

**ASSESSING THE CHALLENGES OF PUBLIC PARTICIPATION IN
CAPRICORN DISTRICT MUNICIPALITY: THE CASE OF
INTEGRATED DEVELOPMENT PLANNING PROCESS IN LEPELLE-
NKUMPI LOCAL MUNICIPALITY**

BY

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Declaration

I, Stella Letsoalelo Mphahlele, hereby declare that this mini-dissertation submitted to the University of Limpopo for the Degree of Masters in Public Administration has never been previously submitted by me for a degree at this or any other university, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.

Signed: _____

Dedication

This study is dedicated to my daughters, Mamfundisi, Ketsi and Nthwese. May you receive it with pride and allow this to be an inspiration for you in the process of identifying yourselves, and setting yourselves goals in your lives.

Furthermore, I dedicate this study to academics, practitioners, and researchers in the local governance arena, specifically those interested in community participation in the Integrated Development Planning Process to use it to fulfil some of their routine daily commitments.

This study is not an end in itself, but a platform for academics, practitioners and researchers in the local governance arena to resume aggressive engagements on improving the body of knowledge for community participation in the Integrated Development Planning Process.

Acknowledgements

My acknowledgement is to the Almighty for having provided me with the necessary guidance, while conducting this study, and for having provided guidance to all the individuals, who worked tirelessly to make this product a success.

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Secondly, I would like to acknowledge my family, especially my domestic helper, for having provided me with tireless support on a daily basis, as I went to work and during my studies. This study should encourage them, especially my kids, to be inspired to reach academic levels beyond my accomplishments.

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Abstract

Public participation in South Africa is provided for in various legislative prescripts, not limited to the Constitution of the Republic of South Africa, 1996; White Paper on Local Government, 1998; Local Government: Municipal Structures Act, Act 117 of 1998; Local Government: Municipal Systems Act, Act 32 of 2000. Whereas all 283 municipalities in South Africa are required, as per these legislative prescripts, to conduct community participation, and whereas the same municipalities are pursuing the Integrated Development Planning Process (IDPP), community participation is not immune from problems and challenges.

Pursuant to this, the research assessed public participation in the municipality under study, and found that these problems and challenges include among others, resource constraints; abuse of participatory structures by community elites and opportunists; marginalization of communities from decision-making; legitimacy of structures, through which the public participates. In addition, the following were identified: lack of creation of democratic culture of rights; lack of induction of the citizenry into democratic discourse and practice; lack of creation of mutual, reciprocal, and political tolerance; and a normative consensus as some key issues that will not auger well for a conducive public participatory environment in developmental planning processes. To be specific, the municipality under study has failed dismally in addressing certain areas of community participation in the municipality's IDPP, such as, providing transport to members of the public to attend public participatory forums, utilization of ward committees as platforms for community participation, and ensuring representation of previously disadvantaged groups.

Based on the critical issues raised and conclusions drawn, the study has therefore provided possible recommendations to resolve the problems and challenges of public participation in the municipality under study. Although the problems and challenges may not necessarily be generalized to other municipalities, the recommendations proffered, can also be populated to other municipalities, to add value in enhancing respective public participation, which is believed to consequently influence positively on service delivery.

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CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 Introduction

According to the Constitution of the Republic of South Africa, 1996, Chapter 10, under the values and principles governing public administration, people's needs must be responded to and the public must be encouraged to participate in policymaking. The Municipal Systems Act 32 of 2000 also stipulates that members of the public and all stakeholders should always be informed and invited to take part in all the processes, programmes, and projects that take place in the municipality. This involves efforts to promote communication within government about service delivery, transformation and about the critical role that public servants play in the lives of citizens. The purpose of external communication is to find out what end users need and expect in terms of service delivery, and once the services have been defined, to inform individuals, which services are available and what each person's rights and obligations are in accessing public services.

Community participation is a two-way process; it involves listening to stakeholders and the public as a whole, on the one hand, and on the other hand, providing the citizenry with useful information. It helps to build constructive relations that support the process of improving service delivery.

This study assesses the challenges of community participation within the Integrated Development Planning Processes (IDPP) in the Capricorn District Municipality, with specific reference to the Lepelle-Nkumpi Local Municipality. Hopefully, it will allow the IDPP practitioners and other municipalities to draw from this study critical areas or lessons, aimed at improving each profession, or implementation of the IDPP in respective institutions.

1.2 Problem statement

Community participation in the Integrated Development Plan (IDP) is a legislative requirement, promulgated by the Constitution of the Republic of South Africa, 1996; White Paper on Local Government, 1998; Local Government: Municipal Structures Act, Act 117 of 1998; Local Government: Municipal Systems Act, Act 32 of 2000. Expatriating on the role of community participation, Ngowi and Mselle (1998:315) identified that community participation serves the following objects:

- It is an instrument of empowerment, allowing people to initiate actions on own volition, and influence processes and outcomes of development.
- It allows for the building of beneficiaries' capacities, by allowing individuals to share the management tasks of various developmental initiatives, by taking on the operational responsibility for a segment of it personally.
- It allows the project outcomes to meet the needs and constraints of beneficiaries.
- It promotes agreement, co-operation and interaction among beneficiaries and the implementation agency of such developmental initiative, so that delays are reduced, a smoother flow of services is achieved, and costs are reduced.

The Constitution of the Republic of South Africa, 1996; White Paper on Local Government, 1998; Local Government: Municipal Structures Act, Act 117 of 1998; Local Government: Municipal Systems Act, Act 32 of 2000, place a huge emphasis on community participation within municipalities. Therefore, community participation in the IDPP is the innate responsibility of any local authority, and as such, in some areas this legislative mandate remains a challenge. For example, Pillay (1996:282), in identifying possibilities and limits of participatory development, maintains that participatory development is

fraught with difficulties, tensions and strains – not least, concerning the relationship between communities and representative structures, who claim to act on behalf of communities' interest.

According to the Report on the Readiness of Project Consolidate in Limpopo, 2006, it became evident, when assessing the state of community participation, that the Lepelle-Nkumpi Local Municipality lacks a clear database on organizations within the area and has fewer Community Development Workers than available wards. In addition, there is no community participation policy, and training of Ward Committees is not undertaken at all.

This study aims to assess the challenges of community participation in the IDPP in the Capricorn District Municipality: with specific focus on the Lepelle-Nkumpi Local Municipality.

1.3 Definition of operational concepts

Community participation – an active process, by which beneficiary client groups influence the direction and execution of a development project with a view to enhancing personal well-being in terms of income, personal growth, self-reliance or other values cherished (Cernea, 1995:98).

Integrated Development Plan (IDP) – a process through which municipalities prepare a strategic development plan, for a period for five years, which becomes a principal strategic planning instrument, guiding and informing all planning, budgeting, management and decision making in the municipality (IDP Guide Pack).

1.4 Aim and objectives of the research

The aim of this study is to assess the challenges of community participation in the IDPP, within the Lepelle-Nkumpi Local Municipality of the Capricorn District in Limpopo Province. The specific aims of the study are to:

- Explore the nature and extent of community participation in the IDPP within the municipality under study;
- Assess the challenges facing community participation in the IDP in the Lepelle-Nkumpi Local Municipality as well as its ramification; and
- Attempt to provide possible community participation mechanisms and strategies, to enhance community participation in the IDP within the Lepelle-Nkumpi Local Municipality.

The overall objectives of this study are:

- The provision of new ideas, perspectives, and approaches towards improving community participation within the IDP.
- The revelation of methods aimed at dealing with deficiencies prevalent within public participatory processes in the Lepelle-Nkumpi Local Municipality; a case that can be used by other municipalities to extract key lessons in order to improve individual circumstances.

1.5 Research questions

According to Cooper and Schindler (2006:64), a research question is a hypothesis of choice that best states the objective of the research study. This is a question that must be answered, which may include one or many questions. Therefore, this study responds, in the main, to the following questions:

- What is the level of involvement of the public within the IDPP in the Lepelle-Nkumpi Local Municipality?
- What are the key challenges confronting community participation within the IDPP in the Lepelle-Nkumpi Local Municipality?
- What measures do exist, to enhance community participation in the IDPP in the Lepelle-Nkumpi Local Municipality?

1.6 Significance of the research

The outcomes of this study are, firstly, to contribute significantly in improving community participation in the IDPP in the Lepelle-Nkumpi Local Municipality. In this way, practitioners, municipalities and academics alike, could benefit highly from the recommendations of this study. Secondly, this study also allows practitioners from other municipalities to draw some lessons from the recommendations made by this study, to improve levels of community participation within the IDPPs in respective municipalities.

1.7 Referencing and reference list

According to Leedy and Ormrod (1990:290), a reference list at the end of a research report, allows readers to locate and use the sources that have been used in the study. Supporting this fact, Hoofste (2006:18), emphasizes that in writing academic essays, reports and dissertations, one is frequently obliged to refer to (cite) books, journal articles, reports and other documents. These citations must be linked in some way to a full list of references or bibliography presented at the end of such an essay, report, and dissertation.

There are methods of linking citations to references, that is the Harvard Method and Numeric citations. For the purpose of this study, the Harvard Method is utilized. Through this method, each reference entry should contain information about the author, year of publication, title of the work, and publication information. This method assisted the study in the following ways:

Firstly, to keep track of where information was researched; secondly, to locate information already cited, quickly; thirdly, to allow the veracity of the information quoted, to be checked; and finally, to prevent plagiarism.

1.8 Research report

According to Cooper and Schindler (2006:716), a research report is a document that describes the research project. In such a report, the findings, analysis of the findings, interpretations, conclusions, and recommendations are described.

The researcher seeks to publish a research report after the study has been finalized. This initiative shall be undertaken after completion of the study, via internet, journals and library facility of various institutions, the researcher may have access to.

1.9 Limitation of the study

The researcher had to ensure that a time schedule was compiled, to address the challenges of limited time available, to conduct the study. In addition, the researcher had to motivate respondents to feel at liberty to provide information to the study, by adhering to research ethics pointed out in the research methodology (Chapter 3), and administer questionnaires on the spot, to ensure that no delays were encountered in the return of questionnaires.

1.10 Outline of the study

The purpose of study outline is to ensure that the study has clearly defined sections in advance, such that it becomes clear from the chapters involved in the study, and the topics under discussion of such chapters. Therefore, this study is constituted as follows:

Chapter 1: Introduction and General Orientation

This chapter introduces the study to the reader. It discusses the statement of the problem, aims and objectives of the study, significance of the research and research questions.

Chapter 2: Literature Review

This chapter examines selected empirical research, reports practice and identifies innovations relevant to community participation in the IDPP. It provides better insight into the dimensions and complexity of the problem.

Chapter 3: Research Design and Methodology

This chapter gives a brief report on the research tools employed in the study, to elicit the necessary research outcome. Issues discussed ranges from research design, data collection method, data analysis to interpretation.

Chapter 4: Data analysis

This chapter presents the data collected, through empirical surveys and provides an analysis of the data using scientific methods.

Chapter 5: Conclusions and Recommendations

This chapter presents conclusions and recommendations based on the previous chapters.

1.11 Conclusion

Participation in the IDPP, within local municipalities in South Africa is a legislative mandate. Municipalities are expected to implement all facets of the IDPP.

