COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESSES AS A MEANS OF IMPROVING LOCAL GOVERNANCE: A CASE OF POLOKWANE MUNICIPALITY

by

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DECLARATION

I, Magogodi Mary Mehlape, hereby declare that this research project submitted by me to the Department of Economics and Management was not previously submitted to any other institution neither by me or someone else. I further declare that this research project is a product of my original work in design and execution and all material contained herein has been duly acknowledged.

DEDICATION

This work is dedicated to my son Matome Wisdom Mehlape and my late uncle, Matome Sophonia Mehlape.

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ABSTRACT

The study presents findings that examined the nature and extent of community participation in the Integrated Development Planning (IDP) processes as a means of improving local governance at the Polokwane Local Municipality. The study argues for a need to empower communities with knowledge on the available mechanism as a way of fulfilling the dream of a culture of participation. This is to increase unified perception about the value of community participation in improving local governance. However, local governance accountability can be gauged by the extent to which they practise community participation in decision-making in facing up to the challenges of the day. This is done by putting or encouraging community participation in the processes that would help face up to the challenges of the day, including the IDP processes.

The study applied a mixed-methods design and a combination of thematic data analysis and Microsoft Excel (spreadsheet) to analyse data gathered. Structured questionnaires were distributed to respective community members in the selected communities: two villages of Potse and Mahlohlokwe; two townships Mankweng Unit D and Mankweng Zone 1; two suburbs - Flora Park and Ivy Park. Furthermore, face-to-face interviews were conducted with the Polokwane municipal officials responsible for IDP, municipal manager, IDP manager and councillors of selected communities.

Findings of the study showed that community participation in the IDP processes was viewed as one of the ways of enabling interaction between local government and citizens. However, citizens faced challenges in the process of community participation and that impacted on the level of community participation. It should, therefore, be borne in mind that to improve local governance, it is necessary to look at the extent to which communities are engaged in the processes of improving local governance. Participation of communities in the development planning of their communities can thus help improve local governance. Therefore, community participation should be widely applied in the local government field to enable good governance and sustainable development.

ACRONYMS

IDP - INTEGRATED DEVELOPMENT PLANNING

CP - COMMUNITY PARTICIPATION

LG -LOCAL GOVERNMENT

CBOs - COMMUNITY BASED ORGANISATIONS

RDP -RECONSTRUCTION AND DEVELOPMENT PROGRAMME

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CHAPTER 1: GENERAL ORIENTATION OF THE STUDY

1.1. INTRODUCTION AND BACKGROUND

In the South African context, the democratic dispensation which is based on principles such as freedom to assemble, freedom of speech and association have been paved by the Constitution (Constitution of the Republic of South Africa, 1996). It is, therefore, a constitutional mandate that citizens should participate in local issues for the success of local governance. Androniceanu (2021:150) highlights that, the involvement of citizens in public affairs in a democratic society is not limited to the right to vote. Democratic citizenship involves obtaining information about issues that affect the lives of citizens and the activity of the business environment, but also collaborating with others to influence how society will solve their problem. Several citizens' rights have been confirmed in the Constitution of the Republic of South Africa, 1996, Section 152 indicating that citizens should be involved in local governance. The Constitution also stipulates that there should be community participation in municipalities. This will curb the nature of lack of accountability and transparency. South Africa as a country like other countries, it has experienced the problem of participation, this is evident in the case of China it has experienced the challenge of the rhetoric of participation (Enserink and Koppenjan, 2007).

Smith as cited in Chikerema (2013:88) indicates that, "it is the responsibility of the local officials to ensure that citizens are fully informed about local programmes and activities as well as indicating that citizens have clear opportunities to play meaningful roles". In this regard, it is further emphasised that in Zimbabwe citizens are expected to actively participate in the system of government for it to function properly but, particularly, in the local government system (Chikerema, 2013). Thus, the state and the people need each other and use community participation to strengthen their relationship. In a nutshell, good governance and quality service delivery are necessary; thus, community participation is regarded as an important ingredient (Nyalunga, 2006). Juta, Moeti and Matsiliza (2014:1114) highlight that in 1994, when it transitioned from apartheid to democratic rule, South Africa inherited a monumental national housing crisis, which was fundamentally complicated by a long-standing culture of a lack of popular and community participation in governance and service delivery.

Participation is therefore defined by Babooa (2008:2) as "an active process whereby participants take initiative and action that is inspired by their thinking and deliberation and

over which they can exercise effective control". Hence, Mfenguza (2007:2) states that, of importance is that communities get involved in developing and implementing the Integrated Development Plan as a way of finding solutions that are best to achieve good long-term development. The idea here is that, communities have the privilege to find solutions to the development that will benefit both the present generation and the future generation. Therefore, it is of paramount importance that priority be given to community involvement in the development and planning of the IDP. This is because IDP acts as a community participation tool.

Pieterse (2007:5) indicates that there is a provision of the primary modality by the IDP for community interface; this serves as the key to the alignment and coordination of intergovernmental and also as the starting point for driving internal institutional reform. It is therefore important to note as highlighted by Mkentane (2013:16) that, "municipalities are required by law to plan through the development of integrated development plans and community participation in planning, places communities in the centre of the municipality's core functions". Furthermore, Madzivhandila and Maloka (2014:652) indicate that it is in the IDP where both the municipality and communities are given opportunities to work together in local governance. It is therefore through local governance process that citizens receive an opportunity to be actively involved and participate in local matters at their local areas.

Chikerema (2013:87) states that there is a need for citizen participation in community development and any policy formulation process; this will lead to the improvement of local governance. Additionally, Mkentane (2013: 11) indicates that community participation is regarded as the cornerstone of democracy, therefore the legitimacy of government can be ensured by allowing citizens participation in local government. According to Madzivhandila and Maloka (2014:652), "since the changing role of local government in South Africa, community participation has been regarded as important in the local planning processes". To this far, it is important to understand that there is a relationship between the communities and local government, hence communities should participate in local matters and this can be done through tools such as IDP.

Mkentane (2013:10) accentuates that in the democratic government of South African, legislation has been passed to stimulate participatory governance as a sign of its obligation to satisfying the needs of the people. The idea is that, citizens in the South African context

must be given a chance to participate in the governance of the country as it has been passed by the legislation of the country. As indicated in the Constitution of the Republic of South Africa (1996), the democratic government is committed to building a united democratic and non-sexist society, non-racial and to heal the divisions of the past. Legislative Framework South Africa (2013:12) revealed that, historically, South Africa was characterised by conflicts in state-societies and the high levels of state authoritarianism until 1994, whereby representative democracy began. In the 1980s, there has been the mobilisation of communities by labour, civic and youth organisations and by a range of political formations; therefore, the experiences provided the foundations of democracy, particularly in the South African context. Furthermore, it has been accentuated that, "the South African Constitution is based on the principles of good governance, making participation a right that holds the government accountable to the public" (Sebola, 2017).

Although citizens are free to participate and express their views in matters affecting their lives as enshrined in the Constitution, municipalities continue facing various challenges and one of the challenges include the rebuilding of relations with the local communities they serve. Although Local Government Municipal Systems Act determines that local communities should participate in drafting the IDP, there is still lack of general community participation. Therefore, the purpose of this study is to examine the nature and extent of community participation as a way of improving local governance; this is done to help community members, local government municipalities to know and understand the importance of working together. This will provide useful and valuable information to citizens, scholars to acquire knowledge about the process of interaction between the public and government. Furthermore, local government officials and councillors will know areas for improvement to effectively govern their local government.

1.2. PROBLEM STATEMENT

During the apartheid era, the planning discourse discriminated against various races leading to racial separation and operationalised through a spatial partition. Hence, entry and allowance were denied to South Africans who were non-whites to participate in all political structures and to influence decision making. There have been divisions of the South African societies in terms of racial as well as ethnic origins, this is where black majority were denied certain rights which whites had. Amongst such rights were the rights to vote, the rights to elect leaders of their choice and the rights to also contribute to the decision making process.

Looking at various communities under the Polokwane local municipality, there is a problem with the culture of community participation in that councillors responsible for various communities do not encourage the participation of community members and this creates problems. This is evident because in various communities there is still struggle for the delivery of services, communities still find it difficult to get the provision of water together with road infrastructure and streets lights in their area. This issue of not encouraging community members in participating in the affairs that affect their lives becomes a problem because community members or citizens will not have interest in participating in IDP processes as a means of improving local governance. Communities do not use appropriate community participation measures and some of the residents are not aware of their rights to participate, municipalities do not always inform them appropriately. Municipalities do not take the obligation of involving communities in the affairs of municipalities. Thus, this leads to community participation not being translated into strengthening governance as well as deepening democracy. It is worth noting that unless communities are empowered with knowledge on the mechanisms of participation that are available, the dream of having a culture of participation will not be fulfilled but it will just be a dream. In other words, communities must be empowered for the dream of a culture of participation to become a reality. This raises a question of the extent and nature of community participation in the IDP process in improving local governance in the Polokwane Local Municipality.

1.3. RESEARCH AIM AND OBJECTIVES

This study is informed by the following aim and objectives:

1.3.1 Aim

The study examines the nature and extent of community participation in the IDP process as a means of improving local governance at the Polokwane Local Municipality.

1.3.2 Objectives

The study intends to achieve the following key objectives:

- To determine the nature and extent of community participation in the Integrated Development Planning (IDP) processes;
- To investigate the roles of community participation in the IDP process;

- To evaluate challenges and opportunities faced by citizens in community participation in IDP processes; and
- To determine the implication of community participation in the IDP processes on improving local governance.

1. 4 RESEARCH QUESTIONS

This study seeks to answer the following questions:

- What is the nature and extent of community participation in IDP processes within the Polokwane Municipality?
- What are the roles of community participation in IDP process?
- What are challenges and opportunities faced by citizens in community participation in IDP processes?
- What are the implications of community participation in IDP processes on improving local governance?

1.5. ETHICAL CONSIDERATIONS

Brynard, Hanekon and Brynard (2014:6) state that "research ethics encompass daily duty requirements, the protection of the dignity of subjects as well as the publication of the information in the research". In this study, the approval to conduct research was obtained from the Turfloop Research and Ethics Committee (TREC) at the University of Limpopo. Moreover, a letter to request permission to conduct a research study was obtained from the Department of Public Administration, which was taken to the Polokwane Municipality to request permission.

- **Informed consent**

The researcher made participants aware of the risks involved in participating in this study. The purpose of the study was highlighted to participants and their importance in participating in the study before giving their approval to the researcher.

- **Voluntary participation**

This principle requires people not to be intimidated into participating in this study; therefore, participants were informed about voluntary participation and that no remuneration would be offered for participation.

- **Confidentiality and anonymity**

The principle of confidentiality and anonymity requires the researcher to assure participants that the data they provide will not be traced back to them in reports, presentations and other forms of dissemination. Therefore, in this study, the researcher ensured anonymity by not identifying the names of participants anywhere in the study. The researcher also ensured that sensitive information was kept confidential.

- **Avoidance of risk and harm**

The researcher conducted and commissioned the study with due respect for individuals involved regardless of ethnicity, religion, culture and race. Therefore, personal embarrassment was avoided. Participants were not forced to answer questionnaires on their own, help was provided by the researcher where it was needed to avoid the harm of their feelings.

1.6. SIGNIFICANCE OF THE STUDY

The significance of the study is about what the research seeks to deliver in general or otherwise. This study aims to provide important information to the citizens of the country about the process of interaction between the public and government. Furthermore, the study may help local municipalities to acquire knowledge from the findings and recommendations.

Local government officials will know what is lacking from citizens and what needs to be improved, the areas that needs more attention for the smooth running of local government. This will help municipalities to effective and efficient in delivering services and dealing with local government issues. Councillors will also get more information adding to the one that is already available about dealing with community members. Furthermore, community leaders and academics will get information gathered and reported from the study about community participation in the IDP processes, it will add more sources to the existing ones on the topics relating to community participation, IDP and local governance.

1.7. CHAPTER OUTLINE

This study's chapters are arranged as follows:

- **Chapter 1** introduces the study, focusing on the aim, research questions and research objectives. It further highlights the problem statement in the study and from which area of study. The chapter also outlines what to expect concerning the research design and methodology.

- **Chapter 2** reviews literature about the nature and extent of community participation in the IDP processes. The researcher provides relevant literature by other scholars or researchers in the same field of study.

- **Chapter 3** provides additional literature review focusing on the role of community participation in the IDP processes as a means of improving local governance.

- **Chapter 4** also provides literature review, focusing on the challenges and implications of community participation in the IDP processes.

- **Chapter 5** explains the research design and methodology used in the study.

- **Chapter 6** is a presentation of study analysis and interpretation of data collected from questionnaires and interviews. The expounds on research findings in accordance with data collected from respective respondents who took part in the study.

- **Chapter 7** summarises the research study and provides recommendations of the study.

CHAPTER 2: THE NATURE AND EXTENT OF COMMUNITY PARTICIPATION IN THE IDP PROCESSES

2.1 INTRODUCTION

This chapter presents information obtained from various scholarly sources on the nature and extent of community participation in the Integrated Development Planning (IDP). The literature review considered the level of community participation and efficacy of community participation, emphasising whether community members are involved in the IDP processes of municipalities which they belong to. The Constitution of the Republic of South Africa (1996) and other legislations offer opportunities for citizens to participate in local government affairs. According to Madzivhandila and Maloka (2014:652), community members and the municipality are given an opportunity through the IDP process to work together in local governance. Thus, Mautjana and Makombe (2014:53) emphasis that "the Batho Pele principles as the key instrument of democratic governance, is built around the notion of an active citizenry and a responsive government". It is further indicated that one of the main building blocks of democratic values is community participation in decisions that are influencing their well-being as well as their future.

Mashiachidi and Moeti (2016:400) indicate that "the Constitution of the Republic of South Africa (1996, Section 152) states that local government must ensure the provision of services to communities in a sustainable manner". Furthermore, it has been highlighted that there is a special duty placed on local government for encouraging participation by various community members in local government matters. The idea is that, the needs of people at the local level could best be identified and catered for by the sphere of government closest to them, which is local government. Therefore, it is necessary for citizens to be encouraged to participate in municipal affairs in a properly functioning democratic dispensation. In this regard, citizens will have an opportunity to define and tell what their development needs are, and also participate in the processes for meeting those defined needs. It is then important that the perception of citizens being passive participants in the development processes be cancelled and have a positive perception of citizens are active agents of change and development.

2.2. CONCEPTUALISING COMMUNITY PARTICIPATION

Different opinions are abundant regarding what community participation entails. Despite such differences, this study considers community participation as "a way in which

community members are allowed to get involved or participate in the affairs that affect their lives". The researcher for this study adopted a narrative that, community participation has to do with the involvement of ordinary people directly in the affairs of local governance, planning as well as development programmes as a whole. This involvement of citizens in local governance affairs is therefore regarded as an important part of democratic practice because this is where citizens are involved in decision-making process within their jurisdiction.

Many authors also regard community participation as citizen participation. Therefore, according to Berner, Amos and Morse (2011:129), "participation of citizens in local government is a way of enhancing communication between government and citizens, develop public trust in government as well as build the support for local government goals". Community participation as defined by Subramaniam (2012), "is a process by which people are given a chance to willingly and fairly be involved in making decisions". Marzuki (2015:23), on the other hand, highlights that, citizen participation is a definite term for citizen power. Hence, it is the process whereby power is reallocated to include previously excluded people from political and economic processes. Worth noting is that, "in the democratic dispensation, community participation is regarded to be a valuable element of democratic citizenship and democratic decision-making" (Michels and De Graaf, 2010). It is further accentuated by Madzivhandila and Asha, (2012) in Ngcamu (2014:146) that community participation is perceived to involve or engage ordinary people especially communities (citizens) in the affairs of local government. Citizens can get involved in the affairs such as planning, governance as well as the overall development programmes.

Additionally, Williams (2006:197) in Moyo and Madlopha (2016:103) highlights that "community participation is the direct involvement or engagement of ordinary people in the affairs of planning, government and overall development programmes at the local or grassroots level". The author further highlights that since community participation is all about community members, therefore it is of importance that the word community be described. Hence Mathebula (2015:187) appears to describe a community as a group of people with commonalities such as, the same age, gender, ethnicity, tribe, experiences, faith and interests. However, other authors like Mak, Cheung and Hui (2017:2) tend to have other perspectives of community participation; it is then perceived as a categorical term whereby various forms of participation are legitimised from different levels under specific circumstances.

There is an emphasis that, "observing the municipal level, the perception is that, the achievement of community participation can be through smaller demarcated wards where there is a population which has community features" (Mathebula, 2015). Community participation has been adopted as a strategy for improving development and conservation projects (Mak et.al, 2017). However, there are some difficulties associated with the definition of community participation and are claimed to be acknowledged. The reason for acknowledging these difficulties is because this concept of community participation does not have enough theoretical grounding (Mathebula, 2015).

As indicated by authors cited in the Social Capital Research & Training (2018), "community participation in the context of development refers to an active process whereby beneficiaries influence the direction and execution of development projects rather than merely receiving a share of project profits". It is further indicated that, through community participation, there are high possibilities that communities might have significant control over decisions that are made as a result of active role they have (social capital research & training, 2018). Mcgee in Mathebula (2015:189) therefore defines community participation as "a process through which the community can influence and share control over development initiatives, decisions and resources affecting them".

2.3 THE NATURE AND EXTENT OF COMMUNITY PARTICIPATION IN THE IDP PROCESSES

Mathebula (2015:189) accentuates that "some authors studied the complex and complicated nature of community participation in local government as the concept of community lends itself to a variety of interpretations". Additionally, it has been stated, there can be different degrees of community participation, some might include consultation whereas others include presentation of information, decision making or empowerment of citizens (Siyongwana and Mayekiso, 2011). Therefore, it is worth noting that community participation is conducted differently from different grounds. Since community participation, in its pure forms, has been envisioned by the government in 1994, it is difficult to consider it the most appropriate path under new political structures and relationships (Adato et al., 2005). It is further indicated that there are a variety of circumstances under which community participation does occur. Thus, citizens must not feel free or be satisfied to such a point that they relax and not participate in all decision-making at all time. They should then strive to have collective bargaining systems involving all stakeholders. This

approach then allows for the extensive involvement of citizens in public affairs whenever necessary (Siyongwana and Mayekiso, 2011).

Siyongwana and Mayekiso (2011:146) indicate that the evaluation of community participation that focuses only on process requirements is considered to be inadequate, and it is necessary to consider impact, outcomes and /or goals. This approach to community participation advances a more direct or participatory form in which the democratic processes need to be opened up to more direct involvement of a wider section of the population in decisions affecting their lives, as would be the case in 'a stronger democracy' as opposed to 'liberal democracy'. Citizens are given opportunities to participate in affairs that will benefit their lives. Therefore, it is important to know that during participation, the right to make choices as well as decisions about the needs of communities are included, hence, community members should choose the things that are important to them and the project which is best for them. Furthermore, Chikerema (2013:87) posits that it is important for citizens to have the ability to actively be involved and participate in the local democratic process. Hence there are various platforms for community participation to happen are made available. The following platforms will be discussed in the study:

2.3.1 Imbizos

According to Hartslief (2008:129), "the term imbizo is not new to the South African context, however it has formed part of the African indigenous knowledge system for many years. It carries the traditional association of a gathering between the community and the leaders (heads, chiefs) of a tribe". The word 'imbizo' is a Zulu word meaning 'a calling', this is where people living in a community are called by their traditional leaders to come and solve challenges they come across as community members. During the imbizos, community members together with chiefs and leaders of their communities meet to raise and discuss important community matters. Chiefs and traditional leaders of the tribe are given an opportunity to respond to the community matters that were raised and community members are further given an opportunity to discuss such matters with their leaders. Moreover, this is the process of listening to the people before decisions are made by the leaders of communities. It is highlighted that the mayoral imbizo is one of the imbizos that are organised for the community. It is a two-way communication system which is aimed at improving serving delivery and involvement of communities in the processes of decision-making of the municipality (Local Municipality of Musina, 2015).

Furthermore, Netshitomboni (2007:23) supports the idea that imbizos refer to a traditional gathering convened by a traditional leader. Imbizos are convened when there are issues that concern the community and need to be discussed, the traditional leader will call upon his subjects to discuss such issues. Additionally, there has been an emphasis that, if within the community there are problems that needs to be addressed, the traditional leader as the superior through the process of imbizos will address those problems. It is during these imbizos that community members get the opportunity to take part in decision making. Hence, Baloyi and Lubinga (2017) highlight that "in light of the participatory approach, the South African Government adopted the imbizo as one of the main tools of development communication to bridge the information gap and address service delivery backlogs in rural areas". Imbizos are seen as one of the most popular platforms for engagement because that is where citizens and government representatives are able to have an engagement face-to-face. This can be regarded as another platform for community participation because there is strong and thorough engagement between community members and their traditional leaders.

2.3.2 Ward Committees

According to Moodley and Govender (2006), as cited in Mafunisa and Xaba (2008), "ward committees have been established as a tool to encourage community participation for municipalities that opted to have them". Madzivhandila and Asha (2014) emphasis that citizens must participate in the IDP process, it is therefore the role of ward committees to ensure that citizens participate. Ward committees can achieve this major role through community based planning, this is where participation can be organised at ward level. Worth noting is that, plans that the municipality make, must reveal the needs of its citizens, this is then the responsibility of councillors together with municipal officials and ward committees. As highlighted by DPLG and GTZ (2005) in Ntuli (2011) there is an emphasis of community participation throughout local government legislation in the South African context. Hence the foundation for community participation has been laid down by the Constitution of the Republic of South Africa, 1996, together with various other policies and legislation. Therefore, the idea is that ward committees should be perceived as the mechanism that the legislature uses to assist municipalities for complying with their constitutional requirement.

Furthermore, Mafunisa and Xaba (2008) highlight that, "it is the role of ward committees to facilitate participatory democracy, ensure that information is disseminated, help

rebuilding partnerships as a way of improving service delivery and lastly, assisting in solving problems that are experienced by people at the ward level" . Moreover, it is asserted that communities together with their ward councillors have the responsibility of voting for ward committees in their ward to act as representatives in the municipal council (Khuzwayo, 2009). That is to say communities work together with ward committees and ward councillors, there is interdependence in this regard. Ntuli (2011) agrees that ward committees were established as a way of making sure that there is improved participatory democracy in local government, this is democracy that allows people to take part in local government affairs. Thus it is pointed out that members of ward committees use interest groups or associations for representing interests of residents. These groups serve communities and have a direct interest in municipal affairs. Moreover, Siphuma (2016) emphasises that, the role of ward committees is to create democratic culture of local accountability and participation in municipalities. It is therefore crucial to note that those committees are the main vehicle or tool put in place for local communities and municipalities to facilitate public participation in the local sphere of government (Madumo, 2011:83 and Mtshali, 2016). According to Ntuli (2011), "all ward committees and stakeholder associations should be represented in the IDP representative forum, which will form a formal link between the municipal government and the public".

2.3.3 IDP representative forum

Mafunisa and Xaba (2008:457) posit that "the purpose of the IDP representative forums is to provide an opportunity for stakeholders to represent the interests of their constituencies and to provide a structure for discussion, negotiations and joint decision making". These forums also strive to ensure that there is proper communication between all stakeholders and municipalities, furthermore, they observe planning and implementation processes in the municipality. Thus it is important to have integrated development planning representative forums in communities since the inclusivity and transparency during the IDP processes will be promoted (Mafunisa and Xaba, 2008). Madzivhandila and Asha (2014) further highlight that the IDP representative forum has the role of ensuring that there is representative participation in the IDP process. Therefore, the importance of this forum is to make sure that the interests of communities and various stakeholders are represented well in the IDP process.

According to Ntuli (2011) people's interests should be represented at the right platforms, the IDP representative forum has the purpose to provide stakeholders with the opportunity

to represent the needs of their constituents. Furthermore, this forum should ensure that there is provision of the structure where discussions are held, negotiations and joint decision-making. Additionally, it is highlighted in (ECNGOC, nd) that, "these forums should be inclusive of all stakeholders in the ward and should serve as a platform for stakeholders to advance and defend the inclusion of their interests in the IDP". Moreover, (ECNGOC, nd) indicate that municipalities have to ensure that the municipal or local government mandate is delivered. Therefore, the IDP is regarded as a process that will help in delivering the municipal mandate. IDP formulation must be transparent, this process should be inclusive in nature, ensuring that the needs and aspirations of interests groups in the ward are represented. According to Ntuli (2011), it is stated in the Municipal Systems Act that it is the responsibility of the IDP steering committee to let the public know about the IDP representative forum establishment. After informing the public about this establishment, there should be a request for submission of applications from community groups indicating goals, activities, number of members, and a Constitution.

2.3.4 Door to door survey

A door-to-door survey is when there are home visits and office visits to conduct interviews. The surveyor goes to individual houses to conduct information from people in the community and also in the offices from those working. During the survey, the interviewer must explain questions to respondents and make them understand what it is required on the question. Here the respondents must be given an opportunity to ask questions where it is not understandable and the interviewer must explain. Therefore, the idea is that the surveyor must be a well-trained interviewer in order to get appropriate and quality data (JMAR, nd). Often municipalities use this form of strategy to encourage or make community members participate in municipal affairs. This is done through people who are sent to various houses doing what is called a door-to-door survey. Hence, Merten (2016) emphasis that, "it is important to survey the communities, this can be done by counting a nation's citizens. Citizens of the nation must be counted as it helps bureaucrats plan for service delivery, infrastructure development and the like".

Through the interviews or surveys that were conducted, the municipality is likely to get concrete data if the interviewer was a well-trained person. The data will be of high quality and helpful to the municipality. Additionally, municipalities will get a number of community members in one community and a total of people living within their boundaries. Surveys are important to both the municipality and citizens with regard to service delivery. The idea

is that, the municipality will know how many people it must provide service delivery for and how many are working and the size of their household.

Furthermore, DeFranzo (2014) indicates that regardless of the increase in popularity of online and mobile surveys where people are asked to fill questionnaires or answer interview questions online, face-to-face interviews are still used by many people. However, there are various advantages and disadvantages, as indicated by DeFranzo (2014), advantages are as follows; accurate screening, keep focus, capture emotions and behaviours, capture verbal and non-verbal cues. However, DeFranzo (2014) further highlight the disadvantages concerning face-to-face interview as follows: cost, quality manual data entry and limit sample size.

2.3.5 Public hearing

According to Tshabalala (2007:16), "a public hearing is a formal meeting between citizens and government authorities to discuss a particular subject, such as a bill, a municipal by-law and any other type of decision to be made by the government". Moreover, Baker, Addams and David (2005:491) state that public hearing are still regarded as being pervasive form of public participation despite the interest in alternative participation methods that have been expressed by the public administrators. Many communities across the country have the opportunity to participate in public hearings, this is because they are mandated by laws.

Additionally, Tshabalala (2007) highlights that government authorities and citizens are given many advantages in the public hearings. Citizens are given an opportunity to raise their concerns and take part in the process of making decisions affecting their lives. This is done to make citizens have a sense of belonging because an opportunity is given to influence and criticize the decisions that are labelled as public decisions. Moreover, it has been highlighted that citizens and government authorities are given the opportunity to learn perspectives of other citizens that take into account environment, social as well as economic considerations. Citizens have the advantage of the freedom of speech and for their voices to be heard. While having that freedom, they are therefore allowed to reach consensus.

Hence, Castro (2013) states that "social participation, especially through public hearings emerges as a tool for inclusion, accountability, democratization, collections of information and law compliance". There are advantages for decision-makers during the public hearing,

this include amongst others, communicating with variety of social actors, accessing more information and strengthening the quality of decision made. Buccus, Hemson, Hicks and Piper (2008) highlight that "according to legislation, public hearings should be convened on the passing of municipal by-laws".

2.3.6 Elections

According to Heywood (2013:196), "elections are often thought of as the heart of the political process". Additionally, Heywood (2013:203) posits that elections are portrayed as the heart of democracy, this is highlighted by various thinkers. In the view of one of the thinkers, democracy is seen as an institutional arrangement, a means where public offices are filled by a competitive struggle for the people's vote (this was Joseph Schumpeter's view in Heywood, 2013). Africa (2013) posits that "elections have become institutionalized in South Africa". It is further indicated, in the South African context, there are well-established electoral regulatory framework, a culture of election observation and electoral machinery (Africa, 2013).

