UNIVERSITY OF THE WESTERN CAPE

MINI-THESIS

ENTITLED

The extent of public participation in the formulation of the IDP: the case of Beaufort West.

BY

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RESEARCH DECLARATION

I, **Thami Dyum**, hereby declare that the work contained in this Mini Dissertation for **MA in Development Studies**, submitted to **The University of the Western Cape**, is my own original work and has not previously in its entirety or in part been submitted at this or any other university for a degree.

Signed:………………………………………. .Date:…October 2020.

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Abstract

This study analyses public participation in the formulation of the Integrated Development Planning in the Beaufort West Municipality. The aim of the study is to examine the nature and extent of public involvement in the formulation of the IDP document through the lens of legislative mandatory processes and public views. It looked at the extent to which the public's view was considered and also focused on the quality of this engagement with citizens.

The research has discovered that the municipality is not immune to any challenges faced during community engagement efforts and in its attempt to promote public participation. This process is also often ignored, and no accountability is acknowledged by officials as they sometimes fail in exercising their responsibilities as set out by law against the very precepts of democracy. From the data analysed it is a common supposition that the process rests upon the bureaucratic structures and disregards the integration of many relevant stakeholders.

The paper also assessed methods attempted to interrogate strategical priorities, like IDP Reviews, Budget adjustments to develop society if it is undertaken effectively, or are the processes done for the purposes of compliance. It has also recognized that the council members serving in council, conducted themselves more as political party electorates rather than the citizens of the municipality and this act is reflected as a discernment to derail public participation intentions. The research has, to a significant measure, assessed and gave insight into the capacity of the officials to hold meaningful engagements in the ward meetings and their potential in influencing the process effectively.

This dissertation made recommendation on how the municipality can adhere to legally sanctioned regulations and upholding equity, as well as promoting competent bureaucracies through empowerment and capacity building to support the development of communities' initiatives. Transformation in the

understanding of public participation as a policy to inform the local government administration rests upon the identification and the resolution of our identified societal problems and the empowerment of citizens to engage meaningfully.

Key Words: Beaufort West Municipality; Community; Cooperative Development; Governance; Government; Integrated Development Plan (IDP); Local Participation; Public

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CHAPTER 1:   INTRODUCTION

This study analyses public participation in the formulation of the Integrated Development Planning in the Beaufort West Municipality. It looks at the extent to which the public is involved in the formulation of the document and interrogates the validity of the processes used to determine involvement. It also focuses on the quality of this engagement with citizens and makes a distinction on processes done for compliance or fact-finding in the true nature of public participation. The study examines the nature and extent of public involvement in the formulation of the IDP document in Beaufort West through the lens of legislative mandatory processes and public views. This study will also ascertain whether the process followed by the IDP council is in line with processes, practices and legislative policies as guided by policy documents and their resolute stance in ensuring citizens are legitimately involved without exploitation. The research has, to a significant measure, assessed and will give insight into the capacity of the officials to hold meaningful engagements in the ward meetings and their potential to influence the process effectively. This thesis will share light into the capability of officials to effectively engage citizens in a coordinated manner and ensure inclusiveness, as well as interrogate the hindrances to a smooth transition during these engagements.

This investigation establishes how the municipality mobilises the community to inform or amass them to effectively participate in the IDP consultation meetings. The research serves as a synthesis to understand how the Municipality also involves citizens in the annual review process of the document and the approval of certain project reports. It assesses how the municipality and its statutes encompass all relevant stakeholders' plans in its IDP compilation, recognizing that the document is inclusive of all sectors. This research gives insight into the state of the IDP compilation process in the selected case study and how it is conducted in comparison to legislative processes. It also examines the structures that are in place to enable public participation and to investigate the role of the different stakeholders and engagement techniques used in the compilation of the IDP document.

1.1 Background and Contextualisation of the study

An immense pressure for social change has characterized the advent of our new democratic dispensation: Previously underprivileged South Africans were deprived during the apartheid years as a large segment of the population lived without basic services such as housing, water, sanitation, electricity, transport, and education. In seeking to overcome these social injustices and transform South Africa, "the post-apartheid regime has in six years, presented 24 green papers and 40 white papers" (Roux, 2002: 419), to effect change. This was partly guided by the principle of participatory governance (Barichievi, 2005, Friedman, 2006). The recent community protests as widely reported proves the situation persists, as citizens continue to push the government to deliver on its promise of ensuring equality in service provision and social spending.

This change in governance is based on principles of personal liberties, a more people-centred approach development, public involvement in the process of social change and transformation (Adeniyi and Dinbabo, 2019; Burkey, 1993; Chambers, 1997; Dinbabo, 2014 Beyene, and Dinbabo, 2019; Ile and Dinbabo, 2015). The underlying assumption is that the more actively involved citizens are in their democracy, the better the prospects of more democratic and effective governance (Irvin & Stansbury, 2004). However, arguments for enhanced citizen participation often rest on the merits of the process and the belief that an engaged citizenry is better than passive citizenry (Dinbabo, 2014; Ile and Dinbabo, 2014; Ile and Dinbabo, 2015). It is upon this context and advocacy for a more inclusive development, on which calls for policy change, was imminent.

The Constitution of the Republic of South Africa, Act No: 108 of 1996, Chapter 7 Section 152, epitomized this approach. It provided an opportunity for democratic and accountable local government. Powers are subdivided from national government; provincial; then to local municipalities for relative change to the immediate people allowing citizen involvement in decision-making [SA Constitution Section 151 (3)]. It then led to the establishment of the Integrated

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Development Plan as enshrined in the 1998 White Paper on Local Government, Municipal Structures Act 117 of 1998 as amended, Municipal Systems Act 32 of 2000 to define the powers and duties of local municipalities and focus on community participation, local public administration and the Integrated Development Planning to use it as an instrument for development.

