

**THE EFFECTIVENESS OF INTEGRATED DEVELOPMENT PLANNING AS A TOOL TO PROMOTE
COMMUNITY PARTICIPATION: CASE STUDY OF FETAKGOMO TUBATSE LOCAL MUNICIPALITY,
LIMPOPO PROVINCE.**

by

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MINI-DISSERTATION

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DECLARATION

I Serofe Magdeline Mkabela hereby state that this research is entirely my work and has never been submitted in entirety or partly, in any prior application for a degree. Except where it is clearly referenced or acknowledged, this research is my own work.

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Date: 26 August 2022

DEDICATION

I hereby dedicate this master's degree to my mother Mapula Pitsa for guiding me all the time and always encouraging me to complete my studies. I owe my appreciation to my son Lethabo and daughter Lesego for showing confidence in me. My husband Phumuza I give thanks to you for your support, guidance, motivation throughout and most of all for unconditional love, being there and taking care of the family more especially our children. Above all, God almighty for seeing me through this study.

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ABBREVIATIONS

COGTA : COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

IDP : INTEGRATED DEVELOPMENT PLAN

IPSOS : INSTITUTE OF PUBLIC OPINION SPECIALIST

SGB : SCHOOL GOVERNING BODIES

SASAS : SOUTH AFRICAN SOCIAL ATTITUDE SURVEY

MSA : MUNICIPAL SYSTEMS ACT

PP : PUBLIC PARTICIPATION

NGOs. : NON-GOVERNMENTAL ORGANISATION

ABSTRACT

The study sought to assess the effectiveness of Integrated Development Planning as a tool to promote community participation in Fetakgomo Tubatse Municipality, Limpopo Province. A qualitative approach was used for data collection from a sample size of 20 municipal officials. An interview schedule was the chosen research instrument. Data was analyzed through thematic analysis. Measures were taken to ensure that the study results were credible, transferable, dependable, and confirmable. The study findings revealed that the effectiveness of the IDP as a tool for enhancing community participation was being hampered by loss of confidence in the IDP by the community; the COVID-19 pandemic; poor participation and lack of leadership commitment. In addition to the fact that community participation within the municipality was affected by challenges such as low literacy levels in the community the municipality also failed to deliver on past promises and logistical challenges. It was recommended that the municipality put plans into action to regain public confidence; introduce ward-level participation; use social media to reach wider audience and form an oversight committee to oversee the municipality's financial accountability issues.

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CHAPTER 1: CONTEXT OF THE STUDY

1.1 Introduction

Public participation is a fundamental aspect of a functional democracy as such it is enshrined in the White Paper on local government (1998) and the Constitution of 1996, both critical legislations for municipalities. For the people, governance begins at local municipality level. As part of the country's broader goals of providing the people with adequate infrastructure and services necessary for socio- economic development, the Constitution has mandated the local municipalities with the responsibility to spearhead the attainment of these goals at a local level. Some of the services rendered by municipalities include sanitation; water provisioning; roads construction and maintenance; power supply; water drainage and refuse collection among other things. The successful socio- economic development of a country depends on the efficient provision of these services (The White Paper on local government, 1998).

According to Cloete (1995) community participation is essential when forming and amending laws governing local authorities as it is vital for good governance, administration, and democratic sustainability of these local municipalities. For local authorities to be seen as effective, they should ensure that they deliver services to the communities in a transparent, efficient, accountable, timely and effective manner. In addition to that, it is vital to ensure that during the process of citizen participation, the participants are given an active role to initiate and spearhead the development programs in their communities in ways they see fit. Home grown solutions and ideas should be the cornerstone of public participation; thus, a bottom-up approach should dominate the process of policy making and implementation (Fox & Meyer, 1995).

The formulation of the Integrated Development Plan (IDP) is outlined in the White Paper on Local Government (1998) and the legislation also stipulates that communities be consulted throughout the process. Besides that, communities are further empowered by chapter 4 of the Municipal Systems Act (2000) which provides direction on how the municipalities should go about the consultation process. Fetakgomo Tubatse Local

Municipality is no exception. Following provisions of the Municipal Systems Act, municipalities are obligated to have a comprehensive development program based on the IDP in which members of the communities actively participate in matters that affect them in their localities. Therefore, local authorities have to deliberately invite participation from members of the communities when developing their Integrated Development Plans (IDP). This study seeks to assess the effectiveness of Integrated Development Planning as a tool to promote community participation in Fetakgomo Tubatse Local Municipality, Limpopo Province.

1.2 Problem Statement

The community of Fetakgomo Tubatse Municipality is concerned about lack of participation in the formulation and implementation of the IDP, a strategic document influencing the development trajectory of the municipality. Since the amalgamation of the former Fetakgomo Municipality and Greater Tubatse Municipality in 2016, the community experienced problems regarding lack of consultation. This problem persisted after the local government elections. The lack of adequate understanding of the developmental process and the potential that communities have to impact positively that process, combined with a dearth of appreciation of the roles of each government sphere, is the main sources of conflict between the people and their local authorities (Turok, 2014). As such in South Africa, people in communities have had to resort to violent protest against their local municipalities as a way of making their grievances regarding poor service delivery known (ibid).

The main concern is that there is inadequate involvement in IDP process as decisions are often taken without their consent on issues relating to service delivery prioritizations. The frequency and rise in service delivery demonstrations, often leading to property being destroyed and in some cases deaths, serves as proof of a dysfunctional local government incapable of addressing the needs of its communities (The South African Law Reform Commission, 2019). The result is that members of the community grow frustrated and shun away from participation in local government activities. Presently the problems faced by municipalities have been attributed to lack of capacity, financial difficulties, corruption,

mismanagement, inexperience among other issues. According to February (2018) the crisis in local government is also caused by obligations resulting from legislation, specifically regulatory, reporting and compliance obligations.

What exacerbates the problem is that councilors do not even call community meetings in their respective wards. As stated above, inadequate public consultations with community leads to poor service delivery in municipalities. This leads to a constrained working relationship between the communities, and the policy makers. Therefore, persistent protests evoked questions regarding the extent to which these communities are allowed to participate in the decision-making process especially on issues relating to service delivery prioritizations and whether the roles played by each sphere of the government are fully understood. In Fetakgomo Tubatse Local Municipality there have been a number of Integrated Development Plan programs which have been tabled and implemented over the years. In each of these programs, public participation has been encouraged but these programs continue to fail (Turok, 2014).

According to a study conducted in Fetakgomo Tubatse Local Municipality by Beyers (2016), the main problem identified was that residents within the municipality have no access to clean water. This was cited by majority of the respondents who participated in that study. The research further revealed that corruption and political interference hindered community participation and consequently the municipality failed to deliver quality service to its residents. Service delivery complaints therefore is a consequent of lack of trust in the municipality by community members as it has continuously failed to fulfill community needs that emerged from the public participation meetings (Benington, 2011).

It is therefore imperative to understand the nature of the public participation and policymaking processes. This will provide requisite base analyze how the Integrated Development Plan is being implemented in Fetakgomo Tubatse Local Municipality and to learn how public participation can be strengthened to make it successful.

1.3 Aim of the Study

The study is aimed at assessing the effectiveness of Integrated Development Planning as a tool to promote community participation in Fetakgomo Tubatse Municipality, Limpopo Province.

1.4 Research Objectives

To meet the aim of the study the following objectives are thus tabled:

- To examine the effectiveness of integrated development plan as a tool for enhancing community participation.
- To assess challenges in community participation.
- To identify role players influencing decision making in IDP.
- To suggest strategies and approaches in promoting community participation in the development of Integrated Development Plan.

1.5 Research Questions

- To what extent is community participation effective in the IDP process?
- What are the challenges facing community participation?
- Who are the role players influencing decision making in IDP?
- Which strategies and approaches can be suggested in improving the level of community participation?

1.6 Significance of the study

The contribution of the research study will demonstrate the importance of the community participation in Integrated Development Planning. Among others the contribution will be on the reasons why communities do not participate in IDP processes and approaches to be used in promoting effective community participation.

The research will propose recommendations which will be shared with key stakeholders, municipality on community participation in IDP with the aim of promoting community participation. The study will contribute to the body of knowledge, policy makers, and academic institutions, indicating the usefulness of community participation in development programs in their communities.

1.7 Definition of the concepts

Integrated Development Planning: this is a critical tool identified by the South African government to alleviate the economic and social problems being faced in the country (Mautjana & Matapuri, 2014). The IDPs are a legislative requirement and thus take precedence over other local government development initiatives.

Community participation: is a process through which community members take part in the municipal governance. This involves affording community members the chance to state their views and position, on any municipal process and in proper structure to facilitate effective participation (Khaile, 2004).

1.8 Limitations

The limitations with the context of the study are that the researcher might find difficult in getting authorization from the Municipality because the wards are displaced, and the researcher could not cover all of them.

1.9 Outline of the Mini-Dissertation

Chapter 1: Introduction

To be contained in the chapter will be an introduction to the topic of public participation in South Africa and a historical development of the issue in the background to the study. The chapter will also outline the problem statement, state the research objectives, and

define key concepts. The latter sections of the chapter will contain the aim of the study, justification of the study, its delimitations, and limitations.

Chapter 2: Literature Review

The chapter will review literature related to public participation and the IDP in South Africa. The chapter will illuminate the historical development of public participation in the post-apartheid era in the country and also unravel present day developments in local authorities. The legal framework guiding public participation and integrated development planning will also be analysed in chapter 2. The chapter will contain a discussion of the community participation challenges being faced within municipalities.

Chapter 3: Research Design and Methodology.

The chapter will concentrate on the methodological process employed for the study. The chapter will also contain descriptions and justifications of the population, sample, sampling technique, data collection methods and analysis methods used.

Chapter 4: Presentation of the Study Data.

The chapter will present, analyze, and discuss the research findings from the process of collecting data. The findings will be interpreted to determine their meaning in relation to the research topic and study objectives. The results will also be discussed in relation to the reviewed literature to find areas of conformity and disagreement.

Chapter 5: Division of the study results and Recommendations.

This will be the last chapter of the study. The chapter will contain the conclusions for the study and recommendations. The chapter will illuminate the extent to which the research questions have been answered and the objectives have been met. The chapter will also suggest future areas of research after the recommendations have been tabled.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

The chapter reviews literature related to the study topic, research problem and objectives. The chapter will begin with a discussion on community participation. After that a historical overview of IDP issues in South African local government will be given outlining the objectives, goals and the progress made over the years. The chapter will then discuss the legal framework governing participatory democracy in South Africa. A discussion on the IDP will then follow outlining what it entails and its legislative mandate. The IDP implementation framework will also be explained and the factors which affect its implementation. The chapter will then discuss the public participation process according to the theory proposed by Gaventa and Valderrama (1999) and then a discussion on the current public participation framework in South Africa will follow. After that an analysis of the importance of basic service delivery and the role of public participation will follow. The latter sections of the chapter will discuss IDP participation and decision making and public participation in selected countries.

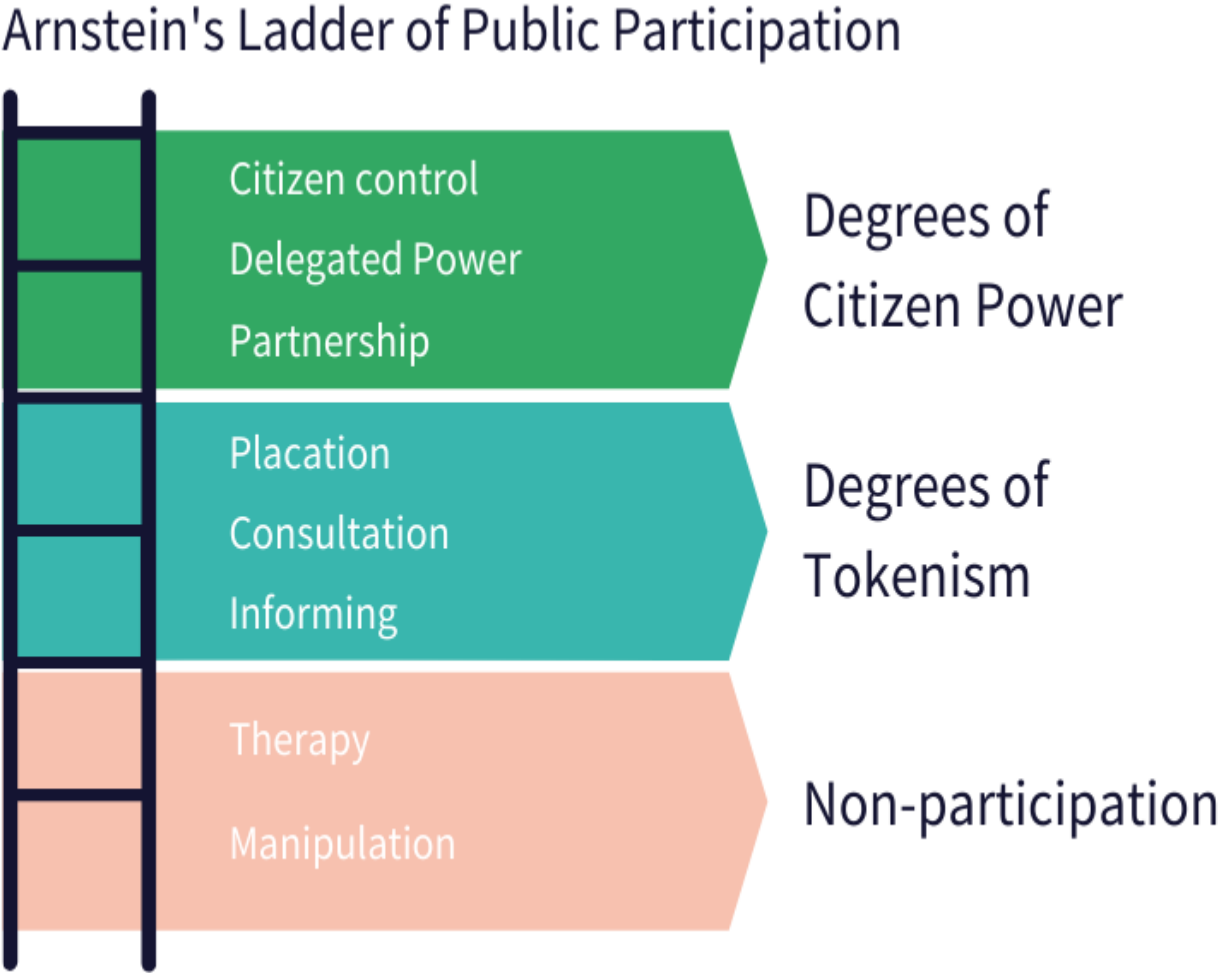
Similar studies on public participation and service delivery (Molepo 2013), citizen participation in policy and planning process in local government (Mothepe 2013) and an assessment of the effectiveness of public participation (Mosotho 2013) have been conducted however, their focus were not specifically on the effectiveness of the integrated development planning as a tool to promote community participation.

2.2 Theoretical framework

The theoretical framework guiding the research is the Ladder of Citizen Participation propounded by Arnstein in 1969 (Bobbio, 2018). It is one of the most commonly referenced models in public participation. The theory paved way for the development of other theories such as the Ladder of Empowerment by Elizabeth Rocha and the Ladder of Children's Participation by Roger Hart. Arnstein maintained an uncompromising stance on public participation which remains influential at present day- that public participation in

a democracy if it is to be seriously considered real has to include the redistribution of power. The theory equates public participation with public power (Bobbio, 2018). Without the genuine redistribution of power, through decision-making authority or in the form of money, such participation is a fallacy and, in such circumstances, only a few individuals stand to benefit from it. Figure 2.1 below shows a presentation of Arnestein's Ladder of public participation.

Figure 2.1 Arnestein's ladder of citizen participation



Source: Bobbio (2018)

As shown in Figure 2.1 above Arnestein's public participation is depicted in the form of a ladder. Each step of the ladder from the bottom going upwards represents increased levels of public representation, power and control. There are 8 levels of participation,

alongside these are also a descriptive scale of the participatory power which ranges from no power (non- participation) to; counterfeit power (degrees of tokenism) and then to; actual power (degrees of citizen participation) (Bobbio, 2018).