Bowman and Kearney (2016:87), highlights that "elections are central to representative democracy. Voters choose their officials, at the local level". In the South African context, elections are used as a method of community participation. Citizens are given an opportunity to participate in elections and that is where their voices will be heard, as the word VOTE means voice of the electorate. Hence, Achieng and Ruhode (2013:2) posit that "the South African Constitution guarantees democracy in that: every citizen over the age of 18 has the right to vote". Therefore, it is emphasised that democracy means that people have an opportunity to choose people who will rule them (Heywood, 2013). These people are chosen amongst community members, they are well-known in their communities and they are therefore entrusted by the community. In other words, people have freedom to make their own choices without anyone forcing them.

2.3.7 Referendum as participation strategy

According to Tshabalala (2007:17), "a referendum is a widespread kind of semi-direct form of democracy". During referendum, it is where citizens have an opportunity to vote in favour or against a proposal in order to establish a new norm, modify or with draw an existing one. Citizens have an opportunity to change a norm and make a norm that favours everyone, making sure that the norm will not be biased but favour everyone. It is further indicated that participation through referendum has a binding effect. In this participation,

government authorities are binded to accept and implement citizens' decisions (Tshabalala, 2007). Therefore, as highlighted by Tshabalala (2007), "it is important to distinguish this kind of participation from other participation that are not binding such as public hearings". Moralli, Musaro and Parmiggiani (2019) indicate that there phases for participatory project, therefore they are indicated as follows: the organisation of open discussion where participants are invited to discuss the statement, the training of volunteers and people assisting in the voting stations, the promotion of the project through site-specific posters in different areas of the city; the realization of the 'referendum' with static and mobile voting positions in the center and in the periphery of the city; the organization of six open discussions during the duration of performance and the presentation of the results in a final event.

2.3.8 Community meetings

A community forum or public meeting is defined as a small-group method whereby information is collected from community members, this is done through community meetings in which there are directed but highly interactive discussion (define term, nd). Community meeting can be in the form of public forums. As indicated by First Amendment Schools (2006), "a public forum is a place that has, by tradition or practice, been held out for general use by the public for speech-related purposes". Williams (2006:198) indicates that in the South African context, bureaucratic elites of officials and councillors want to execute their own community participation in communities, not taking into account what is required in order to make certain that community participation is effective, hence community participation is seen on a different scale. Furthermore, Williams (2006) highlights that "this highly atrophied form of 'participation' seems to be working precisely because in the South African version of democracy, the party is everything and the constituency is nothing. South Africa has a party-based rather than a constituency-based democracy".

In the South African context, there is the municipal demarcation board which can also be regarded as a form of a community meeting. The municipal demarcation board is also regarded as the South Africa's municipal demarcation authority. It has further been highlighted that, "the mission of the municipal demarcation board is to deepen democracy and facilitate the socio-economic transformation of the country in order to benefit citizens" (Municipal Demarcation Board, 2016). Furthermore, it is indicated that this board enables and facilitate a system of developmental local government; provide advisory services in

municipal boundaries matters, to state entities and other stakeholders; and lastly it acts as being a spatial knowledge hub on all municipal and ward boundary matters (Municipal Demarcation Board, 2016).

2.4 LEVELS OF COMMUNITY PARTICIPATION

According to Mukwevho (2012) the IDP aims at ensuring that inclusiveness and participation are in relation with largely technocratic managerialism and also in relation with top-down control with bottom-up processes. The idea is that, people should feel included and participate in local affairs and the bottom-up approach should be applied to allow citizens to have a say. Worth noting is that, people have the right to participate in the democratic processes of government. It is further expounded that "the underlying notion is that citizens, both the uneducated and unorganised, as well as the organised and the powerful, should have an ongoing say in the decisions that affect their lives, beyond their episodic participation at election time" (Mukwevho, 2012). According to Mnguni (2018), it is important that the community participation at local level be prioritised because that is where local government can find sustainable ways to social, economic and material needs of communities and improving their lives.

As indicated by Enshassi and Kullab (2014), there are five levels that can classify community participation in local governments. "The first level is Information Disclosure, which in some cases scholars refer to it as disclosure. It is often mentioned as the synonym of 'transparency' whereby it states that the local government should provide the public with balanced and objective information on municipal services and procedures, plans, challenges, available resources and opportunities for development, and achievements. Secondly, it is public consultation in which the public's input on matters affecting them is sought. In other words, this level ensures soliciting feedback from the public on the local government plans, budget, performance, municipal service procedures, and activities. There is participation in the planning process such as the public's participation in developing strategic development plans and identifying the community's needs as well as the participation of specific groups (such as youth) in the designing of a community project. Lastly, amongst others, is participation in the decision-making process, meaning that the public should be involved in exploring alternative and deciding on the best appropriate option, which takes into consideration interest and priorities of the local community. Participation in municipal budgeting and financial contributions: participation in the form of financial and in-kind contributions is mostly reliant on initiatives from citizens or institutions.

These contributions include: voluntary work, implementation of programs/projects authorized by the local government, and financial contributions".

According to Hamann (2003) in Khawula (2016) "sustainable development needs to link participation to the broader democratisation of local governance". It is emphasised that this is the case in the South African context as municipalities are required to practice public participation and it helps promote effective local governance as well as ensuring the ultimate power of community voices in development at ward level. Additionally, Khawula (2016) highlights that local government has been given a task of moving forward with the re-introduction of people into government affairs. Davids (2015) in Khawula (2016) therefore holds an understanding that, "a defining characteristic of the new system of democratic local government is the space it offers to communities to become actively involved in the development decision-making, governance and power". In this regard, the idea is that, the level of community participation in the integrated development planning is facilitated to the local government because it is the sphere that is responsible for introducing and strengthening participation of communities in development decision-making, governance and power. When communities participate in the municipal/local government processes, they are improving local governance.

2.5 CORE COMPONENTS OF IDP

As indicated in the IDP- Guide pack (nd: 4), "IDP process is a very interactive and participatory process which requires the involvement of several stakeholders". Asha and Madzivhandila (2016:161) indicate that an IDP process involves four interrelated and interdependent stages, namely situational analysis, strategy formulation, project identification, and integration and adoption. It is emphasised that "the IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner" (IDP Guide Pack). Because of the participatory nature of the Integrated Development Planning, the municipality takes approximately six to nine months to complete an IDP. The timing that the municipality takes to finish an IDP is closely related to the municipal budgeting cycle. Therefore, there are various components followed whenever an IDP is created, these are regarded as important because they give direction on how things are to be done, and if not followed well, results could lead to ineffective formulation let alone implementation of the IDP.

2.5.1 The analysis

During the phase of analysis as highlighted in the IDP Guide pack, "involves the process where an assessment of the existing level of development, which includes the identification of communities with no access to basic services is done" (IDP-Guide-Pack, nd). Furthermore, it is stated that, during this phase data is collected on the conditions that exist within the municipality, this include problems people face and causes of those problems. Therefore, the identified problems are assessed and prioritised. It is indicated that at the end of this phase, the municipality will be able to provide information on available resources, details on priority issues and problems and e.t.c (local government IDP). Hewu (2014) indicates that, " in the analysis phase, it is where existing data is compiled and this is done through having meetings with community members and stakeholders to agree on priority issues and further analyse the context of those priority issues".

Musitha (2013) provides that in the phase of analysis, the current situation is dealt with. This means that it is the phase where problems that communities face are profiled, these range from a lack of basic services to criminal activities and unemployment. According to Ndou (2018:62), "at this stage, the goal is to encourage engagement with stakeholders to analyse existing services to communities. This is done through stakeholder consultation on face-to-face commitments, online and offline surveys and opinion polis". Representatives include local residents, government representatives, Non-Governmental Organization (NGOs), civil society and external sector specialists. Musitha (2013) further indicates that "the analysis phase allows municipalities to understand the problems that affect the people and the causes of those problems. From here, municipalities must develop a priority list and the solution to address the challenges identified. The municipalities must now formulate a vision, development objectives, development strategies and project identification". According to Dlamini and Reddy (2018) it is important for situational analysis to be conducted during the development of strategies because without conducting the analysis priority area might not be tackled and resources be misappropriated. This is where municipal council, community members, non-governmental organisations (NGOs), civil society organisations, private sectors representative as well as technical experts are consulted and involved in order to ensure that there is a blend of local knowledge and vision together with the required technical expertise.

2.5.2 Development strategies

Phase 2 is the phase of development strategies, it comprises of the vision, mission and objectives, considering the relevance and application of policy guidelines, national and provincial priorities in the local context and developed powers and functions (Hewu, 2014). In this phase, there is the municipality's vision (including internal transformation needs). It is further highlighted that "during this phase, the municipality works on finding solutions to the problems assessed in phase one. This entails developing a vision: the vision is a statement of the ideal situation the municipality would like to achieve in the long term once it has addressed the problems outlined in phase one" (IDP Guide Pack,2011).

According to Ndou (2018) in the phase of development strategies, it is where there is combination of local knowledge together with technical experts. This helps improve provision of services to various communities. "This means that delays the provision of services are overcome through consensus building, addressing both the causes and symptoms underlying the provision of services and maximizing resources to ensure that, from the beginning of an initiative, IDPs are integrated into public decision-making process" (Ndou,2018). Furthermore, it is accentuated that the development objectives emphasise more on what the municipality would like to achieve in order to deal with problem that have been outlined in phase one. This are regarded as clear statements that the municipality uses to deal with such problems. It is important that the municipality have a plan on where it wants to go, what is needed for it to get there and then it can lastly work on how to get there, this is regarded as development of strategies. A developmental strategy is about discovering the pre-eminent way for the municipality to meet a developmental objective. Dlamini and Reddy (2018) emphasis that, "this stage involves debates and considerations of the significance and implementation of policy guidelines in the local context, to decide on the appropriate strategies".

2.5.3 Projects

First the municipality has to know development objectives in the municipality, then identify and find the pre-eminent methods to achieve those objectives. Once the municipality has succeeded in identifying the pre-eminent methods to achieve its development objectives, at that point, it is where specific projects in various communities can be identified. During this phase, the municipality works on the design and content of the projects identified during phase 2. It is further indicated by Hewu (2014) that in this phase, "there is a need for screening, adjusting, consolidating and agreeing on project proposals. This is where

integrated development programmes are then compiled together with budget alignment and tabling of draft IDP for noting". According to Musitha (2013), a monitoring plan is developed in this phase where traditional leaders would also need to check whether the implementation of projects is according to plan.

During this phase, Ndou (2018) agrees that "it is where municipal officials work on the content and describe the projects identified during the second phase. It is further highlighted that a clear detail for each project must be solved in terms of: Who will benefit from the undertaking? What is the cost of the project? Where to get funds to finance the project? How will this project be finance? Who will manage the undertaking?" Therefore, there is necessity to clearly define objectives of the project and elaborate those in order to measure performance, as well as the effect of individual projects in the provision of services (IDP Guide Pack, 2011 in Ndou, 2018). Dlamini and Reddy (2018) state that "this stage also caters for the budgeting for capital and operational expenditure, where the projects are integrated according to their objectives, their financing sources, their indicators linked to their objectives to review performance and impact of the projects, responsible agencies, where they need to be concluded, project outputs, target groups, and their timeframe". All the work in this phase is conducted by the IDP Representative Forum.

2.5.4 Integration

The integration is the phase where the municipality check if projects identified contribute to meeting objectives outlined in the previous phase. Now all development plans must be combined and the municipality must have general approaches for dealing with issues such as AIDS, poverty alleviation and disaster management. These strategies should therefore be combined with the overall IDP. It is then highlighted that, the fourth phase is where comments from the public and MEC for local government are invited and considered (Hewu, 2014) and then the adoption of the IDP by the council. Ndou (2018) further agrees that it is important for the municipality to verify that projects that were identified contribute to the achievement of the objectives that were described in phase two.

Musitha (2013) holds that "municipalities must ensure that the projects are in line with the objectives and strategies of municipalities. Traditional leaders who represent traditional authorities in municipal councils participate in the debates. The municipality can design a programme for five years, as required by law". Furthermore, Sebei (2013:107) emphasises

that the purpose of the integration is "to ensure alignment of project planning with the vision, objectives, strategies and resources of the municipality". In the Integration, there is presentation of projects proposals to the IDP representative forum, alignment between the IDP and the municipality, review and revision by the project task team and reworded proposal.

According to Dlamini and Reddy (2018), "phase 4 of the IDP process ensures logical consistency by integrating all sector strategic activities that are carried out through the IDP. This enables the municipality to integrate all strategies with the overall IDP, which usually includes a five year action and financial plan for local economic development(LED), water and sanitation services development plan, poverty alleviation and equity programmes, Human Immonodeficiency virus(HIV) and Acquired Immune Deficiecy Syndrome (AIDS) management, disaster management, spatial development framework, waste management system, integrated low-cost housing plan, public health system and the public transport services".

2.5.5 Approval

It is worth noting that the municipality uses the integrated development planning to recognise its priority issues, this helps the municipality to determine its vision, objectives and strategies that should be followed to address the issues. A critical phase of the IDP is to link planning to the municipal budget (i.e. allocation of internal or external funding to the identified projects) to ensure effective implementation. Therefore, in this phase of approval, the approval is done just as the name of the phase state. This is where the IDP is presented to the council for consideration and adoption, therefore, the council has the powers to adopt a draft for public comment before approving a finalised IDP. Dlamini and Reddy (2018) highlight that "the IDP agreed upon in phase 4 is submitted to the council for further discussion and implementation after the council agrees that the projects will address the current challenges of the municipality. The municipal committee also ensures that the IDP is compliant with the legal/consultative requirements, that is, the stakeholders were consulted/engaged and had agreed that the projects were a local priority". Ndou (2018) agrees that in order to ensure that the IDP is compliant with legal requirements, it should be presented to the council, and it will then be considered and adopted if it is compliant. It seems to me that, the council ought to be happy that the IDP document

reflects community problems and the approaches as well as projects for communities will contribute largely to the advanced insight of the IDP objectives that have been described.

2.5.6 Monitoring and evaluation

The monitoring and evaluation phase, "ensure economic efficiency and effective use of resources" (Final Drakenstein Municipality Integrated Development Plan (IDP) 2013-2018). This is about the use of resources as indicated in the IDP; how municipalities use the resources to provide services to the citizens of the country.

2.6 CONCLUSION

From the above discussion on the nature and extent of community participation in the IDP processes, it is clear that there are channels used in communities to encourage community participation. The problem starts when communities and municipal officials do not use those channels as expected, this leads to low levels of community participation. What is important is that all stakeholders regardless of their statuses or groups they belong to, must be included in the consultation process, this include all minority groups, poorer groups, low status groups, women, children and men.

Community mobilisation is important because it applies to how people can be encouraged and motivated to participate in programme activities. To effectively mobilise a community is vital for identifying where people's priorities lie and what inspires them. In terms of independent development planning, it is clear that the IDP calls for the development of the developmental role of local communities. Furthermore, it ensures that there is proper understanding and organisation of the process at the local level to speed up delivery of services to the needy. However, the absence of commitment to administering community participation in the integrated development planning processes by municipal functionaries questions the actuality and seriousness of civic virtues among them.

Municipalities have to launch ward committees as a way of showing their inclination to inspire people to participate in local government affairs. Additionally, it is worth noting that the popular imbizo need to be better structured and to serve as a means to attain greater accountability. Various authors contend that community participation empowers community members to identify their needs and how they should be addressed, nurturing a sense of community ownership and responsibility. Community participation is vital for many reasons and propose different benefits for individuals, communities, organisations

and society as a whole. Worth noting is that, the community must have a say in both the content and process of drafting the IDP. The IDP as a management planning tool is used in municipalities to generate platform for distribution of ideas with the public affected by such development initiatives as proposed in the plan. It is therefore highly imperative to strengthen the role of communities in the entire process of developing and implementing an IDP.

CHAPTER 3: THE ROLE OF COMMUNITY PARTICIPATION IN THE IDP PROCESSES AS A MEANS OF IMPROVING LOCAL GOVERNANCE

3.1 INTRODUCTION

The chapter presents the role that community participation plays in the IDP as a means of improving local governance in the South African context. According to Enshassi and Kullab (2014:10), "the debate about community participation aspect in local government and its effects on developing local government are getting more important all over the world". Hence, Alexiu, Lazar and Baciu (2011) indicate that increase in community participation among members of rural communities would be an important step towards increasing their efficiency in finding solutions not only to their problems but also to the problems affecting the community as a whole. Mashiachidi and Moeti (2016:402) highlight that "proper community participation will enable municipalities to implement IDP successfully". This means that participation of communities in the IDP process is vital as it enables municipalities to successfully implement the IDP. Therefore, community involvement should be encouraged in the processes of the municipality such as that of the IDP in order to ensure that the final outcome of such processes addresses the actual community needs and priorities.

According to Khambule (2018), one of the distinctive features of developmental local government is that it must integrate and coordinate development planning. A key element in facilitating this objective at the local government level is the process of 'integrated development planning'. Worth noting is that, there is a difference between integrated development planning and integrated development plan. Hence, Makalela (2017) indicates that the two do not mean the same thing. It is further highlighted that integrated development planning referred to as the municipal planning process whereas an integrated developmental plan refers to the output or product of the process. Since this process takes place in municipalities or at the local level, it is pivotal that communities play their role in the process because it is for their development. Therefore, Waheduzzaman (2010:388) posits that "development works without direct people's participation failed to alleviate poverty and suffer from a lack of sustainability".

3.2. CONCEPTUALISING LOCAL GOVERNANCE

Atkinson (2002) in Mbelengwa (2017:15) indicates that "local government and governance are two separate concepts and can be defined as follows: government is an institution with

a set of internal roles and relationships, rights, obligations, responsibilities and functions. An institution consists of people assigned specific positions, functions and roles with an organised structure". Additionally, Atkinson (2002) in Mbelengwa (2017) perceives governance as, "the political environment in which government functions, and the relationship between government and outside stakeholders. Additionally, Mbelengwa (2017) highlights that local government is regarded as the most accessible level of engagement for the vast majority of men and women with public authority and state institution in any country".

Governance is, therefore, the mechanism and channel where citizens or people can access basic services, (such as housing, health care, education) and opportunities to improve their lives because it is closest to the people (United Nations Development Plan, 2014). The purpose of local governance is to ensure that citizens have multiple avenues for engaging with the state on issues that are of interest to them and continue to hold elected officials to account (Afrsis-corplan). There is an emphasis that local governance is important as it improves the quality of life and reduces the inequality in all its forms across the society, in addition, it enhances the relationship between public institutions and people (United Nations Development Plan, 2014). The World Bank offered a definition of governance as the exercise of political power in the management of a country's affairs. It is further indicated that governance refers to the interaction between civil society and government in determining governmental action". Ndreu (2016:5) indicates that, "local governance is a process entailing a relationship between the government and communities in determining the government's actions". Additionally, Ndreu (2016:5) further indicates that local governance is required where people living in a community have close interaction and can work together to solve problems to achieve the results they want.

There is a need to define and understand the local government is in relation to local governance. Therefore, one of the definitions for local government is provided by Ndreu (2016:5) stating that "the definition of local government is regarded as simple because this kind of governance is an institutional and legal organization such that it ensures people within a given territory act collectively to ensure their welfare". Olsen (2007:7) holds that "there is a set of institutions, processes and mechanism included in local governance through which citizens and their groups can articulate their interests and needs, mediate

their differences, and exercise their rights and obligations at the local level". Hence it is highlighted that for local governance to be effective, local level must ensure that development is inclusive and sustainable (United Nations Development Plan, 2014).

Therefore, the study adopted the definition that, local governance is regarded to be "channel closest to the citizens for accessing basic services, for participating in the public decisions that affect their lives, and for exercising their rights and obligations". It is the management of local affairs with the inclusion of people. In simple terms, it does not exclude local people's opinions and participation in the process of managing affairs that affect their lives.

3.3. LOCAL GOVERNANCE IN THE SOUTH AFRICAN CONTEXT, APARTHEID TO POST-APARTHEID

Since integrated development planning take place at the local level for the development of communities, local government decentralisation is worth a discussion.

3.3.1 Decentralisation of government

April (2014:42) indicates that "local government is required to take a leadership role and to involve and empower citizens and stakeholder groups in the development process to create social resources and produce a sense of common purpose in finding local solutions for sustainability". According to Olsen (2007:4) "decentralisation is the transfer of authority and responsibility for public functions from the central government to intermediate and local governments or quasi-independent government organisation and/ or the private sector". Local government is regarded as a product of transfer and an aspect of decentralisation. Mawhood in Chikerema (2013:88), highlights that, local government is regarded as the sphere of government with the intention of bringing citizens at the grassroots level closer to the government. This gives grassroots structures opportunity to participate in the processes controlling their lives. Furthermore, Enaifaghe and Adetiba (2018) indicate that local government is regarded as "the level of government nearest to the general populace; hence the need to guarantee that citizens offer contribution to the choices that a local gatherings or communities makes". Along these lines, wards must include community members in the processes of making decisions in order to have a common concern. Community members must be involved in making decisions such as of housing, what type of houses can be built in communities which saves time and money but covers all people who are in need of those houses. Furthermore, community members

must be involved in deciding the type of health that will be provided, education, Local Economic Development (LED), migration of communities, water administration as well as the wellbeing and security in a manner that enhances service delivery to them.

South African government decentralised power as a way of creating better opportunities for direct participation in service delivery, policy and decision-making processes by civil society (April, 2014). Moyo and Madlopha (2015:104) emphasise that, "integrated development planning is based on the theory of decentralised governance. It is further explained by pointing out that a significant dispersal of power away from the centre, by extending choice, encouraging initiative and innovation, and enhancing active participation, is likely to do more for the quality of government and the health of democracy than its centralization and concentration" (Moyo and Madlopha, 2015). The idea is that decentralised governance allows for people to get involved in the governance processes and it empowers those who were previously excluded from decision-making processes.

It has been argued that democracy and good governance are regarded as important to the political stability of every state (Oguonu and Ezeibe, 2016). These authors further indicate that democracy is crucial, because it permits for elections that are free, political parties that are functioning, independent media as well as civil society organisations that are vibrant and can freely operate for the welfare and development of the state. Thus the indication is that democracy is essential to broaden the political participation of the people in policymaking and implementation (Oguonu and Ezeibe, 2016). According to Chikerema (2013:89), "a broad base of participation in local government forms the foundation of our working democracy". Mariisa (2007) in Chikerema (2013:89) states that, "decentralisation or the local government system enables people to voice their needs and access certain resources through their elected representatives and as well enhances efficiency through the reduced bureaucracy". Asha and Madzivhandila (2016:155) emphasise that in democratic South Africa, the decentralisation process has created opportunities for local government to play a critical role in various developmental aspects, including social, economic and environment. Local government must adopt an integrated development planning approach to adequately address several challenges facing communities. It is worth noting that municipalities have a challenging task of realising the objective of developmental local governance. According to Goel, Mazhar, Nelson and Ram (2017:171), "decentralised governments are closer to the populace and this can help these decentralised governments to better understand and deliver services that are tailored to

specific needs. There is also greater transparency of government actions as citizens can better observe government actions at the local level".

There are three types of decentralisation: political decentralisation, fiscal decentralisation, and administrative decentralisation. Olsen (2007:4) emphasises that, "political decentralisation is the regarded as the transfer of political power and decision-making authority to the subnational levels such as elected village councils, district councils and state-level bodies". Furthermore, as indicated by Olsen (2007:4), fiscal decentralisation involves "a level of resource reallocation to the local government which would allow it to function properly and fund allocated service delivery responsibility, with arrangements for resource allocation usually negotiated between local and central authorities. Lastly, Administrative decentralisation involves the transfer of decision-making authority, resources and responsibilities for the delivery of selected public service from the central government to other lower levels of government, agencies, and field offices of central government line agencies". The most radical form of administrative decentralisation is devolution, whereby the local government has the full responsibility for hiring as well as firing staff and assigning responsibility for carrying out tasks.

3.4. DEVELOPMENTAL LOCAL GOVERNMENT

As indicated in Makalela (2017), developmental local government is discussed as a local government that must be dedicated to working together with citizens and groups within the community in order to find sustainable ways of meeting their social, material and economic needs and develop the quality of their lives. DeVisser (2009) highlights that "the involvement of communities in municipal affairs is not only a key objective of local government but also one of the main reasons for South Africa's choice of developmental local government". Khambule (2018) emphasises that the developmental state is defined as, a state where the government plays an important role both at the micro and macro level in the economy.

In addition, it is highlighted in the study of Khambule (2018:295) that the main function of developmental local government is to help address national development challenges, promote development opportunities and advance the realisation of national developmental goals. According to Makalela (2018) developmental local government is apparently found to serve as an approach to development that intrinsically fathoms the grounds within which community participation emanated. With that being said, the legacy of the past can

effectively be eradicated if the South African democratic government adopted a developmental approach. The indication is that a developmental approach intends to advance the skills and capacity of the public by encouraging their participation in their own development process.

Furthermore, it is highlighted that, "in the post-1994, newly adopted principles of democratic participation and civic responsibility made local government a key crucial point for development initiatives. The new South African government thus created policies and legislation as a way of strengthening fundamental participation by introducing the concept of developmental local government" (White paper on Local Government, 1995 in Mnguni, 2018). Moreover, White paper on Local Government in Mnguni (2018), describes developmental local government as "local government committed to working with citizens' and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of their lives". Ramodula and Govender (2020) highlight that the South African vision of a developmental local government is defined by the following key features: maximization of social development and economic growth, development policy integration, and coordination, the democratization of development, empowerment, and redistribution including special provision for quality leadership (state-led) and continuous learning. Additionally, Lekala (2019) emphasises that besides the objects having been constructed into the Constitution (1996: Section 152), perhaps the preamble to the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) captures the vision of a developmental local government even more succinctly: "A vision of democratic and developmental local government in which municipalities fulfil their constitutional obligations to ensure sustainable and effective municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives" (Lekala, 2019).

3.5. HISTORY OF COMMUNITY PARTICIPATION IN THE SOUTH AFRICAN CONTEXT

Williams (2006:200) highlights that in the South African history there is reflection of very little opportunity for community participation. In other words, citizens were given little opportunity to participate. The reason behind little opportunity being given to citizens is because political rights were given to few people, resulting in a huge number of people not having the right until 1994. The demonstration here is that, there was completely no participation at all by community members in the South African history. William, 2000, in

Williams (2006) hence indicates that, "instead the method of government was highly centralised, deeply authoritarian and secretive, which ensured that fundamental public services were not accessible to black people". It is further highlighted that, local government was made a focal point for development initiatives in the post 1994 new principles of democratic participation and civic responsibility were adopted. As a result, new policies and legislation were crafted to strengthen participation at the grassroots level in the South African context, this was done by introduction of the concepts of developmental local government (Juta, *et al*, 2014).

Furthermore, it has been highlighted that, "a brief historical excursus of community participation in South Africa can be divided into roughly six interrelated phases (Williams, 2006)". The interrelated phases are as follows:

- "The pre-1976 period: a strategically dormant participatory phase where the largely passive dream for liberation amidst unspeakable forms of oppression and exploitation resulted in imaginary spaces of participation.
- The 1977-1983 period: the death of Steve Biko in September 1977 signalled the need not only for community organization and mobilization at the grassroots level, but also community control. Hence, in subsequent years, the multiple spaces of community organisation and mobilisation throughout South Africa especially after 1980, eventually culminate in the birth of the United Democratic Front (UDF).
- 1984-1989 period: characterised by an intensifying struggle against the apartheid state from the local to the international arenas, resulting in a range of divestment campaigns and cultural boycotts aimed at any sector connected to the Apartheid State. This period created spaces of ungovernability throughout South Africa.
- The 1990-1994 period: featured by the legitimation of the liberation movements and the beginning of the consensual politics of negotiation leading to the negotiated settlement of a range of promissory spaces of participation such as the 1994 Reconstruction and Development Programme and the 1996 Constitution of South Africa" (Williams, 2006).

