual budget and service delivery levels. Even though the new local government dispensation commenced in 1994, the community displayed a very high level of ignorance on the IDP as a legislative compliance issue. This is an issue of concern that the Municipality has to address.

**Figure 15: Community understanding of the IDP as a service delivery tool**

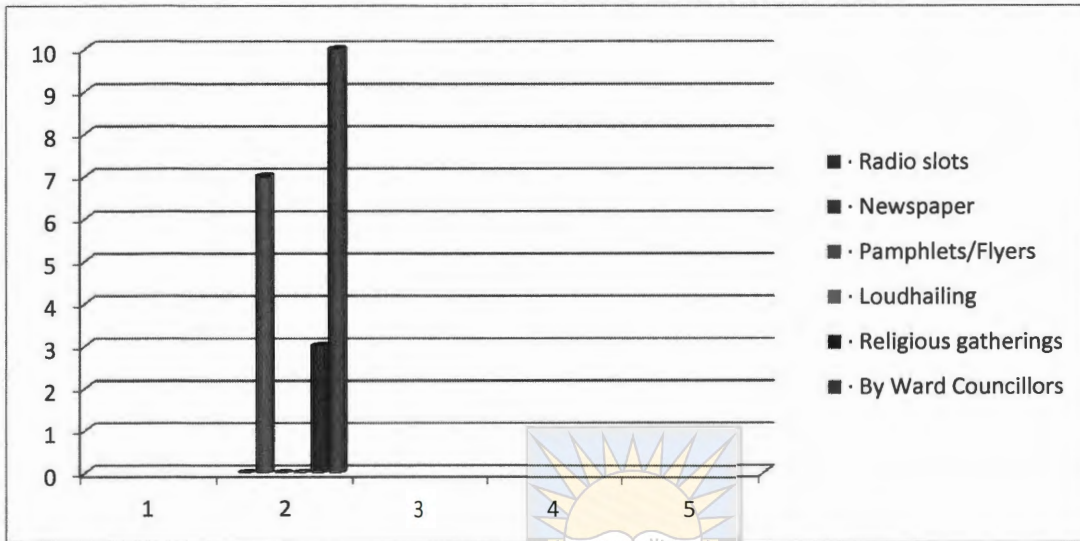


**Figure 16: Perceptions on the participative role of communities in the IDP public participation process**

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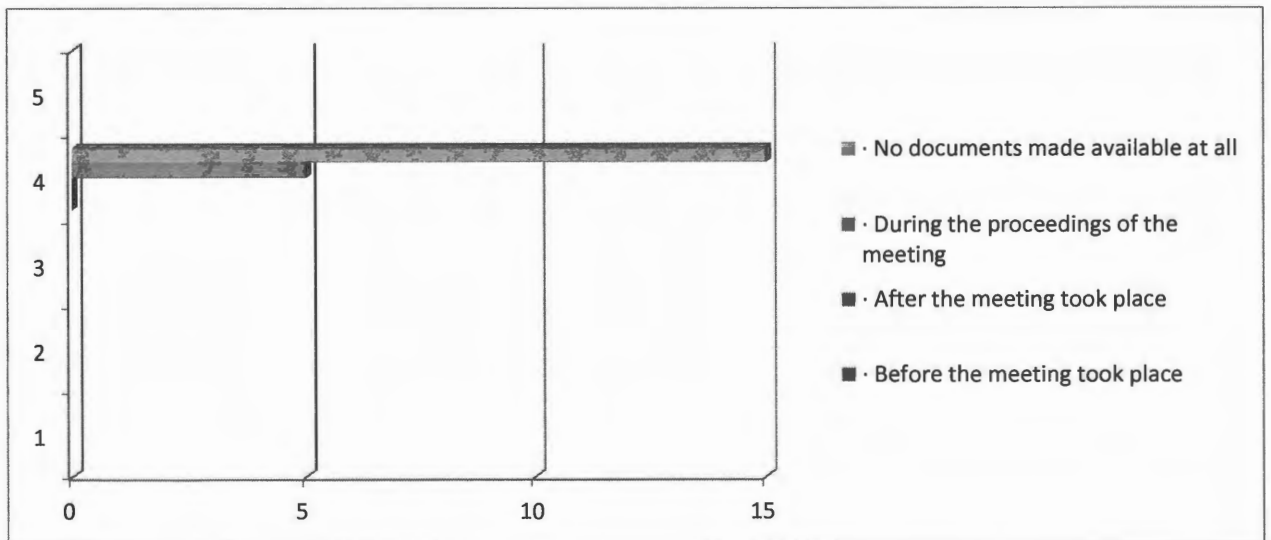
**Figure 17: Perceptions on how stakeholders are informed of IDP consultative sessions**



About seventy-eight percent of Community respondents were not comfortable with the mode of notification.

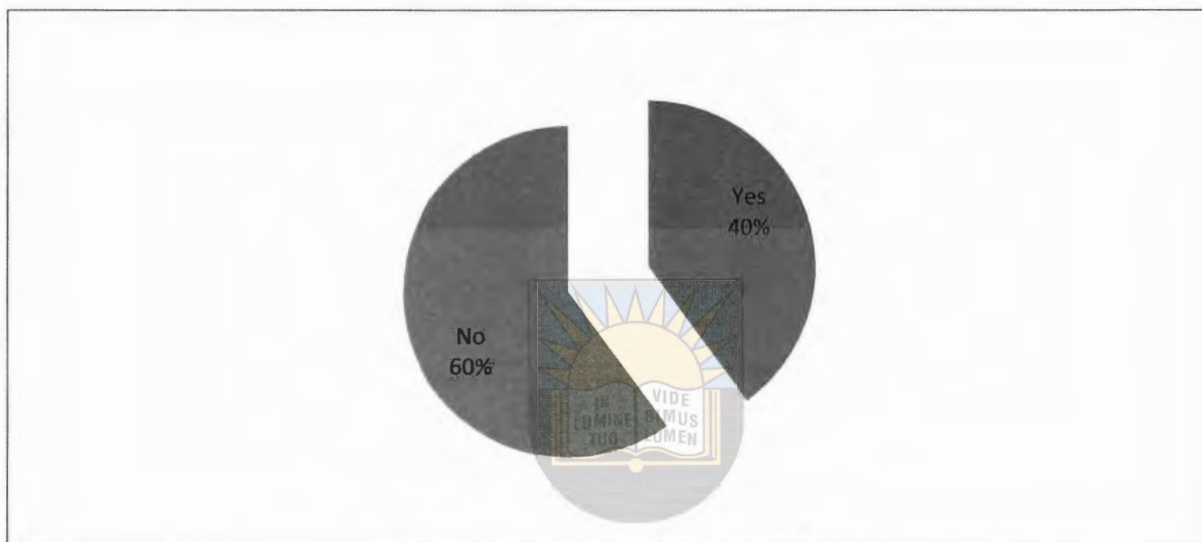
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**Figure 18: Perceptions on dissemination of documents to be tabled at public participation meetings**



As reflected in the figure above the majority of Community respondents have no prior access to related documents including the agenda.