An Integrated Development Plan (IDP) is a five-year strategic plan for development in a municipality and it serves as the principal strategic management tool. It becomes the principal development plan of the municipality at the local level and stands supreme. It must be drawn in line with the Provincial Government and Regional (District) Municipality, the Local Government (DPLG) promotes intergovernmental coordination by facilitating interrelated systems of communication. It includes strategies to identify and sustain economic development to uplift communities. This strategic plan is informed by change, as it enforces a formal system of participatory governance. It is also calling for the direct participation of community members and civic organisations to form part of government operations (Mogoba 2012; Amsden 1999; Beeson 2009)

Furthermore, the preamble of the Municipal Systems Act 32 of 2000 emphasizes the active engagement of community members through relevant structures in the running of municipalities of which they are a part of, particularly in organizing, planning and the ensuring that services are rendered effectively. The adjudication on communal issues of priorities, its management, the performance of the drafted plans and specific methodological principles as it sets out its vision, objectives, and strategies of a municipal council (DPLG, IDP Guide pack, 2000:5). This plan is strategically integrating all plans and priorities from an informed and widely consultative process. It must include all available sectors, utilizing all available resources to ensure efficient, effective, and sustained development. The IDP, therefore, strengthens public participation in spatial planning and must clear to guide the spending of

budgets, land use management, community projects in the municipality (Myeza: 2009, 14).

The IDP will thrive in a context where development is linked with public participation, rights, and entitlements. The process must comprise of democratic principles and practices that should be incorporated while promoting citizen participation to accomplish good governance (White, 1996; Binns and Nel, 2002; Fourth Idp and Review, 2018; Here, 2016; Juta, 2006;). However, the approach has also not been without dissent and public criticism. Pieterse and Van Donk (2008:59) pointed out the lack of vision among some municipalities, resulting in serious 'institutional weaknesses' and the imposition of plans (Williams, 2008).

Against this background, on the origins, nature and development of the concept of participatory governance in South Africa, this research has sought to establish to what extent is public involvement considered in the formulation of the IDP document for the Beaufort west community. This paper will address the implications of the Integrated Development Plan (IDP) for Beaufort West community, Ward 4 in particular.It will assess the extent of involvement of the public in the formulation of the IDP document. Beaufort West is in the Karoo District, in the Western Cape Province in South Africa
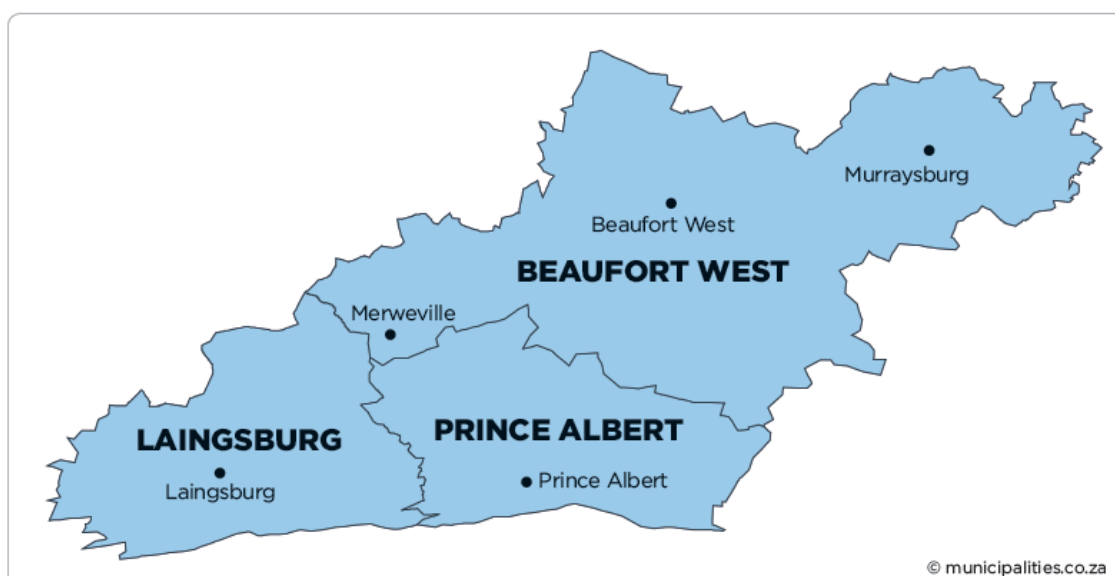
Fig 1: Central Karoo map
(Source:https://municipalities.co.za/map/1212/beaufort-west-local-municipality 2019)
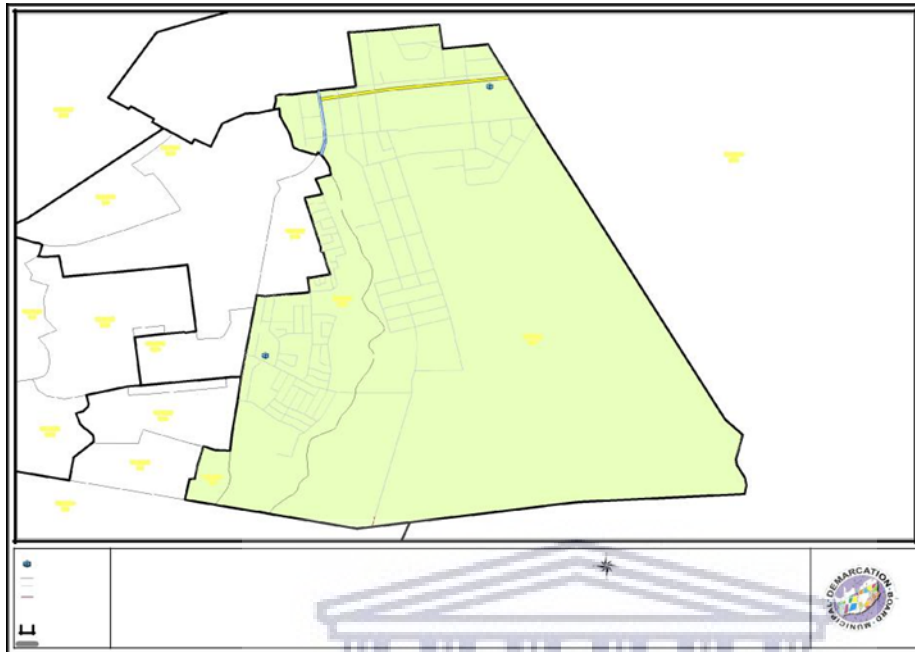
Fig 2: Beaufort West Municipality Wards (Source:
demarcation.org.za/site/municipal-boundaries (2019)