3.6. ROLES AND IMPORTANCE OF COMMUNITY PARTICIPATION IN THE IDP PROCESSES

Community participation has a crucial role and it is important in the IDP processes as it ensures that there are effectiveness and efficiency. Hence it is accentuated that

community participation is perceived as a key element in an attempt to accomplish sustainable development in African countries and it is critical to the success of communities. Therefore, the argument is that, communities must play the role given to them if development is to address the needs of the community (Madzhivhandila and Asha, 2012). In other words, communities have an influence in the development of their areas. According to Coetzee (2012) in Makalela (2018) "community participation currently constitutes an important element of the South African government's policy on integrated development planning in local government". Therefore, worth noting is that, during the process of drafting the IDP, communities must have a say, and their opinions must also be included in the content of the IDP (Ndevu, 2011 in Makalela, 2018). Furthermore, it has been highlighted that municipalities use the IDP as a management tool to make platforms where ideas will be shared with the public which is affected by development initiatives as proposed in the plan. Therefore, the role and importance of community participation are discussed below.

3.6.1. Roles of community participation in the IDP processes

According to Mkentane (2013:11) participation of citizens in local government is the foundation of democracy. The author further accentuates that it ensures there is lawfulness of government and the ownership of decisions. Ngcamu (2014:146) states that formal channels of communication and engagement between citizens and government are believed to be essential for ensuring efficient and responsive government. The idea is that communication between the government and the public is enhanced through community participation, this also allows the government to know and understand what the public or communities require.

One of the integral parts in local municipalities and governance is citizen participation; therefore, municipalities are required to ensure that there is the participation of communities as well as community organisations in municipal planning (Mkentane, 2013). Wang as cited in Berner, Amos and Morse (2011:129) highlights that "community participation is supported as a tool for enhancing the communication between government and citizens, developing public trust in government as well as building public support for local government goals". Furthermore, Marzuki (2015:23) states that the provision of opportunities to citizens to take part in making decisions of related development planning is the main purpose of community participation. Additionally, Enserink and Koppenjan (2007:463) state that it is believed that community participation contributes to better

development, better projects, and collaborative governance. Trust between communities and government can be strengthened if there is communication about issues that affect both the parties, this will also make development to be sustainable and there will be collaborative governance.

There are various building blocks of democratic values, therefore, community participation in decisions that influence their future and wellbeing is no exception (Mautjana and Makombe, 2014:53). In other words, community participation in decisions affecting the future and wellbeing of the communities is regarded as main building blocks of democratic values. This is evident as it is indicated in the Constitution of the Republic of South Africa that citizens should be involved in the affairs that affect their lives. Therefore, the idea is that, there should be involvement of communities in the decisions affecting their lives, this is supported by authors like (Mashiachidi and Moeti, 2016). These authors indicate that it is important to encourage community participation in municipal affairs whereby people determine their own developmental needs and participate in meeting those needs. Additionally, Korten in Hofisi (2014:1134) emphasises that the people have the capacity and right to add the richness including the subjectivity of their needs and values into the process of IDP, thus people should not be excluded in the decision making.

The roles that community participation has in the IDP has an impact on local governance. Therefore, the following roles amongst others that communities play in the IDP processes as a means of improving local governance will be discussed:

3.6.1.1. Community participation ensures sustainable development

According to Chirenje, Giliba and Musamba, (2012), "community participation is seen as a key element in an attempt to attain sustainable development in African countries". The idea is that sustainable development is crucial and can be attained if there is the involvement of communities in the development projects meant to benefit their lives. Additionally, it is highlighted that, sustainable development projects and programmes can be increased by community participation (Chifamba, 2013). In other words, if community participation ensures that there is sustainable development, therefore, the local government is likely to improve and be effective. In this regard, community participation is perceived as a key to development which is inclusive and sustainable at the local level.

According to NEMA (2015) in Fowsia and Kakuba (2019: 4), local government has been given the responsibility to ensure that the environment is protected, it should further

advocate and brief the public about the sustainable development. Ofuoku (2011) highlights that, "it is generally accepted that sustainable development implies a better integration of economic, environmental and social goals. Sustainable development can therefore be said to be the designing and execution of projects that can be kept alive even after intervention, while its development strategies must be based on investment in future growth and not only on quick fixes to meet immediate demand". Therefore, it is important that major institutional reforms be made available in order to ensure that development caters for people, these institutional reforms must also ensure participatory and responsible engagement by all actors in putting all efforts to ensure sustainable developments. It is further highlighted that, in order to reach high level of sustainable projects, the level of community participation in such projects should be greater than the previously when projects were not regarded as sustainable.

Laah (2013) in Fowsia and Kakuba (2019:7) states that the link between community participation and sustainable development dates back. It is believed that, communities should actively partake in designing, implementing and sustaining their condition of living, in that way projects are likely to be a success. Community participation, according to Theron (2005) in Sakyi-Darko and Mensah (2020), "should always lead to sustainable development, this is because community participation and sustainability encompass local choices and those choices are made by local experts due to their local knowledge". It is therefore important for local people as experts in the local level to be betrothed in the development process through giving out of information, this will allow development agents to secure community participation that is effective as well as project sustainability.

3.6.1.2. Influences the planning, designing, implementing and evaluation of development projects

It is highlighted that to come up with successful development outcomes, it is necessary that locals effectively influence the planning, design, implementation and evaluation of development projects (Hofisi, 2015). In this instance, locals can effectively influence the processes in the development projects when they become actively involved in community participation. According to Chifamba (2013), "community participation contributes to project design, influencing public choices and holding public institutions accountable for the goods and services they provide".

Sibiya (2010:21) states that "community participation is a civil action that influences or seeks to influence policy decisions or as an action that incorporates the demands and values of citizens into public administration services". It is further indicated that, "people's participation is needed in the economic and political relations within the wider society; it is not just a matter of involvement in project activities but rather the process by which rural people can organise themselves and, through their organisation, can identify their own needs, share in the design, implement and evaluate participatory action" (Sibiya, 2010). Furthermore, Armeni, 2016 in Fowsia and Kakuba (2019) accentuates that community participation allows people to participate in planning, implementation as well as management of their local environment

3.6.1.3. Community participation empowers citizens/communities

Hofisi (2015:1132) states that "participation through empowerment should 'amplify' voices which are traditionally silent, these include the poor and women". In simple terms, those voices that had no say, more specifically during the apartheid era, in the affairs that affect their lives should be given the power to have a say through community participation. It is worth noting that if citizens are empowered, they will contribute to the effectiveness of processes of the IDP. Furthermore, Mwiru (2015) highlights that, "community participation is regarded as one of the key ingredients of an empowered community". In this instance, it is important to note that for a community to be empowered, there is a need for community participation as one of the ingredients to empower communities. It is therefore essential that communities be encouraged in participating in activities (including participation in the IDP) that affect their lives for the empowerment to be a success.

Community participation at the local level is pragmatically deemed to empower communities, which leads to a choice and greater acceptance of services delivered in their areas of jurisdiction (Makalela, 2018). According to Theron (2005) as cited in Sibiya, (2010) community participation has to do with the empowerment of people in communities by developing their skills and abilities for negotiating with the rural development system and making their developmental needs and priorities. Tshabalala (2006) in Makalela (2018) elucidated that "community participation in its roots it cannot be left to the few, but however, it should embrace and transcend the needs of communities and also to make a true reflection of needs and priorities of the municipal constituency". According to Molale (2019) empowerment process for community members cannot take place if people, themselves, are vulnerable to coercion or manipulation so that they should accept pre-

designed development projects during IDP meetings. On the contrary, empowerment can only be achieved if community members have the opportunity to participate in decision making processes in these meetings and to take part actively in project roll-outs.

3.6.1.4. Finding solutions to development problems

Community participation increases the efficiency of community members in finding solutions not only for individual problems but also to the problems that regard the community as a whole (Alexiu, Lazar and Baciu, 2011). Furthermore, Tshabalala and Lombard (2009) accentuate that, "the benefit of community participation is that perceptions of people towards development changes to positive and those people start seeing development as addressing the needs of people". Worth noting is that, having community participation helps in development planning as it addresses people's needs. Therefore, it can be argued that people's needs to be addressed in the IDP, there is a need for participation of communities. Worth noting is that, "IDP helps strengthen democracy and institutional transformation because in the IDP decisions are made in a democratic and transparent manner, rather than by just a few individuals" (Ntuli, 2011).

3.6.1.5. Promotes a sense of ownership of equipment used in the development projects among community

Mwiru (2015) indicates that, "community participation promotes a sense of ownership among the community, after communities have been given an opportunity to participate in the development projects, they start to have a feeling of owning the equipment used together with the project". In other words, if communities participate in local developments, they will feel that the equipment used for the success of the project belongs to them together with the project. It is further highlighted that, these communities have an understanding of their local needs and the nature of a new project which should be achieved. As a result, new knowledge acquired can easily be spread to other communities and cause a rapid increase of the new idea (Mwiru, 2015).

In addition to the roles of community participation, the following discussion also supports the roles of community participation as a means of improving local governance. Various authors like Hofisi (2015:1126) emphasises that "there is the provision of community participation by the South African local government legislation in integrated development planning". As indicated in the article written by Chirenje, Giliba and Musamba (2012:10), "the term community participation have gained increasing usage in the academic literature,

policymaking documents and international conference papers, as a key element in attempts to attain sustainable development in African countries. The issue of community participation is now an established principle when one considers issues dealing with decision-making to attain sustainable development".

Marais (2013) indicates that "in the mid-1990s there was an introduction of a system of local governance that allows and, to varying extents, enables citizens to participate in local development. The IDP process, in particular, was meant to facilitate deeper participation. It prefers a relationship that encloses it, corporate interests and the public in a predictable cycle of rituals and routines. The public's role tends to be perfunctory and is ideally channelled through organisations and formations that are capable of supporting and advancing the state's agenda without imposing additional fiscal and institutional burdens". Mathya, (2002); Harrison, (2001) and Pycroft, (1998) as cited in Hofisi (2015:1127) emphasise that an IDP is a plan set up for planning and implementation purposes through a participatory and consultative process involving residents within their area of jurisdiction. IDP is therefore seen to provide a framework for developmental local government.

Marzuki (2015) holds that, "the main purpose of participation in communities is to give citizens an opportunity to take part in the decision-making relating development planning". Additionally, Michels and De Graaf (2010:450) indicate that participatory democrats believe that there are several functions for participation in a democratic context. Therefore, those functions are indicated as follows: "The first is the educative function: citizens may increase their civic skills and become more competent if they participate in public decision-making. The second function of participatory democracy is the integrative function. Participation contributes to citizens' feeling of being public citizens, part of their community. As a consequence, they may also feel more responsible personally for public decisions. And thirdly, participatory democracy contributes to greater legitimacy of decisions" (Michels and De Graaf, 2010). As indicated by Department of Provincial and Local Government (DPLG) IDP format guide (2000:3) in Mashiachidi and Moeti (2016:402) "the IDP should integrate the needs of communities with the programmes of the local, provincial and national government". It is further indicated that a good, realistic IDP is, therefore, one that community is involved and it gives guidance throughout its review process and resourced by realistic budget and an adequately skilled workforce. Additionally, a good and realistic IDP can be implemented and monitored.

3.6.1.6. Facilitate development

According to Ugwuanyi and Ogbuene (2017) "preponderance of scholars are of the opinion that community participations in local government development activities facilitate development in all ramifications in the local governments". The idea is that community participation is regarded as important for enhancing the effectiveness of the development efforts of the local government and as such, an effective strategy for rural community development. Malatji (2019) states that, "community participation to some extent privately forms a sense of ownership of the development process to the community itself". In this instance, the development process becomes an integral part of the community and assist them in believing that they own their development process.

Participation by the mass of the community is imperative as it gives democracy a meaning and makes its practice interesting and dynamic. Indeed, "it is an absolute way of conforming to the basic principles of democracy as a political system in which citizens participate actively, not only in determining the kind of people that govern them but also actively participate in determining the policy and programmes of the local government" (Ugwuanyi and Ogbuene, 2017). Malatji (2019) further highlights that "empowered community will effectively ensure sustainable development and continuity of the development processes". It is further elucidated that "effective community participation in decisions regarding development programmes, increases enthusiasm on the part of the community in implementing the resulting development programme and ensure that there is transparency in implementing development programs" (Ugwuanyi and Ogbuene,2017).

3.6.2 The importance of community participation

IDPs are normally done at the local or municipal levels. Therefore, the participation of community members particularly through IDP processes will have a great impact on local governance. Hence, according to Chikerema (2013:89), the foundation of the working democracy is formed by a broad base of participation in local government. It is further indicated that "democracy is perceived to be a system of popular sovereignty over its people's destiny such as the system of government of the people and government accountable to its people" (Yadzi and Masomi, 2016:42). Therefore, it is necessary to have effective community participation hence Plummer (2013) claims that effective community participation might lead to a shift in the existing power relations between the poor community and external actors.

Siyongwana and Mayekiso (2011:149) indicate that, "the importance of community participation is regarded as key to democracy and sustainable development and therefore it has to be recognised". According to Yazdi and Masomi (2016:42), elections or democracy are regarded as the symbol of political participation hence it is emphasised that political participation is one of the ways to popular participation in the political governance system that are easy and less expensive. The African National Congress (1994) in Mathebula (2015:191) highlight that, development involves delivery of goods to passive citizens, active involvement, participation, as well as growing empowerment". In other words, if people whom the development is supposed to develop are not involved in the process, it is unlikely that it will be called development. This is because, those it is supposed to develop are not taking part during the process. Additionally, Kotze in Mathebula (2015:189) opines community participation as "the fundamental ethical principle allowing people to control actions that affect them while promoting sustainable socio-economic development, aspects of empowerment, communication and gender imperative".

In order for community participation to be effective, it is necessary that communities influence and share control over development initiatives (Waheduzzaman and As-Saber, 2015). This can be done through competitive elections and peaceful participation in order to increase the sense of responsibility of the demands of society. Ohsugi (2007:1) highlights that citizens must have equal access to the services that are furnished by local government. Additionally, the author emphasises that in order to cover expenses incurred by local government activities, citizens are required to contribute financially in the form of contributions, taxes, user fees and other charges (Ohsugi, 2007). Yazdi and Masomi (2016:43) further state that "public participation usually arises as a result of solidarity and national unity and include effective informed consent and active participation of the community to achieve a specific goal in terms of interactivity, collaboration, cooperation and collaboration of the desire, willingness and enthusiasm by all actual and potential facilities". Furthermore, Plummer (2013) highlights that community participation encourages involvement of women and other marginalised groups in decision making, as such there will a change in the power relations within the community. Siyongwana and Mayekiso (2011:152) emphasis that "community participation processes result in people voicing their concerns, which sometimes results in opposition to the original idea and South Africa has not escaped this trend".

Mathebula (2015) further indicated that "involving stakeholders and empowering community participants in programs at all levels, from local to national, provide a more effective path for solving sustainable resource management issues". It is worth noting that, participation improves effectiveness of a project when communities own development efforts and supports decision making. In other words, projects become effective when communities take part and put more effort in ensuring that those development projects in their areas are successful and take the initiative to support decision making with regard to such development projects. It is also highlighted that "community participation also disseminates information amongst a community, particularly local knowledge that leads to better facilitation of action. Participation further results in learning and learning is often a prerequisite for changing behaviour and practices" (Mathebula, 2015). Booysen (2012:282) indicates that Section 16 (1) of the Municipal Systems Act draws attention to the importance of community participation in all processes related to the IDP. It is indicated in Marais (2013) that, the IDP process was meant to facilitate deeper participation, hence Siyongwana and Mayekiso (2011:142) state that a participatory type of development allows people the 'right to a voice in making decisions that influence their lives'. Community participation is perceived from various angles, hence from the other angle as regarded to be conducted is just a form of 'therapy' for local communities while critical decisions were already made by those who are in authority.

Community participation is also regarded as, "an active engagement where individual and groups find the opportunity to change problematic conditions and have an influence on the policies and programmes which affect their lives" (Skinner, 1995 as cited in Chifamba, 2013). Furthermore, Churchman (2012:2) emphasises that participation is realised that it has the potential to provide major benefits for individuals together with the community, and society as a whole. Madacumura, Mebratu and Haque (2005:239) added that it is important for communities to decide on the model adopted when embarking on the management of development projects as community participation assumes various forms. Arguably, "the participation of communities in planning ensures that the plans reflect the values and beliefs of the local community" (Mkentane, 2013).

Additionally, Ntuli (2011) highlights reasons for participation in the IDP process as follows: "To ensure that development responds to people's needs and problems; to ensure that municipalities come up with appropriate and sustainable solutions to problems of communities in a municipality. The use of local experience and knowledge in this regard

is helpful; to entrench a sense of ownership to local communities by making use of local resources and initiatives; and to promote transparency and accountability of local government by opening a space for all concerned to negotiate different interests "(DPLG, 2001 in Ntuli, 2011).

3.7. THE IMPORTANCE OF INTEGRATED DEVELOPMENT PLANNING

Sebei (2013) states that, "integrated development planning (IDP) is perceived as a collective exercise which is aimed at achieving the developmental goals for the betterment and improvement of the lives of the municipal inhabitants in a particular area of jurisdiction". This is the exercise aimed at achieving the developmental goals in municipalities, it ensures that the lives of people living in municipalities are bettered and improved. As indicated the study of Dyum (2020:66) IDP looks at the existing conditions, opportunities and challenges underlying issues and attempts to strategically compile an instrument to plan, budget and manage the identified needs and expectations. Additionally, Dyum (2020:33) emphasises that the IDP ensures that municipalities manage their role and function and uphold the Constitutional mandate of and other applicable legislation concerning citizens and promoting an integrated system of planning, operation and service delivery. The process is intended to help with decision making on issues of municipal budget priorities and the management of land.

Furthermore, Sebei (2013) highlights that "the IDP also plays a different role; that is, providing a strategic framework for municipal management, budgeting, delivery and implementation. In light of this, ensuring political accountability and continuity, facilitating interaction and the enhancement of communication and the building of alliances, transforming local government into a vehicle for development, promoting socio-economic development and assisting municipalities in producing holistic strategies for poverty alleviation and the creation of livelihoods". Enshassi, Kullab, Alkilani and Sundermeier (2016:1) highlights that, "the municipality and community members are given an opportunity to work together in local governance, the process of integrated development planning is regarded as one of the ways which provide this opportunity to citizens and municipalities". This is because, during the IDP process municipalities are able to discuss various issues relating to development with municipal officials, there should be consultation, discussions and decision-making. Moreover, an integrated development plan is regarded to mean "a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and

which has been compiled having regard to the general principles contained in chapter 1 of the Development Facilitation Act, 1995 (Act No,67 of 1995), and, where applicable, having regard to the subject matter of a land development objective contemplated in Chapter 4 of that Act" (RSA, 1996a:4).

According to Khawula (2016) the "significance of IDP process is that municipal official get mechanisms to communicate with communities. Through the IDP process, officials take part in the decision making process and communities and stakeholders are given an opportunity to inform the council about their development needs and priorities". This is the mechanism whereby communities together with stakeholders can have an effective communication with their executive committees and councillors. Furthermore, Dlamini and Reddy (2018) highlight that the IDP is regarded as a mechanism which provides direction with regard to development, it indicates what is it that needs to be done first and what should occur during the development process. Therefore, this helps speed up the process of service delivery to citizens. Additionally, it is elucidated that IDP responds to the issue of relief from poverty in a diverse manner, this is as a result of its nature which is holistic participatory, cohesive and consultative. The IDPs should make sure that its capacity to plan and allocate resources ensures that this is done in an equitable, sustainable and developmental manner so that those groups which were previously disadvantaged benefit. Therefore, this capacity to plan and allocate resources ensures that the IDPs are effective and successful.

3.8 IMPACT OF LESS COMMUNITY PARTICIPATION ON LOCAL GOVERNANCE

O'Toole and Burdess (2005) in Wahedussaman and As-Saber (2015:129) posit that communities are likely to be satisfied if they are involved in the overall governance process involving any community related governance. It is further highlighted that, "community participation in the governance process, therefore, helps improve the quality of the process across various local-levels of development programs" (Taylor, 2007). This indicates that one of the results or consequences of less community participation is likely to end up in the low quality of governance process. Wahedussaman and As-Saber (2015:130) further indicate that community participation is a continuous phenomenon in any development programs, people are expected to participate in deciding on what is best for them as community members in the development projects. In other words, development projects must aim at meeting the needs as well as developing communities. Therefore, it should

be borne in mind that development does not only happen for generation that exist now, rather it will continue to exist even in the coming generation, hence it is stated that it is not a once off phenomenon.

It has been highlighted that low or less community participation in terms of IDP processes will inhibit the quality of the IDP outcome. This will thus lead to less efficiency of local governance since local governments or municipalities use IDPs as one of the mechanisms to ensure community participation. Molaba (2016:51) indicates that "community participation is promoted as a way of trying to strengthen the community's capacity to identify problems and come up with solutions". Additionally, it has to ensure that actions plans are carried out, progress for development is monitored and make a suitable evaluation, measurement as well as analysis of impact. Therefore, community participation must be strengthened in the IDP process to ensure that there are proper actions taken, solutions found and people learn from the processes of participating (Molaba, 2016). Moreover, it is highlighted that "the principle of participation gives assurances of the success of any project if the effort of a local community is supplemented by the direction of governmental authorities. There are wide districting views on how to satisfy the needs of the present generation without compromising the ability of the future generations to meet their own needs" (Ramodula and Govender, 2020). The idea is that since the principle of participation gives assurance of the success of projects, therefore the low levels of participation hinders the success of such projects.

Theron and Mchunu (2014) in Malatji (2019) explains that "a community that is well informed about community work, involved in decision-making process (planning stage) and in implementation stage, surely guarantees maximum participation and sustainable development projects. Involving people in all stages of development will extensively create mutual partnership between the government or donors and communities which will ultimately, result in sustainable development. In simple terms, less community participation will hinder the level of mutual partnership between the government and communities". Furthermore, it is highlighted by Makalela (2018) that, for a democratic government to exist, it is important that communities govern by means of participating in issues of local government. It is emphasised that, "the level of participation at least through legal channels- is but one indicator of the legitimacy of the South African local government system. As long as people consider it worth their time to participate, they are assumed to

have some level of efficacy and that they still consider the system as legitimate" (Mukwevho, 2012).

It is worth noting that in order to increase the level of community participation, there are approaches that should be adopted. The following is one of the approaches that can be adopted to ensure that the role of community members in the integrated development planning is increased and in that way it will help improve the local governance:

People-centred approach

As highlighted in Malatji (2010) people centred approach focuses more on people being at the center of development. The author further states that, "this should be a process whereby members of the society increase their personal and institutional capacities to mobilize and manage resources so to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations". It is further posited by Davids et al in Malatji (2019) that humans should be placed at the center of development contrary to the approach used in their development initiatives. It is further indicated that this approach of allowing people to be placed at the center of development empowers people. Development is perceived as a process that focuses on the delivery of goods to a passive citizenry. Contrary to that; development is driven by active participation and growing empowerment (Malatji, 2019).

Additionally, Davids et al (2009) in Malatji (2019) highlight that, development in the RDP is explained as a process for delivering goods and services to passive citizenry and also ensures that there is involvement and growing empowerment of citizens in the development projects. Furthermore, it has been stated that, "democratizing development, empowering and redistributing-municipalities can render support to individuals and community initiatives, directing community energies into projects and programmes which benefit the area as a whole" (Makalela, 2018). In addition, "the top-down approach to development process does not create a sense of ownership of development to the community" (Malatji, 2019). Therefore, the idea is that, the bottom-up approach should be adopted so that the level of community participation will increase.

3.9 CONCLUSION

From the above discussion, it is indicated that real participation enables communities to identify needs, priorities and decide on development goals, policies, and strategies. The

community also assumes responsibility and accountability; thereby, enhancing project efficiency, cost-sharing and project effectiveness while beneficiaries control and manage the development process. Thus, community involvement enhances project efficiency and effectiveness. It is also worth noting that community participation during the process of IDP should ensure that there is efficiency, effectiveness as well as empowerment of communities. This CP should also ensure that there is improved standard of living for the vulnerable and beneficiaries. It is worth noting that the standard of living of the vulnerable can be effectively improved through participation of communities in the IDP process, this participation should also promote, efficiency, effectiveness as well as empowerment. Participation can only be made real if the powerful elites are willing to transfer power to the poor and marginalised so that their wishes, aspirations and interests are taken care of.

Low levels of community participation have negative influence on local governance, as it has been made known that, community participation in the governance process helps increase the quality of the process across various local-level development programs. Worth noting is that, it is imperative to include communities in decision making in order to effectively involve them in implementing those decisions to achieve sustainable development. Therefore, community participation can cause a positive effect for sustainable development. Participation in the IDP ensures that people's needs and problems are responded to through development in their communities. In this way, municipalities are able to come up with solutions that are suitable and sustainable to problems that are faced by communities, in this respect, the use of local experience and knowledge is precisely helpful.

It is further clear that the Constitution of the Republic of South Africa advocates for a local government that is developmental and (self-) sustainable, facilitating social-economic development in a safe and healthy environment with a specific provision for participatory democracy. Therefore, a developmental local government is discussed as the final goal (vision), focusing more on economic development. This implies that each municipality must subject their developmental efforts to the ideals of developmental local government.

CHAPTER 4: CHALLENGES AND IMPLICATIONS OF COMMUNITY PARTICIPATION IN IDP PROCESSES

4.1. INTRODUCTION

This section discusses the challenges and implications of community participation in the Integrated Development Planning (IDP) processes. Ngcamu (2014:148) emphasises that although staff members of community participation Departments tend to possess sound political parties' capabilities, they often tend to lack personal, interpersonal, cognitive or intellectual capabilities required in these positions. The chapter will look into the challenges that community members face in the participation process and those that local government officials face when coming to deal with issues that affect the lives of community members. The reason for checking the challenges faced both government officials and citizens is that they all have an impact on the level of community participation. Wazeduzzaman (2010:388) emphasises that "the construction of new relationships between ordinary people and the institutions-especially those of government-which affect their lives is the key challenge for the 21st century". Therefore, Ngcamu (2014:148) further indicates that, "for the local government to be effective and to maintain its infrastructure, it requires skills and experience and in the current situation it is alleged that many public servants in municipalities lack necessary skills, are inexperienced and in many instances are chosen for these positions as a result of nepotism".

Cofin and Cofin (2011:115) indicate that the opportunities and barriers for community members' participation relate to their personal and social contexts. The opportunities would be related to the local environment of collective work or having personal or social relationships with community members who are already involved. When communities are not well organized, the prospects of participation are limited. Siyongwana and Mayekiso (2011:143) further indicate that in apartheid South Africa, community and stakeholder participation in developmental activities among black people was very remote as projects were often implemented through a top-down approach. In many instances, they embraced the apartheid political agenda hence people responded negatively to them.

Khoalenyane and Ezeuduji (2016:450) indicate that most people do not participate in a project where they do not perceive some emanating benefits. Worth noting is that there is a distinction between the participatory democracy and the idea of representative democracy. Therefore, representative democracy is seen in the context of municipalities

where citizens vote for councillors during elections to act as their representatives in decision-making as well as the processes of the municipality. Additionally, it has been highlighted that "these elections are an important cornerstone of our democracy, but there is anger and it is an often-heard cry of ordinary people- that the councillors only come to the people when they need their votes" (Address by the MEC: Local government and housing, 2005).

The chapter further seeks to discuss the strategies to overcome challenges faced by citizens in community participation in the IDP processes and a further look at the implications of community participation in the IDP. It should be borne in mind that different challenges need to be solved by different strategies thus in the chapter there are different methods or strategies to encourage and increase the level of community participation. It is further necessary to note that various issues cannot happen without the participation of communities. Arguably, not only issues of local government require the involvement of communities, however, the effectiveness and efficiency of the local governance depend largely on community participation. Thus, Madzivhandila and Maloka (2014) highlights that "community participation serves as an indispensable mechanism that could allow for a successful IDP at the local sphere of government".