**Figure 19: Perceptions on the ability of communities to access municipal officials on the Interpretations of the content of the IDP**



According to chart, only 40% percent of Community respondents could obtain relevant information from the municipal officials.

**Figure 20: Levels of satisfaction with the period public participation sessions are held**

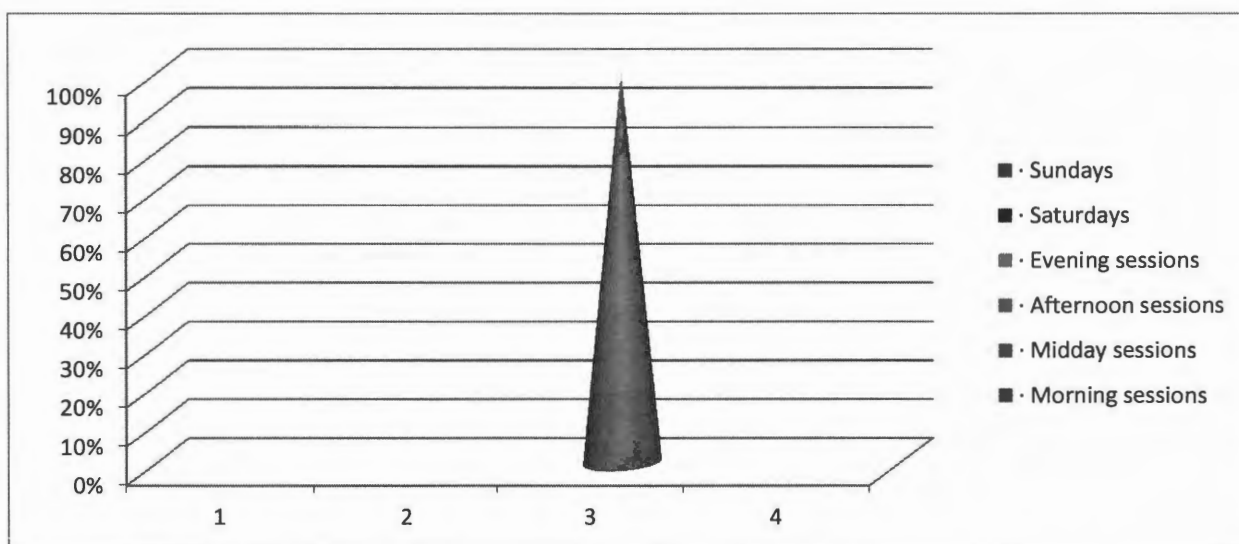
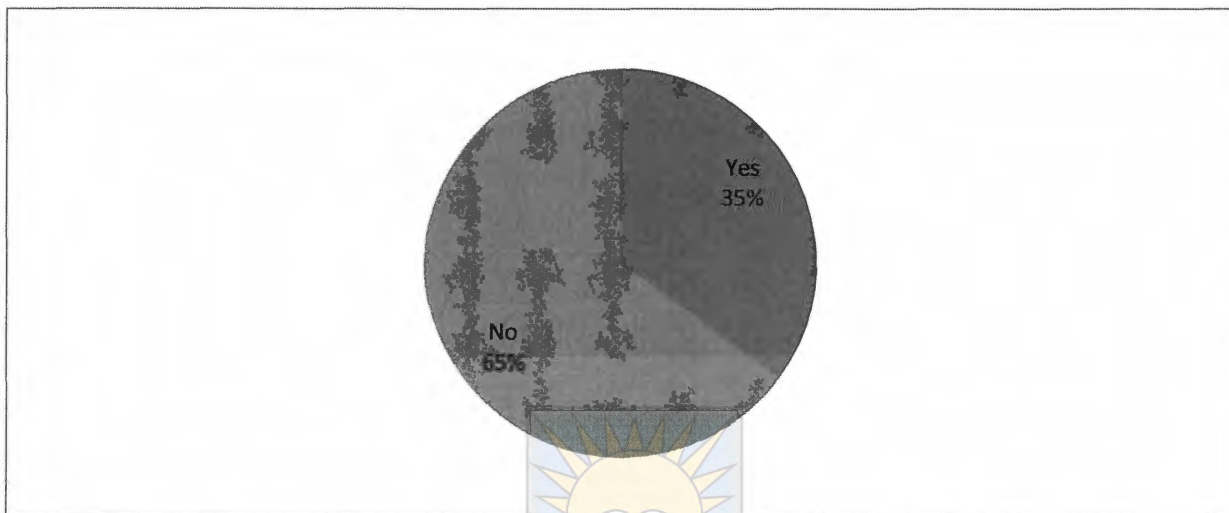


Chart (a) reflects that close to 90 % of Community respondents had serious problems with the scheduling of meetings, whilst twenty-four percent had no challenges in this regard.

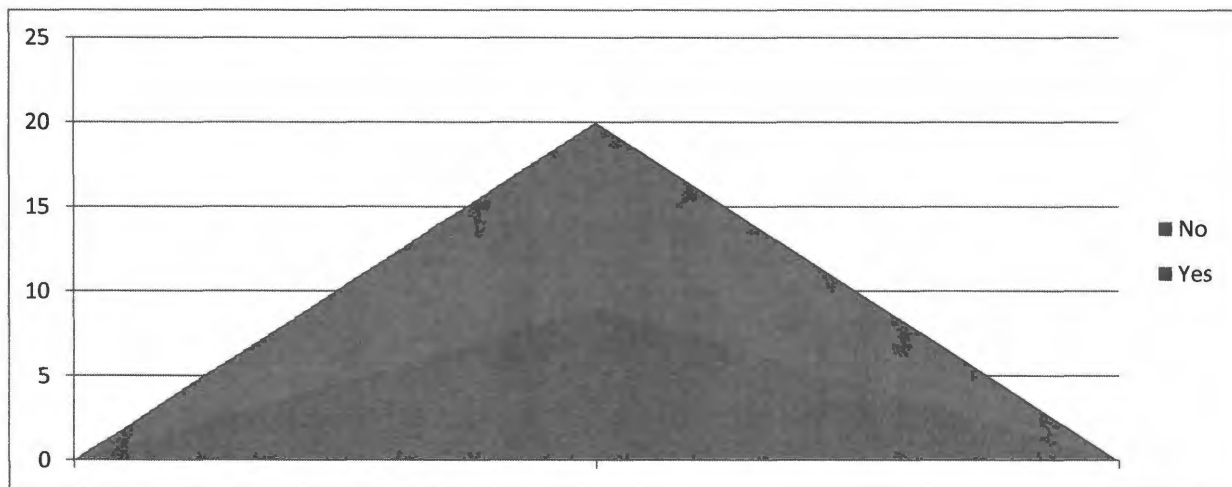
**Figure 21: Perceptions on the public participation meetings time scheduling**



Of the respondents interviewed 65 % indicated that they had some challenges with regard to logistical arrangements put in place whilst 35% expressed challenges.