1.2 Problem Statement

Participatory governance intends to make provision innovatively by addressing some of the basic democratic deficits associated with representative democracy within communities (Wampler and McNulty, 2011). It consists of state-sanctioned institutional processes that allow citizens to exercise their right to a voice and vote. It is not a definitive approach but is taking initial steps in improving access for some citizens to decision-making on their development. Thus, careful attention to their potential impact should be given.

Wampler & McNulty (2011) states again that participatory governance is often based on the perception that institutionalized democracy is not elusive and unable, on its own, to enhance the improve the performance of government institutions, to empower and educate citizens and utilize public resources to

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their benefit (Pateman 1970, Barber 1984, Fung and Wright 2001, Santos 2005)

Section 10C (part 1) of the LGTA (1993), Second Amendment Act requires that: 'A municipal council, shall act in a principled manner and promote cooperative governance through integrated development planning. Municipal Systems Act (Act No. 32 of 2000) envisaged adopting a single, all-encompassing plan to integrate strategic plans to develop and grow the municipality socially and economically. The use of participatory processes tends to be restricted to deciding who benefits rather than the larger question of what to do and when to do it. The role of public participation in planning, monitoring and evaluation has always been questioned, or if at all to what extent is their involvement (Chauduri, 2013).

Empirical evidence suggests that the motivation to engage is negligible among general citizens but high among organized interest groups looking to use apathy around public decision-making processes to bend policy towards their aims (ibid).

1.3 Aim of the study

This study aims to examine the extent to which the public is allowed to participate in the formulation of the Integrated Development Plan of the municipality in Beaufort West and determine the effectiveness of their engagement.

1.4 Objectives of the study

This study seeks to:

- Examine and document the nature of the IDP formulation process in the Central Karoo District Municipality and the Beaufort West Municipality.

- Recommend ways for the municipality to further strengthen or build capacity to allow for effective public involvement in the IDP.

1.5 Research questions

- What is the nature of the IDP formulation process in the Central Karoo District Municipality and the Beaufort West Municipality?
- What kind of mechanism/strategy should be taken to further strengthen or build capacity to allow for effective public involvement in the IDP?

1.6 Research methodology

The field of social sciences has driven two research methodologies over the years that are key to its tradition of research i.e. quantitative and qualitative methodologies (Adeniyi & Dinbabo, 2016). This research used both qualitative and quantitative methods, although the research is primarily an in-depth qualitative e study. Using a qualitative method is more effective and efficient to establish the community's level of participation and their understanding of the formulation of this IDP document. It allowed for a more inclusive approach that eliminates more biases in the process of reliability and validity of the information from the respondents.

This study purposefully diversified the methods by using qualitative methods when analysing the participation of public meetings, the quality of the process and quantitative when comparing statistical analysis. The uses of a mixed-method approach enhanced the depth of the research and explored how the Beaufort west municipality involves or seek to engage the community in the Integrated Development Planning Process. It used both quantitative and qualitative data collection methods to understand better the analysis of public participation and also observed meeting activities. The study further held interviews with many participants to ensure an in-depth study is done.

1.7 A quantitative approach

This method is effective in collecting data when sourcing information from a group of people and in rendering broader perspectives on of issues of concern to that group or subgroups represented (Bernard. 1995). Quantitative methods can be diversified with tools such as interviews and questionnaires from which researchers can ask all participants the same question in different formats depending on the type of interview. The questionnaire responses can be categorized or coded and respondents may have from "closed-ended" or "fixed" questions. This has an inflexible advantage in that it allows the researcher to compare responses in a meaningful manner across participants and studies. It is therefore imperative that directive question needs to be compiled and understood before designing the tool.

As Langdridge and Hagger-Johnson (2009) posit, questionnaire administration represents valuable means of data collection from a large number of respondents for the main purpose of statistical analysis. This study thus used a quantitative comparison of public involvement from the data received from a survey of 100 households in ward 4, represented by race, education, household income and age was undertaken and scrutinized.

The use of the qualitative method was crucial and pertinent in this research in particular, as this study sought-after gained 'insider perspective on social action' and at the same time gathered discreet information that would not be found easily found (Babbie & Mouton, 2004: 270). Participants were both from a perceived knowledgeable platform and were ordinary citizens. They are members of the community in general, lobby groups, public officials in the municipality as well as a random selection from our sampling strategy of households and sample groups.

1.8 Semi-structured interviews

Semi-structured interviews were key in this study as it did not only had people say and disclose their views freely as they wouldn't do on groups, but it also allowed this research to be conducted in a natural location that is familiar (e.g. office and public space, house etc.) and reduced anxiety of the participants. Participants engaged in their terms and gave an in-depth description and analysis of their understanding of the questions presented.

The rationale for the adoption of the latter approach is laid credence to by Leedy and Ormrod (2005) who asserted that researchers must select respondents purposefully to receive the most relevant information and impacting positively on the research.

Interviews were conducted with the IDP managers (the district and the local municipality), councillors and a few resource people and advisers, senior officials of sector representation as well as the general public. These interviews focused on the nature and extent of public participation in the IDP, and the engagement of citizens throughout the process in the compilation of the document. The overall purpose was to ascertain the extent to which the public is involved or allowed to participate and takes all factors affecting the validity of the meetings into consideration. This process also helped to analyse data and enabled the researcher and all official participants to come up with suggestions and recommended actions to improve public participation and input.