4.2. CHALLENGES FACED BY CITIZENS IN COMMUNITY PARTICIPATION

Chifamba (2013:1) highlights that "community participation is considered an imperative feature of the success and prosperity of rural development". Ngcamu (2014:149) the current local government crisis, chiefly characterised by lack of community participation, corruption and poor service delivery, it is also characterised by a lack of technical skills and properly trained personnel at local government level. Nyalunga (2006) further indicates that "the lack of citizen participation in the affairs of local government, if not taken seriously, could break and compromise our progressive democracy".

Citizens or community members are given opportunities to get involved in the processes of IDP that is structured through imbizos (Bontenbal, 2009:105). It has been argued that, "it is essential for municipalities to identify, formulate, and implement development projects that meet community needs, but through the widespread possible consultation with and participation of community members" (Madacumura, Mebratu and Haque, 2005:239). Therefore, a developmental local government is essential in this regard, because it is perceived as a local government which is dedicated to working together with its citizens in

order to find sustainable ways to their social, economic as well as material needs. Furthermore, it is elucidated that this developmental local government ensures that the quality lives of people living within communities is improved (White paper on local government, 1998). Marais (2011) further indicates that "the system of local governance that allows and to varying extends, enables citizens to participate in local development has been introduced in the mid-1990s". Additionally, it is emphasised that "the Integrated Development Planning (IDP) process, in particular, was meant to facilitate deeper participation".

These various challenges faced by citizens in community participation, amongst others are discussed as follows:

4.2.1. Poor communication on political matters

Takyi, Anin and Asuo (2014:43) emphasis that "there are various limitations to effective community participation. The limitations include a lack of organised structures in communities; poor communication between government agencies and local community; 'bureaucratic red tape' especially where more than one government agency is involved; lack of (or inadequate) mobilisation; and participatory skills". In addition, authors indicate that in this regard, extended officers are considered as strangers by local communities. Ngcamu (2014:145) posits that "local government Departments that have been mandated to execute the core values of democracy of public administration have been perceived to be failing due to the lack of information being disseminated to local communities, malfunctioning of programmes and human resources incapacity".

Furthermore, Takyi et.al (2014:42) highlight that, "too much emphasis on formal communication, such as written documentation in a specific format during project planning and implementation leads to participation challenges among stakeholders". On the other hand, informal communication strategies are said to make the overall complexity and cost lesser. Those informal communication strategies include amongst others face-to-face communication and sketching, these often improve time to advertise or sell ideas. Therefore, the emphasis is that, "in order to ensure that there is effective participation and involvement of stakeholders, it is then imperative that formal and informal communication strategies be balanced" (Takyi et al, 2014). Furthermore, Enshassi, Kullab, Alkilani, and Sundermeier (2016) state that, "there is a lack of knowledge in the community about the opportunities to participate". It has been emphasised that this is as a result of the council

not providing appropriate and adequate information to communities. In other words, information provided by the council is regarded as not appropriate nor adequate, thus leads to lack of knowledge to people about opportunities available for the communities to participate.

As indicated in Takyi et.al (2014:42) the level of participation tends to be high when people at the local level are involved in the decision-making throughout the stages of a project cycle. It seems to me that the involvement of people living in communities must be encouraged as a way of trying to increase level of participation in projects occurring at their area of residence. Additionally, Oakley (1995), as cited in Mwiru (2015), indicates that, "projects are undertaken for the development of local people. So projects should be selected, designed and implemented in consultation and with the help of local people". It is then important for project beneficiaries to be aware of the information related to the project. However, it has been noted that information about projects to beneficiaries is practically lacking at the grassroots level, this causes stoppage to local people's participation in development initiatives (Mwiru, 2015).

4.2.2. Lack of organised structures at the community level

Community-based organisations can be regarded as one of the organised structures in communities that help community members in their daily lives. CBOs are seen as non-profit groups that work at a local level in order to improve the lives of people living in communities. The focus of these CBOs is to build equality across societies in all streams, it might be health care, environment, quality of education, access to technology, access to spaces and information for the disabled, to name but a few (PBworks, 2017). In my opinion, these CBOs ensure that citizens' rights to equality are not taken for granted in that no one should be treated as superior than the other. All citizens must receive equal health care, quality education, have access to technology equally, it is therefore important that communities have organised structures such as CBOs as a way of trying to help citizens. Furthermore, Yakubovich, Sherr, Cluver, Skeen, Hensels, Macedo and Tomlinson (2016:1) indicate that a strong community provision is associated with a comprehensive response to community needs, therefore if the community is strongly organised, their needs are likely to be responded to. Masango (2002) in Ntuli (2011) highlights that "one of the policy process is organising for participation. Furthermore, it is indicated that putting in place structures and forums around local government matters will help ensure that the policy-making process brought closer to communities is also observed as policy process".

The idea is that lack of organised and active structures at the local communities hinders the level of participation in communities.

Worth noting is that, as indicated in the Municipal Systems Act, "it is important that the IDP steering committee update the public about the formation of the IDP representative forum and further request submissions of applications indicating goals, number of members, a Constitution and the activities that needs to be performed" (Ntuli,2011). This indicates that participation at the local level will be well acknowledged and if communities are able to construct their own plans and identify their own priorities, it will inevitably be different from area to area". Arieko and Kisimbii (2020) highlight that "local community participation occurs in a socio-political framework and as such it is important to realize that ensuring local community participation in rural development projects is not an easy task". This is because there are circumstances and unique social context which affect local community participation in planning and implementation within which the development initiative is being undertaken, hence ensuring community participation is not an easy task.

4.2.3. Bureaucratic red-tape

According to Wegmann and Cunningham (2010) red tape is defined as "rules and regulations, administrative and management procedures and systems, which are not, or are no longer, effective in achieving their intended objectives, and which therefore produce sub-optimal and undesired social outcomes". Thus it is opined that the initiative of attempting to cut the bureaucratic red tape is very important in increasing the level of community participation (Friedberg & Hilderbrand, 2016:166). It has been accentuated that, "since attaining democracy, the African National Congress (ANC) has consistently received overwhelming support in national elections. As a result, the ANC has established an unassailable position as a ruling political party in South Africa. Commentators have suggested that in reality, South Africa is a de facto one-party democracy". This raises a concern that democracy is constrained, undermining efficiency and optimal effectiveness (Smit, 2008).

According to Mutiarin, Nurmandi and Moner (2018), "bureaucratic inertia occurs when bureaucracy resistance to change, wherein individuals have no willingness to learn and the ability to make organisational improvement". There are various factors which influence this bureaucratic inertia not only at the individual level but also at the level of organisational networks, these include history, culture as well as the tradition. Fredriksson (2014)

highlights that bureaucrats find it optimal to create more red tape when there are intermediaries. Furthermore, Wegmann and Cunningham (2010) emphasis that "in many cases, a perfectly sensible bureaucratic procedure can become clumsy through poor interfaces between people, or through poor communication on how the process works". Additionally, Wegmann and Cunningham (2010) indicate that the reduction of red tape is clearly rooted in the concepts of Local Economic Development (LED) and Local Business Environment (LBE), and it is regarded as one of the tools promoted by the South African Government.

4.2.4. Lack or inadequate mobilisation and participatory skills

It is observed in Takyi et al (2014:43) that, "the perception that local people lack sufficient knowledge and skills to take control of projects is a major challenge affecting local people's involvement". Authors like Harriet et al. as indicated in Takyi et al. (2014:43) support this assertion of reporting that low level of knowledge and poor flow of information, account for a low involvement and participation of stakeholders at the local level. In my opinion, effective dissemination of information among community members will result in an increase in the level of knowledge for community members about participation at their local areas. Therefore, it is important that community leasers provide community members with necessary information about participation in their communities. Ngcamu (2014:149) highlights that "the current local government crisis chiefly characterised by lack of community participation, corruption and poor service delivery, has been accounted for as an issue of a lack of technical skills and a lack of properly trained personnel at local government level".

It is opined in Takyi (2014) et al. that the level of knowledge among citizens and government officials leads to mistrust and marginalisation, this has an impact on local community participation. The other factor that inhibits local participation is the language barriers because when the language is different between government representatives and local people, it is probable for local people to feel excluded from participating in decision-making. Furthermore, Ngcamu (2014:150) highlights that sounds and potentially effective policies introduced by local government have been misunderstood by civil servants due to lack of policy analytical skills, resulting in the implementation of policies and communication with local communities being hampered.

Molaba (2016:72) indicates that "participation requires a set of skills amongst officials to be able to interact with diverse communities and understand the dynamics of the society". There are a number of options that can help in facilitating community involvement and this can also enhance citizen participation. Worth noting is that, communities, local, provincial or national authority may have the responsibility for implementing a project. The idea is that, wherever this responsibility lies, it is of importance that the beneficiary which is the community get involved in all the stages of project identification and development.

4.2.5. Mistrust between government and communities

Molaba (2016:73) emphasises that a lack of transparency and openness often disrupts participation. This is as a result of past experiences which lead to certain communities loosing trust in government Departments. The level of trust between communities and government department has an impact on the level of participation in municipal processes such as voting in elections. This results in community members not participating when coming to elections and the reason is that there is mistrust between citizens or community members and government officials. In other words, citizens do not trust the government because it always promises what it knows it will not provide and it is not transparent. However, as highlighted by the OECD (2013) "trust is essential for social cohesion and well-being as it affects governments' ability to govern and enables them to act without having to resort to coercion". Therefore, there are high possibilities that the more the level of trust in government, the higher chances of increasing efficiency and effectiveness of government operations. On the other hand, Biggs (2016) highlights that, "the public lack trust in government agencies and on the other hand, government agencies also lack trust in the ability of the public to contribute meaningfully to decision-making". Enshassi, Kullab, Alkilani and Sundermeier (2016) accentuates that the government is having a problem of building trust with the public.

Furthermore, it can be opined that citizens expect the government to provide the development they need. Hence, Biggs (2016) emphasis that, "just like in elections, it is natural for the public to expect that their opinions will affect the outcome. Otherwise, from the community's perspective, there is no point in participating". Additionally, Pradhan (2019) highlights that "citizens perceive their institutions to be captured by elites who are disconnected from the needs of their constituents or complicit in schemes that benefit the powerful at the expense of ordinary citizens". Hence there is a deep loss of faith in government. According to OH and Ho Hong (2014) "distrust in government is formed when

citizens feel exploited and their contributions are wasted. Given this, a citizen who bears suspicion concerning the governments' true intentions or its ability to achieve its announced goals is not willing to pay enough to fully fund projects administered by the government". It is further highlighted by the OECD (2017) that, "losing confidence in government is not just about how people vote or perceive politicians but it also affects the way they interact with each other". When there is attitude of saying, 'every-man for himself', there will be high chances for all the rules made in the society to erode, this often happens when citizens perceive their government as corrupt and start cutting corners too. Molale (2019) indicates that despite specific reference to community participation' in the legislation, however, researchers have observed a dearth of informed deliberation and discussion on the quality and suitability of development projects conducted by South African local governments.

4.2.6. Slow pace of service delivery

According to Madzivhandila and Asha (2012:376), "slow pace of service delivery as well as dissatisfaction with municipal performance concerning water and sanitation facilities, electricity and housing lead to low levels of community participation". These in most instances has an influence on community members to participate in the affairs that will benefit their lives. The slow pace of service delivery can also be regarded as a challenge whereby community members or rather citizens come across concerning making decisions on whether to participate in local government matters or not. Furthermore, according to Plummer (2000) as cited in Fakere and Ayoola (2018:13), the stage and the quality of service delivery are regarded as factors affecting community participation.

Service delivery backlogs and structural imbalances were as a result of apartheid imprints that alienated the people at the ground with no hope and opportunities to drive their own development efforts. These stifle access and the effective provision of services by the government (Robinson, 2008 in Makalela, 2018). Mdlongwa (2014) highlighted that it takes time for local municipalities to decide to render services to the people, this becomes a problem because the minute they start to render those services, the process becomes very slow as if they are dragging their legs. Therefore, the percentage of service delivery protests increases as a result of slow and tedious process of rendering services because it hampers the quality and efficiency of service delivery to communities.

4.2.7. Poverty and unemployment

Poverty and unemployment can be regarded as one of the challenges faced by citizens. As indicated in Madzivhandila and Asha (2012:376) the level of poverty and unemployment in the rural areas is higher, with the conditions of living that are relatively worse compared to urban and metropolitan areas, this hinders participation in development projects. Therefore, the argument is that the levels of poverty, as well as unemployment in various communities, will tend to affect community participation negatively. Furthermore, Khawula (2016:71) highlights that "high rates of unemployment and a high level of poverty are regarded as challenges attributed to poor community participation".

4.2.8. Enabling environment

According to Mbelengwa (2016:37), "an enabling environment for effective and meaningful participation in the IDP's remains a challenge". Ngcamu (2014:144) indicates that community participation by Departments in local government have neglected their Constitutional responsibility which indicates that there must be consultation of local communities and influence for participation in municipal governance. According to NEMA (2015) in Fowsia and Kakuba (2019: 4), the responsibility of local government is make sure that the environment is protected, it their role to advocate and inform the public about the sustainable development.

Fowsia and Kakuba (2019) highlight that "community participation has been a recurrent phenomenon with instant sensitization of citizens about the environmental risks to which they subject, and had a right to play a more direct role in decisions on environmental issues affecting their interests". According to Ramodula and Govender (2020), the Constitution of the Republic of South Africa, 1996, advocates for a local government that is developmental and (self-) sustainable, facilitating social- economic development in an environment that is safe and healthy, with a specific provision for participatory democracy. Furthermore, it has been indicated that community participation calls for communities to participate in the planning, implementing and managing their local environment (Armeni, 2016 in Fowsia and Kakuba, 2019).

Fowsia and Kakuba (2019) highlight that "community participation has been a recurrent phenomenon with instant sensitization of citizens about the environmental risks to which they subject, and had a right to play a more direct role in decisions on environmental issues

affecting their interests". Laah (2013) in Fowsia and Kakuba (2019:7) states that "community participation has long been associated with sustainable development". National developers believe that communities have an impact on the success of projects in their areas, therefore, it is important for those communities to actively partake in designing, implementing as well as sustaining projects affecting their condition of living. Furthermore, it has been highlighted that community participation had assumed an increasingly important role in development philosophy in recent time.

4.2.9. Lack of infrastructure

According to Bekele (2019) and Legesse (2017), "the presence, absence and the quality of infrastructure greatly affect the welfare of citizens. The deficiency in infrastructure is a reflection not merely of absolute resource constraints at the city level but also constraints related to institutional arrangements of infrastructure service delivery. This leads to a lack of interest in participating in the community or municipal affairs". Thwala (2009:8) further highlights that, there are major benefits that communities can get from infrastructure in their areas, and this include poverty alleviation, economic growth and environmental sustainability. However, poverty can be alleviated only if services provided respond effectively to demand, and in that way, the economy will also grow and the environment will be sustained. Therefore, it can be argued that without infrastructure, poverty will not be alleviated hence community members or rather citizens' level of participation will continue to be hindered. Majority of people in the world who live in rural areas, where the condition of public infrastructure especially roads is very poor. It has been highlighted that, "the inadequate roads and poor road access put high cost of transportation; reduce the ability to use access high-quality inputs; limit the uses of local markets to the sales of their products, the purchase of consumer goods and opportunities for off-farm employment. Poor road access has put nevertheless constraints for rural poor people in terms of access to other social infrastructure such as education and health facilities" (Gaal and Afrah, 2017).

4.2.10. Lack of transport to meetings

According to Enshassi, Kullab, Alkilani and Sundermeier (2016) amongst the challenges to community participation is the lack of transport to meetings. Citizens are not provided with transportation to places of community meetings; hence, they find it difficult to reach places where meetings are held. This is not the case to every citizen in the community; however, it covers mostly elderly people and people living with disabilities. Additionally,

Fourie (2001:222) emphasises that "the lack of adequate public transport has resulted in struggles for the monopoly of taxi ranks and routes, leading to what is now called taxi wars. The aforementioned is only an indication of some of the problems in citizen participation on account of the logistical problems of getting citizens to a meeting or forum".

4.2.11. Literacy levels of citizens

According to Teixeira 1987 and Macedo 2005 in Snyder III (2011:2), it is important to have education in local communities, this is because it will assist citizens to consume information more excellently and articulate their needs and preferences more consistently. The idea is that; education is vital in that it helps overcome many different stumbling block to political participation such as structural or institutional barriers. It is accentuated that there are certain stimuli which citizens must have in order to encourage participation in specific programmes and activities. It is further highlighted by Mashiachidi and Moeti (2016:402) that, additional challenges to giving effect to community participation relate to the availability of resources, infrastructure and human capital capacity. It is worth noting that a good, realistic IDP is, therefore, one that is guided by community participation throughout its review process, is resourced by a realistic budget and an adequately skilled workforce. The opinion is that, there is lack of resources in rural areas where communities are not privileged to receive resources for better education and skill development closer to them. This lack of availability of resources resulting in low literacy levels amongst citizens, has a negative effect on community participation as well as local governance.

In the study of Thebe (2016:715), it is highlighted that the notices for comments and inputs into the draft of the IDP will be given in terms of certain statutory and regulatory frameworks. In addition, it is accentuated that the Municipal Planning and Performance Management Regulation 2001, Chapter 2, enables the Municipal Council to approve the draft. Section 21 (A) and (B) of the Municipal Systems Act,2000, enables the Local Municipality to invite stakeholders, community members, business organisations, and national and provincial departments to submit comments regarding the draft IDP. This method of invitation and information excludes poor communities in villages and small towns who do not have access to a means of communication and information. This is exacerbated by the prevalent literacy level within the previously disadvantaged communities which hinders their participation in the IDP processes (Thebe, 2016).

Other than the above-discussed challenges, there are also other challenges about community participation. As Ngcamu (2014:149) indicates, another challenge is the failure to involve local communities during stages of municipal activities; this has contributed to the malfunctioning of programmes and a lack of beneficial intended outcomes. Another challenge is concerning the municipal staff members who also occupy political branch or regional positions tend to have latitude on exercising both powers to realise personal and political mandates by mixing local government and political processes (Ngcamu, 2014). This is confirmed by the state of Local Government Report in South Africa (2008:10) that, insufficient separations of powers between political parties and municipal councils leads to the distress in municipal governance.

4.3. IMPLICATIONS OF COMMUNITY PARTICIPATION IN THE IDP PROCESSES

Mashamaite and Madzivhandila (2014) highlight that, "municipalities are required to encourage involvement of local communities in the municipal processes within their area of jurisdiction, these municipal processes include integrated development planning process (IDP)". Additionally, Madzivhandila and Maloka (2014:654) state that, "it is the responsibility of municipalities to ensure adequate involvement of all stakeholders in the area". It is therefore highlighted that effective implementation of an IDP as one of the municipal processes depends on community participation in all phases (Tshabalala and Lombard, 2009). Hence, Mashamaite and Madzivhandila (2014:229) emphasise that "the IDP process should allow adequate and effective participation of local communities in the development planning of municipalities". Govender and Reddy (2011) in Madzivhandila and Maloka (2014) emphasis that "community participation and IDP are locally-based planning instruments for enabling municipalities and communities to respond to poverty, unemployment and inequality". Additionally, it has been highlighted that one of the benefits of community participation is that, development addresses the people's needs (Tshabalala and Lombard (2009). It is thus important to note that participation of communities in the IDP process is limited to only several arenas of participatory interaction between local government and citizens.

Implications of community participation, therefore, are to be discussed as follows:

4.3.1. Empowerment

According to Nikkhah and Redzuan (2009:173) empowerment can be defined as "the process by which individuals, groups, and or communities become able to take control of

their circumstances and achieve their goals, thereby being able to work towards maximizing the quality of their lives". This is the process of change whereby individuals or groups are given an opportunity to gain power and ability to make choices affecting their lives. It is highlighted that communities can be empowered when municipalities take their responsibilities in the coordination of the IDP and ensure that all stakeholders in the area are adequately involved. In this sense, communities' capacity will be used to influence the IDP process in a meaningful way and communities will be empowered (Madzivhandila and Maloka, 2014). Madzivhandila and Maloka (2014:654) state that "municipalities are expected to be responsible for the coordination of the IDP and ensure adequate involvement of all stakeholders in the area. This process could lead to the empowerment of the community and enhancing their capacity to influence the IDP process in a meaningful way". Communities are regarded as key role players in the IDP (Tshabalala and Lombard, 2009).

According to Chirenje, Gilibo and Musamba (2013) "empowerment of communities through their involvement in the decision making processes, from top levels to low levels, is vital for supporting pro-poor policies, programs, projects, improved service delivery, poverty reduction, and the attainment of the millennium development goals" (MDGs). Victoria (2018) believes that individuals understand their needs much better than any other person, therefore, these individuals should have the power both to define and act after their needs. It is further highlighted that communication is the main element to successful community empowerment. Ricciardelli (2018) highlights that "community empowerment originates from the concept of citizen participation viewed as an all-encompassing concept that includes voting, direct democracy, participating in advisory committees, and deliberating on government's decisions". As it has been argued, inputs from citizens have resulted in better, more effective governance decisions as well as concurrently helping with the improvement of the image of government with citizens.

Victoria (2018) states that, "when a community is empowered, people feel free to react within their world and at exactly the same time associate a sense of belonging to it. Worth noting is that community involvement and capacity-building has helped communities to rediscover their own credibility and gain confidence". In addition, they feel worth the community for the assistance they are giving in order to produce a change. According Zondi and reddy (2016) "citizen engagement is one of the familiar trends in the current public administration landscape as a means to reengineer more mutual and collaborative

public involvement strategies". These authors further emphasis that this is essential for the well-being of all citizens and a country that is prosperous in seeking to progressively eradicate poverty as well as social exclusion (Zondi and Reddy, 2016). Moreover, Malatji (2019) states that "empowerment is an inner driven process in which individuals actively measure their own challenges and put out plans to address them, and ultimately accept responsibility for the result thereof". It is further highlighted that, mobilization of communities as well as opportunities for participating in communal activities ensures that communities are empowered.

4.3.2. Access to decision-making

Tshabalala and Lombard (2009:397) highlight that "the IDP provides an opportunity for both the community and the municipality to deliberate and interact on issues of local development". It is of the opinion that in the IDP process, interaction is centred mainly on local development and this affects the social, economic as well as physical conditions in which a community exists (Tshabalala and Lombard, 2009). It is indicated that, community participation is not a one off phenomenon in any development program, it is a continuous one. Therefore, participation is meaningful when people can influence and share control over development initiatives (Waheduzzaman and As Saber, 2015). This simply mean that, participation is regarded meaningful only if citizens can state their opinions and be involved in the decision making at their local sphere of government. Furthermore, it is indicated in Masiachidi and Moeti (2016:401) that communities must have a say in both the content and the process of the Integrated Development Plan by which it is drafted. This is the process where decisions are taken and communities are given opportunities to have a say in the development plans.

According to Njeja (2009) "the transformation of local government was seen as ensuring the inclusion of citizens, and particularly communities and groups in societies that were previously excluded in policy and decision making of the country" (RSA, 1998). Therefore, the IDP as one of the planning tool local government uses, was realised to be one of the means of ensuring this inclusion of citizens. Matose (2013) highlights that the role of active participants in communities is decision-making which is based on participatory principle which through effective dialogue eliminates the divisions between the communities. Furthermore, Van der Waldt (2010) in Ndou (2018) highlights that "community participation in local government provides people with an opportunity to participate in decision-making

process for those who will be affected by the proposed public policies to be able to express their views and influence policy makers with the aims of ensuring that decisions are more readily accepted".

Ndaba (2019) emphasises that community influence plays a very important role decision making about projects. Therefore, the idea is that if communities are informed before the project starts, their attitudes will be positively influenced towards planning process. According to Holmes (2011) in Zondi and Reddy (2016) "public participation is a democratic process that provides individuals and groups from the community with an opportunity to occupy a meaningful role in government affairs to influence public decisions for the betterment of their socio-political and economic condition". In other words, the socio-political and economic conditions of communities can be made better when community members are involved in influencing the decisions made on behalf of them. Marzuki (2015) states that, through the implementation of public participation process social changes between members of communities will possibly be changed. This can be used to join different public interest and thus accord people with the right to take part in decisions affecting their lives.

Ndaba (2019) accentuates that "community involvement plays an important role in the decision making process, and therefore by spreading the right knowledge, the public capacity to participate in debates is enhanced and provides a strong foundation for the hypothesis that more effective community involvement will lower risks of failure in service delivery as well as the occurrence of protests". Arieko and Kisimbii (2020) highlight that the development needs and problems of a community will be better understood whenever the community is involved in decision-making throughout the stages of a project cycle. Furthermore, it is elucidated by Mnguni (2018) that "citizens' involvement in governance processes ensures that their experiential and grounded perspectives inform government on their needs and how these needs can best be addressed". Therefore, it is important to secure participation in political decision-making by the public, individuals and groups, directly or indirectly through elected political representatives.

Additionally, it is acknowledged by Madzivhandila and Maloka (2014:652) that "the idea of community participation was supported by the promulgation of various legislative frameworks which encouraged the involvement of community members in local governance and policymaking". Additionally, it is highlighted that "community participation

serves as an indispensable mechanism that could allow for a successful integrated development planning at the local sphere of government". According to Thebe (2016:7171) the positive spinoffs of IDP implementation are indicative of proper budget utilisation, good governance, response by the municipality to the needs of the community, transparent administration and management of the IDP and an accountable local government. The transparent, responsive and accountable administration and management of the IDP results in a good relationship with the community with no service delivery protests. It is thus important that communities be consulted and given access to the decision-making that is happening in the process of IDP, they should not be excluded from such processes.

4.3.3. Interaction between local government and citizens

Govender and Reddy (2011) in Madzivhandila and Maloka (2014) emphasise that "community participation and IDP are seen as locally based planning instruments which could empower municipalities and communities to respond to poverty, unemployment and inequality". It is indicated in the Municipal Systems Act 32 of 2000 that a community is regarded as a key role player in the IDP process (Tshabalala and Lombard, 2009). Furthermore, it is emphasised that "community participation in IDP processes is viewed as one of the ways of enabling interaction between local government and citizens" (Madzivhandila and Maloka, 2014). Tshabalala and Lombard (2009) further indicate that the benefit of community participation is that, development is perceived to address the people's needs. In my opinion, the more people participate in the development project aimed at improving their lives, the more they will acknowledge that it addresses their needs.

There is an emphasis that, "community participation strikes directly at the core of the structuring of the relationship between citizens and their government" (Ndou, 2018). Participation of communities is vital because it fosters substantial and sustainable changes in communities, as well as ensuring that public inputs improve public's confidence in government (Enshassi and Kullab, 2014). Furthermore, Zondi and Reddy (2016) emphasis that in public participation, there is a requirement for collaborative engagements between citizens and authorities to provide conditions which are conducive for local democracy. Berner, Amos and Morse (2017) highlight that "citizen participation in local government has been advocated as a way to enhance communication between government and citizens, build support for local government goals, and develop public trust in government".

It is highlighted that, "a community would become committed to participation in the IDP process if their participation were to yield results. In this case, participation should translate into meeting the community's needs" (Tshabalala and Lombard, 2009). Furthermore, Mashiachidi and Moeti (2016:401) emphasis that "community participation is recognised as an integral part of local democracy and it, thus, sets the frame for more stringent legislative measures to place local communities into processes of the IDP".

According to Zondi and Reddy (2016) "public participation in local government activities is crucial for municipalities to keep in touch with citizens on matters of community development through effective and efficient service delivery systems". In addition, participation is seen to relate to the exchange of ideas between the community and the municipality (Khawula, 2016). Pradhan (2019) emphasises that trust between government and citizens can be built when the government frequently respond to the needs of citizens. The idea is that, lack of responsiveness by the government may in fact worsen citizens' doubt and distrust in government. Furthermore, Pawelke (2018) states that for citizens to trust the government, it is necessary that the government make tools to monitor government performance available to citizens. Additionally, Waheduzzaman and As Saber (2015:129) highlighted that community tends to feel satisfied if it becomes a part of the overall governance process involving any related governance matters. Community participation in the governance process, therefore, helps improve the quality of the process across various local level development programs.