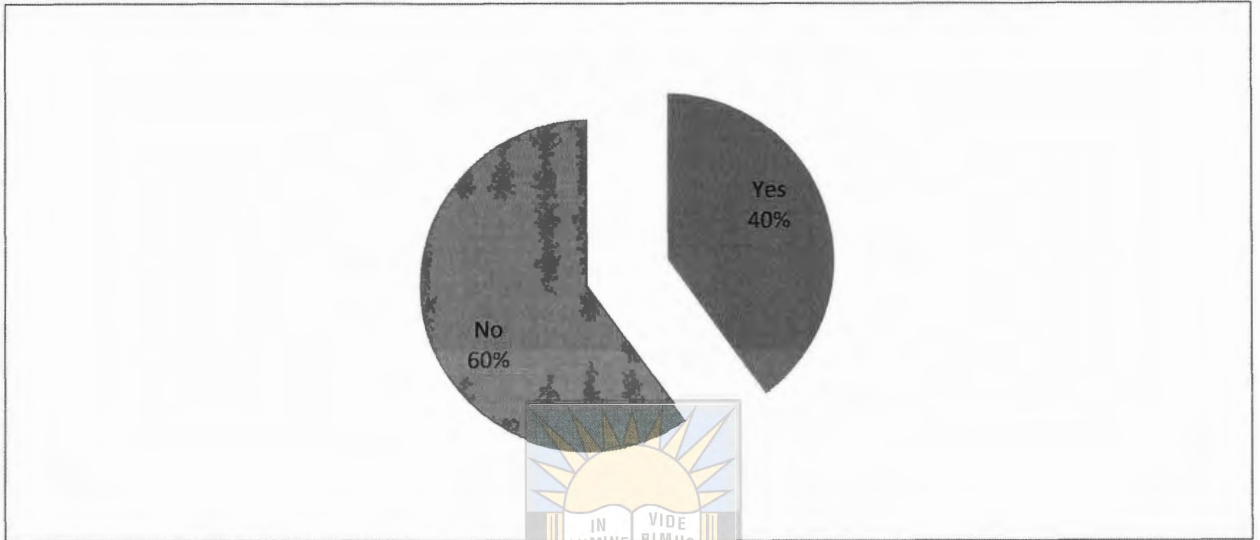
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**Figure 22: Perceptions on the accessibility of venues for public participation meetings**



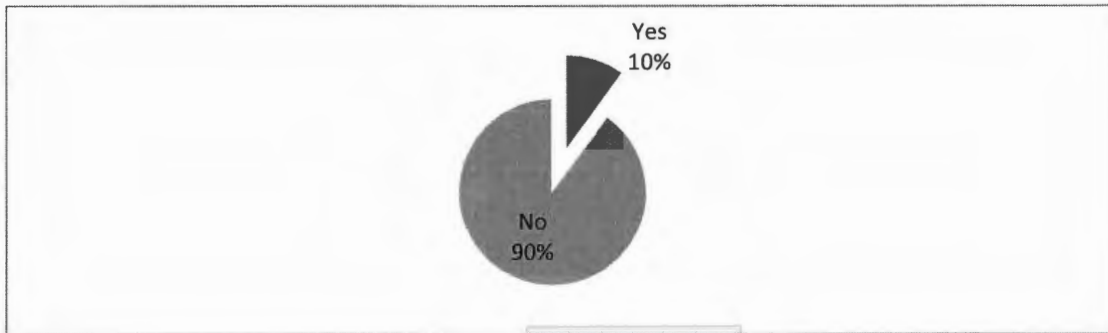
Respondents expressed concerns regarding venue of public participation meetings often citing challenges with the distance across villages within wards.

**Figure 23: Perceptions on the language used at public participation meetings**



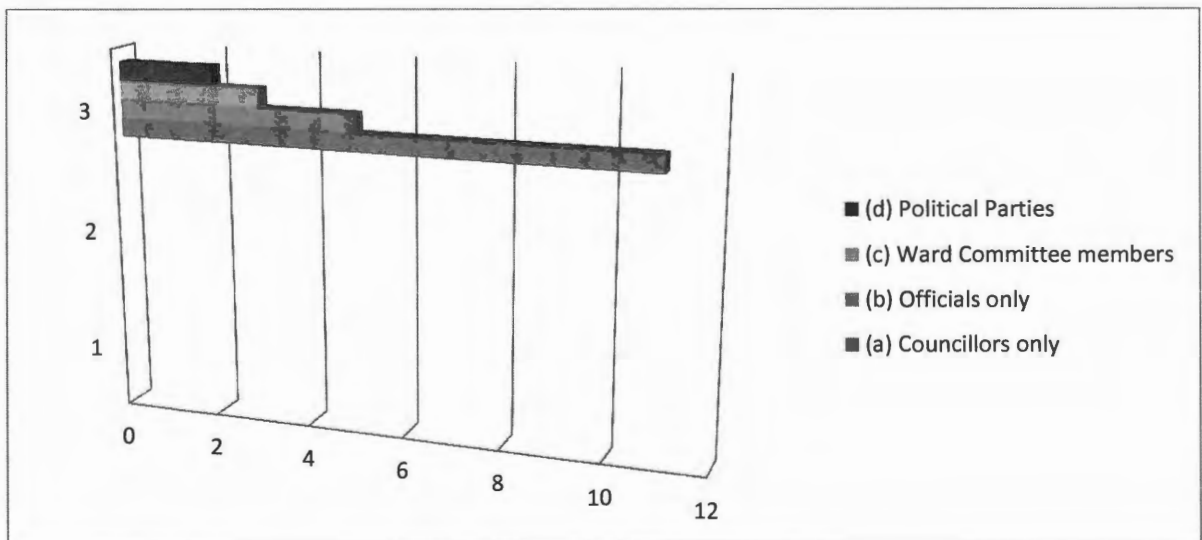
Whilst sixty percent of Community respondents as indicated in chart (a) above reported great challenges with the language appropriateness at these meetings, forty percent expressed satisfaction regarding the language that is used and for those who could not write and read they were using the interpreters throughout the consultative processes and in outreach programmes. They have started the translated version and summary for the IDP so that people are not tired looking at the voluminous IDP document. The frequency on meetings with the community, the responses were that there are meetings wherever there is implementation of a project.