This research also used observation as a data collection method as supported by qualitative research. In this research, observation was used to get an in-depth analysis of the process or events (ward meetings) and obtaining information that is at times inaccessible. Observation was used predominantly during the public meetings organised by the municipality. The researcher is familiar with the environment and its people and was positioned well to be

present without interference. As a member of the community, the researcher could be present without intimidating or causing uneasiness among the respondents. This reduced distortion between the observer and the respondents.

1.9 Observation

Observation in research is important as it helps in adding depth to the phenomenon under investigation. Intensive observation is crucial as the social interaction between the researcher, the subjects, and the latter's environment was assessed. The purpose of observation in the study is to enable the researcher to understand the socio-political dynamics and assess the behaviour of the dominant groups. The researcher could obtain information from various political party members and socially active groups as well as community members and socially active groups as well as community members during ward meetings, community gatherings, public dialogues on the political state of the town, without causing any conflict.

1.10 Focus group discussions

Group discussions are best and effective when diverse people are assembled to deliberate on the question and raising opinions and ideas. A group situation often creates a more relaxed platform and allows for an open discussion from all participants. Information gathered from discussion groups varies in complexity and addresses a wider range of opinions than a one-on-one interview. Candidates in groups serve as brain stimulants to each other allowing for a much fierce argument on issues of deliberation. This means that the researcher is getting in-depth information about several individuals. Focus groups are therefore an effective way of collecting valuable information.

Participant's recruitment for this technique is especially important, and various methods can be used to select them, including casually selecting participants in public spaces to join in. The varied methods allow for a flexible approach of

recruitment, in that discussion groups can be sourced at different age and class levels as targetedjncv;zn , including groups previously perceived as non-partisans, the youth or disinterested people often from poor backgrounds.

Focus group discussions were conducted with groups consisting of about 4 to 6 people representing varying interests in the selected case study area. These discussions happened both formally and informally in street corners, public gathering places and some over social gatherings. The respondents were fully aware of the intention of these discussions and were assured of the privacy of them. This technique was used because it is flexible and allows for a free, open discussion. The number of people for the group was always kept small to allow for better control of discussions and promote quality interaction, especially at formal gatherings.

1.11 Research agenda

The research agenda outlines the significance of it in this study and the purpose for its inclusion. This Research Agenda seeks to accentuate the exploratory study done and its importance to this study. It outlines the plans and research methods used and motivated for its usage.

This Research Agenda gives a short synopsis of the researcher and his ethical obligation in in ensuring that he obtains reliable and valid data from a wide representation of participants, to assist in him in this study.

Research evidence is crucial in research. It is described as the empirical findings that are derived from using different data collecting methods and analysis. Policy and evidence have long been intertwined as a research principle. This practice is primarily used to uphold the law, ethical conduct and is paramount in formulating policy and interpreting data sources. This requirement establishes the principles of research. Researchers are often obligated to use all relevant scientific evidence at their disposal, deliberate and

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write findings based on the information presented to them during their research.

Supporting arguments with objective proof is only part of the equation. Other factors emanating from socio-political factors, as well as socio-economic elements also inform the decision-making process in data collection. Researchers have a moral and ethical code of practice to protect public interests in collecting, organising and reporting findings on data. They need to minimize risks and ensure personal freedoms are not compromised. They need to promote the common good and uphold equitable protections of participants as guided by law even under stringent circumstances.

This research is weighed against the evidence gathered. The scientific arguments are balanced against ethical underpinnings. The researcher is aware of the concern and takes cognizance over the disparity between evidence produced by the research and how not receptive policymakers and practitioners are to it. It is in the interest of this research that recommendations be sensitively transformed over. While the gap in research use is well documented, a concerted effort must be made to draw the attention of policymakers and practitioners access, interpret, and apply research evidence cautiously in areas affected.

This exploratory study attempted to investigate the extent to which the public have been considered in the formulation of the IDP document, through individual interviews of many role-players of policymakers and practitioners and end-users. This study tested what conditions have been tabled and the sources of information have been used to involve the community including the barriers experienced in the process. The evidence is intended to assist practitioners in making informed decisions and engage in effective and efficient practices.

Data from participants was collected through interviews individually and focus groups, with governing structures and influential leaders in the local government, who use the information to formulate policy for service delivery. Protective measures expressed by the ethical code in the research were taken to ensure that the participants were representative of stakeholders and they were not randomly chosen. The participants came from government, business, political and local community interest. It should be cautiously noted that the opinions and perspectives obtained from the surveys and interviews may not entirely reflect the depth and breadth which might have been acquired with a deeper study.

The intent behind including a focus group in the study was to reach a better understanding of the challenges and structural influences within societies, thereby using research evidence to inform policy. These groups are extremely organised and dependable as eluded earlier, guiding social interactions to express experiences and sentiments. These groups are often used to arouse perceptual experience among homogenized people identifying and deliberating on problems of suppression of personal freedoms. Discussion questions were common to all participants, although discussion settings were at different atmospheres for each group. This research has ensured the official politburo members participated in the privacy of their own spaces instead of a group discussion to preserve anonymity due to risks of political alienation and protect personal interest within their constituencies. The willingness to offer forthright opinions on party-spirited issues would likely be reserved in a group setting. The interviews were conducted in person with each of the 10 politburo members separately and results were coded to ensure individual privacy.

This study was exploratory, as such, the sample size and the methods of data collection were purposefully selected. A careful selection of participants was made to ensure that participants from different stakeholders were widely representational, the inputs and ideological positions of the participants chosen for the study may not entirely reflect the overall extent of information as

would an extensive study if undertaken to uncover an in-depth scope. Their responses of self-reported perceptions on the nature and manner of the extent of participation in the IDP will be collaborated and used as a form of evidence and acknowledged. Participants may not be aware of the extent and nature of the investigation, but they were informed that the research is about the municipality's service delivery and their experience in it relating to consultation in decision making. In the individual interviews and with focus groups, the stage was set to allow for an easy and non-provocative discussion, as well as highlight policy and practice underpinnings as influenced by social, economic, and political considerations.