4.3.4. Fulfilling developmental mandate of local government

Participation of communities in local government is important because that is when the developmental mandate of local government will be fulfilled. Hence Mathebula (2015:23) highlights that "in a democratic dispensation such as that of South Africa, the participation of communities in general plays an integral role in ensuring that the developmental mandate of local government is fulfilled". In terms of White Paper on Local Government (1998), the developmental mandate of a developmental local government is that, local government must be dedicated to working together with citizens and groups in the community, this will help find sustainable ways to meet their social, economic as well as material needs and improve the quality of their lives. Furthermore, in terms of the Constitution of the Republic of South Africa (1996) "one of the objectives for local government is to promote social and economic development and further encourage the

involvement of communities and community organizations in matters of importance to local government".

Mathebula (2016:23) emphasises that in a democratic dispensation such as South Africa, the participation by communities is important in ensuring the developmental mandate of local government is fulfilled. It is further accentuated that "community participation at local government (municipalities) becomes more democratic by allowing community to be involved in the affairs of local government as mandated by the Constitution of the Republic of South Africa, 1996" (Ndou, 2018). According to Mathebula (2016), "in a democratic dispensation such as that of South Africa, the participation of communities plays an integral role in ensuring that the developmental mandate of local government is fulfilled. Such participation could also ensure the citizenry of municipalities develop trust and a sense of belonging to development initiatives of their own". Furthermore, it has been highlighted that, "the new democratic dispensation was expected to deal speedily with the injustices and imbalances imposed by the apartheid government" (Mathebula, 2016). Those imbalances and injustices can be dealt with if the new democratic dispensation ensures full and active community participation in local government affairs such as service delivery. This democratic dispensation must also ensure that there is good governance and accountability, this can be achieved by using community participation as one of the means for good governance.

4.3.5. Community participation nourishes local democracy

The local government sphere has been mandated by the Constitution of the Republic of South Africa, 1996, to ensure that the inclusive approach is applied when budgetary and planning processes are undertaken in municipalities. In this regard, "there is a need for IDP as a five-year municipal strategic vision which aims to address the challenges involving developing sustainable settlements. This is to meet the needs of the people and improve their quality of life, especially of indigent communities" (White Paper on Local Government of, 1998:27). In addition, it is highlighted that for this planning process to effectively bear result, municipalities need to ensure openness, accountability and transparency while promising to consult and negotiate with communities in good faith. Madumo (2015:156) further emphasises that, "as a result of the process, local democracy becomes nourished, and this is promoted by the idea of community participation in municipal affairs". Therefore, the idea is that, without community participation in the

integrated development planning, it will be difficult to nourish local democracy. It is further indicated by Madzivhandila and Maloka (2014) that in the South African context, participation of communities in the IDP process is associated with democracy and governance.

Ndou (2018:36) emphasises that "participating in the processes of local government is very crucial in advocating for local democracy". It is therefore indicated that community participation is seen as a means to a more fundamental end, which is to strengthen civil society and democracy. Thus, if a strong community that takes into account and put participation in matters that affects their lives, there will be reduction of poverty levels, if community members can become united and work together, a lot will be achieved. This supports the opinion of saying, 'united we stand and divided we fall". According to Zondi and reddy (2016), "with the introduction of a democratic state in South Africa in 1994, public participation became an instrument for deepening democracy through the variety of formal municipal structures which have a public interest". Worth noting is that, decisions and agreements can be made and reached in a democratic transparent manner if there is active participation of communities together with stakeholders (Ndou, 2018). Furthermore, Zondi and reddy (2016) accentuates that participation is also regarded as a key instrument in facilitating local democracy through formal municipal structures.

In terms of the Constitution of the Republic of South Africa (1996), "citizen involvement in local government is a fundamental democratic right of citizens and it occupies a key role facilitating local democracy and promoting values of good governance". Khawula (2016) highlights that "the participation of the community in government initiatives is a right. This is because government is elected by the people to improve the general well-being of the people". Therefore, it is essential to have community participation because it make sure that important needs of communities are prioritised, furthermore, it ensures that there is deeper democracy at the local level. Nyalunga (2006) in Zondi and Reddy (2016) highlights that community participation represents a core meaning of inclusive democracy. Zantsi (2020) indicates that "in the South African context, there is a public sphere where citizens and organized civil society have the opportunity to express a diversity of opinions. This is important in terms of consolidating and deepening democracy as it depends on the involvement of people in politics during and between elections, furthermore the viability of participatory democracy and lastly the existence of autonomous organisations of civil society, organs of direct democracy".

4.3.6. Identification of important issues

Matosse (2013:64) highlights that "participation in the IDP requires a large number of people or all members from the ward of a local municipality to attend and point out several issues for discussion". This is of particular importance since the affected community members will have an opportunity to identify important issues which need to be addressed in so doing suggesting locally grown solutions to local problems. According to Mashamaite and Madzivhandila (2014:228), "the dawn of new democratic state in South Africa required the developmental local government in the country to develop and adopt a strategic, creative and integrated approach to governance of municipalities to address challenges associated with service delivery and meet basic needs of the citizens". This resulted in the adoption of a people-centred approach whereby community members' needs are prioritised. The IDP process is regarded as an ideal management tool to encourage and enforce participation of communities on issues that affect them, this process applies a people-centred approach.

It is worth noting that citizens' voices were not being heard in the era of apartheid, this include the voices of the poor and women. It is therefore necessary that this error be corrected before it can continue to grow. The emphasis is that, "putting citizens at the heart of policy making, gives them the opportunity to shape legislation and policies in areas that they care most" (Pradhan, 2019). In other words, citizens are able to identify important issues when involved in the heart of policy making. This is further supported by the statement that highlights that citizens' jury should be used, which enlists a random selection of civilians to consult on a big policy decision (OECD, 2017). Additionally, there has been an emphasis that marginalized citizens can be reached out in the sense that, there is an upsurge in populism and a lot of minorities are facing growing oppression, this gives the most vulnerable an opportunity to be included in public dialogues and policy priorities (Pradhan,2019). For that reason, it is likely that the government will win their trust.

4.3.7. Community participation serves as an indispensable mechanism

Madzivhandila and Maloka (2014:652) highlight that "community participation serves as an indispensable mechanism that could allow for successful Integrated Development Planning at the local sphere of government". In simple terms, with the aid of community participation, integrated development planning is likely to be a success. Mashamaite and Madzivhandila (2014:229) accentuate that "the participation of communities in the IDP

process plays an essential and integral role to the provision of public services and ensure that municipalities are accountable, transparent, responsive, effective and efficient". Furthermore, it is highlighted that, citizens are provided with the platform to voice out their concerns, needs as well as aspirations during the processes of integrated development planning, this make them have an advantage for their needs to be prioritised in the municipal services concerning development in their communities (Njenga, 2009 in Mashamaite and Madzivhandila, 2014). It is important to note that, there are various benefits that comes with community participation, one of those is that, development is seen to address the needs of people. It can be concluded that having community participation helps in development planning as it addresses people's needs. Therefore, it can be argued that people's needs to be addressed in the integrated development planning; there is a need for participation of communities.

Communities have the right as well as the responsibility to be involved in the planning, administration and management of their own projects (Fowsia and kakuba, 2019). It is important to involve communities in decision making and effective implementation of those decisions to achieve sustainable development. Furthermore, Ofuoku (2011) indicates that, "unless people are given an opportunity to participate in the development of interventions designed to improve their livelihood, they will continue to miss the benefits of any intervention". In community development projects, it is important that community members are included in the decision making process regarding actions that affect their lives, irrespective of one's social status. This inwardly gives them a sense of ownership to the project as they will have a broad understanding of projects they are embarking on (Cornwall and Coehlo, 2007 in Malatji, 2019).

4.3.8. Perception of dependency on the municipality

Tshabalala and Lombard (2009:405) state that "a lack of community participation creates a perception of dependency on the municipality". This becomes a problem because communities become discouraged for engaging in finding solutions to their current problems. According to Khawula (2016), "the level of community participation will increase if community structures are empowered and there are processes which are put in place to ensure that development projects are successful". Therefore, community empowerment is important to increase the level of community participation. Community involvement delete

the mentality of dependence and ensure that people have an improved self-awareness and self-assurance.

4.3.9. Increased level of information in communities

Khawula (2016) highlights that "one of the most common ways in which community participation improves governance is by increasing levels of information about local government in communities". It has further been indicated that a participatory methodology upsurges the understanding and commitment only if people have been taking part in the planning and implementation of the plans. In my opinion, people can have an understanding of plans and can be committed in those plans if they have been participating starting from the planning to implementation of such plans. Therefore, it should be borne in mind that, "participation aids with partnership formation and consensus building and it is viewed as a process of empowerment that aids to strengthen traditionally unrecognised voices" (Khawula, 2016). Enshassi, Kullab, Alkilani and Sundermeier (2016:1) highlights that "integrated development plan (IDP) provides opportunity to both the municipality and community to work together in local governance". The idea is that, working together for a common goal is necessary to improve the local governance. Therefore, communities ought to participate in processes and affairs that municipalities engage in, and that leads to increased level of information about local government affairs and processes for community members and information on what communities need and their priorities for municipal official.

Participation by both men and women in a democratic country such as South Africa, is seen as a cornerstone of good governance (Graham, Amos and Plumptre, 2014 and Nzimakwe, 2010 in Mnguni, 2018). It is of the opinion that participation plays an integral part in ensuring good governance. Enaifaghe and Adetiba (2018) indicates that "local government is regarded as the level of government nearest to the general populace; hence the need to guarantee that citizens offer contribution to the choices that a local gatherings or communities makes". Additionally, it is highlighted that, "Local government, as the sphere of government which is close to the people, was to ensure that community participation is prioritised by working closely with citizens to find sustainable ways to meet their social, economic and material needs in order to improve the quality of their lives" (Mnguni, 2018). Mukwevho (2012) states that "people have the right to participate in the democratic processes of government". The underlying notion is that, there should not

biasness in the decisions affecting their lives. All citizens should have a say in the decisions regarding issues of development in their communities regardless of their educational status, they should participate actively beyond participating at election time. Therefore, during participation in the democratic processes of government, the uneducated and unorganised citizens are getting knowledge how processes of government work.

The level of information is increased because of community participation as well as transparency by local government officials. According to Pradhan (2019), "information made transparent must be genuinely useful to and usable by citizens". It is thus necessary that relevant information needed for the purpose of development be made available and accessible to citizens. Thus, OECD (2017) highlights that "one of the most promising means of regaining trust is making data-all data, on everything from pothole repairs to emergency response times open and accessible to the public". Furthermore, it is of importance that government be transparent about policy making. It is thus supported in the statement that says, "Governments today should do more than to provide raw data on public services, they must present information in simple, easily digestible ways to show citizens what their tax monies are funding" (OECD, 2017). This is likely to decrease and change the perceptions of citizens saying their monies are being misused and it will increase the level of community participation in the development planning processes as well as the effectiveness of the development projects. In terms of Section 83 (2) of the Promotion of Access to Information Act 2 of 2000, "it is necessary that there be promotion of timely and effective dissemination of accurate information about activities". Hence this Act is aimed at encouraging participation and giving people the right to have admittance to any information from the municipality.

4.3.10. Improved service delivery

It is highlighted that, a government should be better informed about the needs of communities, this will help during the process of delivering services to be better (Khawula, 2016). It has been elucidated that "the birth of a new and democratic South Africa in 1994 was met by exuberance and happiness by the majority of South Africans, especially the black majority. They saw the emergence of a new and democratic South Africa as holding the promise of a new and better life for those who were denied political, social and economic rights for more than four centuries" (Nengwekhulu, 2009). There are various

structures in the South African context that complement community participation in order to ensure that there is effective service delivery, ward committees are regarded as one of those structures. Therefore, these ward committees are established at the local level to make certain that significant needs and priorities of citizens are met through the participatory system (Akinboade,Mokwena & Kinfack,2013; Makalela,2017 in Makalela,2018).

It is further highlighted that the Constitution of the Republic of South Africa, 1996, also envisaged and endorsed that effective and promotion amid of service delivery is the result of democratic participatory governance systems (Makalela, 2018). According to Fourie (2001), "for a service to be of value to them it must be wanted by the citizens and be of an acceptable quality". In other words, getting closer to the citizens can be regarded as a means of ensuring that services provided are of value. Although this is of importance for all public services, it should further be borne in mind, that this is the only way to allow public service providers to answer back to the varying needs of the citizens.

4.4. CONCLUSION

Community members face various challenges of poor communication concerning political matters and affairs relating to their lives as well as mistrust between government and communities, poverty and unemployment, and enabling environment. To address these challenges, it is vital and sensible, to seek appropriate strategies that lead to deliberate actions in managing the relationships between development and community participation in a proper manner. Community participation purposes to enhance the skills and capacity of communities by encouraging their participation in their development. Hence, it has been highlighted by authors that, "community participation aids and acts as an essential mechanism that could authorise for a successful Integrated Development Planning (IDP) at the local sphere of government".

The chapter concludes that citizens should be given an opportunity to participate actively in the local democratic process. Local democracy provides citizens with the freedom to participate in making decisions that are locally suitable and assist in the needs of the local community. It is also unblemished that, "community participation by Departments in local government has neglected their constitutional responsibility of consulting and influencing participation of the local communities in municipal governance, which has made them (local communities) inactive. However, despite various arguments and discussions about

community participation, it should be understood as 'the direct involvement of the community in planning, governance and overall development programmes at local or within the local government level'. Therefore, as the definition of community participation suggests, it is worthwhile that community members be involved or take part in the socio-economic and political activities of their locality.

The next chapter explains the research design and methodology implemented in the research study.

CHAPTER 5: RESEARCH DESIGN AND METHODOLOGY

5.1. INTRODUCTION

The chapter offers a broad perspective on research methodology and design. Particularly, it expounds on the conceptual framework underpinning qualitative and quantitative research paradigms. Also, this section presents the research methods and data collection instruments or techniques used in this study as well as who the participants are and why were they selected. Moreover, the chapter discusses the data analysis technique adopted while detailing the procedures followed and describing how relevant data to the research questions were collected and analysed. From an array of choices from many social science methods, the researcher carefully employed relevant methods to this study based on the problem statement; that is, mixed methods research design.

According to Patten and Newhart (2018:3) social science research methods are designed to be systematic and to minimize biases. The goal is to produce findings that represent reality as closely as possible, overcoming some of the hidden biases that influence our conclusions when we are not systematic. Therefore, the rationale behind the adoption of the mixed-method approach in this study sought to unearth detailed information concerning the nature and extent of community participation in the IDP processes as a means of improving local governance at the Polokwane Local Municipality.

5.2. RESEARCH DESIGN

Sebei (2013) defines research design as "a strategic framework for action that draws a line between the formulation of the research questions and the actual research". Therefore, research designs are regarded as plans guiding the preparation of conditions for data collection and data analysis in manner that aims to combine the relevance to the research purpose. Furthermore, "the definition suggests that a research design has two main functions; the first relates to the identification or development of procedures and logistical arrangements required to undertake a study. The second function emphasises the importance of quality in those procedures to ensure the validity, objectivity and accuracy of findings" (Sebei, 2013). Therefore, as emphasised by Sebei (2013), research design link research question and execution of the research, its role is to bridge between the two.

A research design is regarded as "a strategic framework for action connecting research questions and the execution of the study, providing a glue that grasps the research project

together" (Kaseke, 2011:51). Additionally, Punch cited in Allmer (2012:1) explains it "as a basic plan for an empirical study that connects research questions to data, answering to four questions: following what strategy, within what framework, from whom, and how? The design of the research is a plan for data collection" (Myers, Well and Lorch, 2010:14). This project employed a mixed-method, combining qualitative and quantitative research designs. Creswell (2008) views mixed-method research as "both a method and methodology for conducting research that involves collecting, analysing and integrating quantitative and qualitative research in a single study or a longitudinal programme of inquiry". The purpose of this form of research is that both the quantitative and qualitative research methods are used to enhance the understanding of a research problem. According to Hughes (2016), mixed-method hypothesis varies in terms of the research questions that are qualitative and those that are quantitative. According to Creswell and Piano Clark (2011:2), "mixed methods include at least one quantitative method (designed to collect numbers) and one qualitative method (designed to collect words, where neither type of method is inherently linked to any particular inquiry of paradigm)". The study adopted concurrent triangulation in mixed methods research. Concurrent triangulation, according to Hughes (2016), "is the ideal method for cross-validation studies and has only one point of data collection". Mixed methods were applied in the research as a way of gathering information through a combination of qualitative and quantitative research methods.

The study used a mixed-method, a combination of qualitative and quantitative research designs, adopting the concurrent triangulation in mixed-method research. As emphasised in Becking (2011), "a triangulation mixed methods design works best when the 'status of the different methods-that is, their relative weight and influence- is equal and when the quantitative and qualitative study components are implemented independently and simultaneously". Therefore, the study sought to develop qualitative results through information obtained via interviews from selected and relevant municipal officials and ward councillors. Furthermore, questionnaires were distributed to various community members in selected communities as a way of gathering quantitative data.

5.3. RESEARCH METHODOLOGY

5.3.1. Description of the study area

The research site was the Polokwane Local Municipality in Limpopo Province, situated in the Capricorn District Municipality. Polokwane Municipality was established on the grounds of Category B as provided for in terms of Section 155 of the Constitution of the Republic of South Africa (1996). This municipality is classified as one of the main economic hubs in Limpopo Province. The city of Polokwane is densely populated unlike any other parts of Limpopo. Its name is a Northern Sotho word signifying a place of safety. Polokwane, with 38 wards, is the largest and fast-growing capital city of Limpopo Province, sharing the same district with other local municipalities like Blouberg, Molemole, and Lepelle-Nkumpi. The municipality retains the ability to account for 3% of the total surface area in the province. However, 10% of the Limpopo population resides within its boundaries. Its name is a Northern Sotho word signifying a place of safety. Polokwane, with 38 wards, is the largest and fast-growing capital city of Limpopo Province, sharing the same district with other local municipalities like Blouberg, Molemole, and Lepelle-Nkumpi.

The municipality renders, amongst others, services such as sewerage and sanitation, water and electricity, solid waste services, and municipal public transport. It was previously called "Pietersburg" with the province called Northern Province. The municipal spatial pattern reflects that of the historic apartheid city model, characterised by segregated settlement. Polokwane consists of the central business district (CBD), a range of social services as well as an industrial area and well-established formal urban areas servicing the more affluent residents. Situated on the outskirts in several clusters are less formal settlement areas, which are experiencing an enormous influx from rural-urban migration trends. Polokwane Municipality plays a leading role in contributing towards community services amounting to (32.1%), finance making up to (21.5%), wholesale and retail trade amount to (18.3%), while transport contributes (11.7%), manufacturing account for (4.8%) and, lastly, mining contributes to (4.2%). This may be that Polokwane is 23% urbanised and 71% rural.

5.3.2 Population of the study

Population is defined as all families, groups, individuals, communities and event collectively that the researcher is interested in finding out for the purpose of the study. Furthermore, "it is defined as the total number of possible units or elements that are

included in the study" (Gray, 2009 in Malatji, 2019). Therefore, Malatji (2019) highlights that to define a population, the researcher needs to specify a set of variables or characteristics. According to Martin (2006:132) in Kaseke (2011:52), population is perceived as the total groups of people that the researcher target to study in order to generalise their information. It is further indicated that "it is the group which hold specific characteristics in the universe (for example, public officials with post-graduate degrees)" (Bryanard, Hanekom and Bryanard, 2014:57).

The population of the study are residents from two selected villages, namely Potse and Mahlohlokwe; two selected townships: Unit D and Zone 1 (in Mankweng); and two selected suburbs (Flora Park and Ivy Park) under the Polokwane Local Municipality. The researcher's targeted population in each of the selected communities were twenty-five (25) participants in each. Furthermore, two municipal officials (IDP coordinators), IDP manager and councillors of selected areas formed part of the population.

5.4 SAMPLING

A sample is regarded as "a representation of a population if elements in the sample have been randomly selected from a sampling frame listing everybody in the population. Sampling studies relationships between a population and the samples drawn from it, to draw inferences about the known sample statistics obtained by collecting information from the sample" (Sebei, 2013). According to Bless (2006) in Malatji (2019), "a sample is a group of elements drawn from the population that is considered to be the characteristics of the population and which is studied in order to acquire some knowledge about the entire population". Khawula (2016) is of the opinion that, two types of sampling designs exist, this include probability and non-probability sampling. It is further emphasised that, "in probability sampling, selection is based on a true random procedure, while in non-probability sampling the selection is not based on a random procedure. In random sampling every member within a population has an equal chance of being selected" (Khawula, 2016).

Brynard, Hanekom and Brynard (2014:56) indicate that sampling is regarded as "a technique that is employed to choose a small group (the sample) with a view of determining the characteristics of a large group (the population)". To save time, make the research simple, cut the costs and determine specific properties of a whole, a sample of a population is used. There are two major ways in which a sample can be selected: probability and non-

probability sampling. A sampling that allows a researcher to choose a sample where each element in the population has a known chance of being chosen for the sample is a probability sampling. This type of sampling should be attempted when the quantitative approach to research is used as it increases the representativeness of the sample. The process when the researcher picks a sampling based on the phenomenon being studied is called a non-probability sampling. It has been indicated that, "this sampling has a limitation of representation; the elements of the population are included in the sample are not known. This type of sampling is often used in qualitative studies" (Marlow, 2010:140). It has been highlighted that, "stratified random sampling involves taking random samples from stratified groups, in proportion to the population" (Nickolas, 2019).

According to Annum (2014:1), judgmental sampling involves the choice of subjects with relevant information for the researcher's focus, in other words, the purpose of the investigation is reflected in the selection of the sample. Additionally, it has been highlighted in the study of Taherdoost (2016:23), that in judgemental sampling, it is where the researcher includes cases or participants in the sample because they believe that they warrant inclusion.

Judgemental and stratified random sampling were adopted for this study because the researcher used mixed methods. Therefore, judgemental sampling was used based on municipal officials whereby the researcher purposively chose relevant municipal officials in the IDP Department, including IDP manager and ward councillors of selected areas. Furthermore, stratified random sampling was used when distributing questionnaires to various participants in selected communities. A total of one hundred and fifty (150) participants and stratified random sampling was used whereby the population of the study was divided into strata of twenty-five (25) participants in each community. The sample of a population was used as a way of saving time, making the research simple, cutting the costs and determining specific properties of a whole.

5.5 DATA COLLECTION METHODS

For the purpose of this study, the researcher adopted data collection methods that were appropriate for both employed approaches - qualitative and quantitative methods. Data collection instruments used to collect primary data included interview questions and questionnaires. The researcher also collected secondary data using literature survey

through a gathering of information from relevant textbooks, reports, journals and documents presented by experts in community participation.

The study applied a mixed-method design. A combination of thematic data analysis and Microsoft Excel were applied to analyse data gathered and structured questionnaires, as well as interviews, were used to gather information relevant to the study. Data was collected amongst communities in the Polokwane Local Municipality and municipal officials that were relevant to the study and, lastly, councillors of selected communities.

5.5.1 Questionnaires

According to Khawula (2016) questionnaires are defined as a document comprising questions designed to get the information necessary for the assessment of the research objectives and questions, of the study. It is highlighted that "It is an effective and convenient method of obtaining answers to both structured and unstructured questions" (Roestenburg and Delport, 2011. & Gillham, 2000 in Khawula, 2016). In the study, questionnaires were given to community members from selected areas to determine how they participate in their communities. Therefore, questionnaires are regarded as a research instruments which consist of a series of questions for gathering information from respondents, therefore, they can be understood as a kind of written interview. A questionnaire, according to Brynard, Hanekom and Brynard (2014:48), can be costly especially when the researcher wants to obtain information from a large number of respondents. However, it is advantageous to use questionnaires because a large number of respondents can be reached in a short period. The researcher used structured questionnaires as a method of collecting data from the general community members.

5.5.2 Interviews

One of the instruments used to collect data in the research was the in-depth interview to create detailed description rather than selecting methods that are irrelevant to the study. It is worth noting that, "when collecting relevant information for the research using verbal communication between the researcher and the participant(s), it is then an interview" (Harish, 2015). In this method, it is easy for the interviewer to explain to the interviewee those matters that are not clear; it is also possible for the behaviour of the interviewee to be observed. On the other hand, many people are afraid to commit themselves to tell the truth when being interviewed (Brynard, Hanekom and Brynard, 2014). Face-to-face interviews allow the researcher to have a relationship with potential participants.

Therefore, it is easy to gain the cooperation of the participants. Hence, structured face-to-face interviews were conducted with the municipal manager, municipal officials from the Polokwane municipality specialising in IDP and councillors of selected areas.

5.5.3 Literature survey

According to Brynard, Hanekon and Brynard (2014:40), for research to be successful, there should be a well-planned survey or an evaluation of the relevant literature available. Such a review usually entails obtaining and studying useful references or sources. Using the literature survey is advantageous because participants will not be disturbed for doing their daily activities, and it is easy to obtain data as the relevant information is already in writing. However, on the other hand, it is time-consuming to review numerous reports, books and documents. Furthermore, unlike interview or personal observations, written material is not regarded as find-hand material (Brynard, Hanekom and Bryanard, 2014). The study consulted various literature sources such as journals, articles, relevant documents, books as well as internet scholarly sources.

5.6. DATA ANALYSIS

This is the process whereby, "data is evaluated using the analytical and logical reasoning as a result of examining each component of the data provided" (business dictionary). Data must be collected and evaluated. Brynard, Hanekon and Brynard (2014:62) indicate that, "the reason for analysing data is to determine data that can be discarded and one that ought to be saved for the actual research". Therefore, a combination of thematic data analysis and Microsoft Excel were used to analyse data gathered from respondents in this study. The reason for combining the methods in this study was that qualitative research requires data analysis method whereby data collected from respondents will be coded to discover themes. On the other hand, quantitative research requires data analysis method that will indicate the quantity or number of respondents on a particular category.

5.7 VALIDITY AND RELIABILITY

According to Taherdoost (2016), "validity tells how well the collected data cover the actual area of investigation". Validity means "measure what is intended to be measured." Additionally, Bryman and Bell (2015) as cited in Wieland, Durach, Kembro and Treiblmaier (2017) highlight that validity is the issue of whether an indicator or a set of indicators that is invented to measure a concept really measures that concept. Furthermore, Taherdoost (2016:33) states that reliability concerns the extent to which a measurement of a

phenomenon provides a stable and consistent result. Reliability is also concerned with repeatability.

Validity and reliability were ensured in the study by following various aspects. Credibility was ensured in the study because the researcher together with the help of the supervisor checked questionnaires and interview questions to ensure that the wording and syntax of the questions were meaningful to respondents. Furthermore, in the research, confirmability was ensured because details of the process of data collection, data analysis and interpretation of data were given. Lastly, pilot testing was used in the research study for checking whether participants would be able to answer questions. This was done by giving a few participants questionnaire to answer before conducting the actual research.

- Credibility/ trustworthiness

According to Korstjens and Moser (2018), "credibility is the equivalent of internal validity in quantitative research and is concerned with the aspect of truth-value". Strategies to ensure credibility are, prolonged engagement, persistent observation, triangulation and member check. Furthermore, it is highlighted that "credibility is involved in establishing that the results of the research are believable. In reality, the participants/readers are the only ones who can reasonably judge the credibility of the results" (Mike, 2011). In this study, credibility was ensured through questionnaires that were checked by the researcher and the supervisor to ensure that the wording and syntax had meaning for the respondents.

- Dependability

Dependability includes the aspects of consistency. It is highlighted that, this is where the process of analysis needs to be checked whether it is in line with the accepted standards for a particular design (Korstjens and Moser, 2018). Furthermore, Mike (2011) emphasises that "dependability ensures that the research findings are consistent and could be repeated". This is measured by the standard in which the research is conducted, analysed and presented. In the study, an external researcher conducted an inquiry audit on the research study whereby the process of data collection, data analysis and the results of the research study will be examined.

- Confirmability

Confirmability questions how the research findings are supported by the data collected, it is a process for establishing whether the researcher has been biased or unbiased during the study. Furthermore, it is indicated that "this is due to the assumption that qualitative

research allows the research to bring a unique perspective to the study" (Mike, 2011). Additionally, confirmability concerns the aspect of neutrality (Korstjens and Moser, 2018). The researcher used the audit trail in the study whereby details of the process of data collection, data analysis, and interpretation of data were given.