**Figure 24: Perceptions on the availability of interpreting services during public participation meetings**



In accordance with chart (a), 90% percent of Community respondents were not satisfied with the management of meetings as especially with regards to lack of interpreters for content of the documents .

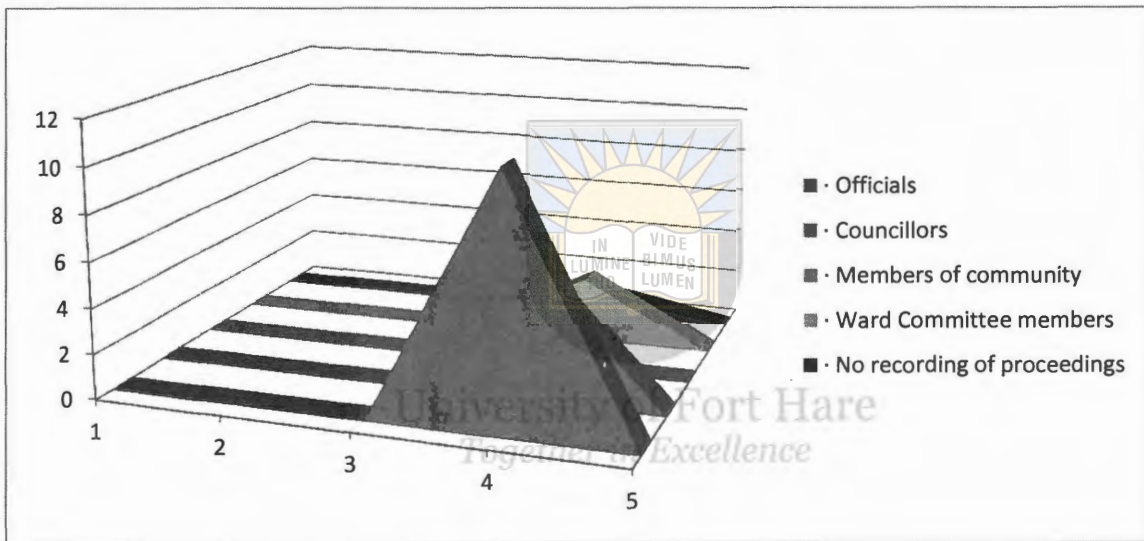
**Figure 25 : Perceptions on the account of authority conducting public participation meetings**



Respondents indicated that it is the councilors that spearhead public participation meetings followed by some assistance from the officials of the municipality.

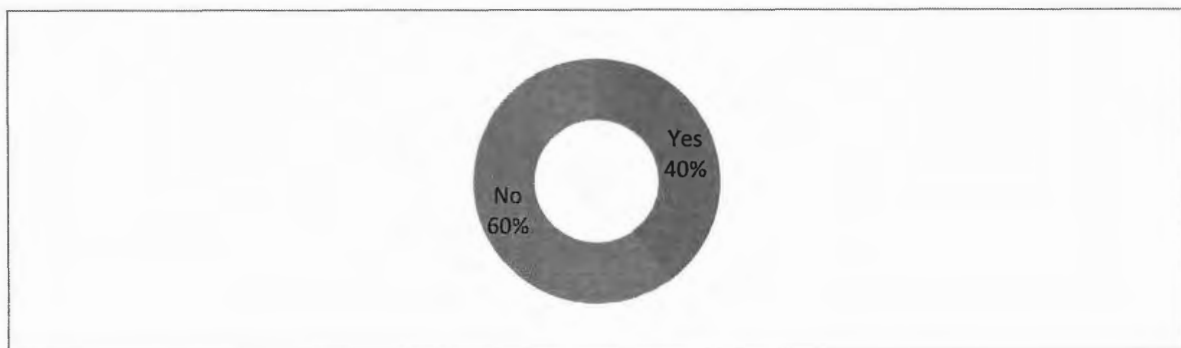
The elected officials including the Executive Mayor and the Mayoral Committee members are the one who championed the road shows because they are the ones who make some promises of delivery on their election campaign. By going to the road shows they wanted to show case what they have done and what they can do and by doing so they are responding to the ever – changing socio – economic needs of the people through the development ( Bekker 1996: 79)

**Figure 26: Perceptions on who records proceedings public participation processes**



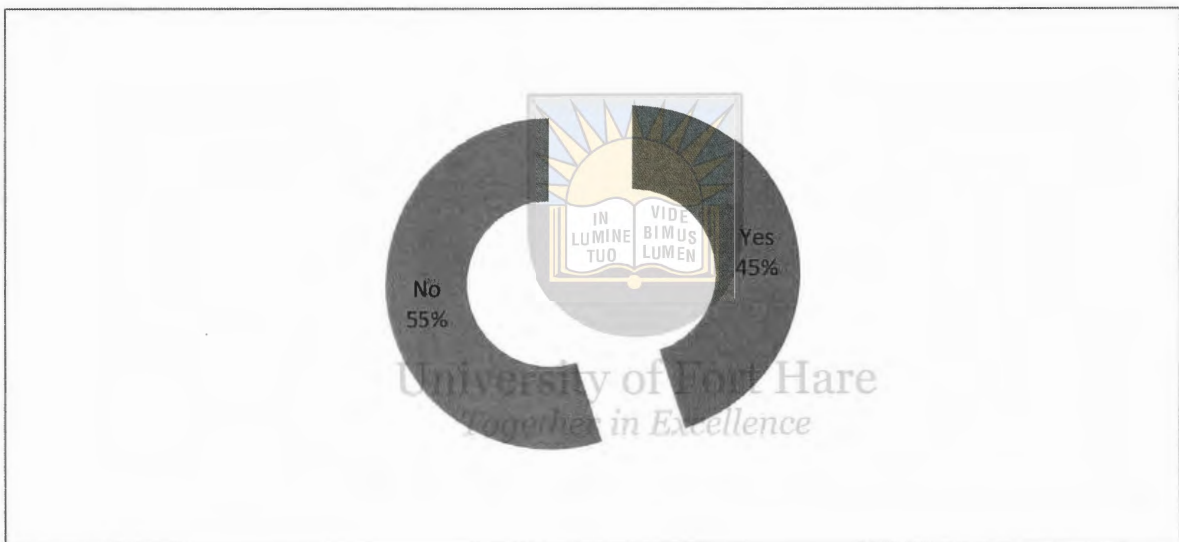
A large percentage of respondents indicated that it is the public official that often records the proceedings of the public participation processes.