The eight levels of the Ladder of Citizen Participation are:

1. Manipulation

This is an illusion of participation whereby public officials, administrators or institutions mislead members of the public into thinking that they are being afforded the platform and power to participate when in reality they will be in a system deliberately created to starve them of power. In such scenarios members of the public are placed in advisory boards or advisory committees meant to engineer their support or educate them. The lowest level of the ladder symbolizes public participation distorted by those in power rather than genuine participation.

2. Therapy

In therapeutic participation, the administrators and officials equate powerlessness to mental illness and they develop fake-participatory programs which link problems to members of the public when in actual fact they will be the ones causing problems for the public through their policies and institutions (Bobbio, 2018).

3. Informing

Even though the theory believes that informing the public of their responsibilities, options and rights is an important aspect towards real public participation, it also argues that commonly informing concentrates on the one-way movement of information- from those in power to the ordinary members of the public- with no platform for feedback or negotiation power (Bobbio, 2018). Meetings can be used for one-way communication channels where the public are simply provided with information, questions discouraged, and irrelevant answers are provided. In such circumstances the public is intimidated by legal jargon and compelled by the reputation of the officials addressing them to endorse their proposals and accept the information they are given as factual.

4. Consultation

According to Arnstein cited in Bobbio (2018), affording citizens the chance to air their opinions in the same manner as informing them, can be a crucial step towards achieving genuine participation. Nonetheless, when consultations is done in the absence of other participatory modes, it is still a scam as it does not provide guarantee that the public's ideas and concerns will be considered. The most commonly used consultation methods are public hearings; attitude surveys and community meetings. When those in power limit the public's contributions to consultations only, genuine participation remains a pipe dream. People are only viewed in statistical terms as participation is determined by the number of people who attend meetings, answer the questionnaire or take brochures home. The only achievement that members of the public make is to participate in participation and those in power would have merely undertaken steps to involve those people.

5. Placation

This is when citizens are allowed to participate but the impact of their participation is limited, participation is mainly tokenistic. Their involvement is only a demonstration that they are involved (Bobbio, 2018). Placation can take place when a few hand-picked individuals are placed on community boards to represent the interests of the community, when these individuals fail to represent community interests, they are simply outvoted by those in power as they are outnumbered.

6. Partnership

Partnerships take place when officials, administrators or public institutions give members of the public a platform to negotiate, make decisions, make requests or share funding. The requests tabled by the members of the public are fulfilled in part. At this step of the ladder, there is redistribution of power during negotiations between the members of the public and those in authority. There is joint decision making and planning facilitated by structures such as planning committees, policy boards and dispute resolution mechanisms. Once the ground rules have been firmly established, they cannot be changed unilaterally. Arnestein however notes that in most partnerships, the sharing of

power does not happen voluntarily, but the members of the public have to force those in power to cede through campaigns, community organizing or protests.

7. Delegated Power

The delegation of power takes place when officials, administrators or public institutions surrender some measure of control, decision making authority, funding or management to the members of the public. For instance, a board comprised of community members is given the responsibility to manage a community program as opposed to just having to participate in it. According to Arnstein, at this step of the ladder members of the public are held accountable for the success or failure of the program they have been tasked with. In order to solve disputes, those in power have to initiate the bargaining process rather than having to respond to conflicts.

8. Citizen Control

Citizen control is a degree of participation whereby citizens are given a mandate to govern a program, full charge of a policy and management. They are also accorded the opportunity to negotiate the extent to which the programs they govern can be influenced by outsiders (Bobbio, 2018). In citizen-control scenarios, public funding directly goes to the community organization so that they have total control over how it should be spent and where it should be allocated.

2.3. Community Participation

Local authorities have to make sure that all community needs are fulfilled, and that the community participates in the process of fulfilling such needs. South Africa being a democratic nation prioritizes community participation as one of the pillars of successful community development. The concept of community participation is likened to the concepts of public participation and citizen engagement (Mothepe, 2013). Molepo (2014) notes that community participation is a planned activity whereby people within a well-defined area have a close relationship with their government. Community participation also involves members of the community assuming control of the development process,

democratic planning, top-down planning, public involvement, and bottom-up planning (Mosotho, 2013).

Members of the community are considered as one of the main role players in issues involving the development of their areas of residence. Involving community members in the development of their communities positively impacts on government programs (Mothepu, 2013). Public participation is concerned with involving people from local authorities, the business community, traditional leaders, ward councils and ward committees in performance management, planning, monitoring and the implementation of projects. There are several platforms in local government issues that are considered as community participation. These mechanics include consultative sessions, focus groups, public meetings, report back meetings, market researches and advisory committees as identified by Ntlabezo (2013).

There are several benefits of community participation. Community participation does not only benefit government plans but is also beneficial to all stakeholders involved in planning and putting the plans into action. As noted by Osikhena and Chikadzi (2014) community participation is a means by which locals can make use of their own resources. By actively participating in development initiatives in their communities, locals are given the opportunity to develop their skills, knowledge, and abilities to solve their problems.

2.4 Reflecting on critical IDP issues in South African local governments

Through the Constitution of the Republic of South Africa, 1996 and regulations, chapter 3 of Co-operative Government clearly stipulates the three spheres of government, which are distinctive, inter-dependent and interrelated as national, provincial and local. These forms of government were created with appropriate legislation and policies aimed at adopting a hands-on approach when dealing with issues affecting the wellbeing of communities across South Africa. To further cement this assumption Mbhele, (2017) noted that the enabling policies and legislative framework were created to accord citizens the opportunity to inform their local governments of the developments they need in their communities. The local government is responsible for spearheading all municipal planning and development processes within their localities through the Local Government

Municipal Systems Act 32 of 2000 and the Constitution of South Africa Act 108 of 1996 (Masiya, Davids & Mazenda, 2019). In the three spheres of government, it is essential to note that public participation will be present at the local level of government, the municipalities.

In South Africa, citizen participation is an integral part of enhanced, effective, and accountable governance (McGowan, 2017). It is therefore the objective of the national government to elicit confidence and levels of accountability from the citizens with regards to governance issues so as to improve service delivery. Mbelengwa (2016) argues that local government is an essential component of governance as it facilitates accountability and confidence in the government by encouraging the public participation in the improvement of service delivery. According to Taabazuing (2013) local government being included in the constitution as a sphere of government represents a conceptual shift from it being considered an administrative unit of governance to it being used as an agent for achieving developmental principles and goals; sustainable development; cooperative governance and the promotion of environmental health. In all the various local authorities in South Africa, governance is concerned with making sure that all stakeholders; non-governmental organisations; community organisations and civil society groups participate (Molepo & Khalo, 2015). It is therefore imperative that all these groups are not only represented but also are involved on issues of governance.

From the period 2001 to 2011 a series of IDPs were created and reviewed by different local governments in South Africa (Eikenberry, 2017). The Cooperative Governance and Traditional Affairs (COGTA) were part of the groups who evaluated, monitored legal compliance during drafting, approved it as well as monitoring the submission format. According to Mbelengwa (2016) the planning and evaluation of the IDPs from 2012/13 period to the 2016/17 financial period mainly focused on legal compliance at the expense of quality improvement. Tau (2013) notes that public participation implies involving communities and community groups in governance matters so that their concerns may be heard. Public participation is therefore community based, and community members must organise and set their objectives at grassroots level, working together with non-governmental organisations in their communities to participate in decision making. In the

next ten years municipalities in South Africa must plan and assess the results of the IDPs and in order to achieve this, the local authorities have to formulate and effectively review their respective IDPs (Mbelengwa, 2016).

2.5 Legal Framework of Participatory Democracy

Community participation in South Africa is governed by a series of legislation and policy frameworks. These legislative policies empower and inform the public to actively participate in matters affecting the development of their communities through their local municipalities. Different laws were passed, and they provide information to municipalities concerning how they should function and how best they can serve their communities (Siphuma, 2009). In South Africa, public participation is supported by enabling legislation. Such legislation includes the Municipal Systems Act of 2000, the Municipal Finance Management Act of 2003; the Municipal Structures Act of 1998 and the Constitution of 1996 which all serve two important functions; to provide democracy and a measure of accountability in local municipalities.

The Constitution of South Africa (1996) obligates local authorities to lead socio-economic development activities in their areas of jurisdiction by inviting their communities and associated community organizations to participate in local governance matters. The Constitution also empowers communities to voice out their sentiments, opinions, and views about the development matters in their areas of residence (Mosotho, 2013). The Constitution of South Africa of 1996 under section 152 explicitly mentions citizens' right to participate in local governance issues. This participation does not only end a ward committee level but also goes up the municipal hierarchy, proliferating to other functions.

The Municipal Systems Act stipulates the essentials for local authorities to be able to bring about the much-needed socio- economic development for their communities (Mandivhandila & Mashamaite, 2014). According to the Act, participation by the community is a tried and tested method for the improvement of service delivery in communities. The Act provides that participation should take place at municipal and

statutory ward levels. At the end of each year, the municipality has to produce an annual report which documents how community participation was done in the local municipality (Greenberg and Mathoho, 2010). Section 16 to 22 of the Municipal Systems Act states that local communities should be afforded a chance to participate in local governance matters.

2.6 Integrated Development Plan

The Municipal Systems Act, No. 32 of 2000 states that every municipality must have an IDP which provides directions on how local government development will be done and the IDP is a legislative requirement. It is a 5-year strategic plan created by a Municipal council and when a new council comes into office, it must prepare its own IDP (Thobejane, 2011). The Integrated development plan is essentially a tool for strategic planning which is used to guide the decision-making process and development objectives of local authorities (Naidoo and Fourie, 2013). It is an all-encompassing document as it is utilized by municipalities to handle all community development matters by inviting participation and input from the community members (Mandivhandila & Mashamaite, 2014).

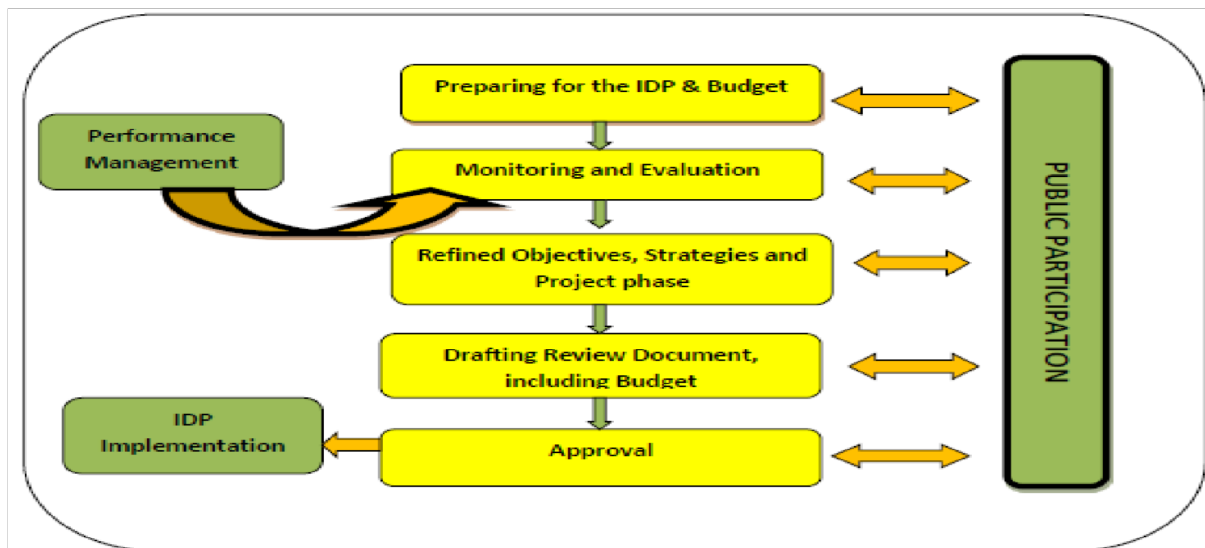
Molepo (2013) notes that the IDP is used as a mechanism by which municipalities can capture community grievances in relation to development matters. The Municipal Systems Act stipulates that the IDP must be inclusive and strategic in its approach to community development (Gumbi, 2014). Involving the community therefore becomes important to ensure that their community achieves the governments' socio- economic development goals.

Not only communities stand to benefit from the IDP, but other stakeholders also stand to benefit which include the private sector, municipal council, municipal officials, and councilors. The IDP can be of great importance to the private sector as it gives them an overview of areas in need of investment (SA, 2013). For councilors the IDP can be a useful tool guiding their decision-making process for their constituencies (Ntlabezo, 2013). Besides that, for the municipal council the IDP can be used to source external funds or to lure investments. Therefore, the programs in need of funding are easily

identified through the IDP. The key areas urgently in need of development are easily picked out through the IDP processes (Thobejane, 2011).

Municipalities are starting to adopt the IDP as it is seen as a means to achieve sustainable social and economic development through the optimal use of available resources and adequate planning (Naidoo & Ramphal, 2018). The importance of the IDP is entrenched in the creation of critical plans that prioritize development above all else. The main target of these plans is to curb unnecessary spending and to stop previous wasteful expenditure by municipalities. Through the IDP, municipalities have therefore been given the mandate to ensure that the IDP succeeds through public and stakeholder participation as stipulated under Chapter 2 (Bill of Rights) of the Constitution. The legislative mandate is presented in Figure 2.2 below.

Figure 2.2 Legislative mandate of municipalities



Source: Naidoo & Ramphal (2018)

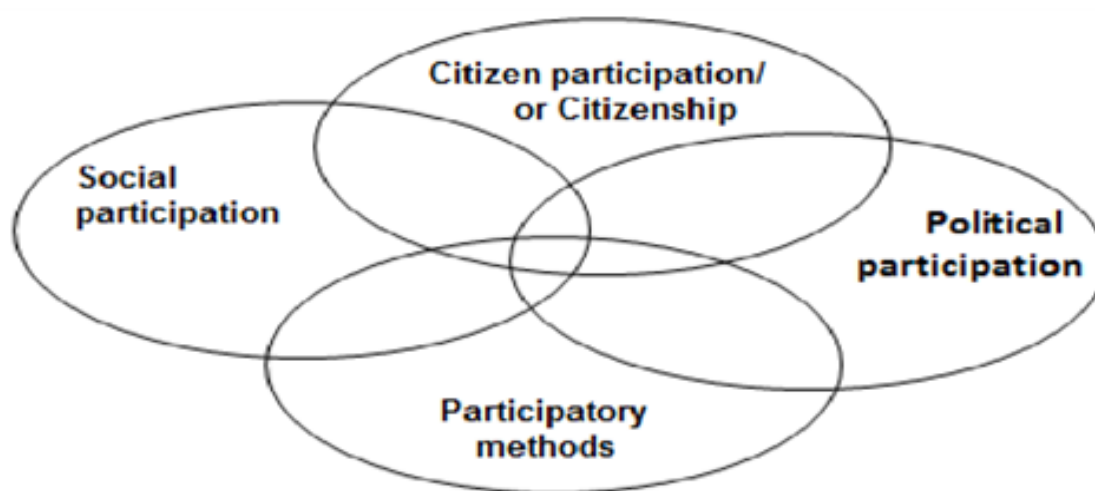
As presented in Figure 2.2 above there should be consultation at every stage of the process. This is because it is believed that participation helps mitigate both the internal and external factors affecting the priority strategies, projects, objectives, programmes and issues related to integrated development planning (Naidoo & Ramphal, 2018). The service delivery protests that occur can therefore be an indication of not adhering to the actual intended IDP implementation process.

2.6.1 The IDP implementation framework

For the successful management of the IDP process, municipalities must institutionalize their implementation plans and structures for their internal operations so as to create room for public participation. As stipulated under the Municipal Structures Act, No.117 of 1998 section 74(a), municipalities have the mandate to form ward communities whose role is to link communication between the public and the municipality. The municipalities also have to create forums for IDP representation, and such forums be comprised of representatives from the community, business, ward committees, labour, other organisations and even traditional leaders or representatives of traditional leaders. When the public is involved in these processes it is most likely that they will perceive service delivery as good (Bovaird & Downe, 2016).

Emphasising the need for public participation is meant to empower communities to develop themselves and to include them in policy formulation and decision making which leads to community satisfaction. Gaventa and Valderrama (1999) argued that the divide between the social and political fields can be narrowed if the fields are linked. This is illustrated in Figure 2.3 below.