- Pilot testing

According to Wright (2018), "pilot testing is a rehearsal of a research study, for the researcher to test research approach with a small number of test participants before conducting the main study". Therefore, in the study, the researcher handpicked a few participants to answer the questions before conducting the main study.

5.8 ETHICAL CONSIDERATIONS

The researcher received a clearance certificate from the Turfloop Research and Ethics Committee (TREC) to conduct research. Furthermore, a letter from the Department of Public Administration, under which the researcher is registered, was given to the researcher to submit to the Polokwane Municipality seeking permission to research within the municipality. The municipality issued a letter of permission to conduct the research with relevant municipal officials.

Consent forms were given to participants indicating the risks of participating or being involved in the study, should there be any. Respondents read the consent forms given to them and signed to willingly participate in the study. The consent forms were given out because participation was voluntary. In this, participants were not forced into participating in the study, they participated voluntarily so. Furthermore, confidentiality and anonymity were assured to the participants as they were not required to write or give out their names and contact details.

5.9. SIGNIFICANCE OF THE STUDY

The significance of the study is about what the study seeks to deliver generally or otherwise. The study sought to provide useful and valuable information to the citizens of the country for them to acquire knowledge about the process of interaction between the public and government. Furthermore, the study may enhance the knowledge of local municipalities from the findings and recommendations.

5.10. CONCLUSION

This chapter in the concentrated more on research design employed in the study, clearing up the mixed methods which were used in the research study, taking into account the qualitative and quantitative research designs. This is where the methodology for data collection and data analysis were also identified, clarifying that qualitative (face-to-face) interviews and quantitative data collection methods (questionnaires) were used.

CHAPTER 6: RESEARCH FINDINGS, DATA ANALYSIS AND INTERPRETATION OF RESULTS

6.1 INTRODUCTION

This study examined the nature and extent of community participation in the IDP process as a means of improving local governance at the Polokwane Local Municipality. This chapter, therefore, presents, analyses and interprets the data collected through a questionnaire and interview techniques. The study employed a combination of qualitative (interviews) and quantitative (questionnaires) research designs. The questionnaire comprised two sections, namely Section A and Section B. Section A collected biographical information whereas Section B was open-ended questions. Section A had (13) questions and Section B had (29) questions, totalling to a questionnaire of (42) questions developed to ensure rigour and objectivity of data. Furthermore, interviews comprised 10 interview questions and (150) questionnaires were distributed to participants and six other participants were interviewed from the Polokwane Local Municipality. The total number of participants in the study was 156.

The collected data in the study was analysed in correspondence with the research questions posed in the study, this was done using thematic analysis and Microsoft Excel as instruments. Questionnaires used in this study were carefully analysed to ensure that the data gathered was presented clearly with the aid of graphs, tables and percentages where possible. Furthermore, interviews conducted in this study were presented using thematic data analysis method. Thematic analysis, which according to Martensen (2019) strives to identify patterns of themes in the interview data.

6.2 RESEARCH FINDINGS

The study investigated the nature and extent of community participation in the Integrated Development Planning (IDP) process as a means of improving local government: a case of Polokwane Local Municipality. The study revealed that there were some channels followed to ensure that communities participate in the affairs that affected their lives. However, some challenges hinder the level of participation in the IDP processes.

The findings further revealed that citizens faced the challenge of managing their time for participating in the IDP meetings and processes. On the one hand, it was found that people responsible for the IDP had a negative attitude towards poor people. On the other hand,

community members believed that even if or when they participated in the processes, their opinions were not taken into account.

Moreover, the research findings indicated that community participation did have a positive impact on local governance. This is because the municipality budgets correctly guided by what communities have identified as their needs. This also helps municipalities to strengthen their power to implement services according to their priorities. The study recommends that to improve the level of community participation, there is a need for municipalities to come up with measures to solve challenges citizens face or that hinder their level of participation.

6.3 DATA COLLECTED THROUGH QUESTIONNAIRES

The questionnaire was divided into two sections - Section A and Section B. The main aim of distributing questionnaires was to gather statistical information from participants.

Section A presents the biographical information in terms of gender, age groups, the average educational level, the period of residence, employment status and disability status.

Section B presents information from participants concerning their perspectives on the issues concerning the nature and extent of community participation in IDP process, level of community participation in IDP meetings, roles of community participation in the IDP processes, challenges and opportunities faced by citizens in community participation in IDP processes, implications of community participation in the IDP processes on local governance.

6.3.1 Biographical information

The researcher considers it imperative to include biographical data because it characterises the people who participate in the research. The researcher used the biographical information of the respondents to probe the following biographical factors: gender, age, marital status, ethnic group, academic qualification, employment status.

6.3.1.1 Gender

In the study, questionnaires were randomly distributed to participants regardless of their gender. It ensures that perceptions from participants in the study are not gender-biased. Results on gender participation in the study are indicated in the below figure 1.

Figure 1: Gender
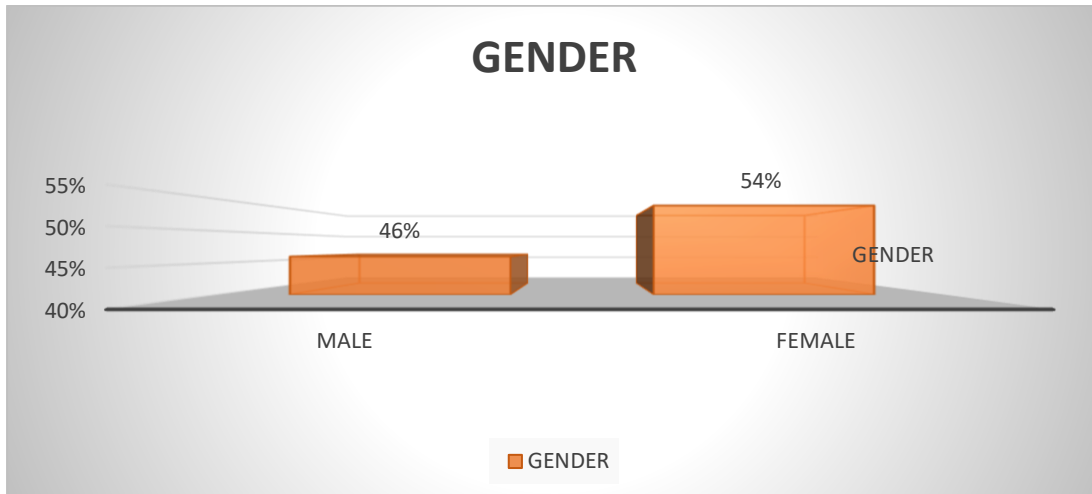
The number of participants in the study was 150. This gender participation indicates a high percentage of female participation with 54% and low participation of males at 46%. The low percentage of men was because they did not show interest in participating by filling in questionnaires and being interviewed. It is important to include people when conducting a research regardless of their gender, this will show that there was no biasness involved when the study was conducted. Therefore, the results in the above figure indicated that the researcher was not biasness and did not exclude any gender when collecting data.

6.3.1.2 Age group

The researcher surveyed different age groups (from 18 years) to get different perceptions about community participation in the IDP processes. Choosing people above the age of 18 helps secure insightful information because the age group and above are aware of what is happening around their communities; they are involved in the affairs of their communities. In the South African context, the age of 18 is regarded as legal and citizens are considered fully responsible, including making decisions on matters that affect their lives. Notably, from this age people are allowed to be involved in the voting or election processes of the country.

Table 1: Age group

AGE	FREQUENCY	PERCENTAGE
18-24	25	17%
25-31	33	25%
32-38	35	27%
39-45	25	17%
45-50	20	12%
50+	12	02%
TOTAL	150	100

Table 1 indicates the age groups of participants in the study. With the total number of participants in the study at 150, the results are as follows: 17% of the participants were between the ages of 18 and 24; 25% between the ages of 25 and 31; 27% between the ages of 32 and 38; 17% between the ages of 39 and 45; and 12% between 45 and 50. A further 2% of the participants, the lowest percentage, was between the ages of 50 and above. From the findings in the study, a higher percentage of participants ranges between 32% and 38%, and a lower percentage ranges between the ages of 50 and above with 2%.

6.3.1.3 Educational status

The researcher included the educational status to understand the level of education of community members. This was to determine whether education is taken seriously by community members. Education is regarded as important in various communities and by various citizens; however, some citizens do not see the necessity of education in their lives. Hence, they do not further their studies. Importantly, understanding and knowing the importance of education and how that helps improve local governance cannot be overemphasised. In this regard, the presented results in this study do not show which

people are educated and which ones are not, rather the results only show the percentage or the level of education in selected villages in the study.

Figure 2: Educational status
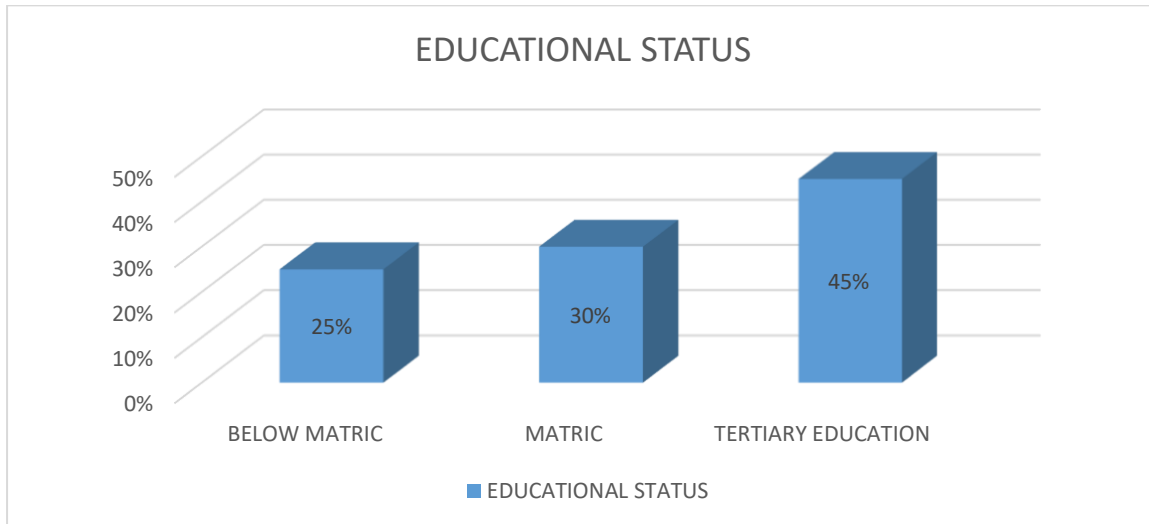
Figure 2 above indicate that community members take education seriously because the results indicate that 25% of community members do not have matric, 30% have matric and a higher percentage is 45% who obtained tertiary education. Community members with tertiary education include those who went to universities, colleges, and technicons whereas some without matric are upgrading through ABET. The result on the educational status of participants is satisfactory, showing those community members or participants would grab a chance if given opportunities to learn more about their local government and ways of improving local governance. Community members must be educated as a way to improve their local governance.

6.3.1.4 Period of residence

Period of residence in this study was used to collect data on the number of years a community member stayed in their current residence. This is done because some community members who have not stayed for long may not be familiar with the processes of participating in community meetings or public affairs unlike those who stayed for longer. Those with many years know about the dates of meetings with their leaders and when it has taken long for their leaders to involve the communities or give them opportunities to participate in the community or public affairs.

Figure 3: Period of residence
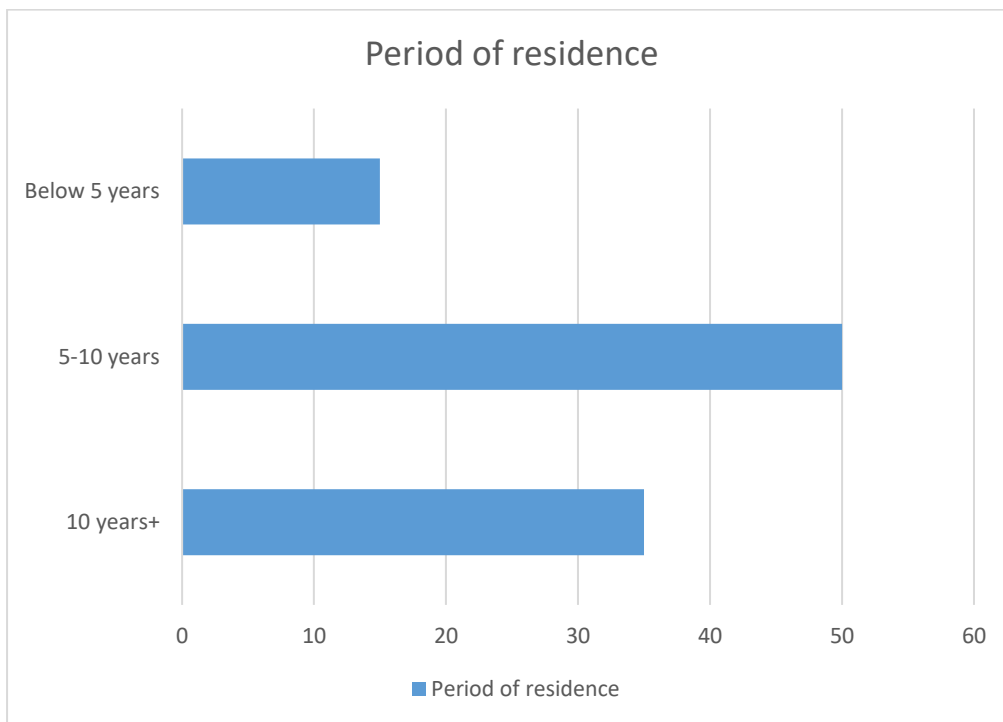
Figure 3 presents data of the period of residence participants stayed in their current areas. The results indicate that 15% of the participants stayed in their area of residence for less than five years. Additionally, 35% of participants indicated that their period of residence was more than 10 years. Finally, a higher percentage of 50% is participants who stayed in their residence for 5 to 10 years. The researcher wanted to get the period of residence from participants because this was to understand if community members have interest in knowing what is happening in their communities and who their leaders are.

6.3.1.5 Employment status

The researcher added the employment status to probe participants in finding the employment rate from selected areas in the study. Therefore, the results of employment status amongst participants are shown in the figure on this section.

Figure 4: Employment status
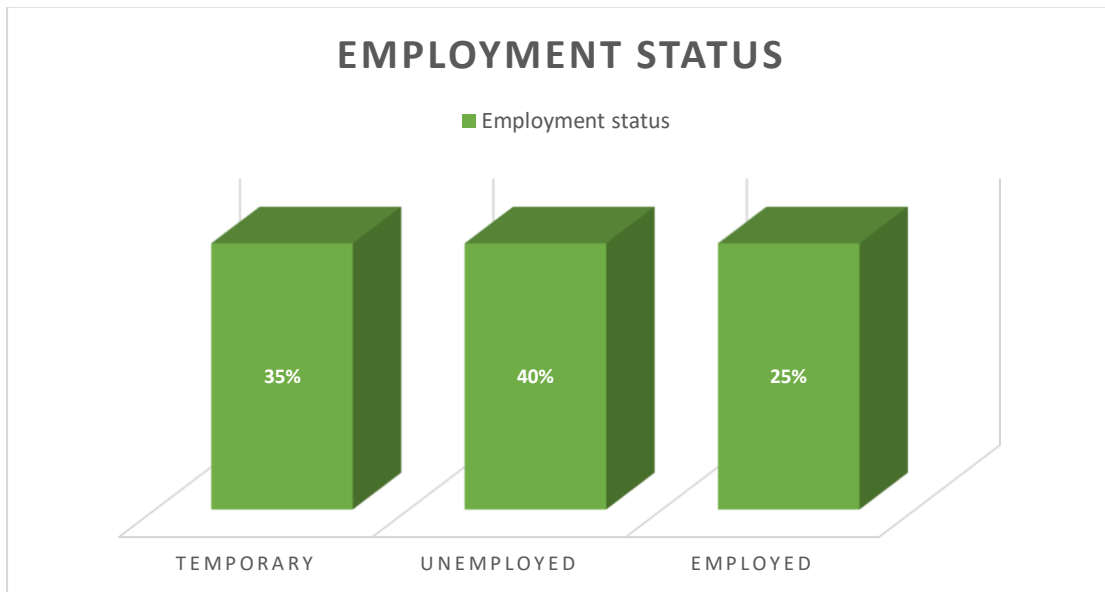
In terms of figure 4 above, 25% of the participants are permanently employed, 35% are temporarily employed and a higher percentage of 40 are unemployed. The results of the employment status show that a high percentage of people are still unemployed. In other words, the unemployment rate in South Africa is still a worrying factor that needs redress. In the previous figure 3, it was shown that a high percentage of participants have tertiary qualifications; however, the unemployment rate does not translate to the level of education among participants. This shows that many participants' qualifications are dormant. Addressing the high unemployment rate would help avoid a decrease in the education rate. This is because the surging level of unemployment may discourage people from attaining educational qualifications.

The researcher when asking the employment status of participants, the aim was to get a clear picture whether community members decide not to participate local government affairs or it is because of their work that is keeping them busy always.

6.3.1.6 Disability status

The researcher did not exclude anyone in the study regardless of their ability or disability status - participants were asked to participate regardless. This was done as a way of making all participants feel welcomed to participate in the study. The researcher needed to get perceptions of participants, they were not given a task to do heavy activities, what

was required of the participants was only to answer questions on the provided questionnaires.

Figure 5: Disability status

DISABILITY STATUS

20%

80%

■ DISABLED ■ NON-DISABLED
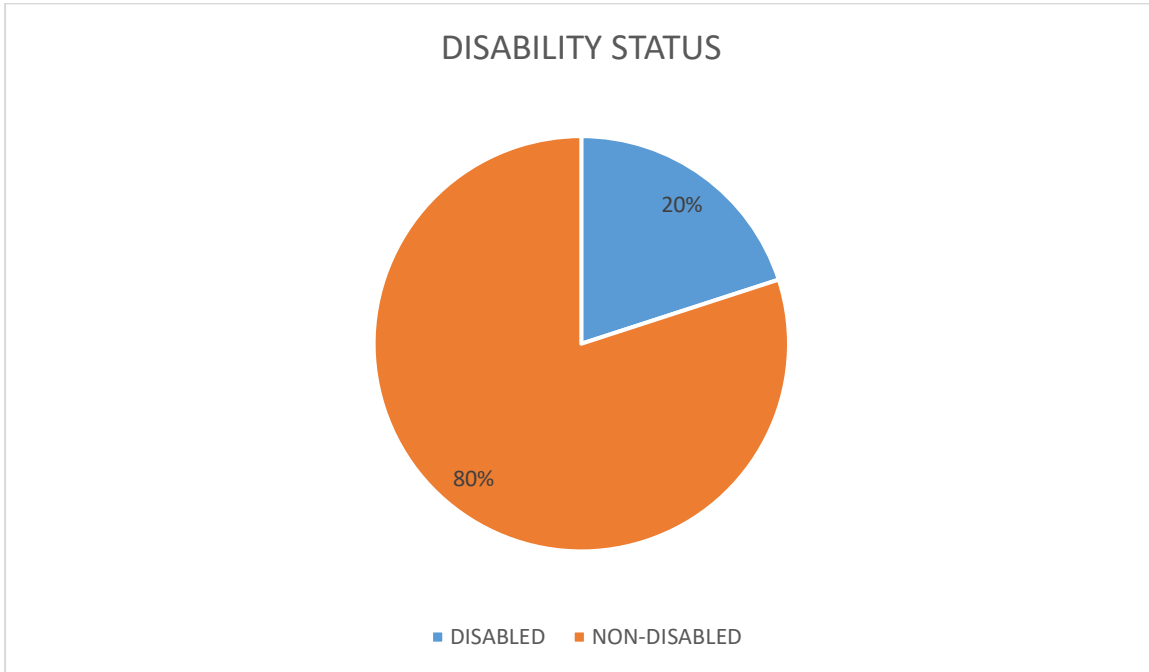
Figure 5 presents data of disability status where only 20% of participants live with a disability whereas 80% is not disabled. The results indicate that people with disabilities were included in the study yet the percentage is lower because few people are living with disabilities in the selected areas in this study, and notwithstanding that some people fear declaring their disabilities.

It is worth noting that, community participation ensures that community members are feeling the sense of ownership for the development projects in their areas. Therefore, all community members with disabilities and without disabilities should feel that they own the development projects in their areas. Their participation in the affairs of local government is important. Thus the researcher aimed at seeing whether people living with disabilities are given a chance to participate and accept that opportunity given to them.

6.3.2. Participants perceptions

Section B of the questionnaire entails open-ended questions where participants were allowed to give reasons for their answers. This was to make participants feel free to participate in the study. Therefore, the researcher allowed participants to add more on the questions asked, to give different perceptions on the questions asked.

6.3.2.1 Nature and extent of community participation in the IDP processes

The researcher needed to find the nature and extent of community participation around the process of Integrated Development Planning (IDP). This section seeks to understand the level of knowledge community members has about the IDP and how they perceive its process. Results from participants are presented in the figure below.

Figure 6: Nature and scope of community participation in the IDP process
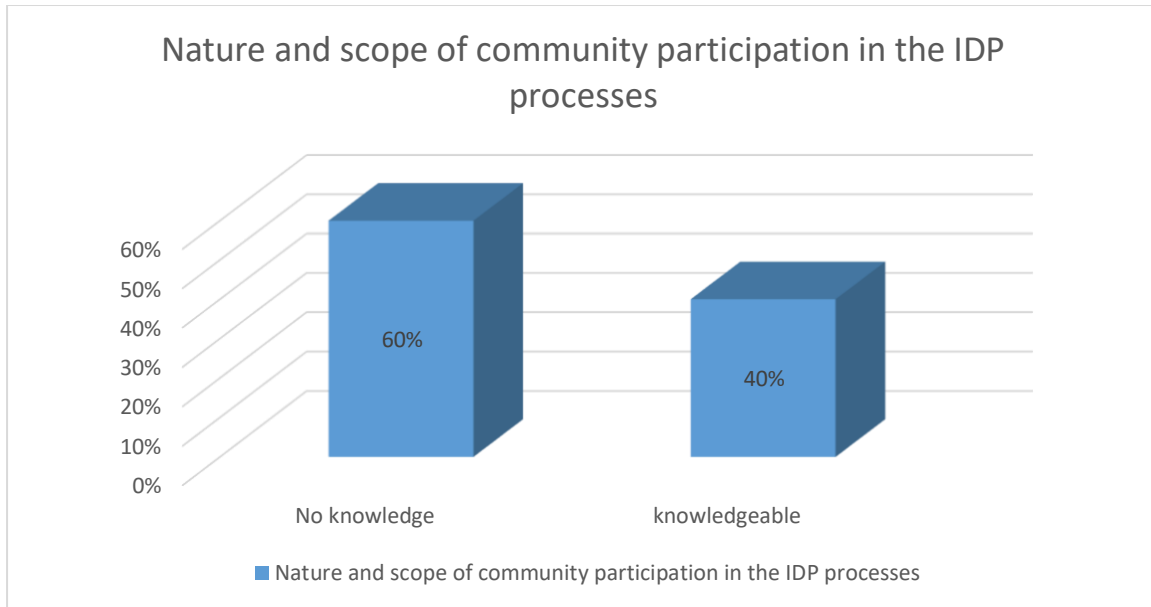
Figure 6 above indicates the response to the questions asked where 60% of community members do not have any knowledge of the IDP, meaning that if there is no knowledge or understanding of the IDP process, it will be difficult to answer some of the questions on this section. Only 40% of the community members indicated that they knew about the IDP.

The understanding and knowledge of IDP process is essential as this is the process to developmental local government. Developmental local government is regarded as "a'local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of their lives" (Makalela, 2016). Therefore, the understanding of IDP processes is very essential.

6.3.2.1.1 Perceptions about IDP process

Participants had different perceptions of what an IDP process was whereas some did not have an understanding of concept, at all. Participants who said they knew what IDP was all about, even though they do not know much, indicated that their perception about IDP

was that it is a structure of a five-year plan on planning a municipality's service delivery. Additionally, participants expressed their knowledge of IDP to the extent that it was implemented for community members to raise their concerns. It is a five-year plan which local government is required to compile to determine the development needs of the municipality. Some of the participants indicated that they were moderately aware of the IDP. The further response indicated that the participants perceived the IDP process as slow but has surely proven to help work within a budget, which helps municipalities to plan effectively. The following figure 7 presents the results of the perception of the IDP process.

Figure 7: Perception about IDP process
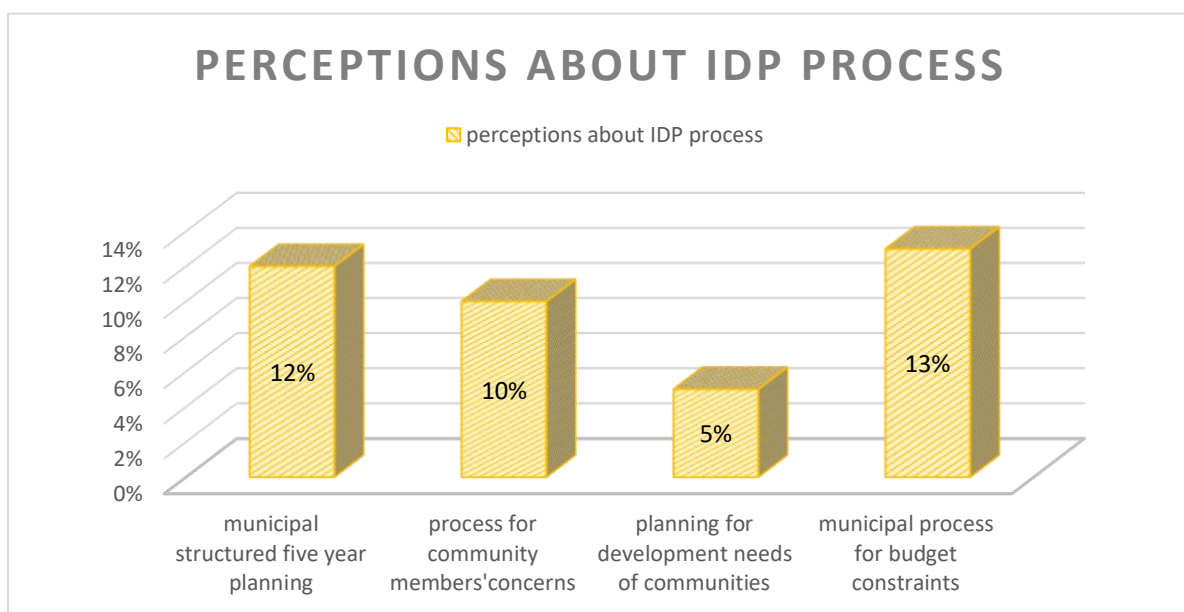
The figure above presents the data on the perception of the IDP process, for respondents with an understanding of the concept. It shows that 40% of the respondents understand the IDP process. In detail, 12% of the respondents said they understood the IDP process as a municipal structured five-year planning, and 10% said that an IDP process is a process whereby communities raise their concerns. Further, at least 5% view the IDP process as planning for development needs of communities and the remaining 13% of respondents indicated that it was a municipal process for municipalities to plan within their budget constraints.

6.3.2.2 Who initiates IDP meetings

The question of who initiates IDP meetings aimed at understanding the nature and extent of community participation in the IDP process helped in determining the extent of

community participation from participants in the study. IDP meetings in communities are necessary for both local government and communities. Therefore, community members must know the person responsible for initiating IDP meetings in their communities. Responses for this question are presented below in two figures.