**Figure 27: Perceptions on the levels of participation of communities in public participation processes**



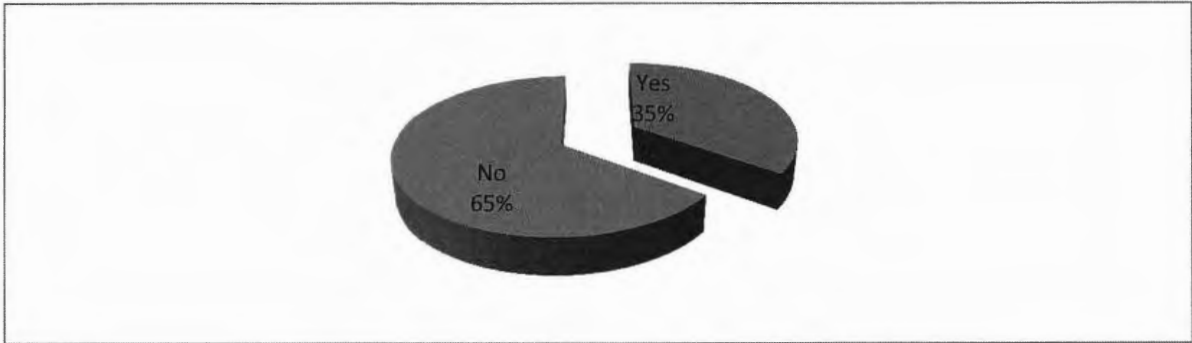
Except for 40% as indicated in chart (a), 60% of Community stakeholders expressed unhappiness in this regard. This is a matter of concern that should be addressed by Council as quality discussions/debate at IDP Public Participation Sessions may contribute possibly to enhancing service delivery.

**Figure 28: Perceptions on whether the contents of the IDP are reflective of the inputs from communities**



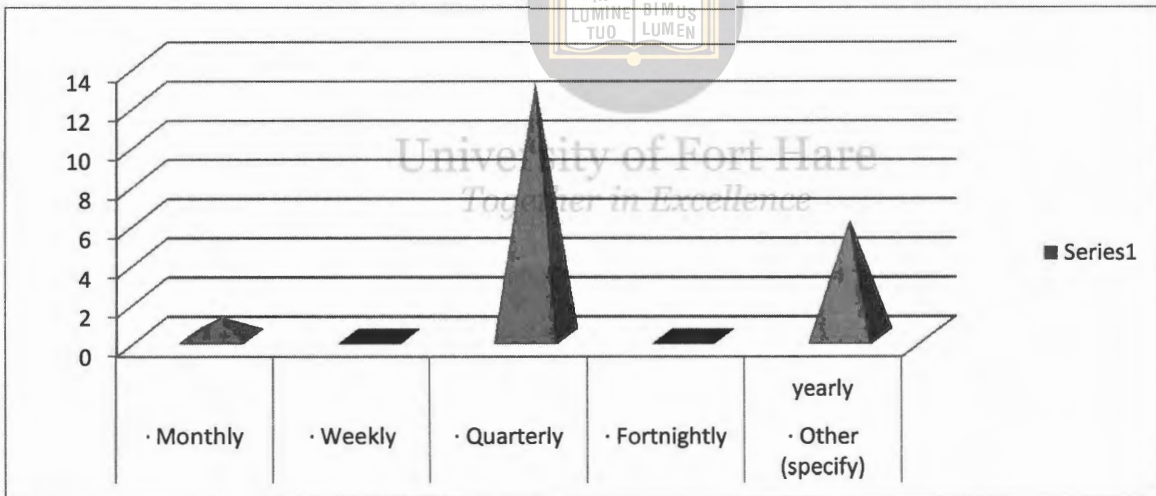
Of the respondents who participated in the study only 45% felt that the IDP was reflective of the inputs from communities.

**Figure 29: Perceptions on whether it is necessary to involve communities in public participation processes**



Of the respondents interviewed 65% felt that it is not necessary to involve communities in public participation process.

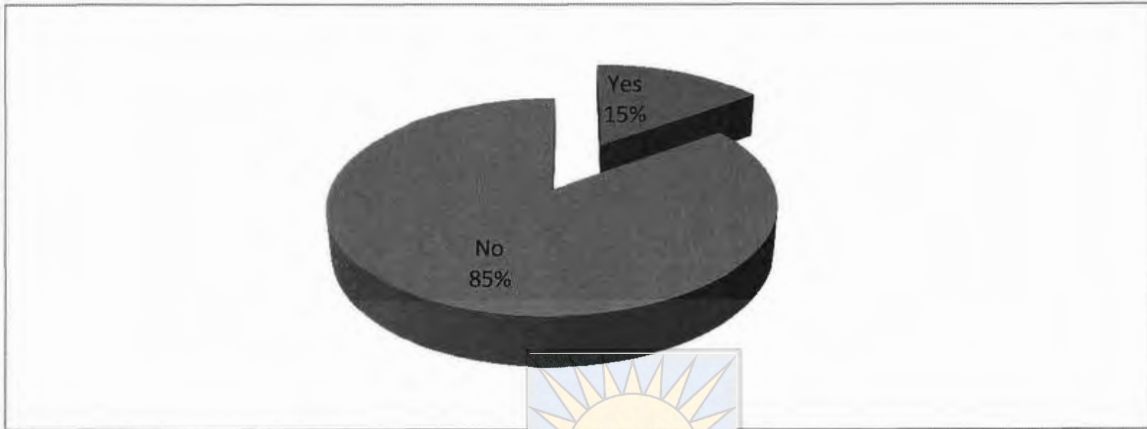
**Figure 30: Perceptions on the time frames that officials interact with communities after the adoption of the IDP**



A large number of the respondents indicated that the municipality only meets on a quarterly basis after the IDP has been adopted.