This study explores the nature and extent of community participation, assesses the challenges facing community participation and the ramifications thereof. In addition, it provides possible community participation mechanisms and strategies, to enhance community participation in the IDP of local municipalities in South Africa, using the Lepelle-Nkumpi Local Municipality as a case study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Participatory governance within municipalities in South Africa is a legislative mandate. According to Reddy and Sabelo (1997:573), the local government is deliberately created to bring government to the grassroots population, as well as to give its members a sense of involvement in the political process, which controls individuals' daily lives. Global experience shows that a major crisis in the system of local government in developing countries is one of ill-adjusted functions in terms of meeting the demands of its citizens. Leemnas (1976:18) expounds that this crisis manifests itself in various ways:

- Local government often does not correspond to the material and cultural interests and needs of its communities.
- Services that should be functionally consolidated or placed in the hands of the authority are fragmented among several bodies, thereby increasing the difficulty of compressively meeting the needs of communities.

While these maybe the challenges confronting municipalities, South Africa's approach to participatory governance in local municipalities is meant to arouse inputs by individual community members into planning processes, such that municipalities' priorities are based on the immediate needs of community members participating in such processes. Therefore, this section seeks to provide a broader overview of participatory governance within local government in South Africa.

2.2 Definition of community participation

According to the Draft National Policy Framework on Community Participation, 2005, community participation is defined as an open, accountable process, through which individuals and groups, within selected communities, can exchange views and influence decision-making. That is, community participation as a democratic process entails the exercise of engaging people, deciding, planning, and playing an active role in the development and operation of services that affect individuals' lives.

The following characteristics can therefore be deduced from the above definition:

- An open and accountable process;
- An occasion, which allows individuals and groups to exchange views and influence overall decision making;
- A democratic process, through which people are engaged in a decision making and planning exercise; and
- An opportunity, which allows people to play an active role in the development and operation of the services affecting their lives.

2.3 History of Local Government in South Africa

According to the White Paper on Local Government, 1998, apartheid has left its imprint on South Africa's human settlements and municipal institutions. However, apartheid was not the beginning of geographic, institutional, and local segregation at the local level, because segregation already existed prior to the establishment of apartheid in 1948.

With the advance of the Group Areas Act, a strict residential segregation and compulsory removal of black people to group areas, was instituted. Through spatial separation, influx control, and a policy of own management for own areas, apartheid maintained a limit to the extent, to which affluent white

municipalities would bear the financial burden of servicing disadvantaged black areas. This was brought about with the restriction of the permanent residential presence of black people in urban areas, through the pass system and reserving a viable municipal revenue base for white areas by separating townships, industrial and commercial development.

The Local Government Transition Act, Act 209 of 1993, mapped out the following three phases of transition:

2.3.1 The pre-interim phase

The pre-interim phase prescribed the establishment of local forums to negotiate the appointment of temporary councils, which would govern until municipal election. The established councils were specifically trusted with a mandate to lead the transition.

2.3.2 The interim phase

The interim phase was categorized by municipal elections and lasted until a new local government system was designed and legislated. At this stage, the system of local government was effectively de-racialised through the amalgamation of former racially based structures.

2.3.3 The final stage

The final stage was characterized by the establishment of a new local government system. This stage has seen the establishment of municipalities as promulgated by the Local Government: Municipal Structures Act, Act 117 of 1998.

2.4 Participatory Governance

According to Leach, Meams and Scoones (1997:12), participatory governance is about the active and meaningful involvement of citizens, in the manner in which the residents are governed. It is a form of governance that has gained the support of many democracies in the world in an endeavour to bring government closer to the people. In substantiating this, Idasa (2002:1), maintains that implied in participatory governance, is the fact that an election is not the only event, in which citizens can be involved, concerning self-government, that is, residence also have to be involved in self-governance between elections.

According to Idasa (2002:1), the National Government in South Africa has devolved and assigned political, fiscal and administrative power to local governments, due to the fact that as a third sphere of government, it is the closest to people. This stems from the popular belief that citizen participation in governance enhances democracy, and leads to the embracing of participatory democracy as an inherent principle in local government.

2.5 Theoretical framework on community participation

The South African public participatory process, within local government, is a replica of two poles, from which development proceeds. On the one hand, is the view from the top, here political and technical elites make decisions, and impose these on the populace. In this pole, emphasis is placed on delivery, with communities being on the receiving end, while experts decide what is or can be good for the inhabitants. On the other hand, is the view from the bottom, where local communities directly participate in the developmental process and are, as such, afforded a say in decision-making – from formulating developmental policies to overseeing the delivery process. However, in South Africa, the dominant practice has always been decision making from the top.

Reddy and Sabelo (1997:579) explain the Commonwealth Countries' adherence to the 1997 Round Table endorsed programme of action, relative to governance and the promotion of democratic local government on the continent, which requires recognition for the role that participatory local government can play in support of the consolidation of democracy and developmental objectives. South Africa has also been part to this agreement. Therefore, the advent of a democratic government in 1994, in South Africa, brought with it changes to the apartheid regime's developmental approach, thus enabling community participation via a series of legislative tools. A series of such legislative tools include the following: the Local Government Transition Act, Act 209 of 1993; the Interim Constitution of the Republic of South Africa, Act 200 of 1993; the Constitution of the Republic of South Africa, 1996; the White Paper on Local Government, 1998; and the Local Government: Municipal Structures Act, Act 117 of 1998. The Local Government: Municipal Systems Act, Act 32 of 2000, again greatly emphasises community participation within municipalities and, as such, requires the communities to be involved with all planning processes, within the municipalities.

2.6 Characteristics of community participation

According to Paul (1987:287), community participation can be divided into various stages, including planning, implementation and follow-up; these are critical stages, in which communities can participate. Kleemeier (2000:933) holds the view that community participation involves six levels of intensity, which allows the distinguishing of community participation from other phenomena. These are inter alia; information sharing, consultation, decision making, and initiating action, collective implementation of the developmental initiatives as well as follow-up or feedback. Deduced from its definition and supporting the above, community participation is an interactive process, by which beneficiary client groups influence the direction and execution of a developmental initiative.

First of all, this implies that the focus of community participation is on beneficiaries having a developmental initiative, not the government personnel. Secondly, the joint or collaborative involvement of beneficiaries in groups, is a hallmark of community participation; community participation refers to a process and not a product in the sense of sharing project benefits. In other words, community participation occurs only when people act in concert to advise, decide, or act on issues, which can best be solved through such joint action.

2.7 The objects of Integrated Development Planning in South Africa

According to Gueli, Liebenberg and Van Huyssteen (2007:101), the main focus of the South African Government has been to increase the rate of service delivery, challenge the dualistic nature of its economy, and generate sustainable economic growth. In order to achieve these goals, the planning process has to address specifically the following key issues:

- Restructure the apartheid spatial framework;
- Transform local government structures to ensure that these promote human-centred development;
- Establish democratic, legitimate and transparent planning processes; and
- Foster a culture of cooperative governance and develop multi-sector plans.

According to Oranje, Harrison, Van Huyssteen and Meyer (2000:19), the IDP is a strategic planning instrument, which informs about all planning, budgeting, management and decision making of local municipalities. In essence, IDPs are intended to assist municipalities in achieving individual developmental mandates and to guide the activities of any institution or agency operating in each municipal area.

The Urban Programme in South Africa (2003:31) further maintains that IDPs are required in all South African municipalities to coordinate spatial, social and financial planning. In essence, its major aims are to bring about sustainable and integrated planning in municipalities, as well as constitute a single plan that defines development priorities and goals for a five-year period based on the long-term vision and goals, which are the principles of developmental and democratic local governance.

2.8 Legislative framework on community participation in a Local Municipality

The South African Government has introduced an array of legislative measures that seeks to promote involvement or participation of the community within the municipality. Among these measures are, the Constitution of the Republic of South Africa, 1996; White Paper on Local Government, 1998; Local Government: Municipal Structures Act, Act 117 of 1998; Local Government: Municipal Systems Act, Act 32 of 2000. These acts are discussed below, focusing on various sections recognizing community participation, within municipalities cited.

2.8.1 *Constitution of the Republic of South Africa, 1996*

The Constitution of the Republic of South Africa, 1996, recognizes the importance of participation in ensuring sustainable, democratic and developmental local government.

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

- Section 152 of the Constitution of the Republic of South Africa, 1996, stipulates that municipalities must encourage the involvement of communities in the matters of local government.
- Section 195(e) provides that, in terms of basic values and principles governing public administration – people’s needs must be responded to, and the community must be encouraged to participate in policymaking.

2.8.2 White Paper on Local Government: March 1998

The White Paper on Local Government, March 1998, provides that municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation as well as the monitoring and evaluation of decision-making and implementation. Each municipality needs to develop a system of participation. That is, Section F(3) of the White Paper on Local Government provides that municipalities need to develop mechanisms, to interact with community groups, to identify service needs and priorities as well as community resources, which can be unlocked and channelled for developmental ends.

Accordingly, in the White Paper on Local Government, 1998 the objects of community participation are embedded in the following principles:

- Ensure that political leaders remain accountable and work within the mandate given.
- Allow citizens (as individuals or interest groups) to have continuous input into local politics.
- Allow service consumers to have input on the way services are delivered.

- Afford organized civil society the opportunity to enter into partnerships and contracts with local government in order to mobilize additional resources.

2.8.3 Local Government: Municipal Structures Act, Act 117 of 1998

The Municipal Structures Act, Act 117 of 1998, requires all municipal councils to develop mechanisms to consult and involve the community and community organizations. Section 16(1) of this Act provides that a municipality must develop a culture of municipal governance, which complements formal representative government by encouraging the local community to participate in the affairs of the municipality. The community can be involved in the following municipal processes:

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

The Act also recognizes the fact that these are capacity areas, which need to be developed for communities and thus mandates the municipality to develop the capacity of the community, to enable effective participation in these processes. According to Section 72, of the Municipal Structures Act 117 of 1998, the object of ward committees is to enhance participatory democracy in local government. In addition, Section 74, of the Municipal Structures Act 117 of 1998, on functions and powers of ward committees, specifies that a ward

committee may make recommendations on any matters affecting its ward, to the ward councillors, through the ward councillors the metro or local council, and has couch duties as well as powers delegated to it by the council.

2.8.4 Local Government: Municipal Systems Act, Act 32 of 2000

Section 17, of the Municipal Systems Act, Act 32 of 2000, provides that participation by local community in the affairs of the municipality, must take place through political structures. It also affords that the mechanisms, which enable participation of communities, need to take into account the special needs of people who cannot read; people with disabilities; women and other disadvantaged groups.

According to Section 49(c) (e) of the Municipal Systems Act 32 of 2000, the council has the duty to encourage the involvement of the local community. The council is also under obligation to consult the community about the level, quality, range and impact of municipal services provided by the municipality, either directly or through other service providers.

2.8.5 Draft National Policy Framework for Community Participation, 2005

The Draft National Policy Framework for Community Participation, (2005:1-2) identifies basic assumptions underlying community participation, including that:

- Community participation is designed to promote the values of good governance and human rights.
- Community participation acknowledges a fundamental right of all people to participate in the governance system.

- Community participation is designed to narrow the social distance between the electorate and elected institutions.
- Community participation requires recognizing the intrinsic value of all the people, investing in each person's ability to contribute to the governance process.
- People can participate as individuals, interest groups or communities more generally.

In order to make community participation a reality, the Draft National Policy Framework on Community Participation, 2005, identifies the following key underlying principles, which should be considered when involving the community in municipal planning and operation of services. These principles are inclusivity, diversity, building community participation, transparency, flexibility, accessibility, accountability, trust, commitment and respect. The draft National Policy Framework for Community Participation is a milestone in the regulation and creation of an enabling participatory environment for planning, specifically within local municipalities.