1.12 Structure of the thesis

The thesis is divided into five chapters which are as follows:

Chapter Two provides a theoretical framework and literature review. This section starts by firstly defining the key concepts and terms that are relevant to the study. In this case, the main concepts used. The second part is the review of the various legislative frameworks connected to local development in South Africa.

Chapter three provides information about the background to the case study, community participatory structures and IDP process, composition, functions and responsibilities, tensions between local authorities and community stakeholders, and the current line of communication and feedback.

Chapter four presents the findings and results that show how local development, the IDP process and its implementation in the selected case study area, the nature and extent of public participation in IDP in Beaufort West, and Challenges of public participation in IDP at the local level.

Chapter five concludes the research and gives a summary of the thesis which includes discussing the findings and the implications making recommendations that can be used for further studies.

CHAPTER 2: THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.1 Introduction

Different schools of thought have contributed to the development of diverse types of development theories. Based on these schools of thought, different arguments have been provided and methodological perspectives discussed. The People Centred Development Approach seek to explain the participation and involvement of all stakeholders. People Centred Development Approach help to identify the functions, roles, responsibilities, accountability, decision-making processes of the community members. The following part analyses the main understandings of the People Centred development Approach and traces its main essences and practical applications. The first part will give a brief explanation of the People Centred development. Then the second part will then define and explain what the different legislative frameworks on and how it is linked to local development.

2.2 Theoretical Framework

2.2.1 *People centred development*

People-Centred developmental approach focuses on amassing the local communities' autonomy, social justice, and participatory decision-making (Dinbabo, 2014; Korten, 1984) in issues of development.

It recognizes that social and economic growth does not happen without the support of the participants. It does not inherently contribute to human development, however, it does regulate the management of local resources and, executing plans, intercede in closely contested ideologies of development pathways, service delivery and infrastructural planning, and ensuring that the relationship between the state and the public is effectively adjusted to be of benefit to both in a way that serves the citizens and communities (Adeniyi & Dinbabo, 2016; Fakir, 2007).

People Centred development calls for changes in social, political, and environmental values and practices, as well as acknowledging that people represent different perceptions of what is desirable to them, Therefore, implying that development varies across societies, cultures, and ecological settings.

Korten (1984) argued that based on the values of justice, sustainability, and inclusiveness, people Centred development should incorporate all to be an effective strategy of approach (Nussbaum, 2005). Many international development conferences have since adopted people Centred development as a key policy that drives their agendas. The Organisation for Economic Co-operation and Development (OECD) in 1996, in which South Africa is a signatory of, made people-Centred development a target policy for all member countries (UN, 2015; UNESCO, 2015).

2.2.2 *Participatory governance*

Participatory governance is defined as a collaborative effort of government, NGO's, civil society, private sector, political parties, trade unions and various other stakeholders to engage in discussions and ingest information that will assist in formulating municipal plans. This cooperative governance will assist in identifying shortfalls and allow for collaborative monitoring and evaluation effort of public policies and programs for all (Beyene, and Dinbabo, 2019; Ile and Dinbabo, 2014; Dinbabo, 2014)

Therefore, participatory governance is the exercise of civil rights and power in a community concerning the planning, management and development of its resources for environmental development while there's a progressive engagement of citizens in the planning, formulation and execution of those decisions (Thompson, 2007; USAID, 2008).

Participatory governance focuses on intensifying democratic principles through the direct involvement of citizens in the decision-making process with government institutions. Stewart (2016: 13) states more clearly about how this phenomenon can benefit society in which ordinary citizens are empowered to engage critically with the state organs to assist in forthwith decision making on issues that directly affect them.

This process must be endorsed by local government institutions to ensure institutional processes allows citizens to exercise voice and vote (Wampler and McNulty, 2011) and are upheld and the implementation of public policies such as the IDP must produce tangible changes in citizens' lives. Institutions that exercise participatory governance, encourage citizens to participate in political reform in their environment to influence policy outcomes.

2.2.3 *Public participation in context - Benefits and Challenges*

It is highly anticipated that public participation in local government planning is a tool that will not only enhance the massive involvement of the people but will also create cooperativeness to the benefit of all stakeholders. It will ensure that unity prevails, and decisions will be collectively undertaken and will be binding.

A policy that advocates public participation and restructuring of citizen engagement intends to lay out a guideline or shape spatial relation to the affected parties to use, to ensure rational outcomes. The policy creates an opportunity for its users to utilize for effective governance. However, its statement is not always easily interpreted into practice. Fraser (2017: 1) further on states that 'an improved understanding of the policy implementation process and the policy-practitioner relationship is essential'. This understanding will enhance the relationship between policy and on-ground management.

Smith (2003) ascertains that public participation can improve the effectiveness of policy and it also allows for relevant information to be shared and this can help address the real issues. Local knowledge is relevant to its inhabitants, it is therefore pertinent not to exclude them in the planning process that seeks to develop and transform their state of affairs within.

It is an empowering method to involve the citizenry in decision making if used unequivocally. It only empowers the willing participants and may only promote the ideas of an influential elite. Public participation is a process that should be safely guarded if its intended use should be realized, as this offer opportunity for citizens to take charge of development (Marais, 2007).

With a strong emphasis on citizen participation and influence in decision making, the IDP consultation and compilation process encourages 'support, legitimacy, transparency, and responsiveness' (Brinkerhoff et al. 2011: 56, Molaba, 2016). The democratic process must be promoted at all times and ethical governance prevails. It is imperative to also note that this process will not be without impediments, although intended benefits are the ultimate goal.