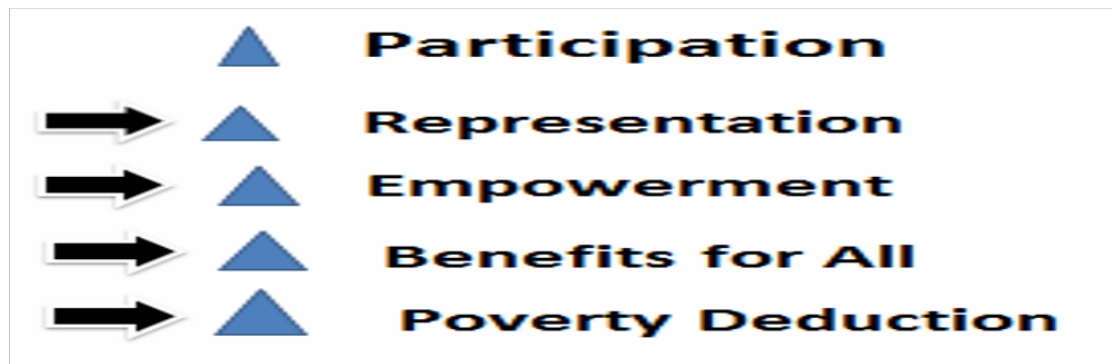
Figure 2.3: Linking approaches to participation



Source: (Gaventa and Valderrama, 1999)

Areas of overlap shown in the figure above indicate a link between citizen participation, social participation, participatory methods, and political participation. When these components are linked together well, there will be effective participation in municipalities. Hindrances to effective participation can be eliminated through workshops conducted to build good relationships between members of the community and municipality leadership. Blair (2015) proposes a formula that would improve participation between citizens and their respective state institutions, the formula is presented in Figure 2.4 below. In the figure, ▲ symbolises ‘an increase in’:

Figure 2.4 Formula to enrich participation in local government



Source: (Naidoo & Ramphal, 2018).

The sideways arrows represent force or pressure for good local governance. Participation means that local governments should be democratic enough to allow for their communities to vote for the people of their choice into office. This allows them to be involved in the political process (Naidoo & Ramphal, 2018). Representation of community members in councils should increase, this would also serve as a form of empowering the locals. Representation paves way for an equal distribution of benefits and a reduction of poverty. Public participation is considered as a platform promoting and instilling a system of good governance at municipal level (Becker, 2019; Eikenberry, 2017; Howlett, & Rayner 2016)

Transparency is required in all projects so that all individuals involved understand better and are satisfied with the methods used, particularly when there are many stakeholders involved. Through collective participation, municipalities should take care of participants

coming from villages or rural districts, however the challenge arises when ward committees work in cliques, geographically separated from one another.

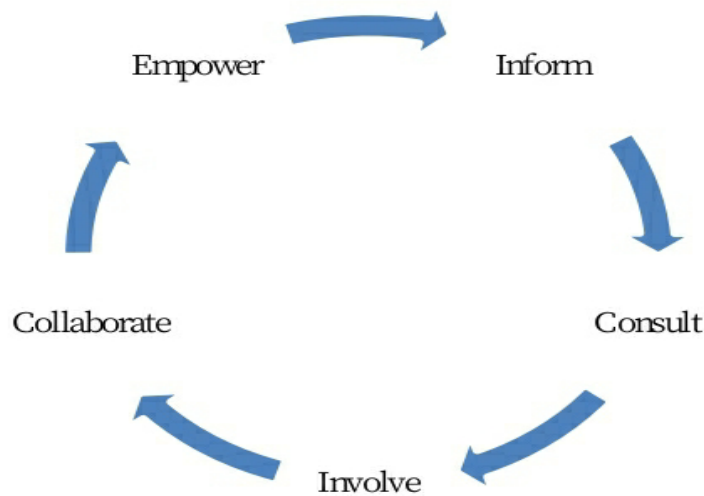
Table 2.1: The factors of PP (public participation) for effective SD include:

Factors	Literature
Accountability and transparency	Accountability [Bovaird, & Downe, 2016]; [Eikenberry, 2017] Transparency [Taabazuing, 2013)]; [Lolwana, 2016)];
People-centredness	[Alexander, 2015)]; [Beyers, 2016] to make the public more involved in municipal affairs [Ismail & Yunan, 2016)];
Communication	[Bovaird, & Downe, 2016]; [Eikenberry, 2017]
Power struggles	[McGowan, 2017)]; [Mtshali, 2016)]; [Alexander, 2015)]; [Beyers, 2016)]; [Lolwana, 2016)];
Gender representation	[Pillay, Tomlinson and du Toit, 2014]; [Howlett and Rayner. 2016]; [Naidoo & Ramphal, 2018)].
Other factors: social background and knowledge, healthy relationships, representativeness, employee absenteeism, trust issues and income gaps.	[Bovaird, & Downe, 2016]; [Eikenberry, 2017] [Grant, 2014], [Beyers, 2016)]; [Madumo, 2014)];

2.7 The public participation process.

As proposed by Gaventa and Valderrama (1999) the public participation process should encompass the elements presented in Figure 2.5 below.

Figure 2.5: activities in the public participation process:



From the Figure 2.5 above, **inform** implies that the members of the community should be given full and objective information so that they fully comprehend the issues at hand, the options available and the possible intervention strategies to circumvent such issues. **Consult** means that feedback has to be obtained on analyses done, options available and decisions made. **Involve** implies that the community and municipality must work in cooperation through the entire process so that the pleas of the community are understood early and taken into consideration (Naidoo & Ramphal, 2018). **Collaborate** implies that the community be involved as equal partners during when making decisions, including the formulation of alternatives and the search for solutions. Empower means that at the end the community has the final say so that they are easily in agreement with the decisions made by the council authorities. The Pillay, Tomlinson and du Toit, (2014) identified three kinds of community participation; passive participation which is whereby the stakeholders are there to receive information; consultative participation whereby the municipality consults the stakeholders before making a decision and interactive participation whereby stakeholders and municipal official are both involved in the collaborative analysis of issues at hand and the final decisions made.

2.7.1 The current public participation framework

In South Africa, the government provides legislative policies for both local and provincial governments to use. The local authorities in the country are basically made up of municipalities led by municipal councils elected once in five years. The local authorities are empowered by the provincial government to implement the prescribed legislation (Naidoo & Ramphal, 2018). Municipalities have to implement the laws and regulations related to local government within specified timeframes in order to serve the citizens well and public participation is one of the issues which must be employed. Local government public participation is made up of different sub- committees create to improve the entire participation process. These sub- committees are found in petitions, IDP, public participation, the budgeting process and voter engagement. The mayor plays a significant role in the whole process and communication between the mayor and the public should be direct and two way allowing the public to directly air their grievances to the mayor. The ward committees are also important. These should ideally not exceed 10 members elected from a recognized ward serving voluntarily and led by the ward councillor. The elections rule for the ward committee elections is determined by the municipal council.

The ward committee's role is to help the elected ward councillor to effectively serve his/her ward. In turn, the ward councillor is expected to communicate with the community, encourage participation and should facilitate public participation in the community. According to Eikenberry (2017) effective public participation can help local authorities to deal with the problems affecting service delivery and also common challenges such as corruption, gender misrepresentation and power struggles. The ward committee should inform the municipal council about the community's grievances and needs while also ensuring that the community is briefed of any developments from the council. The ward committee can give suggestions to the council on how to tackle challenges but does not have the mandate to make decisions.

The ward committee is made up of members from the community who are quite knowledgeable of the areas which need attention, and these people are therefore able to help the ward councillor with some governance issues. It is imperative to note that public

meetings where all stakeholders attend, cannot be replaced by ward committee meetings (Naidoo & Ramphal, 2018). The ward committee has to work in close cooperation with the ward councillor to ensure that the members of its ward are not left behind during public participation and that their interests are taken into consideration. Their duty is to encourage the community to participate in local governance issues. As stated before, the ward committee is there to inform the municipal council of the needs and grievances of the community and to inform the people of the municipal council's plans. Committees are there to spread information about what the community needs from municipality and what the municipality is currently doing.

Figure 2.6: interdependency between the social actors.



Source: Naidoo & Ramphal (2018)

The chart above shows the link between various stakeholders involved in the service delivery process. The national government, at macro level, create policies and disburses funds for basic services and requirements. The state/provincial authorities and the municipalities, at micro level, have the duty to deliver public services to members of the community (Naidoo & Ramphal, 2018). These services can be delivered through a community organisation or through a private sector organisation. The bottom- up policy implies that local community members through public participation and their respective ward committees can be involved in policy formulation and matters that affect them.

2.8 The importance of basic service delivery

Statistics in a 2017 general household survey carried out by Statistics South Africa revealed that many South Africans were generally dissatisfied with state of service delivery and that rate of dissatisfaction has been increasing since 2005. In 2015, data compiled by the South African Social Attitude Survey (SASAS) showed that a large percentage of South Africans did not trust their local municipalities (49.2%) while only one third of South Africans trusted (34.8%) their local municipalities with service delivery. A similar survey conducted by the Institute of Public Opinion Specialist (IPSOS) in 2015 revealed that four out of ten South Africans trusted government's ability to deliver quality basic services to its citizens (IPSOS 2016). This distrust in government stemmed from the public's perceptions of poor service delivery from the municipalities (Masiya, Davids & Mazenda, 2019). In other words, this lack of trust in the government comes from their frustration with poor service delivery and also the way in which their grievances are handled by the municipal authorities and concerned government entities. Increased distrust leads to tension between the communities and their respective municipalities.

From 2004 onwards, most South African local governments witnessed a surge in protests related to service delivery. This rise in protests is covered in many studies. For example the study conducted by the University of Johannesburg Social Change Unit argued that there was a sharp increase in protests for better service delivery from 2004 up to 2014 (Grant 2014:Online). A report from the presidium also revealed that about 78% of local municipalities had failed short of achieving the 12 mandated function and nearly half of the local authorities fulfilled less than 50% of their constitutional mandated functions (Masiya et al, 2019).

Besides that, of late the remonstrations have increased in intensity often resulting in both public and private property being destroyed and in extreme scenarios injury and deaths. A research by Lolwana (2016:8) concluded that protests related to service delivery have been on the rise and are becoming more violent. South Africa is among the countries with a high frequency of protests globally according to Alexander (2015). Protestors have been demonstrating violently as a way of showing their frustrations caused by poor service

delivery by municipalities or in some instances a complete lack of service delivery. These factors point to the view that municipalities are struggling to deliver on their responsibilities and people in communities are increasingly losing patience with poor or lack of satisfactory basic services. In this regard Ismail and Yunan (2016) argued that service quality is judged by the public's comparison of the services they expect against those actually provided by their local government. Matebesi and Botes (2017) and Mbuyisa (2013) were of the opinion that the upsurge in protests for better service delivery was an indication of extent to which existing channels for public participation have failed. Communities are left with the feeling of alienation, disempowered and disconnectedness from the process of making decisions and are unable to influence their local authorities in any way (Beyers 2016). According to (Beyers 2016) protests and dissatisfaction at municipal level are caused by inefficient municipalities that are unable to provide sufficient services which is in turn caused by a lack of proper public participation.

The city of Cape Town is largely functional in many aspects; however the Blacks continue to feel marginalized especially when it comes to service delivery issues. As a consequence, there have been continuous protests for improved service delivery in the townships over the past few years (Masiya et al, 2019; McGowan 2017). Because of these frequent protests, many have begun to question the nature of consultative and public participation processes in the respective municipalities. Madumo (2014) noted that public participation is being hindered by structural problems related to the methods which can be used by municipal governments to enhance public participation. Public participation is a critical area of governance since central government placed its responsibility and commitment towards a participatory form of governance on municipalities

This therefore requires a need to re-evaluate local governance to find possible ways by which relations can be improved between the people and their local authorities through encouraging the public to participate in making decisions and joint ownership of programmes and policies. There is sufficient evidence of the state of community and municipal official relations in the South African public participation processes. The majority of the studies suggest that ward committees are mostly viewed as

representatives of municipal council or tools for collecting ward member's views and participation through ward committees is only regarded as symbolic (Mbhele 2017:35). Mbelengwa (2016) also views ward structures as pseudo- structures created by political parties to serve their interests. Most local authorities rarely delegate powers and responsibilities to communities and ward committees (Mtshali 2016) and they also do not have capacity building to support communities and information regarding how local government functions (Masiya et al, 2019). Local government official must therefore play a bigger role to make participation possible.

As a result, the primary focus for this study is to evaluate the role of public participation in spearheading IDP to enhance the delivery of services in a local municipality. It is thus imperative to strengthen the relationship between communities and local municipal authorities to address the challenges in the current public participation framework. To address this objective, a case study was carried out in Fetakgomo Tubatse Local Municipality, Limpopo. The study focused on community participation in IDP with the aim of addressing service delivery concerns.

2.9 IDP participation and decision making

Transformational changes which have occurred in South African local government have resulted in significant changes to the nature of these institutions (Tuftte, 2017). However, what has remained unchanged is the obligation for municipalities to provide services to communities and also spearhead all development activities (Scott, 2016). Tuftte (2017) analysed public perceptions of public participation in local government spheres, on one hand and the public's opinions of service delivery on the other side through a qualitative study using focus group discussions with community members.

Apart from that, Thompson (2016) noted how progress has been made by creating a framework which guides municipalities on how they should function and fulfil their constitutional obligations. Mbelengwa (2016) argues that questions regarding the manner in which South African local authorities provide services still persist; and people still hold the conviction that municipalities are performing below par regardless of having progressive legislation created for the country new local governance system.

Marutlulle (2017) carried out a study from four different areas in Cape Town to explore the views and motivations of residents with regards to the value of citizen engagement with their local authorities. The study aimed to establish if there was a relationship between improved participation and levels of satisfaction or lack of it with service delivery. It was found out that, while satisfaction levels differ across the different areas, most respondents indicated a lack of cooperation between the community and their local municipalities.

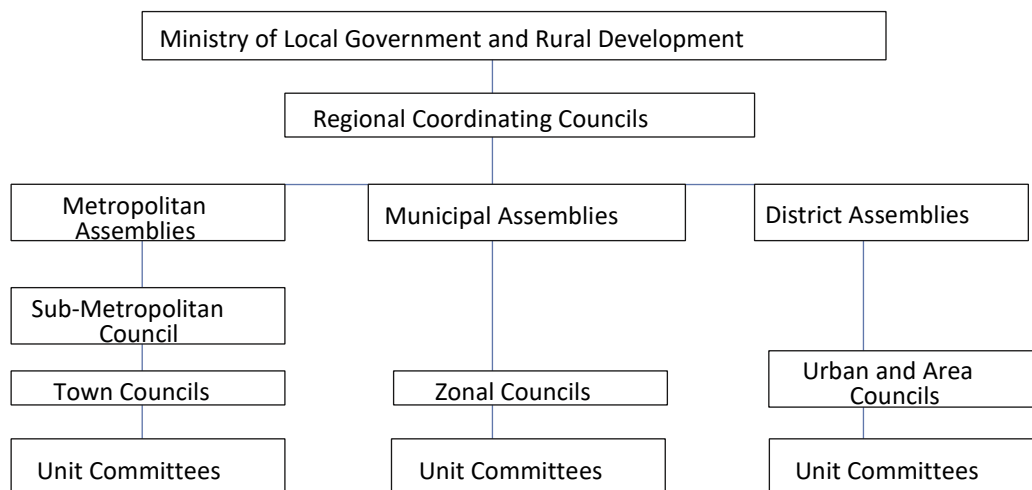
Scott (2016) noted that some of the possible explanations for this scenario is because of; inadequate resources; lack of managerial and political experience or incapacitation to manage local problems. The other reasons noted was that it could be caused by challenges created by the political dispensation previously in power. Mbelengwa (2016) stressed the need to analyse some of the main challenges related to the new system of governance in South Africa particularly those related to institutional change in local government. In addition to that, interest in increased participation between local authorities and communities varied among respondents, contentment with the quality of services delivered either influenced this interest negatively, positively or did not influence in any way. The study by Marutlulle (2017) further revealed that interest in engaging the municipality was at times influenced by the quality of services received while at other times it was not influence by perceptions of services received. The same study went on to observe that there is great diversity and complexity surrounding the way municipalities are governed in South Africa and that issues of trust between citizens and their municipal officials are very important.