2.9 Legislative limitations on participation

While participation is legislated for in South Africa, it is not without limitations. Participatory governance should not permit interference with a municipal council's right to govern and to exercise the executive and legislative authority of the municipality. The municipal council, which is the product of representative democracy, has the sole legal mandate to govern. More importantly, it has the political legitimacy to do so (IDASA, 2002:1). Participatory democracy is there to complement the politically legitimate and legally responsible structures. A community participatory structure, such as, a

ward committee, for instance, may add to the formal structures of government, but may not replace or substitute these.

2.10 Ward committees

2.10.1 *Background: Ward committees*

According to the Municipal Structures Act 117 of 1998, ward committees have been established as a tool to encourage community participation for municipalities that have opted to have these. As mentioned above, such committees are a creation of legislation, the Municipal Structures Act, giving effect to the Constitution.

2.10.2 *Structural arrangement of ward committees*

Furthermore, the Municipal Structures Act 117 of 1998 explains that ward committees are committees of not more than 10 members, drawn from within the ward with a ward councillor being its chairperson. The role of the ward committee is to facilitate participatory democracy; disseminate information; help rebuild partnership for better service as well as development delivery; and assist with problems experienced by people at the ward level.

However, it is clear from the Municipal Structures Act 117 of 1998 that establishing ward committees is not mandatory for municipalities and thus not all municipalities have to have such committees. Nevertheless, legislation makes it mandatory for municipalities to develop mechanisms to consult and involve communities in the affairs of the municipality and its processes. It would seem that most municipalities have chosen to establish ward committees to comply with this aspect of legislation on citizen participation.

2.11 Integrated Development Planning Process (IDPP)

While the IDP is a process managed by the relevant local government authority, it is guided by the following key principles. According to Gueli et al (2007:102), core principles that underpin the IDPP include (a) a consultative process; (b) strategic process; and (c) implementation-oriented process. These core principles necessarily reflect a voluminous need for participation of the community within the IDPP and why it is vital that special emphasis needs to be stipulated for community participation in the IDPP, looking at its importance. The above core principles are discussed below:

2.11.1 Consultative process

This core principle in the IDPP accentuates the need for establishment of the appropriate forums, through which local residents, government representatives, NGOs, civil society, and external sector specialists can come together to:

- Analyse problems affecting service delivery;
- Prioritize issues in order of urgency and long-term importance;
- Develop a shared vision or end state and common strategic frameworks;
- Formulate relevant project proposals;
- Compile an inventory of proposals as well as integrate such proposals; and
- Assess, align and approve IDPs.

2.11.2 Strategic process

This core principle in the IDPP stresses the IDP should seek to ensure that:

- Local knowledge is combined with the knowledge of technical experts;

- Service delivery delays are overcome through consensus building within a given time period;
- Both underlying causes and symptoms of service delivery problems are addressed;
- Most effective and efficient use is made of scarce resources; and
- IDPs are not planned and budgeted in isolation, but rather integrated from the start with other complementary sectors.

2.11.3 Implementation – oriented process

The focus of this core principle in the IDPP is its emphasis on ensuring that the IDP becomes a tool for better and faster service delivery, by ensuring that:

- Concrete, technically-sound project proposals are designed;
- Planning-budget links are created with feasibility in mind; and
- Sufficient consensus among key stakeholders, on the planned projects, is reached.

2.12 Other forms of participation

According to IDASA (2002:1), municipalities that have established ward committees need to be careful not to focus only on these committees as the sole vehicle for community participation. International experience, for instance, shows that there are other mechanisms to involve the community in policy and decision-making. Advisory panels, focus groups or citizens' panels have been set up to deal with specific issues, or as part of the strategic planning. Sharma and Maskay (1999:98) explain that participants in various modes of involvement may be experts in a subject, or may be citizens chosen at random from residents in the community. Citizens may also be invited to participate on certain council committees, such as, the citizens' advisory budget committee. Various councils have also created sub-council organizations to facilitate community consultation and involvement in

decision-making at a more local level. In the United Kingdom, a number of councils have created a forum for all partners in the community to come together for planning and co-ordination.

The following are some of the other mechanisms, which municipalities can put in place to enhance community participation in local governance.

2.12.1 Community meetings

As stated by IDASA (2002:4), community meetings are the most common method of community participation. Municipalities invite the community to attend council meetings, where anything from development to reports, to the community on progress of projects taking place in the area, can be discussed. Council meetings are also open to the community. The Municipal Systems Act clearly provides for community notices regarding time, venue and date of a council meeting. The same can be said of other community meetings called by the council.

2.12.2 Public hearings

In line with IDASA (2002:3), public hearings are usually held to give the community a fair and open opportunity to state its case on a matter. These hearings are commonly used by national and provincial legislatures as part of the process of making law. Municipalities also make by-laws and are required by law to publish such laws. Rowe and Frewer (2000:7) mention that these hearings are a form of public meetings limited in size, which tend to involve only interested citizens, who may be experts and interested members of the community. Public hearings can be held to allow the public an opportunity to input on the process of developing certain by-laws, especially if these laws bring changes to the way of executing activities in the municipal area. Inputs

at hearings are normally through direct communication, although written submissions are encouraged.

2.12.3 Consultative sessions

Consistent with IDASA (2002:4), municipalities are tasked with the social and economic development of the respective communities. As this is a new mandate for many municipalities, it is important to consult the community on matters of development generally. It is also important for communities to own the development processes in the relevant areas. Consultative sessions can prove very fruitful to participatory governance. Arnstein (1969:7) maintains that inviting citizens' opinions can be a legitimate step toward full participation, but if consulting residents is not combined with other modes of participation, it can become problematic, because it offers citizens no assurance that individual concerns and ideas will be taken into account. However, in essence, this means that, in consultation, people are primarily perceived as statistical abstractions, and participation is measured by how many people attend the meetings, take brochures home, or answer a questionnaire.

2.12.4 Report back meetings

According to IDASA (2002:4), the community is entitled to be informed of decisions the municipality takes affecting its rights and expectations as well as regular disclosure of the state of affairs and finances of the municipality. Regular report-back meetings can be used for this purpose. Councils report to relevant communities on the activities.

2.12.5 Advisory committees

In keeping with the Municipal Systems Act 32 of 2000, a municipality may establish one or more advisory committees, consisting of persons, who are

not councillors, to advise the council on any matter within the council's competence. These committees can be very useful, because it allows for the inclusion of expertise that might not be resident in the council or that it might enhance council's expertise. Beielre (1998:19) states that citizen advisory committees can be made up of a variety of different organizations, with the intention of representing the broader public. These committees can be of a technical nature or concentrate on matters of governance, in which case the community based organizations and NGOs can play a meaningful role in local governance. It is important that these committees are gender sensitive.

2.12.6 Focus or interest groups

According to IDASA (2002:5), concerned individuals in a community who share the same interest (for example, tourism, crime, or concern for the environment) may form groups to lobby and advise the municipal government on those specialist interests. These groups can also be consulted by municipalities for advice. Communication is a very important tool in facilitating participatory governance. It is therefore crucial for a municipality to have a newsletter, hold annual general meetings, establish information points or help centres and form strategic partnerships with various stakeholders in the community.

2.13 Community participation in Abaqulusi Local Municipality: A case study report

Vuka (2002:4) maintains that Abaqulusi Local Municipality has the model that can be used to direct institutional arrangement and public participatory process. Given the state of settlements, the model was meant to enhance accessibility of the public participatory process and resources available to make community participation a reality. **The model comprises the following key processes:-**

- ***Institutional arrangement: Abaqulusi Local Municipality IDP:*** It entails roles and responsibilities of various parties involved in the IDP of Abaqulusi Local Municipality at the beginning of the process. The main aim is to ensure that the IDP is finalised within the given period and according to the prescribed procedures which involves wide participation of various stakeholders.
- ***Public Participatory Process: Abaqulusi Local Municipality IDP:*** It involves conducting brought public sessions throughout the Abaqulusi Local Municipality. This is meant to accommodate all the citizens within the municipality due to a number of challenges such as lack of access and public transport including remoteness of some of the settlements.
- ***Notification:*** It is about informing the general public of the IDP meetings whereby all citizens are requested to participate and voice out their needs, concerns and aspirations as an organized group or stakeholders. Information is disseminated through public media, flyers and strategic sessions with councillors.
- ***Public Session:*** It involves scheduling of public sessions at main different stations for public participation. The stations are constituted by community members coming from a number of wards falling under the same Traditional Authority or wards from the same area.
- ***Consolidation of Public inputs: Community Participation:*** It includes providing of the background to the IDPP within the context of Local Government Transition to those attending. It also covers an overview of the current situation and discussion of key issues including confirmation of needs in terms of their priority.

2.14 Challenges confronting public participatory processes

There are various challenges that confront community participation within developmental structures and processes. As stated by Miller (1996:260), amongst many challenges confronting community participation in developmental processes are resource constraints; abuse of participatory structures by community elites and opportunists; marginalization of communities from real decision-making; and legitimacy of structures through which the public participate.

Friedman and Reitzes (1996:237) further identify lack of creation of democratic culture of rights; lack of induction of the citizenry into democratic discourse and practice as well as lack of creation of mutual, reciprocal and political tolerance. In addition, the duo elicit a normative consensus as some key issues that will not auger well for a conducive public participatory environment in developmental planning processes.

2.15 Conclusion

From the literature review above, it is clear that community participation within the IDPP in local municipalities in South Africa is a legislative requirement. Community participation in the IDPP, as a phenomenon, entails the involvement of communities in the IDP, such that citizens can act in concert to advice, decide or act on issues, which can best be solved through such joint action, within respective municipal areas.

While local municipalities engage in community participation in the IDPP, this may not come without challenges. These challenges include:

- Resource constraints;
- Abuse of participatory structures by community elites and opportunists; marginalization of communities from real decision-making;
- Legitimacy of structures, through which the public participate,

- Lack of creation of democratic culture of rights;
- Lack of induction of the citizenry into democratic discourse and practice;
- Lack of creation of mutual, reciprocal and political tolerance; and
- A normative consensus as some key issues that will not auger well for a conducive public participatory environment in developmental planning processes.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

Researchers use various techniques and methods, aimed at ensuring that there is a systemic process put together to enable scholars to extract as much useful data as possible, analysis of such data, as well as reporting the results and making recommendations for individual research. Depending on the techniques or methods chosen, research results can be either reliable or unreliable, and valid or invalid.

This chapter provides a report of the research design and methodology used in the study. In executing this, the research design and methodology are discussed below, respectively.

3.2 Research design

Mouton and Marais (1988:32) define a research design as the arrangement of conditions for collecting and analysing data in a manner that aims to combine relevance to the research purpose with economy in procedure. Babbie and Mouton (2001:49) state that a qualitative approach is a method, through which researchers are employed to study human actions from the insiders' perspective, with the goal of developing an understanding rather than an explanation of human behaviour.

A quantitative approach on the other hand, puts more emphasis on the quantification of constructs, by measuring the properties of a phenomenon through assigning numbers to the perceived qualities of things. Cooper and Schindler (2006:198) emphasize that quantitative research attempts precise measurement of something, that means, quantitative research is

accompanied by questions related to how much, how often, how many, when, and who.

As a result, this study made use of a quantitative research design. The design helped the study to draw key data for analysis from various experiences of participants, thus drawing an understanding of community participation within the IDP in the Lepelle-Nkumpi Local Municipality. Thereby, quantifying the constructs, and measuring the various properties of community participation within the IDP in the Lepelle-Nkumpi Local Municipality, through the use frequencies presented in graphs to arrive at conclusions.

3.3 Research methodology

Leedy and Ormrod (1990:121) describe methodology as an operational framework, within which the facts are placed so that their meaning may be seen more clearly. A structured research process can only be done by means of a systematic plan of action, which is outlined below.