Figure 8: Who initiates IDP meetings
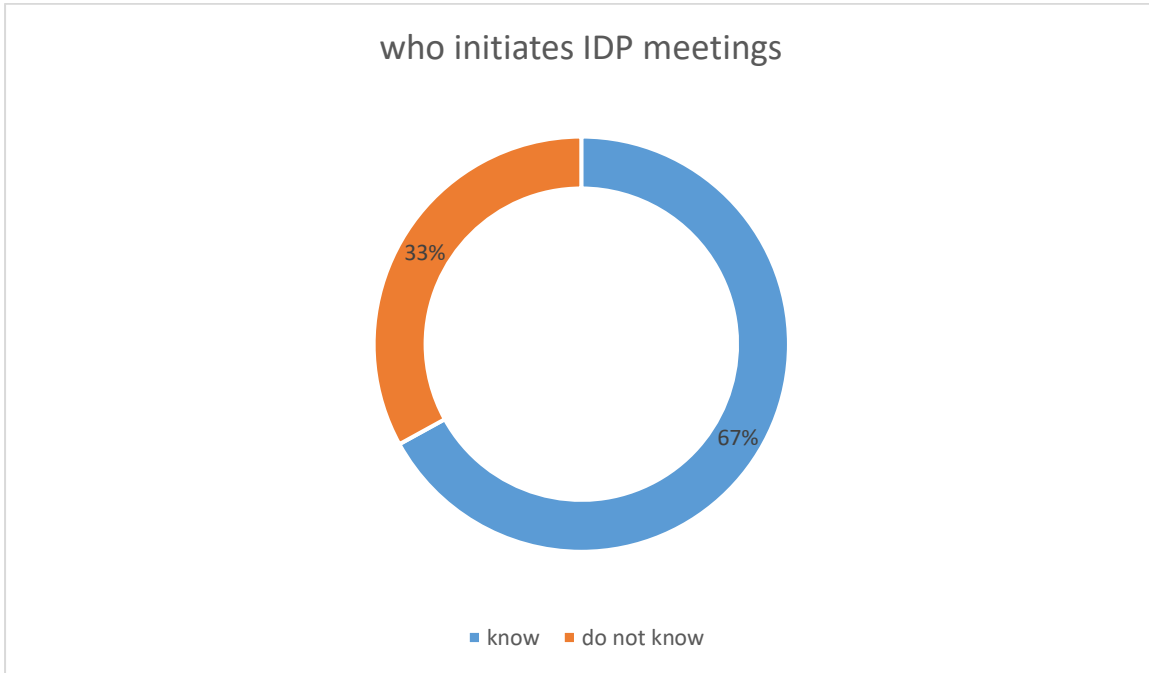
The results indicated a 33% of participants who do not have an idea of who initiates the IDP meetings in their communities because they did not know what the IDP entailed. However, 67% of participants believe that they do have a little idea of who initiates the IDP meetings although they don't have an understanding of what it is all about. Meaning, only 33% do not know who initiates IDP meetings and a higher percentage of 67% know or believe they know who is responsible for initiating the IDP meetings.

Furthermore, results in figure 8.2 below show participants with knowledge about the initiation of IDP meetings. Participants highlighted that they believe ward committees initiate IDP meetings in their communities. Others indicated that they do attend IDP meetings quarterly and the IDP coordinators at the municipality are the ones initiating the meetings in their areas. Furthermore, some participants indicated that they believe it is the councillor responsible for initiating IDP meetings in their communities. Additionally, community members state that it is the municipality together with the councillor who initiate IDP meetings.

The results indicate that few of the respondents understand what IDP entails, and those who do not understand but believe they do. Therefore, a figure below indicates the results of those who are responsible for initiating IDP meetings according to participants.

6.3.2.3. Initiation of IDP meetings

Integrated development planning meetings are necessary because that is where community members together with councillors and municipal officials discuss important issues relating to development of communities. This is where realistic project proposals are made based on the availability of resources. Therefore, it is important that community members know the person responsible for initiating those IDP meetings. Results from participants are indicated in the figure below.

Figure 8.2: Initiation of IDP meetings
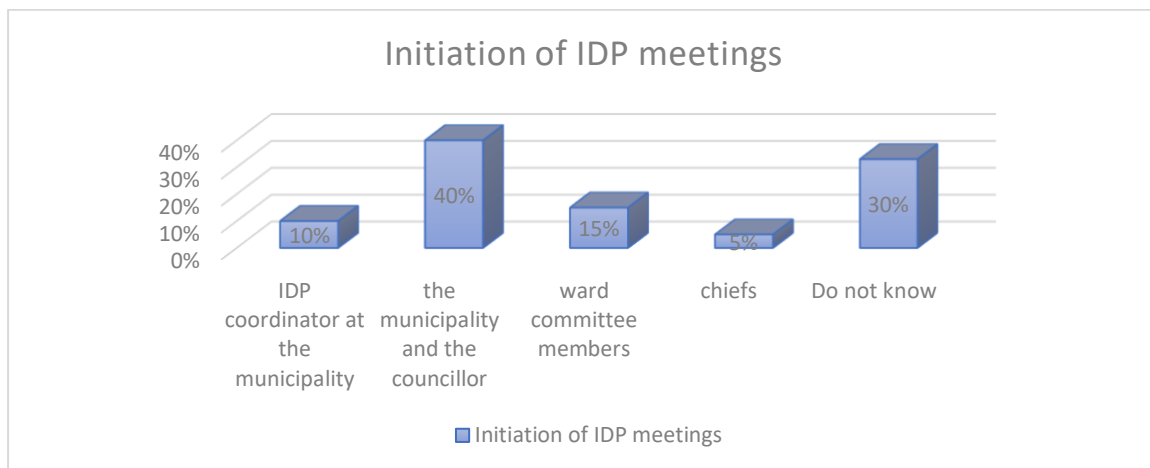
The above figure shows a higher percentage of 40% of respondents with an understanding that the municipality and councillors are responsible for initiating the IDP meetings, whereas 30% do not have an idea of who initiates the IDP meetings in their communities. Further 15% of respondents believe that the IDP meetings are initiated by the ward committee members, 10% believe that it is the IDP coordinator at the municipality, and 5% believe that chiefs are involved in initiating the IDP meetings. The findings indicate that the municipality and officials responsible for the Integrated Development Planning (IDP) in municipalities have a lot of work to do in educating communities about IDP processes. Some participants indicated that as much as the participation in the IDP process is voluntary, residents also have a duty to improve their environment.

6.3.2.4. Roles of community participation in IDP process

This section of the questionnaire checked whether participants knew their roles in the process of IDP. The study found only a few percentages among the respondents knew about their roles and responsibilities in the IDP processes. The figure below expounds

Figure 9: Roles of community participation in the IDP

roles of community participation in IDP

- do not know the roles
- know the roles
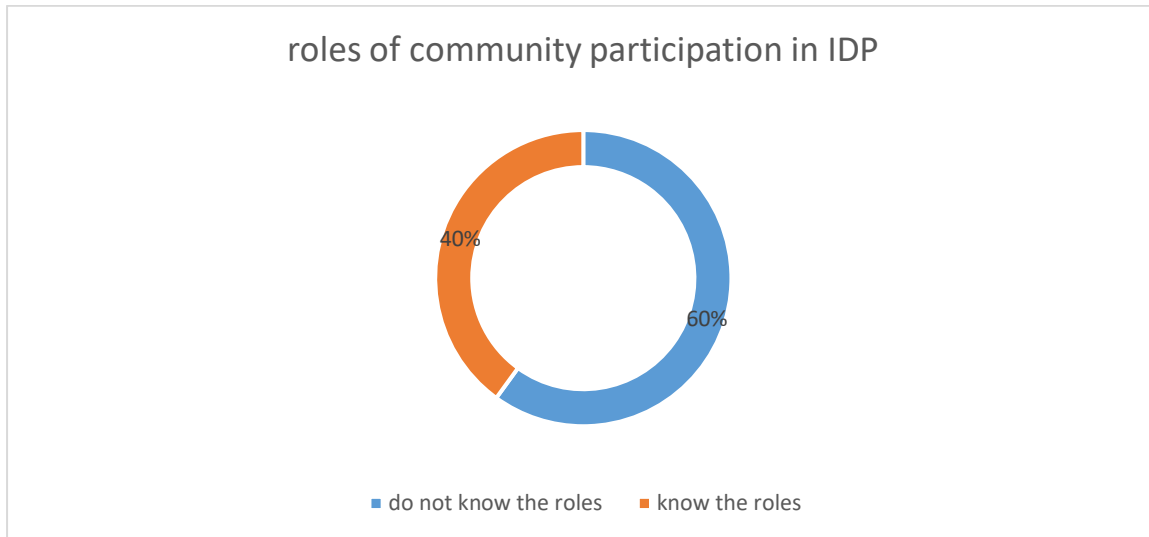
The above figure indicates that a higher percentage of 60% do not know the roles of community participation in the IDP. Only 40% know the role of community participation in the IDP process. This is a challenge because it will affect the level of community participation in the local government affairs and the improvement of local governance. Community members have important roles and an impact in the success of development projects, sustainable development and developmental local government. The researcher further checked the understanding of communities in the IDP process, the following table presents the results from respondents.

6.3.2.5. Understanding of IDP process by communities

This question checked the understanding of participants about the IDP process as one of the municipal processes essential programmes for enhancing both the municipality and communities they serve. Therefore, community members ought to understand the processes and participate in those processes. The researcher in this study coded responses from participants, and their understanding is presented below:

Table 2: Understanding of IDP process by communities

	UNDERSTANDING OF IDP PROCESS BY COMMUNITIES	PERCENTAGE %
1	IDP process is meant to assist the council agree on important things in the community.	12%
2	Community participation in the IDP means that members of the local communities must fully participate in the municipal planning.	13%
3	It means that community members are given a chance to state their grievances.	10%
4	There is a review process that incorporates public participation, which allows citizens to highlight and prioritise their development needs.	5%

The above table reveals the understanding of IDP processes by communities. From the percentage of those who understood what IDP processes entails, 12% pointed out that their understanding is that IDP is meant to assist the council to agree on important things of the community while 13% highlighted that community participation in IDP processes means that members of communities must fully participate in the municipal planning. A further 10% of participants indicated that in the IDP processes, it means that community members are given a chance to state their grievances and another 5% stated that there is a review process that incorporates public participation, which allows citizens to highlight and prioritise their development needs.

6.3.2.6. Importance of IDP processes

The researcher asked participants the question: *What is the importance of IDP processes?* After understanding what the IDP process entails, the researcher deemed it necessary to

further solicit perceptions of participants on what they believe to be the importance of IDP. Responses were largely from participants who indicated that they did have an understanding of the IDP processes. Therefore, responses for this questions are presented in the table below.

Table 3: Importance of IDP processes

	IMPORTANCE OF IDP PROCESSES	PERCENTAGE%
1	Enables people to have a say in the local affairs of their communities.	8%
2	It helps improve and empower communities.	6%
3	It ensures skills for people who participate.	10%
4	It helps communities receive what they want.	5%
5	The IDP process helps develop communities.	5%
6	It helps community members to have an insight into what role they can play in the IDP process.	6%

Table 2 shows the findings that it is only those who understood what IDP processes entails that answered to this question. Only 40% of participants gave the importance of IDP process. Therefore, the findings revealed that 8% of participants highlighted the importance of IDP processes as enabling people to have a say in the local affairs of their communities while 6% indicated that it helps improve and empower communities. Furthermore, a higher percentage of 10 showed that IDP processes ensures skills for people who participate. 5% of participants indicated that the importance of IDP processes is that it helps communities receive what they want, and another 5% further indicated that IDP processes helps develop communities. 6% of participants pointed out that the importance of IDP processes is that it helps communities to have an insight into what role they can play in the IDP.

6.3.2.7. Empowerment of communities

The research question was: *Does participating in the IDP processes empower the community?* With this question, the researcher wanted to verify if there are people who believe that IDP processes are important and thus empower communities. Therefore, the figure below represents the findings from participants.

Figure 10: Empowerment of communities
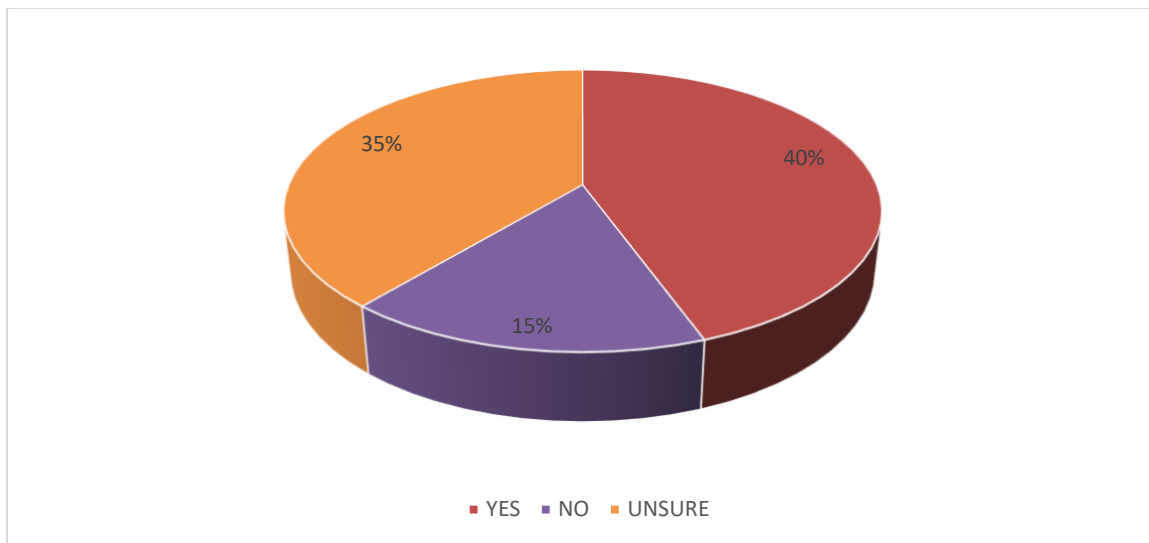
The figure above indicates the number of percentages participants highlighted whether they believe IDP processes empowers communities. Therefore, the findings revealed that a highest percentage which is 40% of participants have a positive response that IDP processes empowers communities, followed by 35% of participants that are unsure whether IDP processes empower communities and lastly, only a few percentages of 15% indicated that they do not believe that IDP processes empower communities.

Community participation in the integrated development planning is vital and this is because in the integrated development planning processes, people are empowered. Community participation includes embracing and transcending the needs of communities and making a true reflection of needs and priorities of the municipal constituency. Community members' inputs in local government processes such as the integrated development planning processes can result in improved, more effective decisions and can also improve the image of government with citizens. Malatji (2019) further accentuates that, "involving the community can be regarded as either an integral component of empowerment or as both a cause and effect of empowerment, as empowerment potentially stimulates their capacity of thinking, which ultimately enable them to unleash their strength to participate within, share in control of and influence events and institutions affecting their lives. It also assists in achieving greater citizen's satisfaction with their communities and development at large and ensures sustainable development and continuity of the development processes".

6.3.2.8. Access to final IDP document.

Participants were given a question that says: "*Did you ever receive the copy of the final IDP document?* The researcher asked this question to understand if people are given an opportunity to have a final document of the processes in which they were involved in. therefore, the findings are presented in the figure below:

Figure 11: Access to final IDP document
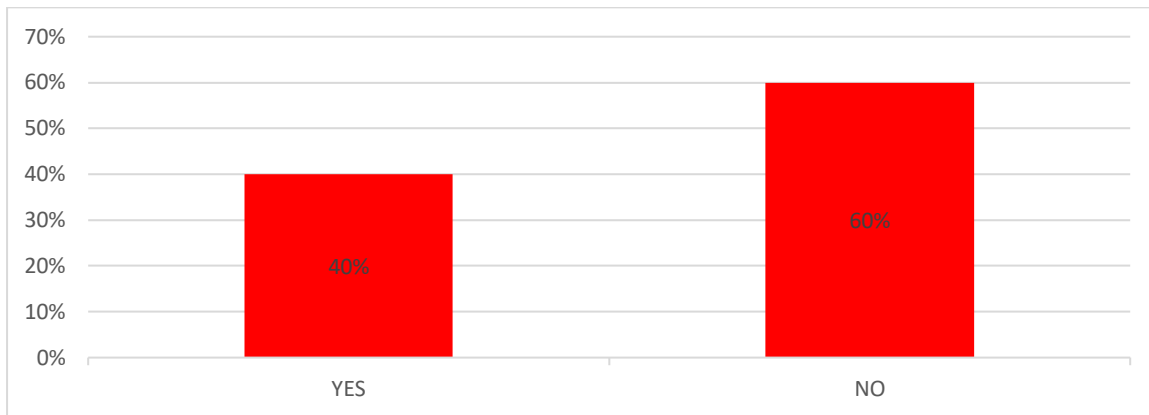
The above figure revealed the findings from participants indicating a higher percentage of 60% of participants indicating that they never received any IDP final document hence they do not have an understanding of what IDP entails. Only 40% of participants that indicated they received the final IDP document.

6.3.2.9. Challenges faced by citizens in community participation in the IDP processes

The researcher wanted to discover the challenges and opportunities associated with community participation in the IDP process faced by community members. The sections included questions such as what are challenges faced by citizens and opportunities given to them to participate in the affairs that affect their lives. The researcher further asked: do community members use opportunities given to them if any, and whether those opportunities are useful. Citizens were further asked on what was it that municipalities could do to encourage community members to participate in the affairs that would be helpful for their communities. Therefore, the figure below shows the results on the challenges faced by community members in the IDP processes.

Figure 12: Challenges in the IDP processes
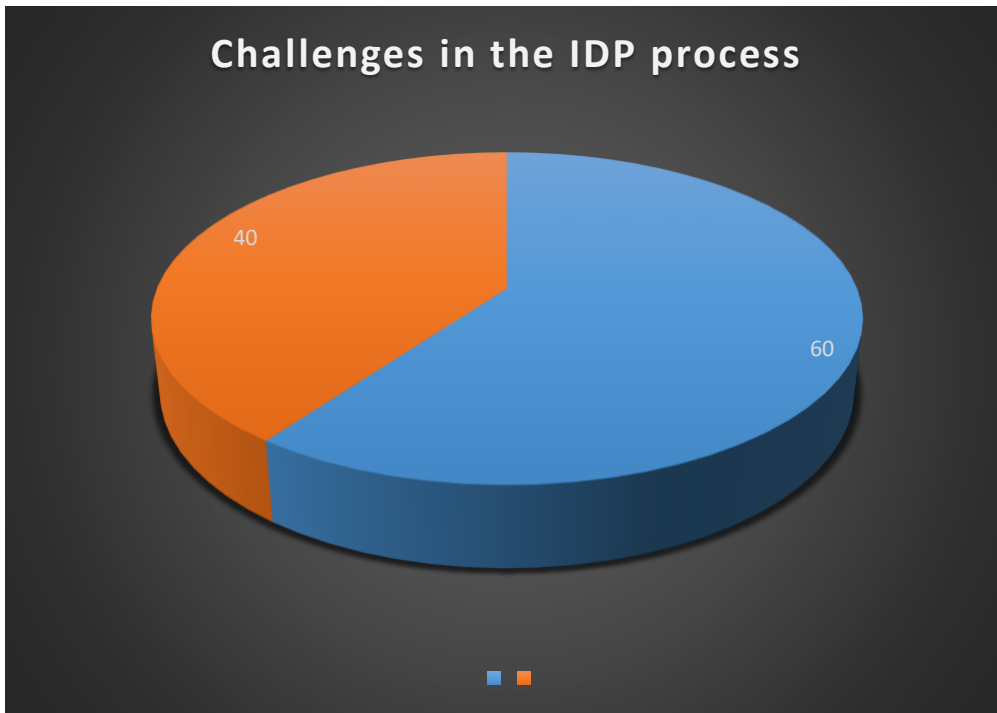
Results on the challenges and opportunities faced by community members in the IDP process are indicated in the figure above. The results indicate that 60% of the participants have no idea of challenges faced in the IDP process because they do not understand community participation in the IDP process. Further, 40% of the participants highlighted that challenges encountered in the IDP process have a significant impact on the final document of the IDP.

Challenges that community members face have a negative impact on the level of community participation and hinders the improvement of local governance. It is important that these challenges be identified and made known to relevant departments in order to come up with strategies to overcome or solve those challenges. The idea is that, 'you cannot win the battle if you do not know the person you are fighting with'. In other words, it is important that those challenges be identified. Therefore, these challenges are indicated in the tables that follows.

6.3.2.9.1. Challenges faced by community members in the IDP processes

The table below shows challenges experienced by participants who understand what IDP entails and have been involved in its process and attended the IDP meetings. The

researcher coded responses from participants and the findings are presented in the table below.

Table 4: Challenges faced by community members in the IDP processes

	CHALLENGES FACED BY COMMUNITY MEMBERS IN THE IDP PROCESS	PERCENTAGES%
1	Time management.	15%
2	Low levels of education and skills amongst community members.	12%
3	Peoples' opinions not considered.	8%
4	Negative attitudes of people initiating the IDP meetings towards poor people.	5%

Responses highlighted that many community members indicated that they face the challenge of time management in the IDP process, it was stated that coordinators of IDP processes are not able to manage their time and this result in many community members losing interest in the participation of such processes. It is 15% of participants that highlighted time management is one of the challenges faced in the IDP processes followed by 12% of participants that stated low levels of educations and skills amongst community members becomes a challenge in the IDP processes. Furthermore, 8% of participants indicated that one of the challenges community members come across in the IDP processes is that peoples' opinions are not considered and lastly 5% states that IDP coordinators and organisers of IDP meetings have negative attitudes towards poor people. However, some participants highlighted that it was not always the case, some community members also have a negative attitude towards municipal officials.

These were the challenges highlighted by participants in the study. Therefore, it is important that strategies be put in place to deal and correct the challenges that hinder the level of community participation.

6.3.2.10. Opportunities for community members in the IDP

In South Africa, the Constitution paved the democratic dispensation that is based on principles such as freedom to assemble, and freedom of speech and association. Therefore, community members have freedom of speech and an opportunity to participate

in the affairs that affect their lives as their constitutional mandate. They should participate in local issues for the success of local governance. Despite the challenges that community members face, the IDP processes ushers some opportunities for community members. The table below highlights such opportunities and roles of community members in the IDP.

Table 5: Opportunities and roles for community members in the IDP

	OPPORTUNITIES AND ROLES FOR COMMUNITY MEMBERS IN THE IDP	PERCENTAGE%
1	Invitation to meetings	13%
2	Gaining knowledge	11%
3	Investment in local governance	10%
4	Raising concerns and opinions	6%

As highlighted in the table, community members are invited to meetings to discuss matters of the community, this is shown by a higher percentage of 13% from the participants who answered the question. Furthermore 11% of participants indicated that that they are given opportunities in the IDP, it was indicated that in the discussion process, they gain knowledge about IDP. Therefore, another 10% of participants supported the idea that involvement in the local governance affairs through IDP meetings offer communities space to improve local governance either through raising concerns about service delivery or development needs. Lastly, 6% of participants stated that communities must give their opinions in the IDP to add value to the process of IDP. The role that communities play informs municipalities about the needs of communities, which they would not otherwise know. These community members can also generate views on what can be done to address community members' essentials.

6.3.2.11. Implications of community participation in the IDP processes on local governance

Perceptions from participants were sought on the local governance in their municipality, specifically Polokwane Local Municipality. The questions asked if they had an understanding of the importance of local governance, was it necessary that communities participated in the local government affairs, did participants believe that the relationship

between government officials and citizens would help improve local governance, and what were best ways to improve such a relationship. Therefore, the findings were as follows:

6.3.2.11.1. Understanding of the importance of local government

The researcher posed the question that says: *Do you understand the importance of local government?* It is important for community members to have an understanding of local government because it is regarded as the closest sphere of government to the people. Therefore, findings are shown in the figure below.

Figure 13: Understanding of the importance of local government
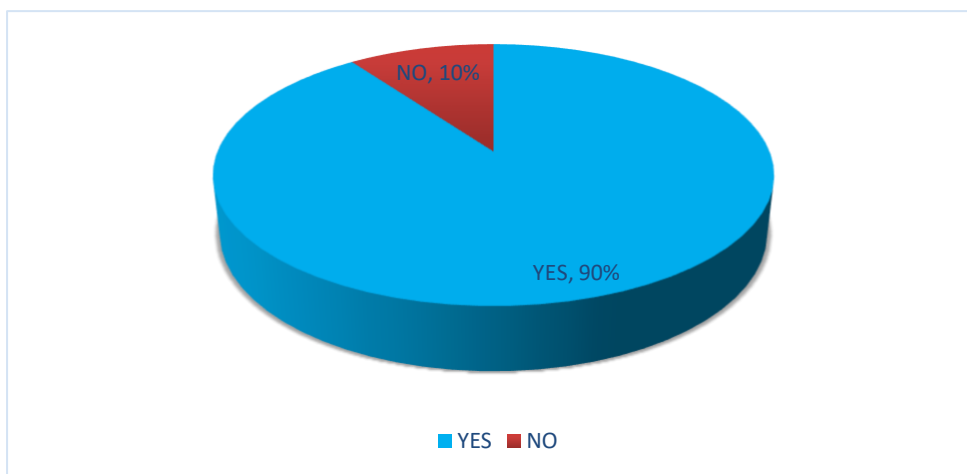
From figure 13, it is indicated that a higher number of people highlighted that they have an understanding of the importance of local government. Therefore, 90% of participants highlighted that yes, they understand the importance of local government whereas only a smaller percentage of 10 indicated they do not understand the importance of local government.

6.3.2.11.2. Reasons for communities to participate in local government affairs

It is worth noting that participation of communities is vital because it nurtures important and viable changes in communities as well as public inputs will enhance the public's confidence in government. Therefore, the question the researcher asked here was: *In your own perspective, do you think there is a need for communities to participate in local government affairs?* Findings presented in the table below are from participants who indicated in the previous question that they understand the importance of local government.

Table 6. Reasons for communities to participate in local government affairs

	REASONS FOR COMMUNITIES TO PARTICIPATE IN LOCAL GOVERNMENT AFFAIRS	PERCENTAGES%
1	Communities get a chance to highlight existing challenges.	25%
2	Communities need to know about their own development and develop various programmes for development purposes.	20%
3	Local government should take concerns of the residents into account.	15%
4	Decisions taken in the municipality affect communities, so participation is necessary because it will also help communities discover activities within their area.	16%
5	Community participation in local government empowers young generation.	10%
6	Local government easily meet the needs of the community.	4%

The table presents findings revealed from participants in the study. The findings indicated that 25% of participants highlighted that communities need to participate in the local government affairs because they are given a chance to highlight existing challenges. 20% of the responses indicated that communities need to know about their own development and develop various programmes for development purposes and a further 15% stated that the reason communities need to participate is for local government to take into account the concerns of residents. The idea is that, the higher percentage of community participation in local government affairs, the higher the chances that community members' concerns be taken into account. Another 16% of participants indicated that community participation is necessary because decisions taken in the municipality affect communities and this will help communities discover activities within their area. 10% of the responses further indicated that community participation in local government affairs empowers young generation and lastly, only 4% of participants highlighted that local government easily meet

the needs of the community hence communities should participate in local government affairs.

6.3.2.11.3. Strategies to improve the relationship between local government officials and citizens

The question here was: *What do you think is the best way to improve the relationship between local government officials and citizens?* The researcher asked the question in order to understand if community members have an interest in working together with local government officials. Therefore, findings revealed the following results presented in the table below.

Table 7: Strategies to improve the relationship between local government officials and citizens

	STRATEGIES TO IMPROVE THE RELATIONSHIP BETWEEN LOCAL GOVERNMENT OFFICIALS AND CITIZENS	PERCENTAGES%
1	Host community imbizos and gatherings.	27%
2	Having suggestion boxes at the local municipality offices.	23%
3	Increase the level of engagement between local government officials and citizens.	20%
4	Involvement of citizens in the decisions that the local government initiate.	15%
5	Local government officials need to act on what citizens need the most to make the country a better one.	9%
6	Municipalities should inform citizens about topical issues surrounding them.	6%

The findings as presented in the table above, indicate that 27% of participants highlighted that the relationship between local government officials and citizens can be improved if community imbizos and gatherings are hosted, this will make citizens believe in their government. 23% highlighted that there should be suggestion boxes at the local municipality offices where citizens put all their concerns and questions, however, 20% of

participants indicated that the level of engagement between local government officials and citizens should be increased. Furthermore, 15% stated that it is important that citizens be involved in the decisions that local government initiate and another 9% of participants indicated that local government need to act on what citizens need the most, to make the country a better one. Lastly, 6% highlighted that municipalities should inform citizens about topical issues surrounding them. This will help increase the level of participation.