2.10 Public Participation in Selected Countries

Governments around the world value public participation as it is a means by which they get to know the needs of the electorate. In Ghana, the High Commission in 1992 enacted into the constitution a democratic system of rule. Ever since then the country has used a presidential system of rule which is the same as that used in the USA (Molepo & Khalo, 2015). Ghana has a stable political system characterized by openness, democracy, accountability, respect for human rights, good governance, and a strict observance of the

rule of law embedded into the culture of Ghanaian politics. This means that the public's concerns are essential to the Ghanaian government, thus local governance is considered pivotal in the country to improve public participation. Ghana operates in a decentralized system of governance (Taabazuing, 2013). The country's decentralization is guided by a legal framework written in the 1992 Constitution Chapter 20 titled; decentralization and local governance. Chapter 20 of the Constitution of Ghana issues out orders to decentralize local administration and governance transferring responsibilities, powers, resources and functions from the central government to the local authorities (Taabazuing, 2013). The same section of the 1992 Constitution further emphasizes the importance of public participation in accountability and governance at grassroots level as the way to distribute power through the country's hierarchy (Molepo and Khalo, 2015). Chapter 20 of the Constitution of Ghana also notes the objective that people in local government regions shall be afforded the chance to participate in local governance. This objective was essentially designed to ensure that local government authorities are accountable. Besides the provisions stated in the Constitution of Ghana there are other various legal frameworks formulated to encourage local participation in decision making, good local governance and increasing the effectiveness and efficiency of the whole government (Molepo and Khalo, 2015). The Figure 3.5 below shows how the Ghanaian Ministry of local governance implements participation.

Figure 2.7 A visual presentation of how public participation is done in Ghana.



Source: Molepo and Khalo (2015).

In Germany, the manner in which public participation must be done is outlined in the Constitution. In Germany, civic engagement at the highest level is a prioritized and it is included in official publications (European Institute for Public Participation, 2011; Tufte, 2017). Nonetheless, successful participation largely depends on the actual involvement of the citizens. For the past 30 years, there have been framework in place for urban planning and participation (EIPP, 2011; Baumann et al. 2014). In some parts of the country, public participation has been affirmed by legislation such as the German building law of 1976 which calls for the consultation of the public in all issues pertaining to the development of their own areas so that they are fully aware of what is going on. Currently, the German government's stance on public engagement is strongly based on social capital ideals. Public participation in Germany, is not only limited to the public's involvement in decision making but has been broadened to include a wide variety of aspects such as volunteering, showing moral courage and donating money (Scott, 2016). Public participation is essentially self-organized. This means that government policy and practice concentrates on the costs and consequences of public participation. The political aspect of public participation is therefore a mere sub- category of the whole participatory process. Even though the federal level is still inaccessible for public engagement programmes, new amendments in local laws have been occurring aimed at creating opportunities for public engagement. Citizens have thus been afforded the opportunity to participate in making local policies through citizen consultations and referendums. Through these initiatives, Berlin citizens have attempted to call for many referendums on economic policy and urban development. Nonetheless, consultations and referendums have been less used avenues as the local government is reluctant to give more power to citizens and the public perception that their concerns will not be heard from these initiatives (Thompson, 2016).

There is a small non- profit consultancy in Berlin called Zebralog (EIPP, 2011). It was created to organize and facilitate public participation between the private and public sector. It also promotes cross- media participation. They use the latest technology and innovation to facilitate face to face participation and improving the spread of information. Through cooperation with local governments, they have been involved in various big projects. From these international practices, the question of what South Africa should

learn is subject to debate. Nonetheless, from these international experiences the importance of public participation is emphasized in the same manner as it is in South Africa. Literature reviewed on public accountability have provided an insight on international best practices which can be adopted locally in South Africa to improve service delivery.

2.11 Conclusion

The chapter reviewed the literature suitable for the study. The chapter began with a discussion on community participation. South Africa being a democratic nation considers community participation as one of the pillars of successful community development. After that a historical overview of IDP issues in South African local government was given outlining the objectives, goals and the progress made over the years. From the period 2001 to 2011 a series of IDPs were created and reviewed by different local governments in South Africa. The chapter then discussed the legal framework governing participatory democracy in South Africa. In South Africa, public participation is supported by enabling legislation. Such legislation includes the Municipal Systems Act of 2000, the Municipal Finance Management Act of 2003; the Municipal Structures Act of 1998 and the Constitution of 1996 which all serve two important functions; to provide democracy and a measure of accountability in local municipalities. A discussion on the IDP then followed outlining what it entails and its legislative mandate. The IDP implementation framework was also explained and the factors which affect its implementation. For the successful management of the IDP process, municipalities must institutionalise their implementation plans and structures for their internal operations so as to create room for public participation. The chapter then discussed the public participation process according to the theory proposed by Gaventa and Valderrama (1999) and then a discussion on the current public participation framework in South Africa followed. After that an analysis of the importance of basic service delivery and the role of public participation was done. The last sections of the chapter discussed IDP participation and decision making and public participation in selected countries. The country cases which were reviewed were Ghana and Germany.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

The chapter will explain the methodology for the study. A research methodology explains the choices made by researchers concerning how they will undertake the process of enquiry. The research paradigm will be discussed explaining the beliefs and assumptions guiding the study. A discussion of paradigms such as positivism, interpretivism and critical theory will be made explaining the advantages and disadvantages of each. The research design will then follow. After that the research method that was used for the study will be explained after a brief discussion of other research methods. A description of the study area will follow highlighting its geographical location, surrounding areas and the number of wards in the municipal area. This will lead to a clear discussion of the population of the study. After that the sampling method and sample size will be explained. The rest of the chapter will discuss the data collection methods, data analysis, ethical considerations followed and study limitations.

3.2 Research Methodology

Silverman (2013) describes a research methodology as the choices made by researchers concerning how they will undertake the process of enquiry and these choices involve; the models they deem fit to use; data gathering methods; methods of data analysis; how to execute the research and the case to be studied. The study adopted a qualitative approach.

3.2.1 Research paradigm

The research philosophy/paradigm is defined as a set of beliefs and theoretical framework with views about ontology, methodology, methods, and epistemology (Rehman & Alharthi, 2016). Epistemology and ontology can be described as the foundations of an entire research (Grix, 2014). Ontology relates to the nature of reality and beliefs.

Epistemology is a subdivision of philosophy which studies the characteristics of knowledge and the acquisition and validation of knowledge (Tashakkori, Johnson & Teddie, 2020). Methodology refers to an articulated and theoretical approach used to produce data (Saunders, Lewis, Thornhill, 2015). Methods are ways by which data is collected and analysed which include open ended interviews and questionnaires. Common research paradigms include positivism, interpretivism, critical theory and pragmatism.

The study being qualitative in nature was guided by the interpretivism paradigm. Interpretivism is against the perspective that there exists a single reality, detach from human influence. The interpretivism paradigm prioritizes the need to understand phenomena through the participants' perspective as opposed to the researcher's (Tashakkori et al., 2020). The interpretivism paradigm was selected because of the use of data gathering methods which produce qualitative data in the study i.e the study used open ended interviews. The interpretivist paradigm is best suited to investigate social phenomena such as public participation.

3.2.2 Research design

A research design is a framework inclusive of all decisions made by the researcher when planning to conduct a study (De Vos et al., 2011). The study made use of an explanatory design which is compatible with a qualitative approach. Creswell and Clarke (2007), in (de Vos *et al.*, 2011), explain that the explanatory design it begins with qualitative data collection and analysis. As highlighted by de Vos. (2011), the explanatory research design carries the advantage that it is easy to apply and report because the approaches are dealt with separately.

3.2.3 Research method

Research methods are tools used to effectively gather information. Without using the appropriate research methods and research design, quality information cannot be collected thereby compromising the quality of a research. Research methods fall into two categories based on the data which they produce; quantitative and qualitative.

Quantitative data is concerned with the quantification of data, and it answers questions like 'the degree to which', 'how many' or 'how long' (MacDonald & Headlam, 2015). Qualitative data is concerned with gaining an in-depth understanding of issues and establishing people's motivations for their behavior and how they interpret their life experiences. Qualitative methods of collecting data illuminate the context of a research problem to generate ideas. The study used interviews which is a very common qualitative method of collecting data:

Conducting interviews

Interviews are a very flexible way of questioning respondents and can be applied in several settings. MacDonald and Headlam (2015) identified three kinds of interviews:

1. Structured interview- these contain standard questions to be strictly followed as they are by the interviewer. Some of the answers may be in closed format.
2. Unstructured interview- these allow for more flexibility. There is an interview guide, but the interviewer may choose to deviate from it if needs be. The objective is to get more insights on the interviewee's perspective. The questions are mostly open ended.
3. Semi- structured interviews- these have a structured section with standardized questions and an unstructured section with open ended questions.

The study used semi- structured interview format. Interviews are capable of being used for general and specific topics and also for extremely sensitive topics provided that there has been careful preparation. They can be done once or repeated over a period of time to monitor developments depending on the issue under investigation (MacDonald & Headlam, 2015). Face to face interviews were conducted at the participants' workplace. Non- verbal cues like smiles and nods help to elicit good answers. Interviews conducted over the phone helps avoid having to travel to meet respondents and therefore can be conducted much faster than face to face interviews.

3.3 Study Area

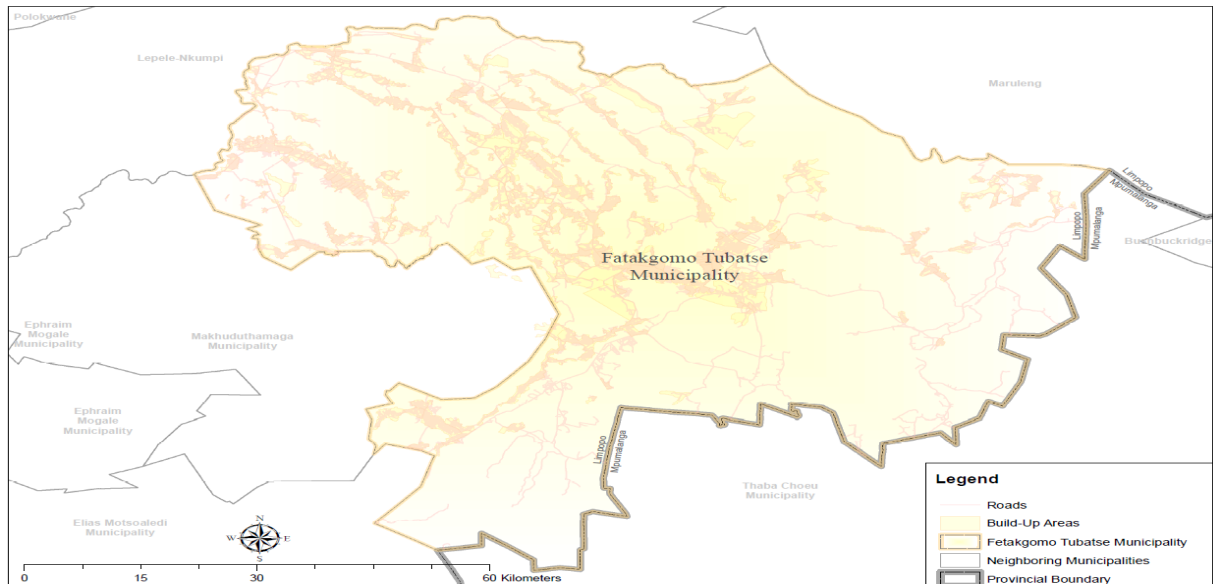


Figure: 3.1 MAP of Fetakgomo Tubatse Municipality study area: Source (IDP 2020/21)

Fetakgomo Tubatse Local municipality was officially inaugurated under gazetted terms of the Limpopo Province Notice section 12 which states: “Notice in terms of s12 of the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998): Disestablishment of Existing Municipalities and Establishment of New Municipalities”, in July 2016 in Limpopo by the member of the executive council (MEC). The municipality was created following the amalgamation of two formerly separate municipalities- Greater Tubatse Municipality and Fetakgomo Local Municipality in 2000. Both the former Fetakgomo Local Municipality and former Greater Tubatse Municipality were classified as categories B municipalities due to their spatial and economic characteristics. The municipality is situated on the northern parts of the N4 freeway and eastern parts of the N1 freeway. The municipal area is vast covering nearly 5000 square kilometers in size. This area is considered a midlevel as it is situated between the low veld and Highveld on either side. Fetakgomo Local Municipality falls under Sekhukhune District Municipality in Limpopo. The municipality is the third largest municipality in Limpopo with 39 wards behind Thulamela (41 wards) and Polokwane (45 wards. The study area shown above covers all the wards 13 and ward 36 communities and stakeholders falling under the Municipality.

3.3.1 Population

A population is defined as the whole group of cases, elements, objects, individuals or events that share a specific characteristic in common and from which the findings of a study are to be generalized (McMillan & Schumacher, 2006). The target population is the smaller section of the population from which a study sample is taken from (Babbie & Mouton, 2016). For the proposed study the target population consisted of all ward committees, officials and municipal senior managers.

3.4 Sampling method and Sample Size

The study sample is a smaller portion of the sample, the size of which can be determined through qualitative or quantitative means (Moule & Goodman 2014). For this study a non-probability sampling techniques was used.

Nonprobability sampling is also known as non- random sampling or judgmental sampling. In non- probability sampling, every unit in the population does not have an equal chance of selection for a study (Datta, 2018). Selection of participants is not done randomly but is conducted through the subjective judgment of the researcher (Babbie, 2006). The researcher endeavours to select a sample that appears to be represent the wider population. Probability sampling is mostly appropriate for a study that needs to elicit a deeper understanding of a topic from the population. The advantages of non- probability sampling include that; it generally requires less effort to implement; is less time consuming and they are not expensive to conduct. However, the disadvantages are that it is susceptible to sampling bias and systematic errors; it is difficult to prove that the sample is truly representative of the population from which it is derived, and the results cannot be generalized to the wider population (Creswell, 2016).

For the qualitative approach of the study, purposive sampling was done to come out with a sample size of 20 participants comprising of senior municipal managers (3) and officials (5) and community development workers (12). In purposive sampling researchers exercise own judgment to select who participates in a study (Babbie, 2006).

3.5 Data Collection

3.5.1 The semi- structured interview schedule

Data collection was done through semi- structured interview schedule using interview guide. A semi- structured interview schedule is a way of gathering information from respondents. An interviewer asks questions of a participant guided by an interview schedule, who then answers those questions (MacDonald & Headlam, 2015). The interviews were conducted at the participants' workplace. Non- verbal cues like smiles and nods help to elicit good answers. Interviews have the advantage that they provide complete explanations as participants can provide more clarity to researchers on issues under investigation.

3.5.2 Measures to ensure trustworthiness of qualitative approach

It is imperative that research conducted be worthy of consideration and be considered legitimate by the research community, practitioners, the public and policy makers. In that regard for the qualitative phase of the study trustworthiness of the research findings will be ensured by using Lincoln and Guba (1985) four methods: transferability, credibility, confirmability, and dependability. These are related to the earlier stated traditional terms of quantitative assessment methods of validity and reliability. The study will ensure:

1. Credibility- credibility is the extent to which the researcher accurately presents the participants' views (Nowell, Norris, White & Moules, 2017). To increase credibility for the study the researcher checked the results with the participants. The research results and the subsequent interpretations were referred back to the participants for them to check if the researcher's interpretations truly mirror their perspectives.
2. Transferability- this refers to generalizability of the research findings. For qualitative research generalizability mentioned in relation to case-to-case transfer (Wald, 2014). To ensure that the audience is able to judge transferability of the research findings to their own contexts the researcher will provide thick descriptions of the research findings.

3. Dependability- in order to attain dependability, researchers are required to show that the research process is well documented, logical, and traceable (Nowell, et al, 2017). In that way reader will be able to judge if the research is dependable. For the purposes of ensuring dependability, the researcher will provide an audit trail. The audit trail details the choices and decisions made by the researcher concerning the methodological and theoretical issues guiding the study. According to White, Oelke and Friesen (2015) a research is auditable provided that a researcher has left a clear audit trail that can be followed by another researcher in which case that researcher would arrive at the same conclusions for the same data.
4. Confirmability- it is the extent to which the researcher can prove that his/her results are clearly derived from the data (Creswell, 2016). In that regard researchers should demonstrate how they arrived to their interpretations and conclusions. Lincoln and Guba (1985) noted that confirmability is established when transferability, dependability and credibility have all been attained.