3.3.1 Study area

The study area for this study is the Lepelle-Nkumpi Local Municipality, found in the Capricorn District Municipality of Limpopo. Capricorn District Municipality consists of the following municipalities, being; Aganang Local Municipality, Blouberg Local Municipality, Lepelle-Nkumpi Local Municipality, Molemole Local Municipality and Polokwane Local Municipality. Lepelle-Nkumpi Local Municipality was chosen due to availability of respondents consistent within the study population as indicated in 3.3.3 and 4.2.3 below, as well as accessibility of the information required, to complete the study.

3.3.2 Sampling method

This study made use of purposive sampling. According to Babbie (2005:204), Purposive sampling is a type of non-probability sampling, in which the units to

be observed are selected on the basis of the researcher's judgment, about which ones will be the most useful or representative. While being implemented in this study, the identified sampling method enabled the researcher to choose the most suitable research participants, with experience on community participation, within the IDP, in order to increase the probability for quality research output.

3.3.3 Sample

Cooper and Schindler (2006:72) define a sample as a part of the target population, carefully selected to represent that population. On the other hand, Babbie (2005:104) identifies a sample as what or who is being studied. That is, in most instances, the most typical sample; individual people. This may include individuals, who have exposure to the phenomena under study, which is, participating in the IDPP as stakeholders, coordinating the entire participatory process as practitioners, or providing some expertise to the process as consultants.

For the purposes of this study, the sample involved members of the community, councillors, and municipal officials or practitioners. A representative sample of 60 individuals was selected for this study, composed as follows: 41 members of the community, 9 councillors and 10 municipal officials. At least, 41 members of the community were able to return the questionnaire, 14 councillors and municipal officials, totalling 55. Only five questionnaires were not returned.

3.3.4 Data collection techniques

Dempsey and Dempsey (1992:72) explain that data are raw material, from which all research reports are generated. Such data may be collected using quantitative forms or qualitative forms. This study made use of a systematic designed questionnaire to elicit certain responses, which enabled the

researcher to extract the required data for the envisaged study. As stated by Leedy and Ormrod (1990:192) questionnaires can be used in this regard, because such information sheets are able to generate data in a structured manner, data of which is analysed through frequency tables, to allow for data presentation, analysis, and interpretation.

On the one hand, the questionnaire used in this study was designed in a way that, it was short; used simple, clear and unambiguous language; checked for consistency; determined in advance how the responses would be coded; kept the task of respondents simple by providing clear instructions; and made the questionnaire attractive and professional looking. In this way, the questionnaire had been piloted and the researcher scrutinized the almost final product carefully to ensure that it addressed the research needs. In addition, to ensure the rate of return of questionnaires would be high, the researcher considered the timing of the questionnaire, made a good first impression, administered and collected the response tools, and motivated potential participants to respond to the questionnaire on the spot.

On the other hand, more information on the phenomenon was extracted through personal interviews and municipal documentation about community participation in the IDP in the Lepelle-Nkumpi Local Municipality.

3.4 Data analysis and interpretation

According to Babbie (2005:443), data analysis is the representation and manipulation of observations, for the purpose of describing and explaining the phenomenon that those observations reflect. For the purpose of this study, the data were analysed using the Statistical Package of the Social Sciences (SPSS) software, tabulating frequency variations of variables under study, presenting these in graphs, and then analysing the data in such representation, to draw conclusions from such observations.

3.5 Ethical consideration

Leedy and Ormrod (2005:101) mention that within certain disciplines, social sciences, education, criminology, medicine and similar areas of study – the use of human subjects in research is, of course, quite common. That is, whenever human beings are the focus of an investigation, a close look must be taken at ethical implications of what is intended for the study.

This study was designed to ensure that an ethical code, guided by the Nuremburg Code of Ethics was adhered to; the Nuremburg Code of Ethics provides for the following:

- Voluntary consent of the human subject;
- Limit any possible harm that may be inflicted to the participants involved;
- Ensure the highest level of confidentiality;
- Reduce bias in the interpretation of results; and
- Ensure the highest level of honesty with professional colleagues.

3.6 Conclusion

The research design and methodology used in this study, initially, enabled the study to use the relevant sampling method resulting in the choosing of a sample; from, which the data required for the study, was extracted. Secondly, data collection tools, being the questionnaire in this regard, was useful in extracting the required data in a systematic manner. Finally, the data analysis tools utilized in this study were sufficient to allow the researcher to present, analyse and interpret the data as collected, therefore attaching some meaning to it as presented in chapters 4 and 5 below.

CHAPTER FOUR

DATA ANALYSIS

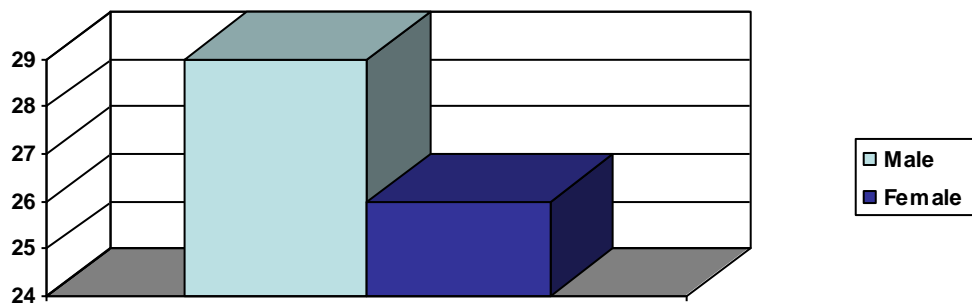
4.1 Introduction

The purpose of this chapter is to present the data collected in the study, starting with the presentation of biographical details of respondents, followed by respondents' experience in participating in the IDP, and individuals' perception of some elements of the integrated participatory process. The data as presented, were interpreted and analysed at the same time, to provide and attach meaning to the collected data, in order to draw the necessary findings, recommendations and conclusions.

4.2 Biographical details of respondents in the study

This section in chapter 4, presents the biographical details of participants in the study. The information required sought to identify the respondent's gender, area of residence and status of participation in the study.

4.2.1 Participants' gender

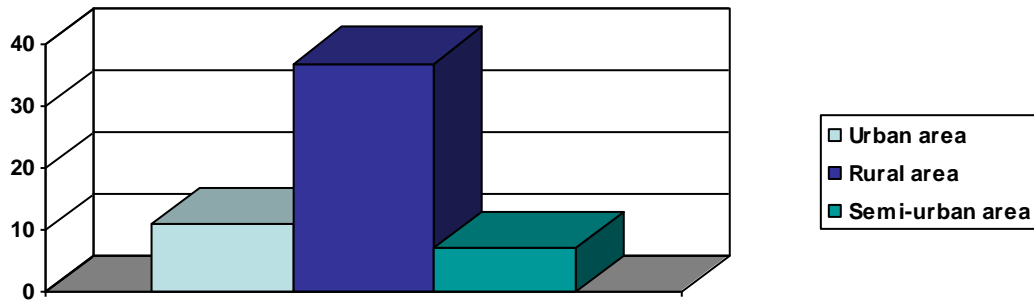


Graph 1: Participants' gender

Respondents in the study were required to furnish gender. The majority of respondents, who took part in the study, were males, constituting 29 of all the

respondents, who took part in the study, with 26 of the respondents being female.

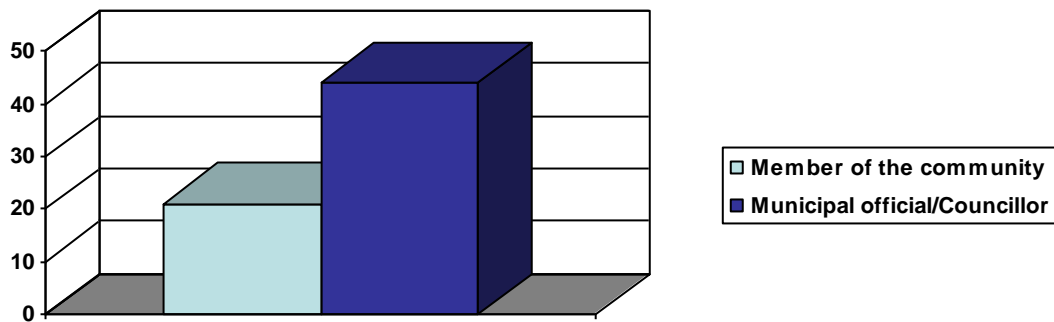
4.2.2 Area of residence



Graph 2: Area of residence

Respondents in the study were required to classify areas of abode, between urban area, rural area and semi-urban area. From the data collected, the majority of respondents, 37 of those who participated as respondents in the study, reside in rural areas, with 11 respondents, of those who took part in the study, residing in the urban areas. Only seven of the respondents reside in semi-urban areas. This study has been able to draw a representative sample covering all types of residential areas found in the municipality.

4.2.3 Status of participation in the study



Graph 3: Status of participation in the study

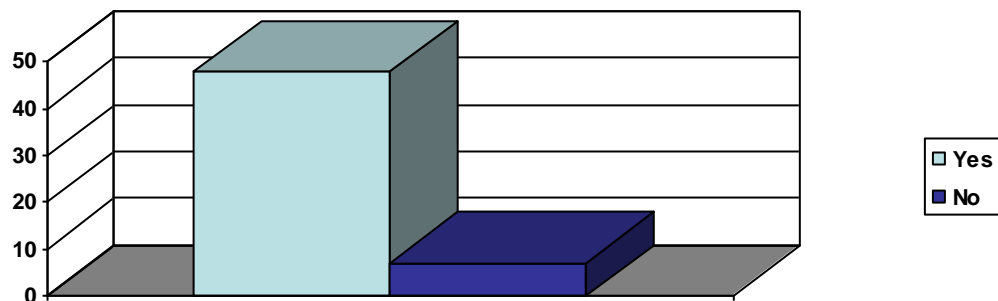
In totality, 55 respondents (of the required sample of 65 participants) were able to take part in the study. The respondents were composed of 41 participants drawn from the public; the rest of the sample comprised community members and traditional leaders, 14 of the respondents were officials, including councillors, municipal officials as well as community development workers.

The above, provided the study with a sample drawn from various backgrounds, with varying experience on the IDPP in the municipality. In this way, the study's collected information was enriched with broader views and inputs into how communities would like the IDPP conducted for inclusivity and maximal attendance by the community.

4.3 Respondents' profile with regard to community participation in the IDP

The following section endeavours to present the respondents' profile with regard to community participation in the IDPP. That is, this section seeks to probe respondents about personal knowledge of the IDPP as well as individuals' levels of involvement in the IDPP. This section is meant to highlight respondents' knowledge about and familiarity, specifically, with regard to ward IDP profile, participatory structures, and the status of participation thereof (whether individuals participated or not).