From the quantitative findings, it can be deduced that participants answered questions according to their level of understanding. This was shown in the presentation of data that some figures and tables presented data from participants who had an understanding of the subject for the study and others presented their level of understanding on local government matters. Furthermore, the findings revealed that there are challenges that participants as community members come across in the process of participating in the local government affairs such as integrated development planning processes. The findings also revealed that it is important for communities to get a chance to raise their opinions in the affairs that will affect their lives and education concerning local government processes such as IDP process should be given to community members. The idea is that it will help increase the level of community participation and increase local governance.

6.4. DATA COLLECTED THROUGH INTERVIEWS

As the introductory paragraph stated, interviews were conducted with selected municipal officials and ward councillors in the Polokwane Local Municipality. Municipal officials included municipal manager, IDP manager, IDP coordinators and ward councillors from selected areas in the study.

6.4.1. Nature and extent of community participation in the IDP process

On the nature and extent of community participation in the IDP process, the following areas were covered: understanding of IDP processes and the level of community participation in IDP meetings. Pursuing the nature and extent of community participation was to determine the level and efficacy of community participation.

6.4.1.1. Understanding of IDP process

In this question, the interview was to determine whether respondents believe that community members have an understanding of the IDP process because some of the respondents are part of communities selected for participation in this study. Furthermore,

the question aimed to establish the level of the relationship between municipal officials, ward councillors and community members. Some believe that community members have an understanding of the IDP process while others do not. This is as a result of community members not attending community meetings when they are called to attend, it is only a small percentage that attend meetings.

It is further indicated that, "an understanding of the IDP process is important because that is where developmental goals are achieved for the betterment and improvement of the lives of municipal inhabitants" Sebei (2014). Community members showed different perceptions of what IDP processes entail. It is understood that IDP processes involved activities that needed to be undertaken towards the development of the Integrated Development Plan (IDP). The IDP is the final product of the integrated development planning process.

6.4.1.2 Level of community participation in IDP meetings

On the level of community participation in the IDP meetings, the researcher asked about how often community members attended IDP meetings initiated in their communities. Most respondents reported that community members do participate in the said meetings, these are often conducted during April whereby community members receive a chance to consult with officials. One of the main consultations, as highlighted by respondents, happens in all municipal clusters. Additionally, communities are represented in the IDP Representative Forum.

6.4.2 Roles of community members in the IDP process

The purpose of probing the roles of community participation in the IDP processes was to find out from municipal officials about roles community members have in the processes of IDP. Several roles that communities play in the IDP process were identified, including guiding municipal budget. Participation of communities in the IDP processes helps the municipality to budget according to the needs on the ground. On the other hand, it is perceived that communities assist in prioritising the needs guided by the available funds.

An additional role that communities play is to influence development in their areas by identifying challenges and proposing solutions to address them. Hence, Hofisi (2015:1132) highlights that, "unless locals effectively influence planning, designing, implementation and evaluation of development projects, it will be difficult to come up with successful development outcome". In this case, community members have an important role to play

in the success of the development in their areas. Furthermore, it was reported that the role of community members in the IDP process is to participate deeply with an understanding of raising their priorities of service delivery. This is where communities have the chance to participate in identifying their most important needs.

6.4.3 Challenges and opportunities faced by municipal officials and community members about community participation

For this objective, the researcher aimed to determine challenges and opportunities for both municipal officials and community members concerning community participation. The following questions helped to achieve this intent: what are challenges faced by municipal officials and community members; and what are opportunities given to citizens concerning participation.

6.4.3.1. Challenges faced by municipal officials and community members on participation

There are various challenges that municipal officials face about community participation, reported as follows:

<u>Service protests</u>

Service protests related to incomplete projects is one of the challenges confronting municipal officials. This disturbs municipal officials from continuing their work of providing communities with the services and development they require. In most cases, community members get into service protests because the perception is that the municipality takes time to respond to their service delivery needs. These issues lead to low levels of community participation. It has been indicated that "slow pace of service delivery as well as dissatisfaction with municipal performance about water and sanitation facilities, electricity and housing leads to low levels of community participation" (Madzivhandila and Asha, 2012). This is supported by the writings of Malefane, (2009) and Lelope (2007) as cited in Asha (2014) that, "the failure of municipal development programmes and projects has contributed to violent service delivery protests across the country from communities angry at the slow pace of service delivery".

It was reported further that challenges communities face is relating to poor planning by the municipality that leads to returning the money to treasury due to non-spending of grants. According to Asha (2014:101), "the key challenge to local government remains inadequate

local planning which affects the quality of people's life". Additionally, as reported by respondents, another challenge relates to not having enough budget to cover all the needs as identified by community members during public participation. Thus municipalities must take initiative to talk to community members before drawing the budget for a financial year. If municipal officials and councillors are aware of the needs of communities, it will be easier for them to budget within the needs of the communities.

Looking at what the law requires, the municipality must consult the community when setting its priorities, developing its plans and allocating resources to priorities through the budget. In the South African context during August and September in the year before a budget is implemented, "the municipality must get input from communities on what they think of the services they are receiving and any changes in needs and expectations" (Local Government: Municipal Systems Act 32, 2000).

<u>Budget implications</u>

Further challenges are that community members become impatient around the turnaround time of project implementation due to budget implications. It can be water, roads, employment, electricity, RDP houses, and VIP toilets among others.

<u>Mistrust between government and communities</u>

Mistrust between government officials and communities is another challenge faced by municipal officials. This leads to low levels of community participation as highlighted by most respondents. Community members do not trust government officials because they believe that government officials are not doing their job of providing communities with required services. They perceive government officials and ward councillors to misuse the government funds earmarked for providing services to the communities. Municipalities should engage community members and make them understand how money is spent. Molaba (2016:73) highlights that, "lack of transparency and openness often disrupts participation". Therefore, municipal officials and ward councillors must be transparent about matters that affect communities. This can increase the level of community participation.

6.4.3.2 Opportunities given to citizens with regard to participation

The question aimed to understand if community members receive opportunities to participate in the municipality activities. It was reported that communities were allowed to

decide on three priority needs of the ward or village, and their needs were included in the IDP. Hence, as indicated in the Polokwane Municipality IDP (2018/19), the Municipal System Act, 32 of 2000, "the municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. The municipality must also encourage and create conditions for the local community to participate in the affairs of the municipality, including in the preparation, implementation and review of its Integrated Development Plan". For this reason, Polokwane Municipality has established seven (7) clusters for administration and consulting with communities in terms of the IDP.

Furthermore, it was pointed out that community members are given opportunities to participate in the IDP. The sentiments expressed were that community members are allowed to propose their developmental solutions and to own them. This is where community members are given freedom of speech or express the needs that hinder them every day.

6.4.4 Implications of community participation in the IDP processes on local governance

On the implications of community participation in the IDP processes on local governance, the following areas were covered: the necessity of community participation in improving local governance; and the impact of community members on local governance.

6.4.4.1 Necessity of community participation in improving local governance

The researcher posed the question of the necessity of community participation to find whether communities were seen as vital in the process of improving local governance. Findings are that communities are seen as vital in the process of improving local governance because when communities are involved, the municipality can know the needs of communities after the public participation process. Furthermore, respondents indicated that community participation is necessary for improving local governance because that is where there is good communication between the community and the municipality.

6.4.4.2 Impact of community members on local governance

The researcher asked the question of whether community members' participation has an impact on local governance. Findings reveal that community members do have an impact on local governance because the municipality can budget correctly guided by what

communities have identified as their needs. Communities tend to own development that they have been part of from inception or planning. Additionally, participants indicated that community members did have an impact on local governance in the municipality because they strengthened the power of the municipality by enlisting their priorities in the municipal plan, especially services.

6.5. Strategies to address challenges faced by both government officials and community members

The last question intended to propose strategies to the challenges that both communities and municipal officials faced. This includes the notion that the national government must provide enough budget to the local municipality. Therefore, the municipality must start with planning to avoid the challenges of returning money to the National Treasury. Another strategy was that there should be civic education and awareness (roadshows) on IDP. This will enhance community knowledge on the IDP process and limit potential disruptions. There is no amount of reason that can substitute the importance of prioritising community needs as identified by the community itself.

Qualitative findings revealed that community members do have an impact on local governance because the municipality can budget correctly guided by what communities have identified as their needs. However, it is evident that challenges highlighted are the ones that hinder the level of community participation and improvement of local governance.

6.6. Integration of data analysis and interpretation.

6.6.1. The nature and extent of community participation in the IDP processes

Results from both questionnaires and interviews indicate that the level of understanding of IDP is very little. A higher percentage of participants indicated that they do not have any knowledge of what IDP entails, this is supported by the results obtained from interviews which indicated that only few people do attend meetings and those are highly likely to be the ones that have little understanding if not a broader understanding of what IDP entails.

6.6.2. Roles of community participation in the IDP processes.

Since the percentage for attending meetings in communities is very low, there is also little knowledge of what are the roles that community participation plays in the IDP processes. However, the results from interviews indicated that, there are several roles that

communities play, including guiding municipal budget and helping to prioritise the needs guided by the available funds. Community participation also helps in identifying challenges and proposing solutions to address those challenges.

6.6.3. Challenges and Opportunities Faced by Communities and Municipal Officials.

In the quantitative data collected, it is highlighted that a higher percentage of participants indicated that there is a problem when it comes to time management. Communities do not manage their time well, hence they do not show up in community meetings. This has affected the way in which municipalities deliver their services to communities, this is evident in that the results from interviews states that municipal officials are confronted with service delivery protests due to incomplete projects. Furthermore, from the quantitative data it has been identified that, members of the communities do not attend meetings or even if they do, their opinions are not take into consideration. This is as a result of mistrust between communities and municipal officials.

Despite the challenges faced, there are still opportunities given to communities, thus data obtained and results from participants/respondents indicate that communities are given opportunities in the IDP processes by being given the freedom of speech to raise their concerns and give opinions. Other opportunities are that they do gain knowledge when using the opportunity given to participate in affairs that affect their lives and they also invest in local governance.

6.6.4. Implications of community participation in the IDP processes on improving local governance.

Both the data and results indicate that it is important to have suggestion boxes in communal place to give community members a chance to put their suggestions about issues in their communities. Local government officials should take opinions of citizens into consideration and act on what they need and also inform them about issues surrounding them.

6.7 CONCLUSION

This chapter presented, analysed and interpreted data collected from selected communities in the Polokwane Local Municipality, councillors and municipal officials under the section of IDP. This include participants and respondents of different age groups, gender, ethnic groups and different status of employment. The respondents highlighted

the nature and extent of community participation in the IDP process, importance of community participation in the IDP, challenges and opportunities faced in community participation; and strategies to increase the level of the relationship between local government officials and citizens.

Therefore, the recommendations, summary and conclusion of the study based on the findings are presented in the chapter that follows.

CHAPTER 7: SUMMARY, RECOMMENDATIONS AND CONCLUSION

7.1. INTRODUCTION

Community participation in Integrated Development Planning (IDP) is a crucial factor in the improvement of local governance. This study sought to establish the effects of community participation in IDP processes as a means of improving local governance. This chapter, therefore, briefly discusses components of this research, linking the aim and objectives, collected data, and the reviewed literature. Then, a conclusion and recommendations are made, extracted from these discussions while highlighting the limitations of the study.

7.2. SUMMARY OF THE CHAPTERS

The chapters in this study provided the structure of this research and served as a guideline. Chapter 1 was an introduction and background to the study, which outlined certain aspects of the study from a global and national perspective. The section further set out study aims and objectives that served as the core guidelines while discussion of the problem statement impelled the researcher to make a sound discovery.

In Chapter 2, the understanding of scholars or researchers, and their findings around the investigated phenomenon, were explored to solely complement, if not compliment, or support the study. Hence, Chapter 2 succinctly, yet sufficiently, discussed the nature and extent of community participation in the IDP process.

Chapter 3 expounded on literature review from various scholarly sources focusing on the role of community participation in the IDP processes as a means of improving local governance.

The succeeding section - Chapter 4, focused on the final part of the literature review that was generated from one of the objectives of the research study. The chapter outlined the challenges and implications of community participation in IDP processes.

Chapter 5 looked at the research design employed in this study. It highlighted that the researcher adopted both qualitative and quantitative research designs. Furthermore, methodology for data collection and data analysis was identified, therefore, the study assumed qualitative (face-to-face interviews) and quantitative (questionnaires) methods of data collection. The content of this study provided a broader understanding of how information was collected to answer the research questions or satisfy the outlined

objectives of the study, this was done to promote validity and reliability. Furthermore, ethics in this study were considered during the process of data collection.

Chapter 6 presented, analysed and interpreted data collected. The chapter was aimed at presenting the research findings following data collected from respective respondents. The chapter further explained data analyses and provided the interpretation of data collected from the questionnaires and interviews conducted.

Lastly, Chapter 7 concludes the processes of this study by summarising findings, outlining recommendations and setting out limitations to the study.

7.3. CONCLUSION AND RECOMMENDATIONS

Findings of the study revealed that community participation in the IDP processes is regarded as one of the ways that enables interaction between local government and citizens. However, a higher percentage of community members/ citizens still lack an understanding of one of the processes that could strengthen and improve local governance. It was further indicated that citizens faced challenges in the process of community participation and that impacted negatively on the level of community participation. Findings also revealed that local government as the sphere of government closest to the people can increase the level of community participation at the local level and improve local governance. Community members do have an impact on local governance because the municipality can budget correctly guided by what communities have identified as their needs. However, it is evident that challenges highlighted are the ones that hinder the level of community participation and improvement of local governance.

To ensure the citizens' participation in the IDP processes as a means of improving local governance, there is a need for IDP coordinators and councillors to make concerted efforts in providing education on the concept and influencing citizens to participate. Councillors and IDP coordinators can work together because a councillor is a representative of the citizens and can easily connect the IDP coordinator to the citizens. The concept of participation also implies that the beneficiaries become makers, shapers and owners of the processes that involve them, and not just be reduced as cogs in the machine that defines them from without. Participation is also vital for ensuring the consonance of integrated development plans and policies with local realities. The impact and

sustainability of integrated development planning is enhanced by the level of community involvement.

Therefore, the community must have a say in both the content and process of drafting the. Hence, the IDP as a management planning tool, it is used in municipalities to make platform for sharing ideas with the public affected by such development initiatives as proposed in the plan. It is therefore worth noting that development cannot and will not alleviate poverty if there is not direct participation of people, rather, it will just result in the suffering from lack of sustainability. Participation of communities in the development planning of their communities can help improve local governance. Therefore, community participation should be widely applied in the local government to enable good governance and sustainable development.

There have been recommendations by various participants and respondents in the study.

- Some of the municipal officials recommended that the IDP processes must continually be brought to the people.

Other municipal officials indicated that the findings of this study could assist the municipality in improving community participation in the IDP process. Therefore, it was requested that the final report of the study be shared with the Polokwane Local Municipality.

- Additionally, participants highlighted that to increase community participation in the IDP processes, civic education through roadshows and workshops to ward committees should be provided, citing that it could help to improve local governance.
- It is important for Polokwane Local Municipality to organise public meetings and hearings by the municipal council and other political structures.
- There should be consultative sessions between the political office bearers of the municipality and local communities.
- The municipality should report back to the local community about the development in place.

7.4. LIMITATIONS OF THE STUDY

In almost every study or research study, there are challenges that limit researchers' potential of widening the scope of the research. This study is no exception, the researcher

aimed at interacting with all targeted population but there were constraints. One of the constraints is that some citizens in selected areas of study were not interested in participating, indicating that they did not see the need to participate in the study because that would be them assisting someone progress in life whereas they were stuck in hopeless situations.

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ANNEXTURE A: QUESTIONNAIRES FOR COMMUNITY MEMBERS

Dear participant

My name is Ms **Magogodi Mary Mehlape**, I am a Masters' degree student in Public Administration at the University of Limpopo. You are invited to participate in my study titled: ***Community participation in the integrated development planning processes as a means of improving local governance in the Polokwane Local Municipality***. The purpose of conducting this study is to determine the nature and extent of community participation in the IDP processes, the study also seeks to investigate the role that community participation play in the IDP processes. The study will help community members or citizens of the country particularly in the Polokwane Local Municipality to know their worth for participating in IDP processes and also help them know that they have a chance to improve their local governance. Participants must note that participation in this study is on voluntary basis, you can withdraw at any time you wish. It is guaranteed that your privacy will be kept confidential and anonymity is also guaranteed. There are no payments that will be given to participants.

SECTION A:

INSTRUCTION: please answer all questions honestly and openly as possible. Indicate with a tick ( ) in the applicable box

1.BIOGRAPHICAL DATA

1.1. Gender

M	F

1.2. Age group

18-24	25-31	32-38	39-45	45-50	51+

1.3. Educational status

Below matric	matric	Tertiary education

1.4. Period of residence

Below 5 years	5-10 years	10 year +

1.5. Employment status

Temporary	unemployed	employed	N/A

1.6. Do you have any disability?

Yes	No

1.7. Ward number

| |

1.8. Name of village/ community

………………………………………………….

Rural	Urban

1.9. Local municipality

………………………………………………………….

1.10. city/Town

……………………………………………………………

1.11. Province

………………………………………………………………….

SECTION B

2. NATURE AND EXTENT OF COMMUNITY PARTICIPATION IN THE IDP PROCESS

2.1. Are you knowledgeable about IDP?

…………………………………………………………………………………………………

2.2. To what extent are you knowledgeable about it?

………
………………………………………………………………….………………………………

2.3. Do you have knowledge about the process of Integrated Development Planning?

………………………

2.4. What is your perception about IDP process?

……
………………………………………………………………………………………………

2.5. Have you ever attended any IDP meetings?

…………………..

2.6. How often do you attend IDP meetings?

………………….

2.7. Who initiates IDP meetings in your area?

…………………………………………………………………………………………

2.8. Are you familiar with the IDP coordinator in your area?

…………………………………………………..

2.9. Were you given a chance to state your opinion on matters discussed?

…………………………………………………………………………..

3. Roles of community participation in IDP processes

3.1. What do you understand by community participation in the IDP processes?..
....

3.2. Do you know and understand your roles and responsibilities in the IDP process?..
....

3.3. What role do you believe you can play in the IDP processes?..
....

3.4. What impact do you think your role can have in the final document of the IDP?..
....

3.5. Do you see the importance of having IDP processes?

……

3.6. if yes, what do you think it's the importance of IDP processes?..
....

3.7. Do you believe participating in IDP processes empowers the community?

…………………………………………………………………………………………

3.8. Did you ever receive the copy of the final IDP document?

……………………………………………………………………….......................

4. Challenges and opportunities faced by citizens in community participation in IDP processes.

4.1. What challenges do you face when coming to participate in the IDP processes?

……………………………………………………………………………………………
…………………………………………………………………………………………

4.2. How do you think these challenges can be addressed?

……………………………………………………………………………………………
…………………………………………………………………………………………

4.3. What are the opportunities given to you as a community member to participate in local affairs?

……………………………………………………………………………………………
………………………………………………………………………………………….

4.4. Do you use those opportunities given to you to participate?

……………………………………………………………………………………………
………………………………………………………………………………………..

4.5. Do you think opportunities given to you as a community member are necessary?

……………………………………………………………………………………………
………………………………………………………………………………………

4.6. Are the opportunities given to the community to participate useful?..
....

4.7. What do you think the municipality can do to encourage communities to participate in the affairs that affect their lives?

……

…………………………………………………………………………………………………

5. Implications of community participation in the IDP processes on local governance

5.1. How do you perceive local governance in your local municipality?

……………………………………………………………………………..

5.2. Do you understand the importance of local government?

…………………………………

5.3. In your own perspective, do you think there is a need for communities to participate in local governance affairs?...........................

Please provide a reason for your answer

……………………………………………………………………………………

5.4. What do think is the best way to improve the relationship between local government officials and citizens?

……………………………………………………………………………………………

………………………………………………………………………………………….

5.5. Do you believe the relationship between the government officials and citizens will help improve local government?

……………………………………………………………………………………………

……………………………………………………………………………………

THANK YOU

ANNEXTURE B: INTERVIEW QUESTIONS

My name is Ms Magogodi Mary Mehlape, I am a Masters'degree student in Public Administration at the University of Limpopo. You are invited to participate in my study titled: community participation in the integrated development planning processes as a means of improving local governance in the Polokwane Local Municipality. The purpose of conducting this study is to determine the nature and extent of community participation in the IDP processes, the study also seeks to investigate the role that community participation play in the IDP processes. The study will help community members or citizens of the country particularly in the Polokwane Local Municipality to know their worth for participating in IDP processes and also help them know that they have a chance to improve their local governance. Participants must note that participation in this study is on voluntary basis, you can withdraw at any time you wish. It is guaranteed that your privacy will be kept confidential and anonymity is also guaranteed. There are no payments that will be given to participants.

INTERVIEW QUESTIONS: MUNICIPAL OFFICIALS

1.According to your perspective, do communities have an understanding of what an IDP process is all about?

2.How often do community members participate in IDP meetings?

3.What are the roles of community members in the IDP processes?

4.Do they have an impact on the local governance in the municipality?

5.What are the challenges that government officials come across with regard to community participation?

_____

_____

6.What are the challenges faced by citizens with regard to their participation in IDP processes?

_____

_____

7.What are opportunities given to citizens with regard to participation?

_____

_____

8.Do you think community participation is necessary in improving local governance?

_____

9.What strategies can be taken or applied in order to address the challenges that both government official and community members face?

_____

_____

10.Recommendations on the study

_____

_____

THANK YOU

Annexure C

To: Whom it may concern

From: Mr SD Ndou

Acting HoD: Public Administration

Date: 17 October 2018

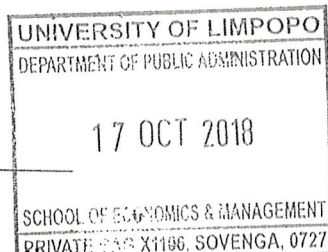**Subject: Request Letter to Conduct Research: Ms MM Mehlape**

1. This serves to confirm that the above-mentioned candidate is a registered Masters student in our Department of Public Administration Masters Programme in the University of Limpopo.

2. The student is conducting a study on *"Community Participation in the IDP Process as a Means of Improving Local Governance: A Case of Polokwane Municipality".*

3. The study is solely meant for academic research purpose only and to obtain her Masters Degree in Public Administration.

4. I therefore as a study leader of this project, request your office to approve her request to conduct research in your area of demarcation.

Yours Sincerely

Signed: _____

Mr SD Ndou

Acting HoD: Public Administration

UNIVERSITY OF LIMPOPO
DEPARTMENT OF PUBLIC ADMINISTRATION

17 OCT 2018

SCHOOL OF ECONOMICS & MANAGEMENT
PRIVATE BAG X1106, SOVENGA, 0727

Date: 17/10/18

Finding solutions for Africa

Annexure D

Annexure C & D

SUBJECT:	Request to conduct research (Ms. M.M Mohlape)

DOCS NUMBER:_____

SECTION A: SUBMISSION BY SBU MANAGER

SBU: HR Training   NAME/AUTHOR: Ms R.E Ramela

SIGNATURE / SBU MANAGER: _____   DATE: _____

SECTION B: AUTHORISATION / SUBMISSION BY

DIRECTORATE: _____Corporate & shared Services_____

SIGNATURE / DIRECTOR: _____   DATE: 02/11/2018

SECTION C: COMMENTS REQUIRED FROM: [TICK IN APPLICABLE BLOCK]

DIRECTOR: ENGINEERING SERVICES		SIGNATURE: _____	DATE: _____
DIRECTOR: DEVELOPMENT & ECON. PLAN		SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY SERVICES		SIGNATURE: _____	DATE: _____
DIRECTOR: CORP. AND SHARED SERV.		SIGNATURE: _____	DATE: _____
CHIEF FINANCIAL OFFICER		SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY DEVELOPMENT		SIGNATURE: _____	DATE: _____
DIRECTOR: STRAT PLAN. MONITOR. & EVAL		SIGNATURE: _____	DATE: _____
MAN: COMMUNICATION AND PUBLIC PART.		SIGNATURE: _____	DATE: _____

SECTION D: SECRETARIAT & ADMINISTRATION

REG. NO: _____   REG. DATE: _____   COMMITTEE CLERK: _____

SECTION E: MUNICIPAL MANAGER

APPROVED FOR SUBMISSION: _____   DATE: 14/11/2018

REMARKS: _____

ALLOCATION TO COMMITTEES

FINANCE & LED	ENERGY	HOUSING	CULTURE, SPORTS, REC & SPEC. FOCUS	ADMIN & GOV.
WATER & SANITATION	COMMUNITY SAFETY	ROADS, S/WATER & TRANSPORT	WASTE & ENVIRON.	SPATIAL PLAN & DEV
LAND USE MAN.	LOCAL LABOUR FORUM	COUNCIL	MAYORAL COMMITTEE	

APPROVED ITO DELEGATED POWERS _____   DATE _____

MM/ NUMBER ALLOCATED BY CAO – SECRETARIAT   MM/_____

APPROVAL OF EXECUTIVE MAYOR IN TERMS OF DELEGATED POWERS

APPROVED ITO DELEGATED POWERS _____	*DATE:* _____
EM/ NUMBER ALLOCATED BY CAO – SECRETARIAT	*EM/* _____

DIRECTORATE: CORPORATE AND SHARED SERVICES

ITEM:

FILE REF:

REQUEST TO GRANT MS MM MEHLAPE TO CONDUCT RESEARCH WITHIN POLOKWANE MUNICIPALITY

Report of the Director: Corporate and Shared Services

Purpose of the Report

To request the Municipal Manager to grant Ms. MM Mehlape to conduct her research at Polokwane Municipality.

Background and Discussion

Ms. MM Mehlape sent a letter requesting permission to conduct research at Polokwane Municipality. Her research topic is titled: Community participation in the IDP process as a means of improving Local Governance.

" A copy of the letter from University of Limpopo is attached for reference"

Financial Implication

There is no financial implication.

Recommend
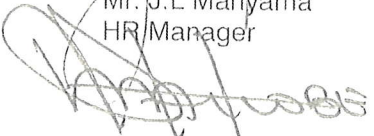
1. That approval be granted to Ms. MM Mehlape to conduct her research within Polokwane Municipality.

2. That the findings emanating from the research study be shared with the Municipality before they are published.

Mr. J.L Manyama
HR Manager

Ms. MM Matshivha
Director: Shared & Corporate Services

Mr. DH Makobe
Municipal Manager

DIRECTORATE: CORPORATE AND SHARED SERVICES

ITEM:

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Mr. J.L Manyama
HR Manager

Ms. MM Matshivha
Director: Shared & Corporate Services

Mr. DH Makobe
Municipal Manager

Annexure E

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: 02 October 2019

PROJECT NUMBER: TREC/312/2019: PG

PROJECT:

Title: Community Participation in The Integrated Development Planning Processes as A Means of Improving Local Governance: A Case of Polokwane Municipality.

Researcher: MM Mehlape
Supervisor: Prof MP Sebola
Co-Supervisor/s: N/A
School: Economics and Management
Degree: Master of Administration in Public Administration

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.

Finding solutions for Africa

Annexure F

FLAMBOYANT
Media Empire

Reg: 2016/250976/07
PO BOX 456, POLOKWANE, 0700
015 007 1201
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TO: WHOM IT MAY CONCERN

SUBJECT: Language Editing

DATE: 16 September 2022

ACKNOWLEDGMENT OF LANGUAGE EDITING

We hereby confirm the language editing of the following research project using the Windows 'tracking' system to reflect our comments and suggested corrections for the writer to action.

Project Title: *"COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESSES AS A MEANS OF IMPROVING LOCAL GOVERNANCE: A CASE OF POLOKWANE MUNICIPALITY"* submitted to us by **Ms MAGOGODI MARY MEHLAPE** has been duly edited for language by Flamboyant Media Empire.

It is hoped that if all the editorial aspects suggested therein were considered, the target readers of the work would find the document decipherable.

For any enquiries relating to the above, please contact the office during working hours at 015 007 1201 or editor@flamboyantmedia.co.za.

Kind Regards,

Elziera Van Neel
Language Editor