3.6 Data Analysis

The qualitative data gathered was coded so as to address the research questions. The Nvivo software package was used for analysis of qualitative data to pick out the themes emerged.

Thematic analysis was used to analyze qualitative data for this study. Thematic analysis is a process of picking out and organizing themes that emerge from a set of data (Nowell, et al, 2017). The open-ended responses from the questionnaire were analyzed and put into themes for interpretation and analysis. The themes were coded to address the research questions. Thematic data analysis was used for analysis of qualitative data to pick out the themes which emerged.

Thematic analysis was chosen because it is a highly flexible method of analyzing a complex set of data providing detailed and rich descriptions (Norris, Hecker, Rabatach, Noseworthy & White, 2017). Thematic data analysis is very flexible and can be changed

in accordance with the needs of a study to produce in-depth data. It is an easy and quick method of analysis to learn involving a few procedures. According to Miles, Huberman and Saldana (2014) thematic analysis is the most suitable method to use for analysing the opinions of different participants indicating areas of similarity and difference while also generating new unexpected insights. Thematic analysis is also one of the most effective ways of summarizing the main features of a large set of data as the researcher is forced to employ a well-structured technique to handling data to come up with an organized and clear report (Miles et al, 2014). As it is anticipated that large sets of data can be generated from the data collection process, thematic analysis would therefore be the most appropriate method of handling such data in a well-structured manner. One of the main disadvantages of thematic analysis that researchers need to be wary of is that flexibility will lead to the production of incoherent data themes (Nowell et al, 2017). Nonetheless coherence and consistency can be retained by coherently linking the empirical claims of a study to an explicit epistemological standpoint (Robinson, David & Hill, 2016).

3.7 Ethical Considerations

It is imperative that before embarking on a study researchers respect the research sites as well as the participants (Creswell, 2016). Many ethical issues arise during this stage of the research as stated by Aggarwal and Gurnani (2014), the following ethical considerations were followed:

Seeking permission to conduct study

During the collection of data, it is very important to have the approval of the people in authority (the gatekeepers) at the research site before having access to the participants (Creswell, 2016). This usually entails drafting a letter to the individuals in authority clarifying the expected duration of the data collection process, the outcomes of the study and the potential impact. According to Creswell (2016) researchers have to respect the research site so that they do not disrupt the normal activities. In that regard, researchers especially those using methods such as interviews and prolonged observation at the study site must be aware of the impact of their presence and try as much as possible not to disturb the operations. It is thus advisable that researchers time their visits well so that

they do not disturb the work time of the participants. In other cases, some organisations have prescribed guidelines that outline the ways by which studies may be conducted without disrupting their work schedules. Permission to conduct the study was sought from the relevant municipal authorities and granted before data collection begun.

Informed consent

Researchers must obtain informed consent from the participants before they take part in a study. They are required to draft an informed consent form to give to the participants to sign before taking part in a study. The consent form outlines the participants' rights and their protection during the process of collecting data. In accordance with the principles stated by Brink (2018) the consent form for this study contained the following:

- Identifying the researcher and the institution of learning from which she came from.
- An outline of the purpose of the study and the process by which participants were chosen for the study.
- An outline of the expected type and level of involvement of the participants.
- Guaranteeing participant confidentiality, anonymity, and participants' right to withdraw from the study at any time.
- Providing names of contact persons for participants to call should enquiries related to the study arise.

The participation that was done by community members, ward councilors and officials was voluntary, and the purpose of the study was clearly explained to the respondents.

Confidentiality and anonymity

One of the most fundamental ethical principles in research is the right of participants' names and identities to remain unknown. By allowing this to happen a researcher ensures that participants are able to retain their voices and continue to make decisions independently (Creswell, 2016).

During the analysis and interpretation of both qualitative and quantitative data there is need to observe ethical principles. In that case it is critical for a researcher to anticipate in advance how the anonymity of participants, incidents and roles is going to be protected

in a study (Rehman & Alharthi, 2016). For this study anonymity was protected by disassociating names from the responses provided by participants during the recording as well as coding process. During the study, pseudonyms and aliases for participants were used to conceal their identities. According to Chopra, Golab, Pretti and Toulis (2018) researchers are required to keep data for a minimum of 5 years after which they should discard it. All data collected in the study was securely locked in a private cabinet that is only accessed by the researcher to prevent it from falling into hands of other individuals who might misuse it. The information that was provided by the respondents was treated confidentially. No names of participants were disclosed during the course of the study.

Potential harm and gain

Ethical research should not cause any harm to the participants, in actual fact it is recommended that a research be of benefit in some way to the participants and the wider community (Brink, 2018). In that regard, a researcher has to evaluate the possibility of harm or benefit inherent in the selected research methods and the subsequent results. This means that potential risks must be identified, and methods must be selected to minimize such risks. Fleming and Zegwaard (2018) note that a research should avoid making revelations that may harm the reputation, privacy or dignity of the participants. Great care was taken in the designing of the research instruments and methods for collecting data so that there was nothing contained in it that would cause physical, emotional or reputational harm to the participants or the institution under study.

Avoidance of plagiarism

University students and researchers are expected to follow set standards for the integrity of their work (University of Pittsburg, 2020). Plagiarism describes the practice of willingly taking and making use of other people's work and using it as if its one's own work without acknowledging them (Neville, 2007). It is a serious academic offence with both ethical and legal consequences. Researchers and university students are advised to cite sources used correctly to avoid plagiarism (University of Pittsburg, 2020). For this study plagiarism was avoided through, taking good notes, correct citation and paraphrasing correctly. No information used in the study was plagiarized nor fabricated as the researcher sought to enhance the validity and credibility of the research findings.

3.8 Limitations

The limitations with the context of the study is the researcher encountered difficulties in getting authorization from the Municipality and limitation due to the fact that the wards were geographically dispersed as the researcher had to travel. Nonetheless sufficient information was collected from the wards visited as soon as municipal authorization was granted.

3.9 Conclusion

This chapter discussed the methodological process followed throughout the study. The research methodology outlines the choices made by researchers concerning how they will undertake the process of enquiry. The research paradigm was discussed explaining the beliefs and assumptions guiding the study. A discussion of paradigms such as positivism, interpretivism and critical theory was done explaining the advantages and disadvantages of each and how they culminated into pragmatism, the chosen paradigm for this study. Pragmatism rejects the traditional philosophical extremes of subjectivity and objectivity and permit researchers to abandon rigid dichotomies rooted in positivist and interpretivist ideologies. The research design then followed. Research methods such as questionnaires; interviews; focus groups; non- participant and participant observation and experiments were discussed outlining the pros and cons of each method. The chosen research methods for the study were questionnaires and interviews.

The chapter will then make a comparison between quantitative, and mixed methods approaches justifying the selection of the qualitative approach for the study. A description of the study area then followed highlighting its geographical location, surrounding areas and the number of wards in the municipal area. This led to a clear discussion of the population of the study. After that the sampling method and sample size for the study were explained. The rest of the chapter will discuss the data collection methods, data analysis, ethical considerations observed and the limitations of the study.

CHAPTER 4: PRESENTATION AND ANALYSIS OF RESULTS

4.1 Introduction

The preceding chapter focused on the research methodology which guided that study, the sample size, the data collection process, and the research instrument for the study. There will be a presentation, analysis and discussion of results collected in the field. The study aimed to evaluate the role of public participation in spearheading Integrated Development Planning to enhance the delivery of services in Fetakgomo Tubatse Municipality, Limpopo. Data was gathered through the use of an interview questionnaire from purposively sampled senior municipal managers and officials with at least 2 years' experience working at the municipality and knowledge of IDP. The chapter will thus present, analyze and discuss the results from the collected data based on the study objectives.

4.2 The demographic profile of the participants.

The section discusses the demographic profile of the participants. Demographics play an integral role in a research study and when analyzed alongside behavioral data can reveal different dimensions of analysis. Demographics are therefore critical. Municipal managers and officials were required to write their age, gender, employment status, highest educational qualification and ward number. The data was collected from a total of 20 senior municipal officials, municipal officials and community Development workers from Fetakgomo Tubatse Municipality, Limpopo.

4.2.1 Age of participants

Table 4.1 Distribution of participants by age

AGE RANGE	TOTAL
29 and below	-
30-40	2
41-50	8
50 and above	10
TOTAL	20

Table 4.1 above shows the distribution of participants by age. Age is critical as it indicates whether or not there are trends in perceptions by age group. All the 20 participants involved, retained valid responses in terms of their age. From the 20 respondents; 2 was aged between 30 to 40 years old; 8 were aged between 41 to 50 years old and 10 were aged 50 years or above. The age with the majority of the respondents was 50 years and above.

4.2.2 Participants' gender

All participants were required to write their gender down. Gender identity, gender relations, gender roles and institutionalized gender has an influence on individuals' perceptions (Tannebaum, Greaves & Graham, 2016). From the 20 people involved in the study there were 8 females and 12 males. Therefore, the majority of respondents who took part in this study were male. The study statistics do not correspond with those provided by Statistics South Africa (2011) which indicate that there are more females (more than 50% of the population) than males in the country.

4.2.3 Academic qualifications

The respondents were also required to list their highest academic qualifications. From the research findings the respondents highest academic qualifications were as follows: 3 respondents had Masters qualifications; 3 had degree qualifications; 6 had diploma qualification; 2 had certificate; 4 only studied up to Matric and 2 respondents did not state their highest academic qualifications. Therefore, most of the study participants had diploma qualifications.

4.2.4 Employment status

The respondents were also required to state whether they were employed or not. According to Stam (2016) the employment status is important because it affects an individual's self-esteem, status and mental well-being. Therefore, it was important to

capture respondents' employment status. All the 20 individuals involved in the study were employed.

4.3 Results and key themes from the questionnaire questions

This sections present and discusses the main themes and sub- themes that came from the data collection. The results are discussed in relation to direct quotes from the research participants. The table below summarises the themes and sub-themes that came from the data collection process.

Table 4.2 Themes and sub-themes

THEMES	SUB- THEMES
Theme 1: the effectiveness of IDP as a tool for enhancing community participation	1.1 IDP hampered by COVID 1.2 Loss of confidence in the IDP by the community 1.3 Poor participation 1.4 Lack of leadership commitment
Theme 2: the challenges faced in community participation	2.1 Low literacy levels on community 2.2 Accessibility challenges 2.3 Failure of municipality to deliver on promises 2.4 COVID 19 protocols on gatherings
Theme 3: identifying the role players influencing decision making in IDP.	3.1 Municipal officials and councillors 3.2 The executive committee 3.3 Political leaders 3.4 The community
Theme 4: strategies and approaches in promoting community participation in IDP	4.1 Decentralizing participation 4.2 Use of social media to encourage community participation

	<p>4.3 Use of local language in community meetings</p> <p>4.4 Use of local radio station and newspapers to provide feedback to community</p> <p>4.5 Resuscitate old structures like Magoshi, SGB and NGOs.</p>
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4.3.1 THEME 1: EFFECTIVENESS OF IDP AS A TOOL FOR ENHANCING COMMUNITY PARTICIPATION

Municipalities are starting to adopt the IDP as it is seen as a means to achieve sustainable social and economic development through the optimal use of available resources and adequate planning (Naidoo & Ramphal, 2018). The importance of the IDP is entrenched in the creation of critical plans that prioritize development above all else. The main target of these plans is to curb unnecessary spending and to stop previous wasteful expenditure by municipalities. Through the IDP, municipalities have therefore been given the mandate to ensure that the IDP succeeds through stakeholder and public participation as stipulated under Chapter 7 (local government) of the Constitution of the republic of south Africa, 1996. The questionnaire included questions which were designed to determine the effectiveness of the IDP as a tool for enhancing community participation.

The findings showed that the IDP as a tool for community participation has been affected by a number of factors. Respondents were asked if community members participated in the IDP process. While most of the responses showed that there was a degree of participation the same responses also showed that participation has its own share of problems. Respondents stated that not all members participated, some participated minimally, and some did not participate completely because they did not know its importance. Some of the responses provided to that question are:

“Community members participate minimally.” Participant 3, 26/02/22.

“Not all community members participate because some don’t know its importance.”
Participant 14, 27/02/22.

“Yes, but not all community members do.” Participant 5, 26/02/22

The selected responses show the problems inherent in the participation processes. However, despite the participation problems the respondents exhibited great knowledge of the role of the IDP. Each respondent was asked to explain the role of IDP. All respondents were able to give brief explanations of their own understanding of what the IDP entails and also stating the role of the stakeholders in the process. The respondents were also able to pinpoint the period in which community participation takes place. From the responses provided community participation in the IDP takes place in April each year when the municipality starts collecting information on community needs.

The respondents shared their candid opinions about the extent to which the IDP has successfully encouraged community participation. From the various responses provided and the themes to be explained below one can conclude that the IDP has been hampered by the COVID-19 pandemic; poor participation; loss of confidence in the IDP by the community and; lack of leadership commitment. These sub- themes are further explained below:

4.3.1.1 IDP hampered by COVID-19 pandemic

The COVID-19 pandemic has had global effects on a scale that has never been imagined. It has affected nearly every aspect of people’s social, economic and political lives. The global pandemic has affected the IDP process in Fetakgomo Tubatse Municipality in that the restrictions on the movement and gathering of people has meant that community participation has had to be stopped indefinitely.

One of the questions on the questionnaire asked how effective the IDP has been in enhancing community participation in the municipality. One of the recurring responses mentioned the COVID pandemic and the impact it has had on the participation process. Concerning the impact of the pandemic respondents wrote:

“Now it is not effective due to COVID, and people are not allowed to gather in numbers & I think of visual meetings to different stakeholders would work.”
Participant 13, 27/02/22.

“The amalgamation of this municipality and Corona have caused problems to the participation process.” Participant 10, 27/02/22.

“Community participation is partially effective since the dawn of the pandemic.”
Participant 16, 27/02/22.

The impact of the COVID pandemic on the participation process can therefore not be understated. Gatherings in the country have been suspended under the different lockdown level restrictions thus no form of community participation could take place for long periods. However, with restrictions are becoming less stringent meaning that in future greater numbers of people will be allowed to gather for community participation activities. The COVID-19 pandemic has presented many municipalities with challenges that have spread across to different sectors of the economy aggravating the socio-economic problems already being faced in rural parts of the country (City of Johannesburg IDP 2020/21). At the height of the pandemic in March 2020, it was declared a state of national disaster by the president in accordance with the Disaster Management Act of 2002. This marked the introduction and commencement of strict lockdown measures in an effort to combat the effects of coronavirus which was causing a strain on the country’s public health system. Different gazettes were summoned in different government entities so that they may continue functioning amidst the pandemic while at the same time mitigating its effects. Even though the Risk Adjusted Strategy has resulted in the economy opening up again under different alert levels, South Africa’s economy and the smaller versions of the economy are still fragile. It is therefore pertinent that municipalities IDPs to understand the complexities brought about by the pandemic and alter their developmental trajectories (City of Johannesburg IDP 2020/21). Local authorities together with provincial and national governments have a joint responsibility to transform society. Municipalities have been therefore encouraged to adopt innovative and corrective changes to policy making and the subsequent implementation. The IDP is

seen as a tool for carrying out this broader developmental paradigm shift to enable municipalities to serve their communities effectively.

4.3.1.2 Poor participation

The success of the IDP is dependent on participation. When there has been no participation it is therefore rendered ineffective. One of the sub- themes which emerged from the study was that the IDP has been affected by poor participation. One respondent wrote:

“The IDP is very poor because when the councilors called community meeting; the participation is very poor.” Participant 7, 26/02/22.

“The community so far they are no longer attending as compared to 2004.” Participant 8, 27/02/22.

“Not all people attend.” Participant 9, 26/02/22.

This shows that the IDP has been an ineffective tool for enhancing community participation within the municipality. In South Africa, citizen participation is an integral part of advanced, effective and accountability in governance (McGowan, 2017). It is therefore the objective of the national government to elicit confidence and levels of accountability from the citizens with regards to governance issues so as to improve service delivery. Mbelengwa (2016) argues that local government is an essential component of governance as it facilitates accountability and confidence in the government by encouraging the public participation in the improvement of service delivery. According to Taabazuing (2013) local government being included in the constitution as a sphere of government represents a conceptual shift from it being considered as an administrative unit of governance to it being used as an agent for achieving developmental principles and goals; sustainable development; cooperative governance and the promotion of environmental health. In all the various local authorities in South Africa, governance is concerned with making sure that all stakeholders; non-governmental organisations; community organisations and civil society groups participate

(Molepo & Khalo, 2015). It is therefore imperative that all these groups are not only represented but also are involved in issues of governance.