This means that the communities are not receiving enough feedback from the municipality to enable them to make informed decisions. The municipality should be having meetings with communities to find out the needs and also to check if the projects have taken place or not. It is at this time where the researcher found out there are no meetings held in other wards. Other Councilor members tried to respond *“We do not get the schedules for these meeting in time so that we prepare and inform our communities about the developments”*

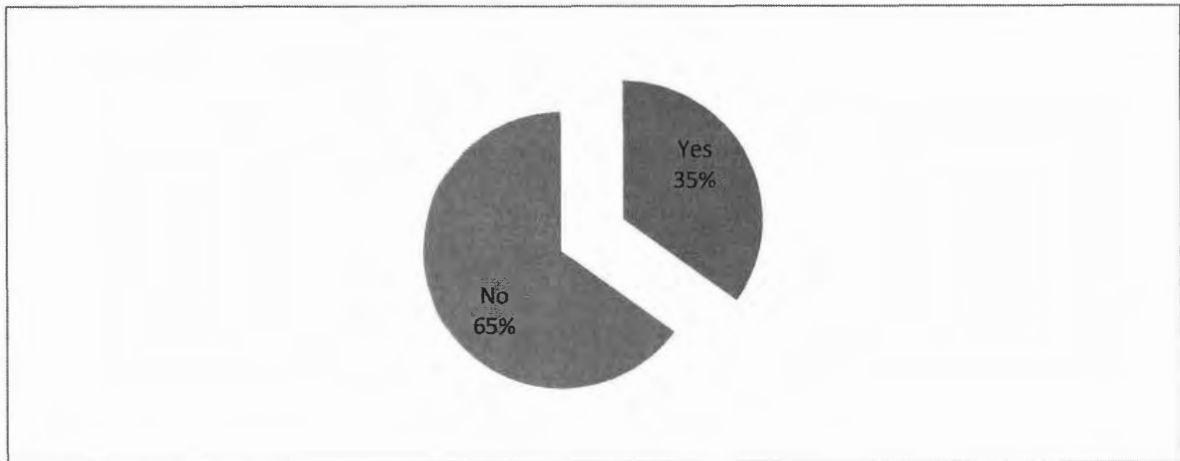
**Figure 31. Perceptions on whether an increase in service delivery is a result of the implementation of the IDP**



85 % of the Community respondents as outlined in chart (a) above are of the view that the development of an IDP does not lead to an increase in service delivery. However, Municipal Officials concur that a municipal IDP is central to increase service levels.

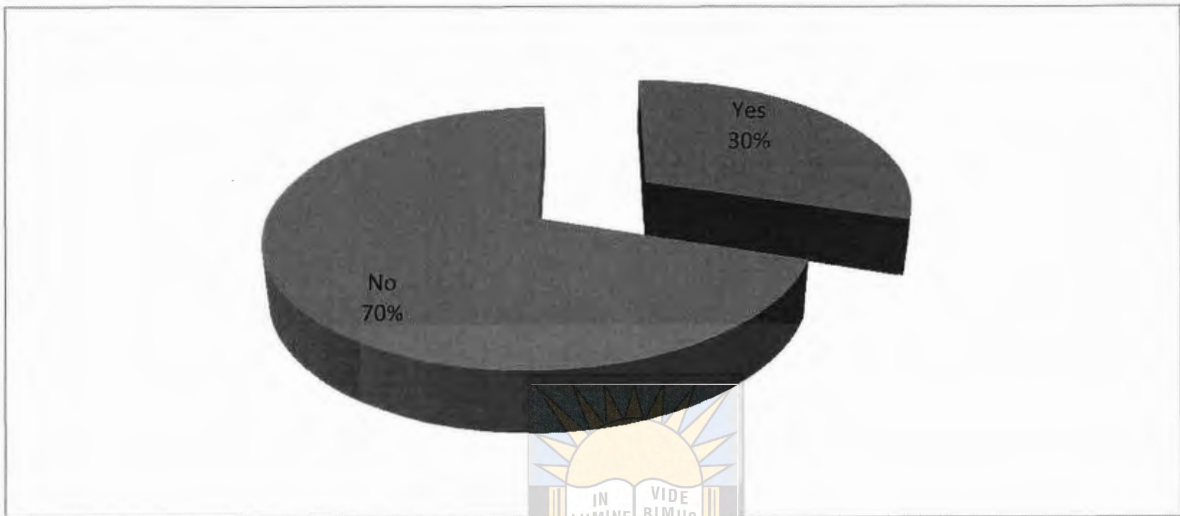
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**Figure 32: Perceptions on whether the current public participation processes are effective and efficient**



As depicted in charts above, Community, respondents hold the view that public participation in the IDP is not being effective and efficient and this is a matter of concern that requires Council attention urgently.

**Figure 33: Perceptions on whether participation in public participation processes contributes towards the development of their own areas.**



As outlined in charts above, Community respondents agree that currently citizens' participation does not have a notable impact on the compilation of the annual budget and this is a matter that must be looked into and addressed. A need exists for educational programmes to capacitate communities on budget issues.

#### **6. Improvements to Integrated Development Plan public participation Process in the Intsika Yethu Municipality**

The community respondents expressed interest in improving public participation in the IDP and this is an encouraging attitude in the context of service delivery. The improvement areas as suggested by communities are as follows in verbatim :

1. Respondent 1 (9/12/2013) "People do not know about the IDP. It is known by those who are working with it e.g the IDP officials, the councilors, the representatives".

2. Respondent 2 (9/12/2013)“*IDP document is designed in a language that is not user friendly. It is not written in a vernacular language so that those who cannot read or write in the communities can understand it*”.

3. Respondent 3 (9/12/2013)“ *Information is not filtered down to the people in the grass roots. It is only known by the few especially those who have means to go in the municipal offices.*

4. Respondent 4 (9/12/2013) “*The consultative structures currently exist do not involve the diversity in the community. It is the only elite people who are the representatives of the community*”.

5. Respondent 5 (9/12/2013) “*During the meetings of the IDP the community is not given a fair and open chance to air their grievances or put their cases regarding the development or service delivery*”.

6. Respondents 6 (9/12/2013) “*There is no report back by the councilors and the municipal officials about the non – service delivery or meeting the targets*”

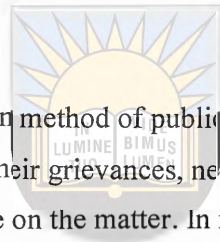
## **7. FINAL RECOMMENDATIONS**

From the findings of the study the following is recommended:

- It is the duty of the municipality to develop the capacity of the community to enable the effective participation in the IDP processes. Municipalities should be characterized by a high standard of professional ethics, impartiality, effectiveness and transparency.
- Municipality officials should conduct the skill audits of the communities so as to understand the level of their understanding and other deficiencies. Service delivery

should become a priority as municipalities optimize access to all communities, as the emphasis should be the improvement of the quality of life for all.

- The municipal officials should work hand in hand with ward committees to ensure that the communities are fully involved in the development programmes.
- In this term of democracy it is expected that the municipalities to be ensure that there is efficient, effective and equitable delivery of quality services to all communities. When there are public hearings the municipal officials must make sure that the dates of these meetings are well broadcasted.
- These meetings are the most common method of public participation. It is where the community is given a chance to air their grievances, needs. It gives the community a fair and open opportunity to state its case on the matter. In return the officials or other stakeholders who drive the IDP it is their time to address the community and talk about the IDP processes and what it is expected from the community in order the IDP is effectively implemented.
- The report back meetings are important, what has been done, that is, the achieved goals, the barriers for not achieving the goals and challenges encountered must be reported back to the community. The researcher thinks that the uncertainties are caused by lack of communication between the community and implementers. Communication is a very important tool in facilitating participatory governance



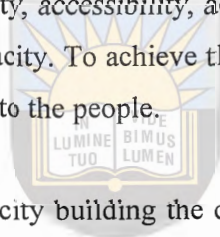
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## 8. SUMMARY OF THE CHAPTER

The study has been an eye opener to the most of the people from different communities and different villages. It has enabled the researcher to gather information about the perspectives of the communities of public participation processes within Intsika Yethu municipality. The findings revealed in this chapter will contribute towards strengthening public participation strategies within the municipality.