4.3.1 Knowledge of IDP in the municipal area

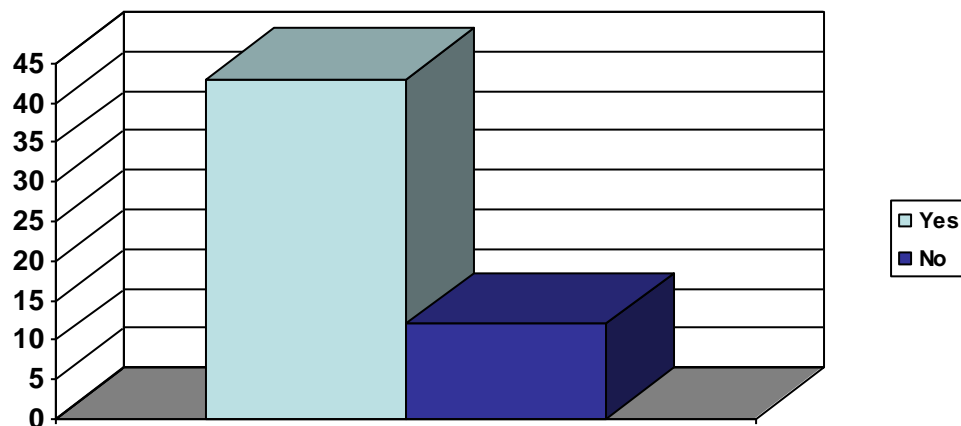


Graph 4: Knowledge of IDP in the municipal area

Graph 4 presents the views of respondents with regard to personal knowledge of the IDP within the respective municipal area. Of the respondents, who took part in the study, 48 had knowledge of the IDPP in the relevant municipal area, and 7 of the respondents, who took part in the study, did not have any knowledge of the IDP at all.

The margin, existing between respondents, who confirmed having knowledge of IDP in the municipal area and those, who did not have any knowledge of the IDP in the municipal area, reflects the level of awareness residents in the Lepelle-Nkumpi Local Municipality have about the IDP. This might be because of extensive literate levels of the respondents and the fact that the municipality might have reached a vast portion of residents, in creating awareness of the IDPP in the municipal area.

4.3.2 Reflection of needs in the municipal IDP

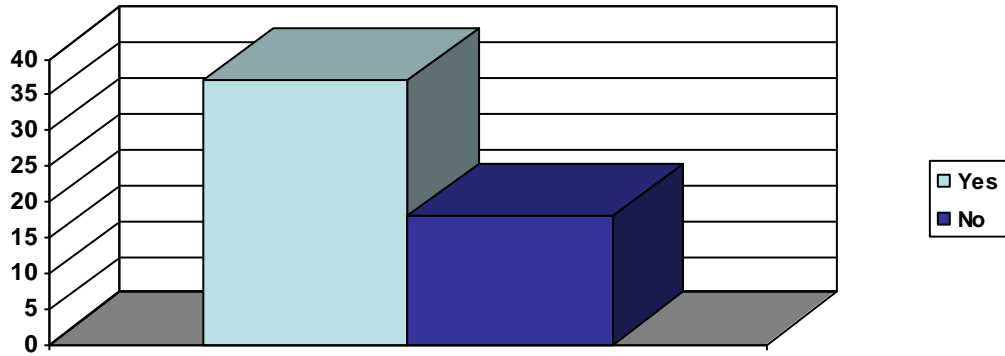


Graph 5: Reflection of needs in the municipal IDP

Respondents were required to furnish the study with information, if personal needs were reflected in the municipal IDP. Of the respondents, 43 agreed that the Lepelle-Nkumpi Local Municipality IDP reflected respective needs. Conversely, just 12 respondents were in disagreement, with a sentiment that the Lepelle-Nkumpi Local Municipality IDP did not reflect personal needs.

The above, may be as a result of the inclusiveness of residents of the Lepelle-Nkumpi Local Municipality during the IDPP. As stated, the majority of respondents, in this study, were satisfied with the reflection of individual needs in the IDP, compared to those whose needs were not reflected.

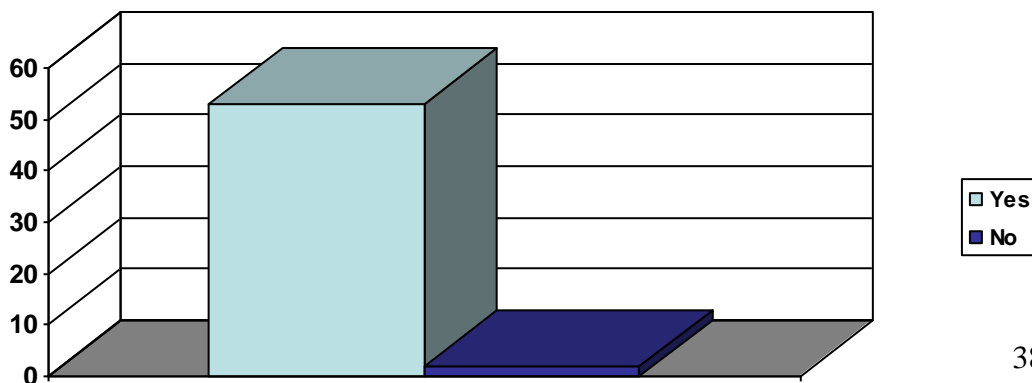
4.3.3 Participation in municipal IDP through ward committee



Graph 6: Participation in municipal IDP through ward committee

Respondents in the study were questioned, as to whether they have ever participated in the Lepelle-Nkumpi Local Municipality IDPP. Out of all the respondents, who took part in the study, 37 affirmed having participated in the IDP through the ward committee, while 18 respondents, who took part in the study, have participated in the IDP, but not through ward committees. Ward committees in Lepelle-Nkumpi Local Municipality, according to the data, seem accessible, underwritten by the greater number of respondents, who confirmed having taken part in the IDP through ward committees, compared to the number of those who have participated in the IDP, not through ward committees.

4.4.4 Familiarity with ward councillor for respondents' ward

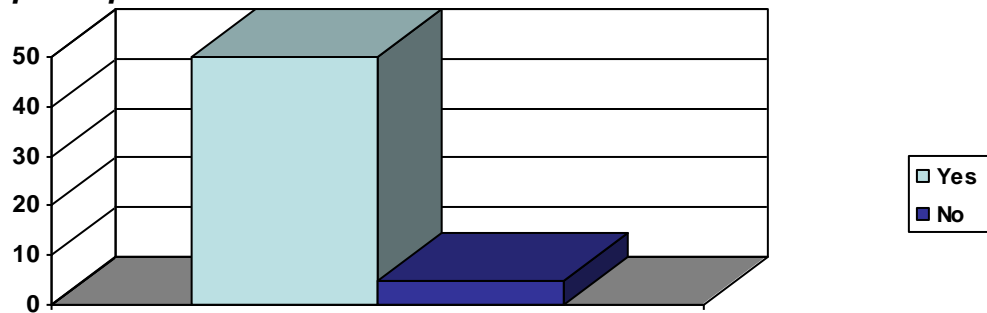


Graph 7: Familiarity with ward councillor for respondents' ward

Respondents participating in the study were required to specify if anyone was familiar with a ward councillor responsible for the relevant area of residence. Graph 7, represents respondents' views regarding familiarity with ward councillors in the relevant area of residence. Of the respondents taking part, in the study, 53 were familiar with a ward councillor responsible for the area of residence (ward), with only two respondents not being familiar with ward councillors responsible for the area of residence (ward).

The extent of familiarity reflected by the data, presented in graph 7, may indicate the level of public engagement or interaction by ward councillors with respective constituencies. This is demonstrated by maximal familiarity by the majority of respondents, who took part in the study, compared to those, who were not familiar with ward councillors responsible for the area of residence (ward).

4.4.5 Familiarity with forums, structures and mechanisms available to participate in the IDP Process

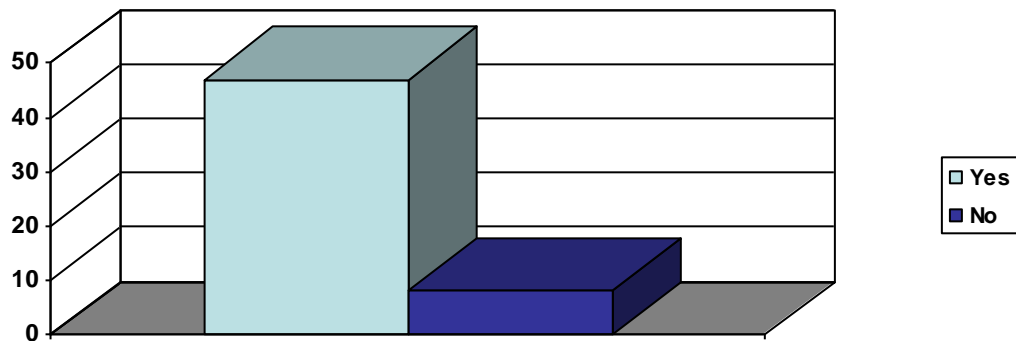


Graph 8: Familiarity with forums, structures and mechanisms available to participate in the IDP Process

Respondents who took part in the study were required to furnish the study with the level of familiarity with forums, structures and mechanisms available to participate in the IDPPs. Of all the respondents, 50 were familiar with forums, structures and mechanisms available to participate in the IDP, while just five respondents were not familiar with forums, structures, and mechanisms available to participate in the IDP. The data presented in graph

8, suggests that the Lepelle-Nkumpi Local Municipality has conducted awareness campaigns on forums, structures and mechanisms available for partaking in the IDPP, given that the majority of respondents seemed to be aware or familiar with the forums, structures, or mechanisms available to partake in the IDP of the Lepelle-Nkumpi Local Municipality.

4.4.6 History of participation in the IDPP



Graph 9: History of participation in the IDPP

Graph 9, presents respondents' history of participating in the IDPP. From the data presented, 47 respondents had participated in the IDPPs before, while eight respondents had not participated in the IDPP before.

This implies that the IDPP in the Lepelle-Nkumpi Local Municipality has been inclusive, given the attendance by the majority of respondents in the study. This assists the study to draw from these experiences in the IDP to formulate sound recommendations for improving participation in the Lepelle-Nkumpi Local Municipality IDPP.

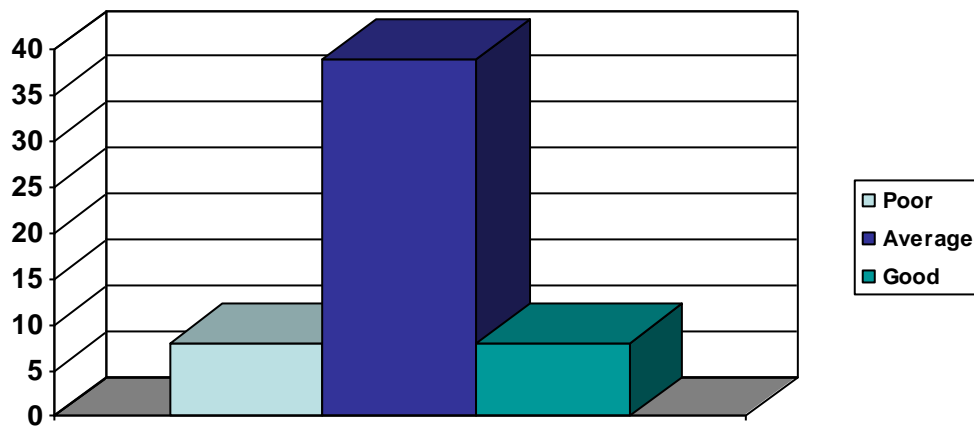
4.5 Community participation indicators within the IDP in the Lepelle-Nkumpi Local Municipality

This section of the study presents respondents' views about elements of community participation in the Lepelle-Nkumpi Local Municipality IDPP. It

ranges from public awareness, to building capacity members of the public, to partake in the IDP. Included in the elements of community participation are also the invitation of stakeholders, increased access to and usage of participatory structures, and representatively in the IDP participatory structures.

Respondents were required to specify individual responses, using the following measurements as estimates poor, average or good.