4.3.1.3 Loss of confidence in IDP by the community

Another important sub- theme which emerged was that the community had lost confidence in the IDP which affected its willingness to participate in the process. Two respondents noted that:

“It is not effective because communities have lost confidence due to the pace of service delivery.” Participant 1, 26/02/22.

“It is not effective because the projects that appear in the IDP are not implemented.” Participant 6, 26/02/22.

The community has essentially lost confidence in the municipality most probably because of the failures of the previous IDPs to deliver on its promises. For this reason, the community does not see a reason to continue participating in the process.

Marutlulle (2017) carried out a study from four different areas in Cape Town to explore the views and motivations of residents with regards to the value of citizen engagement with their local authorities. The study aimed to establish if there was a relationship between improved participation and levels of satisfaction or lack of it with service delivery. It was found out that, while satisfaction levels differ across the different areas, most respondents indicated a lack of cooperation between the community and their local municipalities. Scott (2016) noted that some of the possible explanations for this scenario is because of; inadequate resources; lack of managerial and political experience or incapacitation to manage local problems. In addition to that, interest in increased participation between local authorities and communities varied among respondents, contentment with the quality of services delivered either influenced this interest negatively, positively or did not influence in any way. The study by Marutlulle (2017) further revealed that interest in engaging the municipality was at times influenced by the quality of services received while at other times it was not influenced by perceptions of services received. The same study went on to observe that there is great diversity and

complexity surrounding the way municipalities are governed in South Africa and that issues of trust between citizens and their municipal officials are very important.

4.3.1.4 Lack of leadership commitment

The success of the IDP as a tool of enhancing community participation depends on the leadership commitment. One concerning point which emerged from the study findings was the alleged lack of leadership commitment in the process. One respondent wrote:

“It is not effective because the immediate stakeholders like councilors are not taking it seriously.” Participant 13, 27/02/22.

“I do not believe that it is that effective as its effectiveness is downplayed by some lazy councilors who fail to convene community meetings.” Participant 2, 26/02/22.

The respondents highlighted a lack of seriousness and laziness on the part of leadership to push the process through. Without adequate support and commitment from the leadership, the IDP will not be effective. For the successful management of the IDP process, municipalities must institutionalize their implementation plans and structures for their internal operations so as to create room for public participation. As specified in section 74(a) of the Municipal Structures Act 58 municipalities have the mandate to form ward communities whose role is to link communication between the public and the municipality

4.3.2 THEME 2: CHALLENGES IN COMMUNITY PARTICIPATION

One of the objectives of the study was to find out some of the community participation challenges being faced within the municipality. A number of issues emerged as respondents shared what they felt were the biggest community participation challenges they faced.

Before sharing the challenges of community participation, the questionnaire asked the respondents to state their own understanding of community participation. Overall, the respondents exhibited in-depth knowledge and understanding of what community

participation entails which is a positive sign. Some of the responses they gave concerning community participation were that:

“It is a consultative community process on issues that involve community for the sake of obtaining a buy-in. it has the connotation of involvement, approval seeking and information sharing.” Participant 15, 27/02/22.

“The involvement of community members in any activity that might affect their well-being. To involve community members in activities that are about development planning as well as decision making on particular programmes.” Participant 11, 27/02/22.

“The participation of community in the affairs of government structures be it financial and national programme. The participation may take place in various approaches like physical/face to face, through social media, telephone calls and questionnaires.” Participant 4, 26/02/22.

These responses showed that overall, respondents have an understanding of what community participation is about. The respondents were then asked to state the challenges they faced in community participation. From what was shared, the most pressing challenges faced can be summarized into the following sub-themes: low literacy levels in the community; accessibility challenges; failure of municipality to deliver on promises and COVID 19 protocols on gatherings. These will be discussed below in detail.

4.3.2.1 Low literacy levels in community

One of the main challenges faced in community participation were related to low literacy levels in community. The problem with low literacy levels in the community is that it hinders the members of the community from participating effectively and understanding the issues tabled for discussion. In relation to this aspect, respondents noted that there was:

“Lack of understanding of the process on community side.” Participant 6, 26/02/22.

“Literacy level of community members was a challenge.” Participant 12, 27/02/22.

“There were chaotic community meetings.” Participant 5, 26/02/22.

“Councilors as custodians of the IDP don’t have knowledge of the plan.” Participant 10, 27/02/22.

“Lack of information.” Participant 13, 27/02/22.

For community participation to be effective, it is important that community members have adequate knowledge and information of the IDP. However, the study identified a lack of understanding of the process from the community side which led to chaotic community meetings without any progress. It is more concerning to note that some of the councilors as custodians of the IDP did not have knowledge of it.

4.3.2.2 Accessibility challenges

Accessibility challenges were also identified as one of the public participation challenges being faced. The respondents indicated that there were infrastructure, location and venue challenges being encountered during the process of public participation. Others noted that they could not access transport in time to get to some of the venues as they were far from where they lived. Some of the responses provided which indicated that there were accessibility challenges are:

“There is a lack of facilities to enable participation; location/venues for community participation.” Participant 7, 26/02/22.

“The municipality sometimes arrange venues that are not accessible to community members.” Participant 2, 26/02/22.

“There are always problems of distance between the ward villages making it difficult for the poor without a means of transport to attend. Community meetings are thus dominated by the elites.” Participant 9, 26/02/22.

“Meeting were far from them (members of the community) and there is no transport for the community.” Participant 8, 26/02/22.

“Lack of connectivity to network.” Participant 4, 26/02/22.

The above stated responses show that accessibility and connectivity problems are a serious problem affecting community participation in Fetakgomo Tubatse Municipality.

4.3.2.3 Failure of municipality to deliver on promises

A recurring theme that emerged when the participants were stating the community's participation problems was on municipality's failure to deliver on previous promises made. The effect of this is that members of the community see no reason to continue participating when the municipality does not honour its promises. In relation to this issue, respondents wrote:

"The community is being discouraged by lack of implementation of projects as inputted in previous years." Participant 14, 27/02/22.

"The projects listed in the IDP were not implemented; their needs of the community therefore appeared worthless." Participant 1, 26/02/22.

"Every year the community is listing the same list of services they need." Participant 3, 26/02/22

"Municipalities collect data from the communities through public participation but fail to provide such services earmarked during public participation hence few community members participate." Participant 8, 27/02/22.

"Nothing happened after giving them the needs." Participant 6, 26/02/22.

"Every financial year, the priority of services needed is the same as the previous years." Participant 5, 26/02/22.

"The IDP is not followed to the latter." Participant 9, 27/02/22.

The result is that each year the community loses confidence in the value of their contribution and participation. This affects their participation in future programmes. Statistics in a 2017 survey carried out by Stats SA revealed that many South Africans were generally dissatisfied with state of service delivery and that rate of dissatisfaction has been increasing since 2005. In 2015, data compiled by the South African Social Attitude Survey (SASAS) showed that a large percentage of South Africans did not trust

their local municipalities (49.2%) while only one third of South Africans trusted (34.8%) their local municipalities with service delivery. A similar survey conducted by the Institute of Public Opinion (IPSOS) in 2015 revealed that for every ten South Africans only four trusted in the government's ability to deliver quality basic services to its citizens (IPSOS 2016). This distrust in government stemmed from the public's perceptions of poor service delivery from the municipalities (Masiya, Davids & Mazenda, 2019). In other words, this lack of trust in the government comes from their dissatisfaction with the quality-of-service delivery and also the way in which their grievances are handled by the municipal authorities and concerned government departments. Increased distrust leads to tension between the communities and their respective municipalities.

4.3.2.4 COVID 19 protocols on gatherings

As indicated before, the COVID-19 pandemic has impacted on the people's ability to meet in group. The impact of the COVID-19 protocols on gatherings was thus stated frequently by the respondents. Some of the respondents stated:

"The main challenge is COVID, and people are not allowed to gather in large numbers. They are also limited to gather in community hall where the meetings take place." Participant 11, 26/02/22.

"COVID 19 protocols on gatherings prohibit public gatherings which becomes a challenge to give the community a platform to participate." Participant 2, 26/02/11.

Traditionally, communities have used community gatherings as their main platform of participation. The changes brought about by the pandemic which prohibited and limited gatherings thus affected community participation. The COVID-19 pandemic has presented many municipalities with challenges that have spread across to different sectors of the economy aggravating the socio-economic problems already being faced in rural parts of the country (City of Johannesburg IDP 2020/21). At the height of the pandemic in March 2020, it was declared a state of national disaster by the president under the terms of the Disaster Management Act, 2002 (Act 57 of 2002). This marked the introduction and commencement of strict lockdown measures in an effort to combat the effects of coronavirus which was causing a strain on the country's public health system.

Different gazettes were summoned in different government entities so that they may continue functioning amidst the pandemic while at the same time mitigating its effects. Even though the Risk Adjusted Strategy has resulted in the economy opening up again under different alert levels, South Africa's economy and the smaller versions of the economy are still fragile. It is therefore pertinent that municipalities IDPs to understand the complexities brought about by the pandemic and alter their developmental trajectories (City of Johannesburg IDP 2020/21). Local authorities together with provincial and national governments have a joint responsibility to transform society. Municipalities have been therefore encouraged to adopt innovative and corrective changes to policy making and the subsequent implementation. The IDP is seen as a tool for carrying out this broader developmental paradigm shift to enable municipalities to serve their communities effectively.

4.3.3 THEME 3: ROLE PLAYERS INFLUENCING DECISION MAKING IN IDP.

The third objective of the study was to find out how role players influence the IDP decision making process.

The respondents were asked if the community took part in the prioritization of their needs. Overall, the responses indicate that the communities do take part in the prioritization of their needs. Ten respondents said yes to the question while 5 (five) said there was no participation. However, an analysis of the responses provided show that the participation of the community is either ineffective or is riddled with problems of some sought. Some of the responses which prove this fact are:

“Yes, they take part, but the municipality cannot fulfil the promises.” Participant 16, 27/02/22

“Yes, but in a small number since few community members participate in this process.” Participant 15, 27/02/22.

“They do take part though it sometimes happen that budget constraints affect the priority lists from communities.” Participant 7, 26/02/22.

*“Yes, but nothing comes out of that priority list due to lazy political principals.”
Participant 6, 26/02/22.*

The above responses indicate that participation is affected by problems such as failure to honour promises; budget constraints and the fact that only few individuals are allowed to participate means that they do not have the power to push through their agenda. It is also interesting to note that an analysis of the ‘no’ responses also revealed these challenges. Those who said no stated:

“No, a wish list is generated from community consultation process and prioritization of needs happens in the offices.” Participant 8, 27/02/22.

*“No, the municipality prioritize the needs based on the budget they have.”
Participant 14, 27/02/22.*

“Not all of them.” Participant 6, 26/02/22.

*“The community so far they are no longer attending as compared to 2004.”
Participant 8, 27/02/22.*

The above responses again reveal almost similar problems which include that the budget determines the needs to be prioritized; there are attendance problems and; that the actual prioritization is done away from the public sphere. Overall, the results show that there is some form of community involvement in the prioritization of their needs, but their participation is largely ineffective due to a number of factors.

A direct question was posed to the respondents asking them to state the role players influencing decision making in IDP. A wide variety of answers were provided as the respondents stated the individuals, they thought had the most influence in decision making matters to do with the IDP. The responses given by the respondents can be grouped into 4 sub-themes: municipal officials and councilors; the executive committee; political leaders and the community. Each category exerts a certain level of influence in IDP decision making.

4.3.3.1 Municipal officials and councilors

Respondents stated that municipal officials and councilors have an influence on IDP decision making. From the 20 people involved in the study, 8 (eight) identified the municipal officials and councilors as some of the role players influencing IDP decision making. In South Africa, the government provides legislative policies for both local and provincial governments to use. The local authorities in the country are basically made up of municipalities led by municipal councils elected once in five years. The local authorities are empowered by the provincial government to implement the prescribed legislation (Naidoo & Ramphal, 2018). Municipalities have to implement the laws and regulations related to local government within specified timeframes in order to serve the citizens well and public participation is one of the issues which must be employed.

4.3.3.2 The executive committee

The executive committee was also identified as another important role player in the IDP decision making process. Three respondents identified the executive committee, executive members, mayors and mayoral committee as some of the role players influencing the IDP processes. The mayor plays a significant role in the community participation process and communication between the mayor and the public should be direct and two way allowing the public to directly air their grievances to the mayor. The ward committees are also important. These should ideally not exceed 10 members elected from a recognized ward serving voluntarily and led by the ward councillor. The elections rule for the ward committee elections is determined by the municipal council.

4.3.3.3 Political parties and leaders

Political leaders were also identified as role players in the IDP process. One respondent noted that:

“The process is mostly dominated by elites and the educated middle class, on the other hand IDP processes are hijacked, manipulated and dominated by political

parties instead of the poor whom the consultation process must empower.”
Participant 13, 27/02/22.

Three other respondents stated that political leaders had an influence on the IDP processes. The national government, at macro level, create policies and disburses funds for basic services and requirements. The state/provincial authorities and the municipalities, at micro level, have the duty to deliver public services to members of the community (Naidoo & Ramphal, 2018). These services can be delivered through a community organisation or through a private sector organisation.

Mbelengwa (2016) views ward structures as pseudo- structures created by political parties to serve their interests. The majority of the studies suggest that ward committees are mostly viewed as representatives of municipal council or tools for collecting ward member’s views and participation though ward committees are only regarded as symbolic (Mbhele 2017:35). Most local authorities rarely delegate powers and responsibilities to communities and ward committees (Mtshali 2016) and they also do not have capacity building to support communities and information regarding how local government functions (Masiya et al, 2019).

4.3.3.4 The community

The community was also singled out as a role player within the IDP decision making process. Five respondents identified the community as having an influence on the IDP decision making process. However, the responses indicate that other role players have greater influence on the IDP decision making process than the community. Emphasising the need for public participation is meant to empower communities to develop themselves and to include them in policy formulation and decision making which leads to community satisfaction. Gaventa and Valderrama (1999) argued that the divide between the social and political fields can be narrowed if the fields are linked. Members of the community are considered as one of the main role players on issues involving the development of their areas of residence. Involving community members in the development of their communities positively impacts on government programs (Mothepe, 2013). Public participation is concerned with involving people from local authorities, the business

community, traditional leaders, ward councils and ward committees in performance management, planning, monitoring and the implementation of projects.

4.3.4 Theme 4: Strategies in promoting community participation in IDP

The last objective sought to draw suggestions from the respondents on the possible ways by which community participation in IDP could be improved.

The respondents were probed regarding the current methods which are being used to develop and present the IDP process to members of the community. A wide range of answers were provided. Some of the ways which were stated include cluster mass gatherings; radio and print media; community participation forums; tribal gatherings; ward-based questionnaires; presentation feedback on IDP reports to all communities; IDP forums; youth structures; ward councilors and ward committees; Magoshi forum; visiting individual wards; usage of municipal website; stakeholder meetings and public debates or discussions. From the responses provided it is evident that the municipality is flexible and has a wide range of options at its disposal when it comes to how it intends to develop and present the IDP process to its people. Nonetheless there is still room for improvement regarding the nature of community participation and how it can be enhanced. As a result, respondents were then asked to suggest strategies and approaches that could be used to improve the level of community participation.

There were a number of suggestions made by respondents on what could be done to promote community participation in integrated development planning. These suggestions were summarized into 4 sub- themes: decentralizing participation; the use of social media; use of local languages at community meetings; use of local radio stations and media to provide feedback and resuscitation of old structures for participation.

4.3.4.1 Decentralizing participation

The most common suggestion was that participation be decentralized to ward level. Five respondents noted that it would be beneficial if community participation was to be done at ward level. In relation to this point, the respondents said:

“Ward councilors/committees have to conduct community participation in their wards.” Participant 15, 27/02/22.

“The municipality should utilize ward approach where each ward councillor should be instrumental in holding consultative sessions in his/her ward for intensive community engagement.” Participant 1, 26/02/22.

“To address communities through sections in the wards.” Participant 3, 26/02/22.

“Meetings must be on their villages to minimize municipal costs for travelling and even time for community members that are having young ones from school.” Participant 10, 27/02/22.