To be sure that the participatory democracy is complete it must include all its principles such as inclusivity, diversity, transparency, flexibility, accessibility, accountability, trust, committed and respect and building of the community capacity. To achieve the citizen participation it is vital in achieving the objectives of service delivery to the people.

By displaying the involvement of the capacity building the community must be well informed and know exactly what it is to be developed and the benefits attained. The development must be needs driven not imposed on the community.



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## CHAPTER FIVE

### DISCUSSION OF FINDINGS, RECOMMENDATIONS & CONCLUSIONS

#### 5.1 INTRODUCTION

In concluding this research study on evaluating the impact of Public Participation on the formulation and implementation of the Integrated Development Plan in Intsika Yethu Municipality, it is appropriate that the major findings be highlighted so as to make recommendations for future strategies in dealing with the challenges.

In this study the various respondents revealed the under mentioned perspectives.

#### 5.2 Findings

The findings of the study will now be explained.

##### 5.2.1 Community perspectives

- With reference to the community respondents, it was discovered that communities are not familiar with the new local government system in that they have little knowledge of the meaning of terminology, such as the Integrated Development Plan processes and its impact on their own development.
- With reference to the publication of Integrated Development Plan consultative public meetings notices community stakeholders expressed concern in the manner in which this activity is being conducted by the Municipality.
- Communities were concerned in that agenda and related documents for meetings were not dispatched to participants or public municipal offices prior to public participation meetings.

- With respect to the scheduling of Integrated Development Plan/Budget public participation meetings, respondents stated that they were not accommodated in terms of appropriate times.
- The logistical arrangements relating to Integrated Development Plan/Budget public participation meetings is an important factor and the respondents viewed that non-attendance of meetings was amongst other things due to the fact that meeting venues were located not within walking distances. Transporting of respondents during the evening to meeting venues was in actual fact exposing them to harmful and unruly elements.
- As English language is the medium of communicating in meetings of this nature, respondents held the view there should be interpreters especially in relation to the jargon in the documents.
- Along with other challenges as referred to above, respondents viewed that the level of debate/discussions at Integrated Development Plan meetings was in most instances limited to those community members viewed as local leaders. This was not helpful in that the views of ordinary citizens were not listened to.
- As far as the frequency of interaction between stakeholders and officials after the adoption of an annual Integrated Development Plan, it was found that there was no administrative system in place to deal with this gap.
- By and large and informed by the views expressed above, community respondents perceive that public participation in the Integrated Development Plan was not contributing to the development of their own areas

### 5.2.2 *Municipal official perspective*

Municipal officials are major role-players at the local government sphere.

The study revealed that the following:

- Municipal officials are well vested with the public participation concept; however, the study discovered that their view was that the current public participation in the municipality does not assist the Integrated Development Plan processes in totality.
- Municipal officials cited the fact that there are strategies that the municipalities are using to involve communities, however, they might not be fully implemented causing inefficiencies

### 5.2.3 *Ward Committees perspectives*

- Ward committees cited the fact that sometimes there is lack of support from the municipality with regard to issues raised by wards
- Lack of monitoring of the outcome of public participation processes was cited as a major finding.
- Lack of skill at ward committee level to deal effectively with communities was revealed as having a direct impact on the level of participation of communities
- Insufficient information from the municipality was cited as one of the major findings.
- Delays in service delivery was revealed as a major challenge facing poor participation of communities in public participation matters

## 5.3 Recommendations

As a result of this empirical study, it is critical that recommendations be made that will contribute towards a turnaround strategy that will ensure that public participation is recognized by citizens in the Intsika Yethu Municipality as a process of enhancing policy formulation and implementation.

### 5.3.1 Intsika Yethu Municipality Integrated Public Participation Policy

A. *The aforementioned findings clearly demonstrate that an integrated Public Participation Policy needs to be developed by the Municipality. The building of an integrated planning and participative institutional culture would then be guided by this integrated Public Participation Policy.*

This policy on public participation would amongst other:

- Provide for mechanisms by which the public may participate in the affairs of the Municipality.
- Encourage openness, transparency and accountability on the part of the Municipality, its administrative and its political structures by making provision for communities to exercise their right to participate.
- Outline the roles and responsibilities of the Administration, Municipality and the community to enhance participatory governance especially on the integrated development plan.

B. *Development of a Language Policy*

For a language to thrive it needs to be used pervasively in all aspects of our society. This includes political dialogue, publishing, media and instructions.

C. *Capacity development of ward committees' capacities, i.e. strengthening local government planning, improving reporting, stimulating participatory processes.*

This now needs to be complemented by efforts to develop strategic capacities, and assisting to set up and engage in consultative processes, to play its leadership role, to create its accountability to the citizens on a continuous basis"

D. *Community capacity: empowering communities on public participation processes in relation to their roles and responsibilities.*

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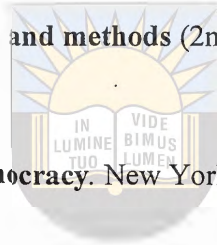
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## ANNEXURES

### Appendice A: Letter for permission to conduct research

**Nandipha Vena  
43 Ibika Township  
Butterworth**

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Date: 14/01/2014

The Municipal Manager  
Intsika Yethu Municipality  
Peddie



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Dear Sir

### **RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH**

I am currently registered for the degree of Masters in Public Administration the University of Fort Hare registered with student number **201110123** under the supervision Dr. P.T. Jonas. One of the requirements for the completion of my studies is a treatise/research with the following topic:

*Evaluating the challenges of public participation towards effective service delivery: A case study of Intsika Yethu Municipality Local Municipality*

The aim and objectives of the research are to explore the perspectives on public participation of citizens and communities in planning, monitoring and implementing of service delivery initiatives.

The research is envisaged to be conducted in 2 wards; one village in each ward targeting 10 people per village which will be identified will be identified upon approval of permission to conduct this important research. The researcher will also conduct focus group sessions with municipal officials working in the public participation environment.