4.5.1 Public awareness in the IDP



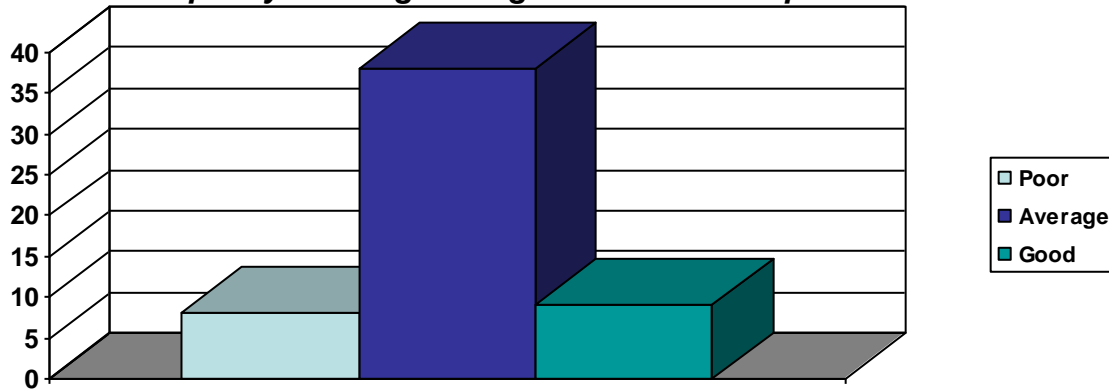
Graph 10: Public awareness in the IDP

From the data represented in graph 10, the majority of respondents, 39, were of the opinion that the extent of public awareness on the IDPP in the Lepelle-Nkumpi Local Municipality was average, compared to 8 respondents, who held that it was either poor or good respectively.

According to the data in graph 10, the extent of public awareness on the IDPP in the Lepelle-Nkumpi Local Municipality seemed to be normal and reached the levels expected. This may also be attributed to the majority of respondents, who indicated possessing a vast knowledge of the IDP within

the respective municipal area, as well as being familiar with different forums, structures and mechanisms available for participating in the IDPP.

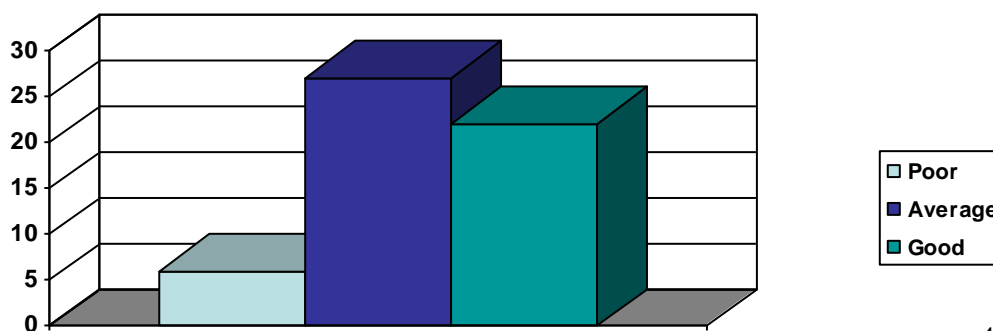
4.5.2 Capacity building among members of the public



Graph 11: Capacity building among members of the public

The majority of respondents (38) were of the opinion that the municipality's capability to build capacity among members of the public in order to participate in the IDPP was average and this statistic, reached expected levels. Nine respondents, who took part in the study, believed that the municipality's capability to build capacity among members of the public, in order to participate in the IDPP is good. Only nine respondents were convinced that the municipality's capability to build capacity among members of the public, in order to increase individuals' level of participation in the IDP was poor. There is thus a consensus that the municipality has reached acceptable levels of building the capacity of members of the public towards participation in the integrated development plan, with the majority of the respondents rating such levels as either average or good.

4.5.3 Municipality's capability to invite members of the public to participate in the IDP

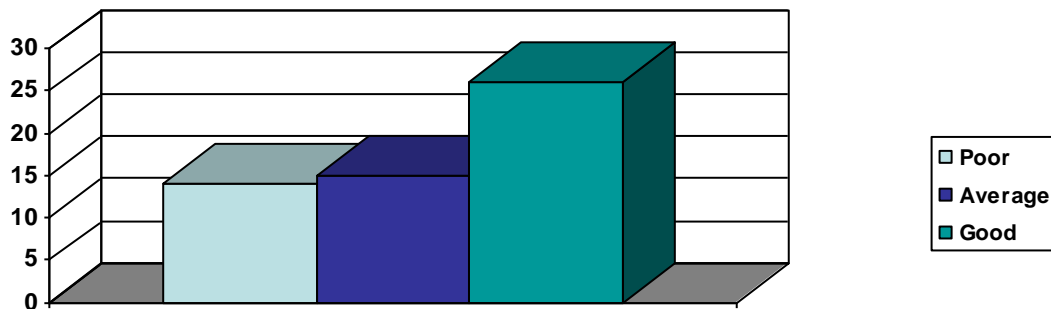


Graph 12: Municipality's capability to invite members of the public to participate in the IDP

Respondents were required to provide individual opinions about the Lepelle-Nkumpi Local Municipality's commitment to invite members of the public to IDP participatory forums. Respectively 27 and 22 respondents, who took part in the study believed that the municipality's commitment to invite members of the public to IDP participatory structures were either average or good respectively. This was off-set by six respondents, rating the municipality's commitment to inviting members of the public to IDP participatory structures, as poor.

The respondents' rating presented in graph 12, suggests that the Lepelle-Nkumpi Local Municipality's commitment to invite members of the public to IDP participatory structures, have reached acceptable levels. This view was supported by the majority of respondents, who took part in the study.

4.5.4 Municipality's commitment to transport members of the public to IDP forums

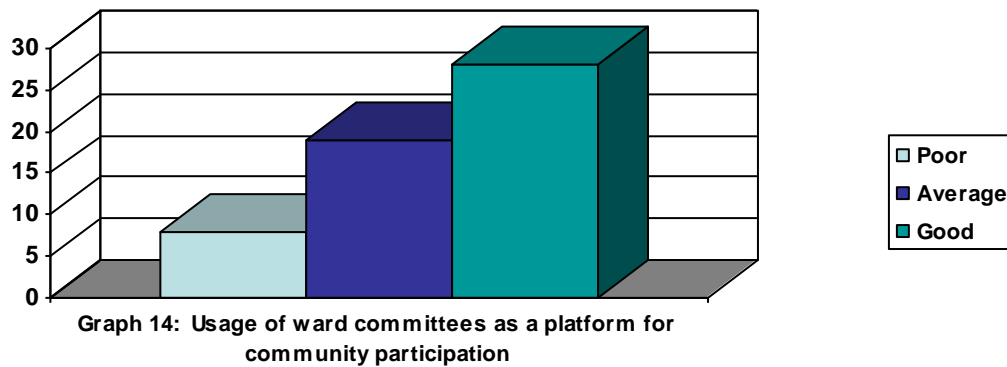


Graph 13: Municipality's commitment to transport members of the public to IDP forums

Respondents in the study were required to provide personal opinions about the Lepelle-Nkumpi Municipality's commitment to provide transport to members of the public to IDP forums. From the data presented in graph 13, the majority of respondents (26), rated the municipality's commitment to provide transport to IDP forums, for members of the public, as good, with 15

of the respondents rating the municipality’s commitment to provide transport to IDP forums, for members of the public, as average. Only 14 respondents did not agree that the municipality’s commitment to provide transport to IDP forums, for members of the public, was either average or good, and rated the Lepelle-Nkumpi Local Municipality’s commitment to provide transport to IDP forums, for members of the public, as poor. However, the Lepelle-Nkumpi Local Municipality seems to be doing very well in providing transport to members of the public, to attend IDP forums throughout the municipality.

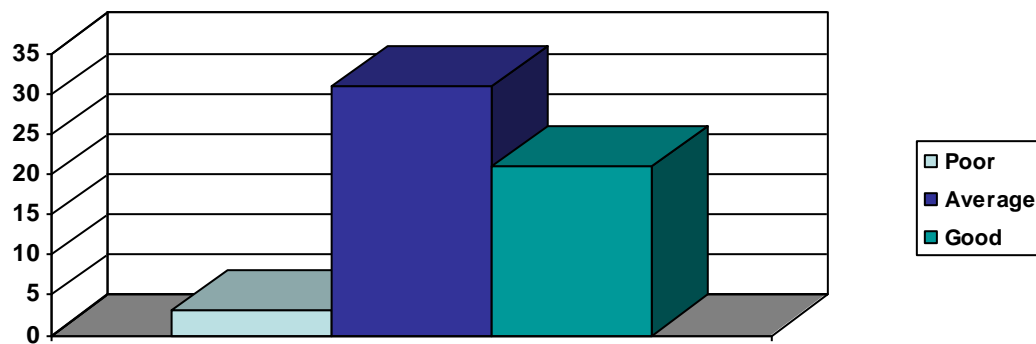
4.5.5 Usage of ward committees as a platform for community participation



The majority of respondents (28) rated the Lepelle-Nkumpi Local Municipality’s usage of ward committees as a platform for community participation in the IDPP good, while 19 respondents regarded Lepelle-Nkumpi Local Municipality’s usage of ward committees as a platform for community participation in the IDPP as average. Eight respondents, who took part in the study, did not agree that Lepelle-Nkumpi Local Municipality’s usage of ward committees, as a platform for community participation in the IDPP, could be rated either good or average.

From the data provided in graph 14, there is a clear indication that ward committees are maximally used in creating a public participatory platform in the Lepelle-Nkumpi Local Municipality. The majority of the respondents in the study indicated participation in the IDP through ward committees. This view was further supported by a maximal positive rating of the usage of ward committees in the Lepelle-Nkumpi Local Municipality, as either good or average, signalling how these structures were used.

4.5.6 *Municipality's ability to use other participatory forums*

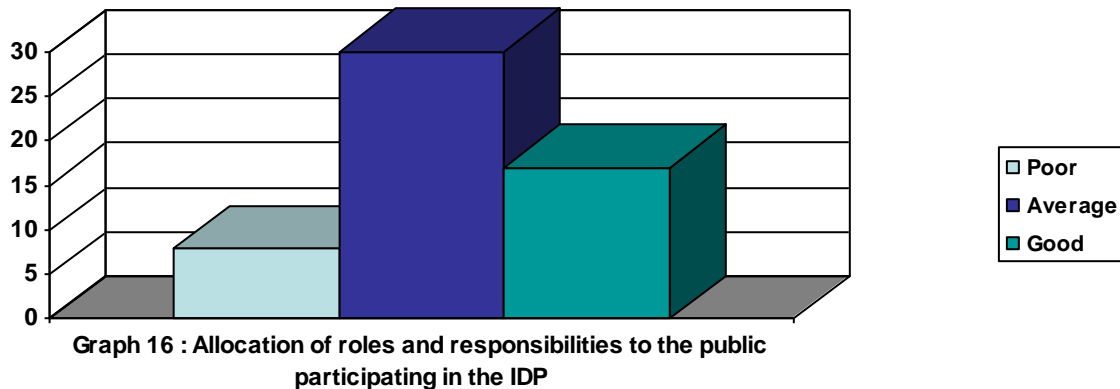


Graph 15: Municipality's ability to use other participatory forums

Respondents who took part in the study were required to provide individual opinions about the Lepelle-Nkumpi Local Municipality's ability to use other participatory forums such as IDP forums, Imbizos and community meetings. Among the respondents, who took part in the study, 31 respondents, being the majority, rated the municipality's ability to use other participatory forums such as IDP forums, Imbizos and community meetings as being average, followed by 21 respondents, who rated the use of other participatory forums, such as, IDP forums, Imbizos and community meetings in the Lepelle-Nkumpi Local Municipality as good. Only three respondents rated the use of other participatory forums, such as, IDP forums, Imbizos and community meetings as poor.