“Municipality need to segment its user base for the purpose of epic community development i.e., ensure every client feels cared for, valued and respected.” Participant 5, 26/02/22.

“I think it will be much better to visit parties/communities per wards.” Participant 6, 26/02/22.

Respondents were of the belief that it would be beneficial for participation to be done at ward level so to minimize costs of travelling between areas and to ensure that there is intensive community engagement. Tau (2013) notes that public participation implies involving communities and community groups in governance matters so that their concerns may be heard. Public participation is therefore community based, and community members must organise and set their objectives at grassroots level, working together with non- governmental organisations in their communities to participate in decision making.

4.3.4.2 Use of social media to encourage community participation

Respondents suggested the use of social media to encourage community participation. Five respondents made this suggestion and the associated benefits. Some of the respondents wrote:

*“I recommend for utilization of social media platforms to reach the youth.”
Participant 16, 27/02/22.*

“Introduction of municipal Facebook page for community members to express themselves.” Participant 4, 26/02/22.

“I recommend the distribution of information in schools and activation of social media platforms.” Participant 8, 27/02/22.

*“Quarterly feedback to communities through various communication platforms like website, radio slots, newspapers, social media platforms and visit to communities.”
Participant 9, 27/02/22.*

It was suggested that social media platforms like Facebook would be an important tool to target the youth to participate in the IDP processes. It was also suggested that the Municipality open its own Facebook page so as to allow community members to express themselves.

4.3.4.3 Use of local language in community meetings

With the levels of literacy among community members being an area of concern, it was suggested that the community meetings use local language understood by the majority when deliberating their issues. One respondent suggested that:

“Community participation processes must be conducted in the language best understood by the villagers.” Participant 13, 27/02/22.

Some of the challenges indicated earlier on such as lack of understanding the process by community members and chaotic community meetings could be solved by the use of a language understood by the local community. As proposed by Gaventa and Valderrama

(1999) in their theory of public participation members of the public should be given full and objective information so that they fully comprehend the issues at hand, the options available and the possible intervention strategies to circumvent such issues.

4.3.4.4 Use of local media to provide feedback to community

Another suggested strategy to promote community participation was to make use of the local media. The area covered by the municipality has access to local radio stations and newspapers. The respondents suggested that these could be used to improve the levels of community participation. Some of the respondents noted that:

“Usage of local newspapers and radio stations.” Participant 11, 27/02/22.

“Radio is a powerful medium which can be used to relay information to the public. Distribution of information in schools and activation of social media platforms.” Participant 2, 26/02/22.

“Quarterly feedback to communities through various communication platforms like website, radio slots, newspapers, social media platforms and visit to communities.” Participant 6, 26/02/22.

From the study local media platforms serve two important functions; to relay information to the community and; to give feedback to communities. In Germany the use of media and information communication technology to drive public participation is common as has been indicated in the literature review. There is a small non- profit consultancy in Berlin called Zebralog (EIPP, 2011). It was created to organise and facilitate public participation between the private and public sector. It also promotes cross- media participation. They use the latest technology and innovation to facilitate face to face participation and improving the spread of information. Through cooperation with local government, they have been involved in various big projects.

4.3.4.5 Resuscitate old structures like Magoshi, SGB and NGOs.

The respondents also suggested that old structures for community participation be revived. The other suggested platforms for community participation include, Magoshi, SGB and NGOs. Respondents stated:

“Let us resuscitate the old structures like (SGB, Magoshi, sanco and NGOs)”
Participant 13, 27/02/22

“I recommend to use Magoshi, every Wednesday they meet.” Participant 7,
26/02/22.

“I think it will be much better to visit parties/communities per wards, through SGBs and NGOs like home base carers, Drop-in center staff etc.” Participant 2, 26/02/22.

Members of the community are considered as one of the main role players in issues involving the development of their areas of residence. Involving community members in the development of their communities positively impacts on government programs (Mothepe, 2013). Public participation is concerned with involving people from local authorities, the business community, traditional leaders, ward councils and ward committees in performance management, planning, monitoring and the implementation of projects. There are several platforms in local government issues that are considered as community participation. These mechanics include consultative sessions, focus groups, public meetings, report back meetings, market researches and advisory committees as identified by Ntlabezo (2013).

4.4 Conclusion

In conclusion, the chapter presented, analysed, and discussed the results for the study on assessing the role of public participation in facilitating integrated development planning (IDP) for the improvement of services in Fetakgomo Tubatse Local Municipality, Limpopo. The study used an open-ended questionnaire to collect qualitative data from municipal managers and officials with at least 2 years' experience working at the municipality and

knowledge of IDP. The results were presented according to the study objectives; to examine the effectiveness of IDP as a tool for enhancing community participation; to assess the challenges in community participation; to identify how the role players influence decision making in IDP and to suggest strategies and approaches in promoting community participation in IDP. Chapter 5 will conclude the study and give recommendations.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

Public participation is a fundamental aspect of a functional democracy as such it is supported by enabling legislation. Such legislation includes the Municipal Systems Act of 2000, the Municipal Finance Management Act of 2003; the Municipal Structures Act of 1998 and the Constitution of 1996 which all serve two important functions; to provide democracy and a measure of accountability in local municipalities. For the people, governance begins at local municipality level. As part of the country's broader goals of providing the people with adequate infrastructure and services necessary for social and economic development. The Constitution of South Africa (1996) obligates local authorities to lead socio-economic development activities in their areas of jurisdiction by inviting their communities and associated community organizations to participate in local governance matters. Some of the services rendered by municipalities include sanitation; water; roads; power supply; water drainage and refuse collection among other things. For the country to successfully attain its development objectives it is critical that these services are provided efficiently.

The study assessed the role of public participation in facilitating integrated development planning for the improvement of services in Fetakgomo Tubatse Local Municipality, Limpopo Province. The chapter will explain the extent to which the goal of the study and research objectives were achieved. A summary of the research findings will be given and then conclusions will be drawn from these research findings. Suggested recommendations will then be provided in the final segments of the chapter and also possible areas for future research.

5.2 Research Summary

5.2.1 Goal of the study

The goal of the study was to evaluate the role of public participation in spearheading Integrated Development Planning to enhance the delivery of services in Fetakgomo Tubatse Municipality, Limpopo.

5.3 Summary based on objectives of the study

5.3.1 Objective 1: to examine the effectiveness of IDP as a tool for enhancing community participation.

The study sought to examine the effectiveness of IDP as a tool for enhancing community participation. From the literature review, Molepo (2013) notes that the IDP is used as a mechanism by which municipalities can capture community grievances in relation to development matters. The Municipal Systems Act stipulates that the IDP must be inclusive and strategic in its approach to community development (Gumbi, 2014). Involving the community therefore becomes important to ensure that their community achieves the governments' socio- economic development goals. Not only communities stand to benefit from the IDP, but other stakeholders also stand to benefit which include the private sector, municipal council, municipal officials and councilors. The IDP can be of great importance to the private sector as it gives them an overview of areas in need of investment (SA, 2013). For councilors the IDP can be a useful tool guiding their decision-making process for their constituencies (Ntlabezo, 2013). Besides that, for the municipal council the IDP can be used to source external funds or to lure investments. Therefore, the programs in need of funding are easily identified through the IDP. The key areas urgently in need of development are easily picked out through the IDP processes (Thobejane, 2011).

Municipalities are starting to adopt the IDP in order to attain sustainable social and economic development through the optimal use of available resources and adequate planning (Naidoo & Ramphal, 2018). The importance of the IDP is entrenched in the creation of critical plans that prioritize development above all else. The main target of

these plans is to curb unnecessary spending and to stop previous wasteful expenditure by municipalities. Through the IDP, municipalities have therefore been given the mandate to ensure that the IDP succeeds through public and stakeholder participation as stipulated under Chapter 2 (Bill of Rights) of the Constitution.

In addition to the literature the findings of the research showed that the effectiveness of the IDP as a tool for enhancing community participation has been hampered by the COVID-19 pandemic; poor participation; loss of confidence in the IDP by the community and; lack of leadership commitment. The COVID pandemic affected the participation process in that people were not allowed to gather in numbers for a concerted period of time under various lockdown measures placed to deal with the pandemic. Poor participation also affected the IDP as the findings indicated that at times councilors would call meetings, but participation was poor and some people have not been attending. One other important factors revealed was the loss of confidence in the IDP by the community. The study revealed that some projects which appear on the IDP are not implemented and the communities have essentially lost confidence due to the pace of service delivery. This has affected the effectiveness of the IDP. The IDP has also been blighted by leadership problems. The respondents questioned the leadership's commitment towards the process. The leaders in charge of driving the project have been accused of not taking it seriously and some as lazy which shows that there is a leadership problem.

5.3.2 Objective 2: to assess the challenges in community participation.

The literature review showed that many South Africans were generally dissatisfied with state of service delivery and that rate of dissatisfaction has been increasing since 2005 (Statistics SA, 2017). In 2015, data compiled by survey conducted by SASAS showed that a large percentage of South Africans did not trust their local municipalities (49.2%) while only one third of South Africans trusted (34.8%) their local municipalities with service delivery. A similar survey conducted by the Institute of Public Opinion (IPSOS) in 2015 revealed that for every ten South Africans only four trusted in the government's ability to deliver quality basic services its citizens (IPSOS 2016). This distrust in government stemmed from the public's perceptions of poor service delivery from the

municipalities (Masiya, Davids & Mazenda, 2019). In other words, this lack of trust in the government comes from their dissatisfaction with the quality-of-service delivery and also the way in which their grievances are handled by the municipal authorities and concerned government departments. Increased distrust leads to tension between the communities and their respective municipalities.

Besides that, of late the remonstrations have increased in intensity often resulting in both public and private property being destroyed and in extreme scenarios injury and deaths. A research by Lolwana (2016:8) concluded that protests related to service delivery have been on the rise and are becoming more violent. South Africa is among the countries with a high frequency of protests globally according to Alexander (2015). Protestors have been demonstrating violently as a way of showing their frustrations caused by poor service delivery by municipalities or in some instances a complete lack of service delivery. These factors point to the view that municipalities are struggling to deliver on their responsibilities and people in communities are increasingly losing patience with poor or lack of satisfactory basic services.

The research findings in relation to the challenges in community participation were largely in agreement with the literature findings. The respondents were asked to state the challenges they faced in community participation. From what was shared, the most pressing challenges faced include: low literacy levels in the community; accessibility challenges; failure of municipality to deliver on promises and COVID 19 protocols on gatherings. The research showed that literacy levels of community members was a challenge affecting effective participation. There was a lack of understanding of the community participation process and IDP on the community side and the result was that there were chaotic community meetings at times. There were also accessibility challenges experienced. Respondents reported a lack of facilities to enable participation and problems determining the location or venues for community participation. There were no transport provided for community members from distant parts of the municipal area to carry them to and from community participation venues thus people ended up absconding. There were complaints that at times the municipality arranged for venues which were not accessible to community members. Another issue which mirrors the

challenge highlighted in literature was the municipality's failure to deliver on promises. The respondents indicated their levels of frustration by the lack of implementation of projects inputted in the previous years. The community has grown frustrated that every year they are listing the same services, and nothing is done after giving the municipality their list of needs. The issue that the IDP is not followed to the latter is a source of frustration for them. Tufte (2017) analysed public perceptions of public participation in local government spheres, on one hand and the public's opinions of service delivery on the other side through a qualitative study using focus group discussions with community members. This is despite the fact that progress has been made by creating a framework which guides municipalities on how they should function and fulfil their constitutional obligations (Thompson, 2016). Mbelengwa (2016) argues that questions regarding the manner in which South African local authorities provide services still persists; and people still hold the conviction that municipalities are performing below par regardless of having progressive legislation created for the country new local governance system.

The COVID-19 protocols on gatherings were also listed as a challenge. Due to the pandemic people were not allowed to gather in large numbers and the restrictions also meant that a limited number of people were allowed to gather in the community hall where the meetings were held.

5.3.3 Objective 3: to identify the role players influencing decision making in IDP.

The IDP is influenced by different role players. Members of the community are considered as one of the main role players in issues involving the development of their areas of residence. Involving community members in the development of their communities positively impacts on government programs (Mothepe, 2013). Public participation is concerned with involving people from local authorities, the business community, traditional leaders, ward councils and ward committees in performance management, planning, monitoring and the implementation of projects. There are several platforms in local government issues that are considered as community participation. These mechanics include consultative sessions, focus groups, public meetings, report back meetings, market researches and advisory committees as identified by Ntlabezo (2013).

Tau (2013) notes that public participation implies involving communities and community groups in governance matters so that their concerns may be heard. Public participation is therefore community based, and community members must organise and set their objectives at grassroots level, working together with non- governmental organisations in their communities to participate in decision making.

In South Africa, the government provides legislative policies for both local and provincial governments to use. The local government in the country is basically made up of municipalities led by municipal councils elected once in five years. The local authorities are empowered by the provincial government to implement the prescribed legislation (Naidoo & Ramphal, 2018). Municipalities have to implement the laws and regulations related to local government within specified timeframes in order to serve the citizens well and public participation is one of the issues which must be employed. The mayor plays a significant role in the whole process and communication between the mayor and the public should be direct and two way allowing the public to directly air their grievances to the mayor. The ward committees are also important. These should ideally not exceed 10 members elected from a recognized ward serving voluntarily and led by the ward councillor. The elections rule for the ward committee elections is determined by the municipal council.

The national government, at macro level, creates policies and disburses funds for basic services and requirements. The state/provincial authorities and the municipalities, at micro level, have the duty to deliver public services to members of the community (Naidoo & Ramphal, 2018). These services can be delivered through a community organisation or through a private sector organisation. The bottom- up policy implies that local community members through public participation and their respective ward committees can be involved in policy formulation and matters that affect them.

The research findings revealed that the major role players influencing decision making in IDP were the municipal officials and councilors; the executive committee; political leaders and the community. The municipal councils are elected once after five years, and they are empowered by the provincial government to implement the prescribed legislation. The mayor plays an important role in community participation and provisions should be made

for direct communication between the public and the mayor. Political leaders also influence IDP decision making. They have been accused of hijacking, manipulating, and dominating the IDP process. Mbelengwa (2016) views ward structures as pseudo-structures created by political parties to serve their interests. The community is another role player in the IDP decision making process. However, the study findings indicated that other role players have greater influence on the IDP decision making process than the community.

5.3.4 Objective 4: to suggest strategies and approaches in promoting community participation in the development of IDP.

Local authorities have to make sure that all community needs are fulfilled, and that the community participates in the process of fulfilling such needs. South Africa being a democratic nation prioritizes community participation as one of the pillars of successful community development. The concept of community participation is likened to the concepts of public participation and citizen engagement (Mothepe, 2013). Molepo (2014) notes that community participation is a planned activity whereby people within a well-defined area have a close relationship with their government. Community participation also involves members of the community assuming control of the development process, democratic planning, top-down planning, public involvement, and bottom-up planning (Mosotho, 2013).

The research participants believed that participation should be narrowed down to ward level. Holding meetings in villages would minimise the costs associated with travelling between wards. Each ward councillor should be instrumental in holding consultative sessions and ensure that his/her ward adopts intensive community engagement. The municipality must segment its user base for intensive community development so that every community feels cared for, valued and respected.

The respondents proposed for the use of social media to encourage community participation. The use of social media was lauded as an effective means of targeting the youth. The opening up of a municipal Facebook page would provide community members with the platform to express themselves. Quarterly feedback to communities would also

be provided through the different communication platforms which include social media, websites, newspapers and radio slots.

The respondents also suggested the use of the local language at community meetings. With the levels of literacy among some community members being an area of concern, it was suggested that the community meetings use local language understood by the majority when deliberating their issues. Some of the challenges indicated during data collection such as low literacy levels and chaotic community meetings could be resolved through the use of local languages at community meetings.

Another suggestion made was the use of the local media to improve community participation. The area covered by the municipality has access to local radio stations and newspapers. Radio is a powerful medium which can be used to relay information to the public. Feedback to the community can also be provided through local newspapers. Local media platforms serve two important functions; to relay information to the community and to give feedback to communities.

Finally, the respondents suggested that old structures be resuscitated like Magoshi, NGOs and SGB. These structures were also suggested as one of the ways of engaging communities per ward for more effective participation.