This form of engagement (public participation) encourages unity among civil organisations and activists, non-profit organisations, and other community structures. The alliance formed through a common goal is effectual for transformation in any society and can be beneficial to government institutions in advancing any planning programs. Smith (2003) accentuates the need for alliances in the community to avert conflict among community members or local government institutions. As much as consultation can never be salient in practice, these efforts eliminate exacerbated forms of reproach.

The intended outcomes of public participation approach may ideally not be realized as scripted. Challenges can be encountered and may demoralize practitioners or office bearers. The means of participation may not be

understood by the collective and may deviate the consultation intentions. Often the political forces or an elite few impose plans on a beleaguered citizenry who views local government approach as a quick reform to many social ills (Wittes, 2016). This opportunism presents itself to a needy and impoverished community whose primary aim is for immediate benefit. Exploitation to the detriment of communities is rife in these instances and often benefits self-serving objectives of those in power.

There are often tensions in the community between lobby groups and this may result in turmoil when public meetings are called as the struggle for dominance will loom large. Their security, therefore, can never be ensured and this endangers all citizens and the elderly especially. As a consequence, members of a community may choose to desist from attending any meetings, irrespective of the level of its importance. Therefore, conflict in communities that is not resolved is likely to cause a delay in public consultation meetings as an effort to formulate the IDP document inclusive of the public views.

Another challenge is the language used in public meetings given the variety of official languages in a particular ward. This reality presents a controversy about how communication is handled in meetings as views cannot be easily communicated. This barrier cripples common understanding in the meetings and may jeopardize proceedings. When most community members are disgruntled about the proceedings of these public meetings, they may decide to never attend them or disrupt the seating with accusations that they are staged and that officials already know what they want.

2.2.4 *Empowerment*

The IDP formulation is seen as a transformative tool (Dinbabo, 2014; Irvin and Stansbury, 2004, Ile and Dinbabo, 2015) and advocates for citizen participation in decision making. Arguments in enhancing citizen participation frequently focus on the benefits of the process and the quality of their planning. There's a growing emphasis on civil society as a place for unrestricted debates

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and citizen involvement in more extreme forms of 'cultural politics' for social meaning (Beck, 1992).

Citizens are buoyed up to exercise their democratic rights by engaging in the public participation processes. They're also encouraged to become more involved in the process to present their concerns in a free and uncompromising approach and cooperate with the government. Public participation empowers citizens and strengthens democracy. In contrary, insufficient, or no public participation confines the will of people to actively cooperate democratically in the administration of municipalities (Irvin and Stansbury, 2004).

The prevailing pedagogy of development as interrogated by research centres, development agencies, and authorities competing for change are practical and technical. They are primarily concerned with project changes of skillfulness, where a clear path of collective action can strive to likely succeed in the rhetoric of empowerment, that is explicitly assumed to have an impelling moral impact (Cleaver. 1999).

The arguments of efficiency of participation, equity and empower arguments can be very perplexing. In that, if participation is used as a tool to achieve results and enhancing the opportunities for people to participate in an attempt to impact their lives positively and contribute to social change within their environment. Such a connotation of skilfulness and empowerment arguments is not distrustful, for participation in whatever form it takes and however minimal, it surely empowers and motivates individuals to cooperate in any activity.

These forms and extent of participation will determine the degree to which citizens can influence decisions in policy-oriented politics (Fischer, 2006). Rahman (1993) advocates developing human cognition to directly deliberate with officials and influence decision making. Their involvement in planning will

not only support policies to be grounded in their preference but they may become sympathetic evaluators of any stringent decisions that local government makes (Irvin and Stansbury, 2004).

It is therefore imperative to realise that citizen empowerment will increase people's understanding to be more cooperative as ineffective citizen participation or unsuccessful effort will have on the contrary. There is however an unsophisticated understanding of how power operates and is constituted, thus of how empowerment may happen (Kapoor, 2002; Kothari, 2001) or what the institution's role is, to impact on social change (Cleaver, 1999). There are more benefits to the participation of an empowered citizenry and the inclusion of communities in development and has far more reaching effects to all stakeholders.

Zimmerman (1990) further explains participatory behaviour to be empowering motivation to exert control and feelings of efficacy and control. He states that empowered citizens in communities constitute empowered organisations, thereby increasing citizen participation in decision-making platforms, as they increasingly enhance shared decision making, through multiple perspectives during deliberations.

2.2.5 *Social Justice*

Capabilities of community members to conceptualise how they develop their milieu socially and economically is important. These capabilities translate to the aptitudes that are needed to ensure growth in utilities and their sustainability. Understanding the barriers that inhibit growth in societies is pertinent and will lead to mobilizing for social justice. These capabilities are the basis for carving out the goals of development in all facets of human development, a holistic approach. Diverse aspects such as political participation, health and education, distribution of resources, empowerment, gender equality and others, should be considered as agreed by Sen (1995) as

what determines holistic growth that can be achieved when mobilizing for social justice.

Social justice is cognizant of the imbalances created when these elements are neglected and strives to ensure that citizens reflect well-being. The positive aspects of inequality, barriers, poverty, are what constitute the struggle for social justice. It shapes human, social and economic conditions to give development meaning to an extent that effectively benefit individuals.

Denial of political freedom and civil liberties by undemocratic governments and from imposed restrictions on the freedom to participate in the society's socio-political and economic life (Sen. 1995: 4) is what calls for social mobilisation to achieve justice for all. Social justice gives way to equal justice for all in terms of the distribution of wealth, opportunities for development, and privileges within a society. This form of justice about societal fairness refers to the proper administration of laws abiding by the Constitution, Chapter 2 on human rights, which stipulates that all persons, irrespective of ethnic origin, gender, possessions, race, religion, etc., are to be treated equally and without prejudice (The Constitution of the Republic of South Africa, Act 108 0f 1996, chapter 2).