This implies that the use of other participatory forums such as IDP forums, Imbizos and community meetings in the Lepelle-Nkumpi Local Municipality is at acceptable levels. This was generally accounted for by the majority of the respondents, who rated the use of other participatory forums, such as, IDP forums, Imbizos and community meetings, as being either average or good respectively.

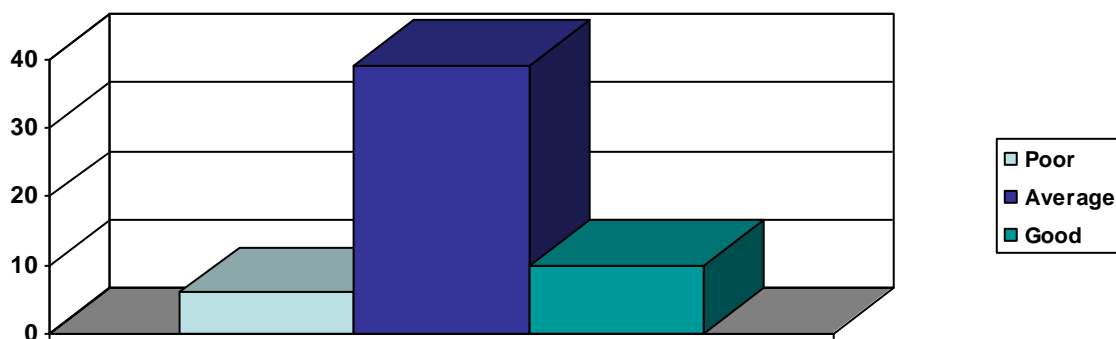
4.5.7 Allocation of roles and responsibilities to the public participating in the IDP



Thirty respondents, who took part in the study, rated the Lepelle-Nkumpi Local Municipality’s ability, to allocate roles and responsibilities to members of the public, partaking in the IDP forum, as average; followed by 17, who regarded the municipality’s ability, to allocate roles and responsibilities to members of the public, partaking in the IDP forum, as good. Only eight respondents believed that the municipality’s ability, to allocate roles and responsibilities to members of the public, partaking in the IDP forum, was poor.

While the allocation of roles and responsibilities by the municipality, to members of the public, is not entirely good, there was an agreement that the allocation of roles and responsibilities by the municipality, to members of the public, has reached acceptable levels. This was accounted for by the view held by the majority of respondents, who took part in the study, 30 who rated the municipality as average and 17 who rated the municipality as good.

4.5.8 Municipal community participation strategy

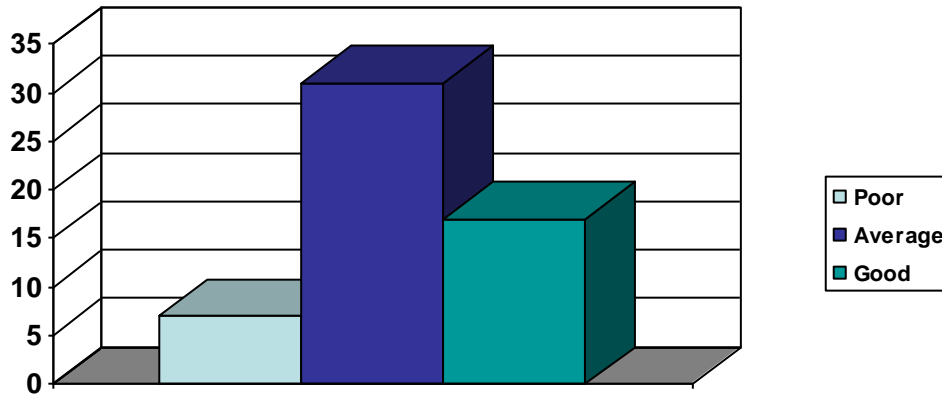


Graph 17: Municipal community participation strategy

As required, respondents in this study were expected to provide personal views about the way, in which the community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP. Thirty-nine respondents, constituting the majority of the respondents, who took part in the study, rated the way in which the community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP as average, with 10 respondents, who believed the way in which the community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP, was good. At least six respondents, who took part in the study, regarded the way in which the community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP, as poor.

From the data provided in graph 17, it became clear that the way in which the community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP, was not entirely good. However, the overwhelming view was that the way in which community participation strategy of the Lepelle-Nkumpi Local Municipality was able to coordinate community participation in the IDPP, was at acceptable levels.

4.5.9 Level of accessibility of participatory structures by the public

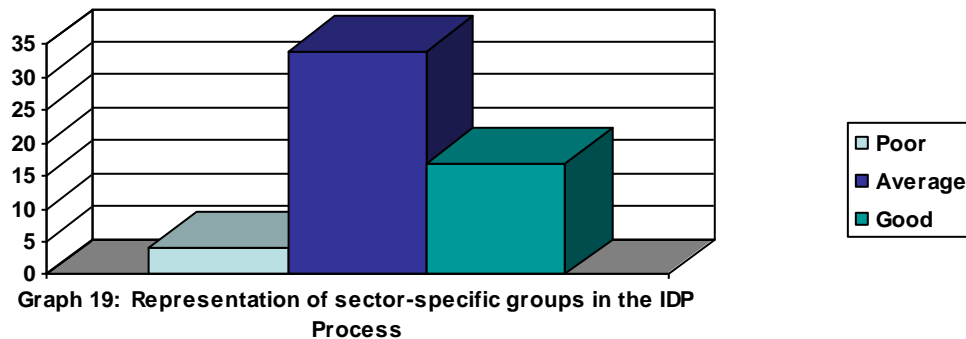


Graph 18: Level of accessibility of participatory structures by the public

Respondents in this study, were required to rate the level of accessibility of public participatory structures by members of the public, in the Lepelle-Nkumpi Local Municipality. Accordingly, 31 respondents, constituting the majority of respondents, who took part in the study, rated the level of accessibility of public participatory structures by members of the public, in the Lepelle-Nkumpi Local Municipality as average. Seventeen respondents regarded the level of accessibility of public participatory structures by members of the public, in the Lepelle-Nkumpi Local Municipality as good. At least seven respondents, who took part in the study, were of the opinion that the level of accessibility of public participatory structures by members of the public, in the Lepelle-Nkumpi Local Municipality was poor.

From the data provided in graph 18, it can be observed that the level of accessibility of public participatory structures by members of the public, in the Lepelle-Nkumpi Local Municipality was at acceptable levels. This view is supported by the majority of the respondents, who rated the level of accessibility of public participatory structures by the members of the public, in the Lepelle-Nkumpi Local Municipality as either average or good respectively.

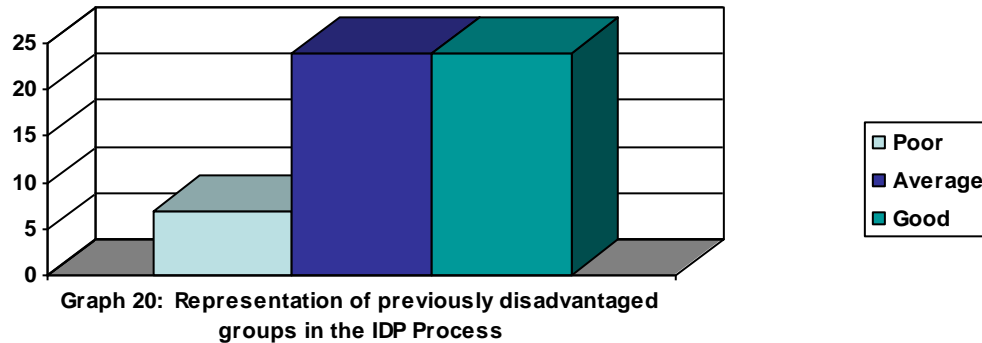
4.5.10 Representation of sector-specific groups in the IDP Process



The Majority of respondents (34), in rating the Lepelle-Nkumpi Local Municipality's capability to ensure representation of sector-specific groups in the IDPP, cited that the aforementioned municipality's capability to ensure representation of sector-specific groups in the IDPP is average. This was followed by 17 respondents, whose rating of the municipality's capability to ensure representation of sector-specific groups was good. Only four respondents rated the municipality's capability to ensure representation of sector-specific groups in the IDPP as poor.

Very few respondents in the study rated the municipality's capability to ensure representation of sector-specific groups in the IDPP as poor. Conversely, it is clear from the representation of the data in graph 19 that the capability of the Lepelle-Nkumpi Local Municipality to ensure representation of sector-specific groups in the IDPP has reached acceptable levels.

4.5.11 Representation of previously disadvantaged groups in the IDP Process



Respondents in the study were required to rate the Lepelle-Nkumpi Local Municipality's capability to ensure representation of previously disadvantaged groups in the IDPP. Among all the respondents, who took part in the study, the majority of respondents (24) rated the municipality's capability to ensure representation of previously disadvantaged groups in the IDPP as either good or average respectively. Only seven respondents, who took part in the study, regarded the municipality's capability to ensure representation of previously disadvantaged groups in the IDPP, as poor.

The Lepelle-Nkumpi Local Municipality has been able to ensure representation of previously disadvantaged groups in the IDPP. This is accounted for by respondents' dominant view that the municipality's capability to ensure representation of previously disadvantaged groups in the IDPP was either good or average respectively.

4.6 Data emerging from observations, documentation and other sources

In the interviews held with the IDP unit in Capricorn District Municipality and the Lepelle-Nkumpi Local Municipality respectively, it became very clear that public participation is done to achieve the following:

- needs identification;
- identification of appropriateness of proposed solutions;
- community ownership and buy in; and
- community empowerment.

A review of the IDPP 2009/2010 of Capricorn District Municipality and the IDP 2009/2010 of the Lepelle-Nkumpi Local Municipality evidenced various structures aimed at ensuring participation in the IDP by various stakeholders, including government and non-governmental stakeholders. The three key external role players identified are; sector department officials, planning professionals or service providers and members of the public. Firstly, sector department officials play a critical role in providing sector information, aligning budgets with the IDP; provide a sector budget as well as professional and technical support during the IDPP. Secondly, planning professionals or service providers provide methodological guidance and training to participants, facilitate planning workshops, draft sector plans for various units in the municipality, assist with performance management systems and documentation of the IDP. Lastly, members of the public represent specific interest of various community sections, and contribute knowledge and ideas required to guide the planning process.

The IDPP plan of the Lepelle-Nkumpi Local Municipality includes the following:

- A programme specifying the time frames for the different planning steps;

- Appropriate mechanisms, processes and procedures for consultation and participation in local communities, organs of state, traditional authorities, and other role players in the IDP drafting process;
- An indication of the organizational arrangements for the IDPP;
- Binding plans and planning requirements, that is, policy and legislation; and
- Mechanisms for vertical and horizontal alignment.

While members of the public are awarded the opportunity to participate in the IDP of the Lepelle-Nkumpi Local Municipality, participation is restricted to the IDP Representative Forum; ward committees, and public consultation meetings. Some efforts are also put to use; print media, radio slots, and the municipality's website, to encourage participation by members of the public.

4.7 Conclusion

The data presented in graphs 1-9, reflect that the majority of the variables of the study; ranging from the respondents' knowledge about and familiarity, specifically, regarding ward IDP profile to participatory structures and personal status of participation thereof (whether participating or not); have not been negatively responded to, nor is it supportive of a view that the Lepelle-Nkumpi Local Municipality residents seem to be unaware of the IDP and its accompanying processes. In graphs 10-20, the respondents' rating of the levels of public awareness indicates that all angles researched have reached acceptable levels in the Lepelle-Nkumpi Local Municipality. These included the building capacities of members of the public to partake in the IDP, invitation of stakeholders, increased access to and usage of participatory structures, and representatively in IDP participatory structures; were not poor, an indication that community participation and all its accompanying processes.