5.4 Conclusions

Community participation in South Africa is regarded as one of the important components of ensuring effective community development. Municipalities are expected to ensure that they serve their communities through a positive participatory approach. The nature of public participation and policy making taking place in Fetakgomo Tubatse Local Municipality has been riddled with problems. This has negatively affected the effective implementation of the IDP. There has been a general loss of confidence in the IDP by the community. They have grown frustrated with the pace of service delivery and the lack of implementation of some projects appearing on the IDP. The community has grown frustrated that every year they are listing the same services, and nothing is done after giving the municipality their list of needs. The issue that the IDP is not followed to the

latter is another source of frustration for them. The leadership's commitment towards the process has also been questionable.

On the other hand, there has been the new threat brought about by the COVID-19 pandemic which changed the nature of participation and has meant that municipalities have to change their development trajectories to deal with the effects of this pandemic. People were not allowed to gather in groups which meant that the participation process already constrained by other problems had to be disrupted for a significant period. Although restrictions have now been lessened and people will be allowed to gather, it is evident that COVID-19 will continue to have an impact on participation processes and other matters related to community development. There are also logistical challenges being experienced in the municipality. The issue of being unable to travel between the wards, to and from meetings, lack of transport and the issue of venues has affected community participation.

The findings of the study indicate that community members have not been accorded a significant role in the IDP decision making process. They have essentially been side-lined by other role players influencing the IDP decision making process. The municipal officials, councilors, executive committee, and political leaders have more significant roles than the community. The political leaders and parties have been accused of hijacking, manipulating, and dominating the IDP process. There has been a general perception among members of the community that the IDP process has been dominated by politicians, elites, and the educated middle class at the expense of poor who must be empowered by the consultation process. This is an area of concern because for local authorities to be seen as effective, they should ensure that they deliver services to the communities in a transparent, efficient, accountable, timely and effective manner with input from the communities they serve. Participants need to be given an active role to initiate and spearhead the development programs in their communities in ways they see fit. Home grown solutions and ideas should be the cornerstone of public participation. Based on these conclusions it becomes imperative to suggest recommendations on what can be done to improve community participation in IDP.

5.5 Recommendations

Based on the research findings and conclusions, the following are recommendations:

1. Municipality should fulfil past promises to regain public confidence

The study revealed that community members have lost confidence in the IDP due to a number of reasons chief among them, the delivery of poor-quality services and the lack of implementation of some projects appearing on the IDP. It is therefore pertinent for the municipality to develop strategies to regain public confidence. The municipality may regain lost confidence by implementing past projects as way of building trust from the community. The municipality should also improve the quality of services it is currently offering in communities. By proving that they have changed the way they operate the municipality can regain public confidence and the community will likely be willing to participate more in future development programmes.

2. Introduce ward-level community participation

It is essential that the municipality prioritise participation of communities in the IDP at ward level. They can have structures in place to develop ward- level community participation and give more support to ward councilors and ward committees to conduct community participation from their wards. It would minimise community members having to travel between wards for participation processes by having platforms of participation closer to them. Community members must organise and set their objectives at grassroots level, working together with non- governmental organisations in their communities to participate in decision making.

3. Engage citizens on the most convenient platform for them

Consultations should be made with community members on the platform they feel is the most convenient for them. The study showed that at times community participation may

not be a priority for some community members. Participating in long- running and inefficient public meetings could be a source of frustration and demotivation for community members, therefore choosing a platform that can reduce time spent on engagement without disadvantaging the outcomes will be useful. Community members should have the freedom to choose the platform they feel would be faster and easy for them to send information and make queries.

4. Offer rewards to encourage more participation

As a way of motivating people to participate, the municipality can come up with a reward system. Attendance and participation should be recorded, and the most participating community members can be given incentives which can come in the form of a gift or voucher at the end of every financial year. The incentives do not have to be too big to burden the municipal coffers. In that way other members can be motivated to participate and those already participating can increase their participation levels.

5. Arrange for transportation for community members to attend

The municipality may make transportation arrangements to enable those from remote wards to come and attend community meetings. Transport preferably buses can be made available at designated spots where people are picked up and dropped soon after attending community meetings. In that way those without means of transport to go to meetings can be assisted.

6. Use social media to target youth participation and to reach a wider audience

Social media has had a huge influence on the present-day world. It can be used as a platform to connect and communicate with people. The youth and technologically survey population can be reached easily through social media. The Municipality can create a community Facebook page and WhatsApp groups to attract the youth and other

community members to be part of the community participation process. These platforms can also be used to collect information from young people and others within the community who cannot attend physical meetings. Their views, suggestions, opinions, and needs can be collected on these platforms. Feedback to the community from community meetings can be sent through these platforms as well.

7. Use of local media to provide feedback to community

The use of local electronic and print media platforms was given as a suggestion by the respondents. Through the local radio stations, the municipality can disseminate information related to development to a wider public. Municipal officials can pay for radio slots so that they can address the audience on matters related to the development of their area and issues of service delivery. For local newspapers they can also pay for sections where they discuss the IDP and place invitations for community meetings to discuss issues of service delivery and development programmes.

8. Municipality to form an Oversight Committee

Since complaints have been made that the municipality is failing to fulfil community needs and almost every year the same requests are made it could be useful to form an independent oversight committee to have an oversight role over the municipality's financial accountability issues. The oversight committee should be made up of community members and capacitated audit officials. After every financial year the oversight committee should prepare an oversight report to go hand in hand with the municipality's annual report. The oversight committee should also be mandated to perform other oversight duties and its meetings should be made open to members of the public and their input encouraged.

5.6 Future research

The area of public participation in South African municipalities is an area still in need of further research. There is a potential for large scale research on the topic as it is a national problem. Large scale quantitative researches can be conducted on the area of public

participation in IDP in the era of the COVID-19 pandemic across different provinces in South Africa so as to come up with national policies designed to plan for the future in the era of the pandemic. Future research can also be done on how municipalities can work around their budgets without compromising much on community needs. As has been revealed in the study, municipalities are frequently forced to prioritise certain community needs at the expense of others due to budgetary constraints. A research will therefore be necessary to come up with solutions on how best Municipalities can work with what they have to deliver timely and satisfactory services to their communities.

5.7 Chapter conclusion

The chapter has provided the conclusions and recommendations for the study. The research objectives and research questions were addressed. The primary findings were summarized. The study was able to expose the nature of the public participation, how policy-making is taking place and analyse how the Integrated Development Plan is being implemented in Fetakgomo Tubatse Local Municipality. Recommendations were then suggested on how best community participation can be enhanced in the IDP based on the research findings and conclusions. The chapter then closed with a discussion on the future areas of research on the area of public participation and IDP.

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ANNEXURE 1: CLEARANCE CERTIFICATE



University of Limpopo
Department of Research Administration and Development
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 3935, Fax: (015) 268 2306, Email: anastasia.ngobe@ul.ac.za

TURFLOOP RESEARCH ETHICS COMMITTEE
ETHICS CLEARANCE CERTIFICATE

MEETING: 09 November 2021

PROJECT NUMBER: TREC//2021: PG

PROJECT:

Title: The Effectiveness of Integrated Development Planning (IDP) As a Tool to Promote Community Participation: A Case Study Of Fetakgomo Tubatse Local Municipality, Limpopo Province

Researcher: SM Mkabela

Supervisor: Dr E Zwane

Co-Supervisor/s: N/A

School: Turfloop Graduate School of Leadership

Degree: Master of Public Administration and Management

PROF P MASOKO
CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE

The Turfloop Research Ethics Committee (TREC) is registered with the National Health Research Ethics Council, Registration Number: **REC-0310111-031**

Note:

- i) This Ethics Clearance Certificate will be valid for one (1) year, as from the abovementioned date. Application for annual renewal (or annual review) need to be received by TREC one month before lapse of this period.
- ii) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee, together with the Application for Amendment form.
- iii) PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

ANNEXURE 2: CONSENT FORM

Dear Participant.

I am Serofe Magdeline Mkabela, an MPAM student at Turfloop Graduate School of Leadership, University of Limpopo. I am carrying out a study about the effectiveness of Integrated Development Planning (IDP) as a tool to promote community participation: a case study of Fetakgomo Tubatse local municipality, Limpopo Province.

The purpose of this interview is to obtain information from members of the community, ward committee members, and the officials in the senior municipal management of Fetakgomo Tubatse Local Municipality. The responses from all respondents will be treated as confidential and will not be for employer's consumption. The responses will enable the researcher to make informal analysis, conclusion and recommendations which will help the municipality to improve on community participation during IDP processes.

You have been selected to participate in this study as you are an expert in the field and your inputs will make a difference on the future of our society. There is no right and wrong response. You must respond to all questions

I, agree/decline to participate in the in the above-mentioned research study, should I feel uncomfortable at any stage about the research I may withdraw my participation.

Signature of Participant:.....

Date:.....

Researcher and telephone number of the researcher:

Ms. Serofe Magdeline Mkabela - 0725971479

Thank you.

ANNEXURE 3: INTERVIEW SCHEDULE

SECTION B: INTERVIEW SCHEDULE

INTERVIEW SCHEDULE FOR COMMUNITY MEMBERS, WARD COUNCILLORS, WARD COMMITTEES, SENIOR MUNICIPAL MANAGERS AND OFFICIALS.

RESEACH OBJECTIVES:

- To examine the effectiveness of integrated development plan as a tool for enhancing community participation.
- To assess challenges in community participation.
- To identify role players influencing decision making in IDP.
- To suggest strategies and approaches in promoting community participation in the development of Integrated Development Plan.

BLIOGRAPHIC DATA

1. How old are you?
2. Are you a male or female?
3. Are you employed?.....
4. What is your highest educational qualification?.....
5. Ward Number:

QUESTIONS:

6. What is your understanding of community participation?
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7. Does the community members participate in the IDP process?

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8. Explain the role of Integrated Development Plan (IDP)?

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9. At which period does community participation take place?

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10. Do members of the community take part in the prioritization of their needs?

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11. How effective is community participation in the municipality?

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12. What are the main challenges preventing community members to participate in the IDP process?

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13. Who are role players influencing decision making in the municipal IDP process?

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9 Which method is used to develop and present the IDP process to members of the community?

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10 Which strategies and approaches can be suggested in improving the level of community participation?

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THANK YOU FOR TAKING TIME TO COMPLETE THIS SURVEY

ANNEXURE 4: LENANEGO THLATLO PUTŠIŠO

SECTION B:

LE NANEGO THLATLO PUTŠIŠO:

LENANEO PUTŠIŠO GO MALOKO A SETSHABA, MA KANTSHILARA A , WARD KOMITI, MALOKO MAGOLWANE A DI MANEGERA TSA MASEPALA LE BA BEREKI BA BANGWE.

BIOGRAPHIC DATA

1. A naa o na le megwaga e me kae?
2. O monna goba mosadi?
3. A naa lea šoma?.....
4. Ka dithuto o fihlile kae?.....
5. Nomoro ya ward :

QUESTIONS:

6. Kwišiso ya gago mabapi le go tšeya karolo ga setšhaba?

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.....
.....

7. Naa setšhaba se tšeya karolo go lenaneo thlabollo ya masepala?

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8. Maikemišetšo magolo goba bohlokwa ba lenaneo thlabollo la masepala keng?

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9. Naa ke sehla goba nako efe yeo setšhaba se tšeyang karolo ka yona?

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.....
.....

10. Naa setšhaba se tšeya karolo mo go dinyakwa tša sona, go ya ka lenanego?

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.....
.....

11. Naa setšhaba se tšea karolo ya maleba, ye e tseneletšeng go lenanego thlabollo la masepala?

.....
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.....
.....

12. Ke mathata goba di tšhitišo kgolo tšeo e legore di palediša maloko a setšhaba go tšeya karolo mo lenaneo thlabollo ya masepala?

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13. Ke bafe ba tšea karolo bao ba tšeago diphetho mo lenaneo thlabollo la masepala?

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14. Ke mekgwa e mefeng yeo e šomišwago go kgokaganya maloko a setšhaba mo lenaneo thlabollo la masepala?

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.....

15. Go ya ka wena ge o a kanya, ke mekgwa goba maano le ditsela dife tšeo dika šomišwago go matlafatša maloko a setšhaba go tsea karolo gape mo lenaneo thlabollo la masepala?

KE LEBOGA NAKO LE DIKAKANYO TSA GAGO.

ANNEXURE 5: PERMISSION TO CONDUCT RESEARCH

P.O Box 1435
MIDDELEBURG (MP)
1050
10 NOVEMBER 2021

THE MUNICIPAL MANAGER
FETAKGOMO TUBATSE LOCAL MUNICIPALITY
1 KASTANIA STREET
PO Box 206
BUGERSFORT
1150

ATTENTION: MR. PHALA NW

**REQUEST: PERMISSION TO CONDUCT MY RESEARCH AT FETAKGOMO
TUBATSE LOCAL MUNICIPALITY**

I am Mrs. Serofe Magdeline Mkabela, student number (202062961) currently pursuing a Masters Degree in Public Administration and Management at the University of Limpopo. I am would kindly like to request for permission to conduct my research at your Municipality. The tittle of the study is: “the effectiveness of Integrated Development Planning (IDP) as a tool to promote community participation: a case study of Fetakgomo Tubatse Local Municipality, Limpopo Province”.

Your assistance in this regard would be highly appreciated and I would like to state up front that the information that is going to be obtained will be used only for the purposes of my academic studies.

Regards

Mrs. MKABELA SM

Masters Candidate, University of Limpopo

Cell no. 072 597 1479 ,Email: serofemkabela@gmail.com

ANNEXURE 6: PERMISSION LETTER



FETAKGOMO TUBATSE LOCAL MUNICIPALITY

22 December 2021

Ms. SM Mkabela
The Student of University of Limpopo
Student No. 202062961
PO Box 1435
MIDDELBURG
1050

E-mail: serofemkabela@gmail.com

RE: PERMISSION TO CONDUCT ACADEMIC RESEARCH AT FETAKGOMO TUBATSE LOCAL MUNICIPALITY CONCERNING THE EFFECTIVENESS OF INTEGRATED DEVELOPMENT PLANNING (IDP): A CASE STUDY OF FTLM

The letter serves as a confirmation that Ms. Serofe Magdeline Mkabela – student No. 202062961, a registered Master's Degree Student in Public Administration and Management with the University of Limpopo has been granted permission by the Fetakgomo Tubatse Local Municipality (FTLM), to conduct the research at the municipality.

Please afford her the necessary support. And she will engage the following municipal officials:

- 1) Managers
- 2) Ward Councilors
- 3) Ward Committees
- 4) Community Development Workers (CDW's)

The municipal contact person to assist is the Acting Director Corporate Services Mr. ON Mosoma and to be contacted on 079 438 8814.

It is further requested that the Municipality be provided with a copy of the study conducted for future reference purposes.

Hope to find the above in order.

Yours faithfully


NW Phala
Municipal Manager



HEAD OFFICE

Ikastania street | P.O Box 206, Burgersford, 1150
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REGIONAL OFFICE

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ANNEXTURE 7: EDITORIAL CONFIRMATION

onpoint
Language Solutions

☎ 0832561666 | 0724522222

✉ emmanuelsikitime@gmail.com

📍 Makwarela Stand 3151
P.O Box 632 Sibasa, 0970

Proof reading | Editing | Copy writing

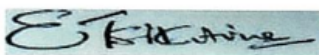
EDITORIAL CONFIRMATION

This serves to confirm that I, Dr. TE Sikitime, attached to on Point language solutions have proofread a dissertation titled: **THE EFFECTIVENESS OF INTEGRATED DEVELOPMENT PLANNING(IDP) AS A TOOL TO PROMOTE COMMUNITY PARTICIPATION: "A CASE STUDY OF FETAKGOMO TUBATSE LOCAL MUNICIPALITY, LIMPOPO PROVINCE**

BY

MKABELA SEROFE MAGDELINE
(202062961)

Editorial work focused mainly on technical precision and common errors relating to syntax, diction, word order and formulation of ideas. Corrections and suggestions were made for the candidate to effect before submission.



Date: 15/03/2022



Emmanuel Thifhelimbilu Sikitime
BA (Ed), BA HONS (ENGLISH) Univen, MA (SLS) STELLENBOSCH UNIVERSITY,
BA Communications Sciences (UNISA), Advanced Business Communications (UNISA)

onpoint
Language Solutions