Public participation seeks to promote a fair and just relation between individuals, society, and the administration. This is measured extensively in a democratic society where the distribution of wealth, equal opportunities, becomes the key pillars in society. This fosters a system that promotes an equitable and fair public participation process in issues related to them. Social justice is a global phenomenon, but locally within municipality, it is especially enforced in issues of engagement with authority to promote resource distribution, unfair treatment of individuals based on race, culture, language, sexual orientation, religion, political affiliation, etc.

2.2.6 *Capacity Building - Community Mobilisation*

Capacity is growth, growth in individuals' potential to engage, to challenge, and influence meaningfully their circumstances. Building capacity, therefore, is the process through which society and civil organisations empower themselves with the necessary skills and knowledge to maintain strong capabilities to influence and achieve their developmental objectives over time (Goetz and Gaventa 2001). The capabilities referred to here are the skills, knowledge, competencies, and capabilities of people in communities while attempting to develop societies so that they escape their suffering. Public engagement allows citizens to influence their circumstances.

It is an abstract movement of social or personal improvement focusing on individual efficiency to influence institutional structures and processes. They may thus effectively meet their missions and goals in a sustainable way (Fung and Wright, 2003) Bandura (1993: 118) speaks of "self-efficiency that gives meaning to a valence that allows self-influence to operate as an important proximal determinant at the very heart of causal processes", This refers to beliefs that influence how people think, feel, and motivate themselves to take control of their "own means of functioning and events that affect their lives" (Ibid 118). Empowering people is strongly advocated and is supported by the IDP to improve their lives.

Capacity building is the direct involvement of ordinary people by wilfully influencing the planning, management, and overall development of programs at the local or grassroots level they are an integral part of (Williams, 2006).

2.3 Legislative and constitutional frameworks

2.3.1 *Constitution*

In the Constitution of the Republic of South Africa 1996, Chapter 7 in section 152, 153 including Chapter 2 sections 26, 27, 29, 30, and 32 bears all

fundamental rights that guides the IDP and other statutory laws on public consultation and participation.

The purpose of section 152 (2) is to assist municipalities to use resources at their disposal to realise the objectives of local government. However, a municipality must accomplish this within its own financial, political and administrative capacity.

Section 152 of the Constitution sets out the 'Objectives of local government' as follows:

- To ensure a democratic and accountable government
- To ensure basic services are provided to the local community
- To uplift the social and economic aspects in a sustainable manner
- To provide a safe and healthy environment
- To encourage citizens to engage in the affairs of their communities.

It emphasises that municipalities must strive, within its financial and administrative capacity, to achieve the objectives as set out in subsection (1) in Section 152 of the South African Constitution.

Municipalities are guided by the laws and must act within the confines of it to deliver basic services and conduct their administration in a structured manner. This responsibility comes with a prerequisite of involving citizens in the decision and transparently disseminating information to them.

Section 153 of the Constitution sets out the 'Developmental duties of municipalities' as follows:

- They must sustainably prioritise basic services while promoting the involvement of citizens in the planning and budgeting process of the municipality.

- Plan in line as mandated by the legislature, with provincial and national programs.

2.3.2 *Legislation*

A particular bill or the process, which is enacted by a legislative body that is empowered to do so by the constitution, is called legislation. Legislation must be derived from other forms of law because the rules and principles of statutory interpretation only apply to legislation. The IDP is part of legislature and has its roots from the Constitution of the Republic of South Africa Of SA (1996), the RDP (1997) and other related laws and programs from which the IDP's principles are established.

The Constitution of the Republic of South Africa (Act 106 of 1996) visualised a cooperative local government system that can provide a democratic and accountable government for local communities. Government plans to promote sustainable social and economic development is enshrined within the legislature. The Municipal Systems Act (32 of 2000) is part of a series of legislation which aims to empower local government to fulfil its constitutional obligations.

Demarcation Act 27 of 1998 enabled the re-demarcation of municipal boundaries and the Municipal Structures Demarcations Act as outlined by the white paper. This was aimed at increasing tractability, interdependence, and effectiveness amid others. The Demarcations Act was followed by the introduction of the Local Government Municipal Structures Act (117 of 1998), that provided for the establishment of municipalities per the requirements of type and category. It defined the type and category of the municipality to be established in an area to meet the structural needs of that community.

2.3.3 *Local Government White Paper*

The White Paper (1998a) on local government has prescribed that all municipalities should govern to ensure that all South Africans have access to water and sanitation, housing, health care facilities, education and other basic needs.

Local government operates as the lowest tier of government and primarily responsible for integrating and executing national government plans as mandated but the province. It acts within the powers as delegated to them by the district, provincial and other national government institutions through NCOP (National Council of Provinces). The tier is used to contrast with offices at central government with the intent to bring government closer to the people and to deal with governing institutions between states (Municipal Structures Act 117 of 1998). They generally act within powers delegated to them by the Provincial and translate national strategic goals within the means of their municipalities as dictated by their budget and priority planning.

It requires that local government must play a pivotal role in ensuring that through Municipal planning, the development of communities is realised, or any current state enhanced (The White Paper, 1998a). It is especially focusing its development to the marginalised poor communities and previously disadvantaged groups or the previously excluded, e.g. the disabled individuals.

The question of municipal autonomy is a key question of public administration and governance. To ensure that these obligations are realised, the White Paper as a prescript of our constitution enforces that administrative processes are undertaken to ensure the outcomes. The first is in the form of an Integrated Development Planning and budgeting that seeks to develop and spend on prioritised items only as singled out in community consultation meetings and with other relevant stakeholders. The second approach includes the development of a performance management system which will improve the accountability of municipal officers (RSA, 1998b. Penderis, 2010:88).
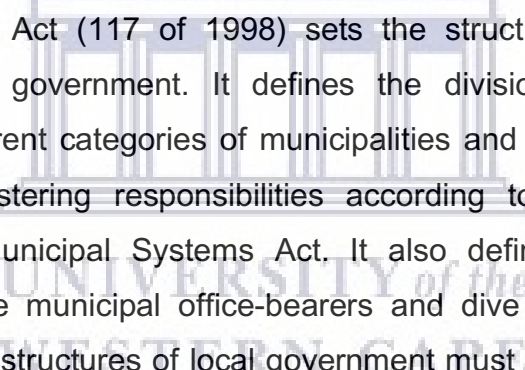
Lastly, the final approach is the responsibility that local municipalities take in ensuring local citizens as end-users, forms an integral part in affairs that are aimed to develop and provide municipal services.