Participants to the study will be composed of members from the two wards, and officials of the municipality who are involved in public participation. The collection of information will entail; reviewing relevant government legislation and municipal documents, observation and distributing Questionnaires to the participants. Participants will write down their responses on the questionnaires and leave out those questions they are not willing to answer. Participation to the study will be voluntary with an option of withdrawing at any stage of the process if and when a participant decides.

Ethical values and acceptable research principles will be taken into account. Anonymity and confidentiality will be ensured and information gathered will not be used to the disadvantage of any participant. Participation in the study might contribute towards strengthening public participation methods in the municipality.

Your assistance will be highly appreciated.

Yours faithfully

.....

Nandipha Vena

Comments/ Recommendations of the Municipal Manager

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Approved/ Not Approved

Signature \_\_\_\_\_

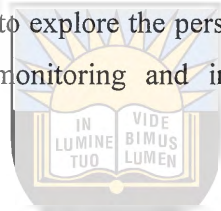
Date \_\_\_\_\_

## **Appendice B: Letter of consent for participants to participate in the research**

I am currently registered for the degree of Masters in Public Administration the University of Fort Hare registered with student number **201110123** under the supervision Dr T.T. Jonase. One of the requirements for the completion of my studies is a treatise/research with the following topic:

*Evaluating the challenges of public participation towards effective service delivery: A case study of Intsika Yethu Municipality Local Municipality*

The aim and objectives of the research are to explore the perspectives on public participation of citizens and communities in planning, monitoring and implementing of service delivery initiatives.



Ethical values and acceptable research principles will be taken into account. Anonymity and confidentiality will be ensured and information gathered will not be used to the disadvantage of any participant. Participation in the study might contribute towards strengthening public participation methods in the municipality.

You are therefore requested to participate in this study.

Yours Sincerely

Ms. N. Bhali

## Appendices' C: Interview Questionnaire for municipality officials

### Objectives of the questionnaire

To find out:

The opinions of IDP officials about the role of communities in the Public Participation processes.  
The impact of community participation in the IDP in particular and service delivery in general. If there are any strategies relating to the improvement of the current public participation processes.

### Questions

1. Do you involve communities in the public participation processes?

Yes/ No

If Yes, how?



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2. How often do you interact with communities in this process?

Monthly

Weekly

Fortnightly

Quarterly

3. What are the strategies that the municipality uses in Public participation processes?

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-----  
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4. Is it necessary to involve communities in the public participation processes

Yes / No

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State the reasons

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5. How would you describe the current status of community participation in the public participation processes?

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6. What are your suggestions in improving public participation in your municipality

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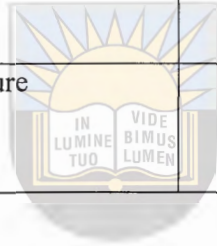


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## Appendix D: Interview Questionnaire for ward committees

### *Biographical information of participants*

1. Gender	
2. Age	
3. Ward of representation	
4. Time period of involvement	
5. Capacity of involvement	
6. How many members does the structure You represent consist of?	



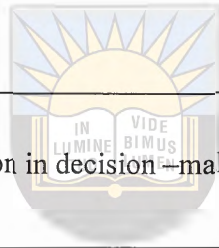
### *Section 1: Public participation as it relates to your ward*

1.1 How satisfied are you with service delivery in your ward?

1.2 At which stage of IntsikaYethu's IDP process does community participation occur?

1.3 What is the role of community participation in the IDP process?

1.4 What is your experience of handling customer complaints in your ward?



1.5 How effective is community participation in decision-making in the IDP of the municipality?

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1.6 The IDP aims to respond to local community needs. Given the limitation of resources coupled with community diversity, how does the community agree on issues of priority?

1.7 What has been your experience is working with the municipality?

1.8 What are the obstacles to community participation in the IDP?

1.9 How satisfied are you with the services rendered by Intsika Yethu Municipality to communities



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10 How capable are the ward committees participating organizations of articulating the interests of their communities / constituencies?

11. How do the representative of ward committees participating organizations account their organization?

***Section 3: Recommendations***

3.1 What suggestions do you have to enhance community participation in the municipality?



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## Appendix E: Interview Questionnaire for community members

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

2. Do communities acknowledge that the Integrated Development Plan is a service delivery tool?

3. What is the participative role of communities in the IDP?

- Consultation
- Information
- Negotiation
- Engaged
- Campaigns
- Other (please specify)



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4. How are stakeholders informed of Integrated Development Plan consultative public meetings?

- Radio slots
- Newspaper
- Pamphlets/Flyers
- Loudhailing
- Religious gatherings
- By Ward Councillors

5. At what juncture was information/documents on what would be discussed at the meeting made available to the stakeholders?

- Before the meeting took place
- After the meeting took place
- During the proceedings of the meeting
- No documents made available at all

6. Do stakeholders have access to Municipal officials so as to seek clarity on the Integrated

Development Plan?

Yes

No

7. When are Integrated Development Plan public participation meetings scheduled?

- Morning sessions
- Midday sessions
- Afternoon sessions
- Evening sessions
- Saturdays
- Sundays

8. Is the time scheduling stated in (6) above convenient for the stakeholders?

Yes

9. Are the venues of these Integrated Development Plan meetings accessible to everyone, especially the physically challenged?

Yes

No

9. Is the language used at the meetings accommodating the relevant stakeholder audience?

Yes

No

10. Are interpreting services available at these meetings?

Yes

No

11. Who conducts the public participation meetings?

- (a) Councillors only
- (b) Officials only
- (c) Ward Committee members
- (d) Political Parties

12. Who records the proceedings of the Integrated Development Plan meetings?



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- Officials
- Councillors
- Members of community
- Ward Committee members
- No recording of proceedings

13. Are stakeholders granted maximum public debate/discussions at the public participation meetings?

Yes

No

14. Are the contents of the Integrated Development Plan reflective of the inputs received from the stakeholders?

Yes

No



15. Is it necessary to involve stakeholders in the Integrated Development Plan development processes?

Yes

No

16. How often do officials interact with stakeholders after the Integrated Development Plan has been adopted by the Municipality

- Monthly
- Weekly
- Quarterly
- Fortnightly
- Other (specify)

17. Is the increase in service delivery levels an indication of the implementation of an Integrated Development Plan?

Yes

No

18. Would You say that the current public participation processes about the Integrated

Development Plan is effective and efficient?

Yes

No

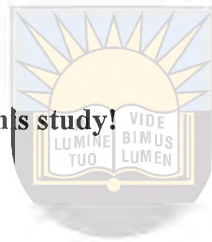
19. Do you think that the participation of citizens in their own affairs contributes towards the development in your area

Yes

No

20. Can you suggest any improvements to Integrated Development Plan public participation process in the Intsika Yethu Municipality

**Thank you for participating in this study!**



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