In addition, information from various documents of the municipality and interviews with IDP officials in Capricorn District Municipality and the Lepelle-Nkumpi Local Municipality were encouraging. The aforementioned, reflected the availability of mechanisms and procedures for public participation in the Lepelle-Nkumpi Local Municipality.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

This study dealt with the challenges of community participation in the IDPP within the Lepelle-Nkumpi Local Municipality of the Capricorn District in Limpopo Province. The advent of community participation in Local Municipalities in South Africa, advocated through various legislative prescripts, made it inevitable for Local Municipalities to involve members of the public in all affairs of the municipality, including planning. As a result, protagonists of planning in Local Municipalities are required and expected to involve the public during the IDPP.

It is a generally accepted principle by authorities in South Africa that, community participation is a tool which:

- increases the levels of ownership, by community members, of programmes of the government;
- help municipalities consolidate and prioritize issues raised by community members for implementation; and
- if not carried out during IDPP in Local Municipalities, has potential to detriment community interests.

In probing the status quo on community participation in the IDPP, the following objectives were pursued. The first objective of this study focused on exploring the nature and extent of community participation in the IDPP within the Lepelle-Nkumpi Local Municipality, in order to identify processes, techniques of community participation, and support provided for the members of the public, to effectively participate in the integrated development.

The Lepelle-Nkumpi Local Municipality IDPP plan only provides for community participation structures to be ward committees and IDP representative forums. There has not been any indication of how other community structures (such as, community imbizos) feed into the IDPP, suggesting that, participation by community members is limited to ward committees and the IDP representative forum. It is however, satisfying that community members indicated, as reflected by the data collected from the study, that in rating personal knowledge about or familiarity, specifically, with regard to ward IDP profile, participatory structures, and individual status of participation thereof (whether participating or not) have not been so negative. This may indicate the extent to which community members are aware of ward IDP profiles, participatory structures, and individual status of participation. While this may be the case, a considerable number of community members still do not have knowledge or familiarity of the ward profile, participatory structures in the IDP, and individual status of participation. For broader input by members of the public, it is necessary that all community members are involved in all stages of the participatory process.

The second objective of the study was concerned with the assessment of the challenges facing community participation in the IDP in the Lepelle-Nkumpi Local Municipality and its ramification. While the levels of public awareness, building capacities of members of the public to partake in the IDP, invitation of stakeholders, increased access to and usage of participatory structures, and representativity in IDP participatory structures, seem to have reached acceptable levels, it is important that other communities residing in the Lepelle-Nkumpi Local Municipality are reached in order to cover a wider audience within various communities, who are ultimately recipients of municipal services.

The first chapter in this study discussed the purpose of the study and introduced the entire study to the reader. In this chapter, statement of the

problem, aims and objectives of the study, as well as research ethics were discussed.

The second chapter examined the selected empirical research, reported practice and identified innovations relevant to community participation in the IDPP. It provided better insight into the dimensions and complexity of the problem.

The third chapter discussed the research design and methodology, that is, the necessary research tools employed in the study to elicit the necessary research outcomes. The issues deliberated ranged from research design, data collection method, data analysis to interpretation.

The fourth chapter contained the data analysis. It presented the data collected, through empirical surveys and provided an analysis of the data using scientific methods.

This fifth chapter contains the conclusions based on the previous chapters, as just expounded and will now continue in the next section with recommendations compiled after consideration of the previous information.

5.2 Recommendations

Based on issues raised on community participation in the IDPP, the following recommendations have been drawn:-

- a) Firstly, while there are efforts already made to use various media channels and public awareness campaigns to create IDP public awareness platforms in the Lepelle-Nkumpi Local Municipality, these efforts seem not to have elicited the necessary awareness desired. This is represented by a portion of participants interviewed during the study, citing lack of public awareness or familiarity of the ward profile,

participatory structures in the IDP, and individual status of participation. To ensure maximal use of media (for example, local radio and newspapers) localized media houses can be used, in conjunction with direct engagement of stakeholders, through leaflets delivered in schools, community centres and churches. Furthermore, door to door campaigns to arouse interest can be conducted to increase awareness in communities about participatory processes and structures available to residents in the IDPP in the municipality. All of the above may prove helpful to achieve municipalities' endeavours to adhere to stipulated legislation.

- b)** Secondly, communities may have problems attending participatory structures as a result of not being able to afford reaching meeting spots and due to lack of motivating factors compelling individuals to attend integrated development participatory structures and processes. The provision of transport, be it through payment of participants using personal transport for kilometres travelled to and from meetings or organized transport, can be rewarding for the IDP participatory process. The municipality may consider using these options to encourage community members to participate.

- c)** Thirdly, the manner in which invitations to community participatory structures in the IDPPs are issued may more often than not inhibit some sections of the community to attend. This may be as a result of such invitations not reaching certain sectors, or that these sectors do not access the type of communication tools used. The municipality may consider issuing invitations directly to varying organized and underrepresented constituencies, other than using public invitation to IDP participatory structures, which are issued through newspapers and other types of mass communication media. This will assist in

improving community participation in the IDPPs by all sectors and designated groups in the society.

- d)** Fourthly, the provision of other supplementary and enabling activities for participation in the IDPP, such as provision of catering, workshops on the IDPP, as well as changing the timeslot of conducting participatory meetings during hours and days when communities are not available, to more suitable hours and days, will significantly improve the state of community participation in the IDPPs in the Lepelle-Nkumpi Local Municipality.

- e)** Lastly, community structures and meetings are hands-on in discussing service delivery issues and may be more accessible compared to ward committees and IDP representative forums. The municipality stands to benefit a lot if such structures and meetings are linked to the main municipal planning participatory processes as a broader view and priorities may be derived from these structures and meetings.

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APPENDIX 1

Questionnaire

A study on community participation in the Integrated Development Planning
Process in Lepelle-Nkumpi Local Municipality

Part 1

Biographical details of the respondent

1.1 Gender

Male	1
Female	2

1.2 Area of residence

Urban Area	1
Rural Area	2
Semi – Urban Area	3

1.3 Status of participation in the study

Member of the community	1
Municipal Official/Councillor	2

Part 2

Respondent's profile with regard to Public Participation in the Integrated Development Plan

2.1 I have knowledge of IDP within my municipal area

Yes	No
1	2

2.2 My needs are reflected in the Polokwane Municipality's IDP

Yes	No
1	2

2.3 I participated in the IDP of my municipality through a ward committee

Yes	No
1	2

2.4 I'm familiar with a ward councillor responsible for my area

Yes	No
1	2

2.5 I'm familiar with different forums, structures and mechanisms available for participating in the IDP Process

Yes	No
1	2

2.6

I have participated in the Integrated Development Planning Process before

Yes	No
1	2

Part 3

Public Participation Indicators within the Integrated Development Plan in Lepelle-Nkumpi Local Municipality

3.1 What is your view of the extent of public awareness on the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.2 What is your view on the municipality's capability to build capacity among members of the public in order to participate in the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.3 What is your view on the municipality's capability to invite members of the public to the Integrated Development Planning participatory Process?

Poor	Average	Good
1	2	3

3.4 What is the municipality's commitment to transporting members of the public to IDP participatory forums?

Poor	Average	Good
1	2	3

3.5 What is your view on the municipality's usage of ward committees as platforms for public participation?

Poor	Average	Good
1	2	3

3.6 What is your view on the municipality's ability to use other participatory forums (e.g. IDP Forums, Imbizos, Mass Meetings etc.) in the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.7 In your view, at what level do you think the municipality is able to allocate roles and responsibilities to members of the public taking part in the Integrated Development Planning forum?

Poor	Average	Good
1	2	3

3.8 What is your view regarding the municipality's public participation strategy in coordinating public participation in the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.9 In your view, what is the level of accessibility of public participatory forums by members of the public in Lepelle-Nkumpi Local Municipality?

Poor	Average	Good
1	2	3

3.10 In your view, what is the municipality's capability to ensure representation of sector specific groups in the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.11 What is your view with regard to the municipality's capability to ensure representation of previously disadvantaged groups (e.g. women, youth, and people living with disability) in the Integrated Development Planning Process?

Poor	Average	Good
1	2	3

3.12 Accordingly what do you think the municipality must do in order to improve the levels of public participation by members of the public in the Integrated Development Planning Process?

APPENDIX 2

Letters of consent and approval

S.L Mphahlele
House No 3, Pits Villa
Akademia Street, Bendor
Polokwane
0699

The Municipal Manager
Lepelle-Nkumpi Local Municipality

Dear sir or Madam

I, Stella Letsoalelo Mphahlele, Student No. 9552336, at the University of Limpopo (a registered Masters in Public Administration student), am hereby conducting a study to assess the challenges of public participation in the Integrated Development Planning process in Capricorn District Municipality, with a specific focus on Lepelle Nkumpi Local Municipality. Please note that, this study is being conducted in partial fulfilment of the degree of Masters in Public Administration at the University of Limpopo.

I therefore request you, to grant me access to respondents in your municipality in order to gather information required to complete this study. The information gathered during this research will be handled in a responsible manner within the confines of the research ethics. The outcomes of this study shall be published and be accessible through various media of communication, including library and academic journals, at which the researcher may be granted permission to publish such outcomes accordingly. Your granting of access will be highly appreciated.

S.L Mphahlele
(Researcher: 072 449 1032)

S.L Mphahlele
House No 3, Pits Villa
Akademia Street, Bendor
Polokwane
0699

Dear respondents

I, Stella Letsoalelo Mphahlele, student no 9552336, at the University of Limpopo, a registered Masters in Public Administration student, am hereby conducting a study to assess in particular the challenges of public participation in the Integrated Development Planning process in Capricorn District Municipality, with a specific focus on Lepelle Nkumpi Local Municipality. Please note that, this study is being conducted in partial fulfilment of the degree of Masters in Public Administration at the University of Limpopo.

I therefore request you, as a respondent to provide information required by the questions annexed to this letter. The information gathered during this research will be handled in a responsible manner within the confines of the research ethics.

The outcomes of this study shall be published and be accessible through various media of communication, including library and academic journals, at which the researcher may be granted permission to publish such outcomes accordingly.

Your participation will be highly appreciated.

S.L Mphahlele
Researcher (072 449 1032)

APPENDIX 3
EDITOR CONFIRMATION LETTER

SOLI DEO GLORIA

TO WHOM IT MAY CONCERN

I hereby state that I have edited the document:

**ASSESSING THE CHALLENGES OF PUBLIC PARTICIPATION IN
CAPRICORN DISTRICT MUNICIPALITY: THE CASE OF INTEGRATED
DEVELOPMENT PLANNING PROCESS IN LEPELLE-NKUMPI LOCAL
MUNICIPALITY**

BY

**STELLA LETSOALELO MPHAHLELE
MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTERS IN PUBLIC
ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND
COMMERCE, TURFLOOP GRADUATE SCHOOL OF LEADERSHIP,
DEPARTMENT OF PUBLIC ADMINISTRATION**

UNIVERSITY OF LIMPOPO

SUPERVISOR: PROF MH KANYANE

COMPLETED

15 SEPTEMBER 2010

Disclaimer

At time of submission to student, language editing and technical care was attended to as requested by student and supervisor. Any corrections and technical care required after submission to student, is the sole responsibility of the student.

Kind Regards

Hani Sammons
D.Litt.et Phil (University of Johannesburg)

SOLI DEO GLORIA
Language Editing

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01 October 2010