2.3.4 *Municipal System and Structures Act*

Municipal Systems Act 32 of 2000 provides for the core principles, mechanisms, and processes that are necessary to promote community participation as a means to make cooperative governance effective in-service delivery efforts. The MSA (32 of 2000) makes provision for the involvement and participation of communities in municipal affairs through the integrated development planning process. The Act defines the legal nature of municipalities, its political and administrative structure, but most importantly, it should be noted that community participation is not at the periphery of this chapter but is fundamental in achieving its mandate. In the processes of planning, people are empowered to establish an effective working relationship with the local municipality.

Municipal Structures Act (117 of 1998) sets the structural foundation for developmental local government. It defines the division of powers and functions of the different categories of municipalities and defines specifically their role in administering responsibilities according to schedule 4 and schedule 5 f the Municipal Systems Act. It also defines the roles and responsibilities of the municipal office-bearers and dive guidelines to how internal systems and structures of local government must function (MSA 117. 1998).

The Act also prescribes the developmental mandate of district municipalities in terms of their responsibilities and a district-wide Integrated Development Planning. The Act provides guidelines on how the integration of local and district Developmental plans can be administered. It prescribes guidelines (section 19(2)) on how the annual review process should unfold, allowing citizen involvement and other stakeholders to analyse the progress or the lack of it in their planning (Penderis, 2010). Section 19(3) subsequently obligates the municipalities to consult with all relevant stakeholders when performing its

functions and exercising its powers concerning the developmental needs of the communities.

The Municipal Structures Act Chapter 4 of community participation in the MSA stipulates that municipalities must create a culture of governance in preparing, implementing, and reviewing its IDP (MSA, 2000). Section 16 sets out guidance of mechanisms, processes, and procedures for this engagement. It clearly outlines the Governance System of a municipality, its functions, responsibilities, and powers. It stipulates the division of local and district municipality of Mayoral Executive System, a plenary executive system, a sub-council participatory system and a ward participatory system (RSA. 1998a). This allows for administrative processes to be effectively executed by officials who are amassed with service delivery.

2.3.5 *The White Paper on Local Government*

Local government's undertaking is to ensure that the bill of rights is upheld at all times. The framework of the constitution (1996) and the white paper on Local Government (1998) provide clear guidelines of a developmental system to work with local communities in finding ways of improving their lives. It is a fundamental responsibility of local government to ensure that citizens' right to freedom and equality is not withheld.

Local is a sphere of government and does not entirely operate independently from although not a function of the national or provincial government. It is therefore imperative that its mandate is realised as the hopes of many citizens are increasingly being directed towards local government as a beacon of hope to deliver community needs. The document has emphasised public participation to achieve social and economic development within communities but has also cautioned that this will require supreme effort and tremendous resilience of all role players.

The white paper on local government (1998) accentuates the importance of the integrated development planning as an instrument to facilitate and enable prioritised integration of the municipal development strategies to be planned with strengthened cooperation between organs of state and key stakeholders in decision-making processes. It sets forth a process for the development of municipal internal performance management that will be reviewed and assessed against the set objectives as identified for social and economic development.

The White paper predominantly focuses on the systems for service delivery and transforming municipal service delivery systems through a wide range of approaches. It stresses the pivotal role municipalities play in ensuring that municipals budgets are geared towards achieving societal demands. It acknowledges the establishment of civil society to assist municipalities in their capacities as voters in its dealings, the citizens that are directly affected by municipal policy, as consumers and end-users of municipal services. It encourages community members to be partners in resource mobilisation to uplift their environment.

It has thus ensured that an integrated development planning as a mechanism that seeks to inform municipal planning processes, providing integration of all necessary institutional, social, and economic sector developmental planning. The links between these tentacles are strengthened through this mode of planning and can ensure efficiency in delivery strategic goals. The white paper also gives clear guidelines of suggested ways on how to engage with civil society and ordinary citizens in the affairs of the municipality. It further clarifies what the objectives of the Integrated Development Planning are. The paper further delineates the characteristics of developmental local government into four components, namely:

- The Municipal powers and functions are flexed to ensure that the impact of social development and economic growth is realised.

- It seeks to empower the ordinary citizens and the inactive social groups within the community
- It maps out how integrated role between and public sector to advance opportunities for investment within the municipality, can be achieved, but most importantly
- It democratises development and builds social capital by providing community leadership and vision.

The White Paper advocates that local government ensures the developmental envisioning be realised, such as the provision of household, parks and other recreational infrastructure and services through extensive consultation with their communities. They need to create opportunities for the promotion of local development, redistribution of economic means and empower communities to take charge of such opportunities (Penderis: 2010).

2.3.6 *Integrated Development Planning*

The Integrated Development Plan (IDP) is a strategic and an operational planning guideline that is adopted by the council and reviewed annually and it remains a workable document the council's elected term. It is the Municipality's principal strategic plan that prioritises key developmental needs of the municipal area considering the resources at its disposal. Using the IDP structure enables a municipality to fulfil its development mandate towards the community (Municipal Structures Act 117 of 1997; Municipal Systems Act 32 of 2000).

Integrated development planning is the strategic instrument to ensure 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 IDP process is intended to help with decision making on issues of municipal budget priorities and the management of land. It needs to foster social and economic

development as well as institutional transformation to consult constructively and strategically with all its stakeholders, i.e. Businesses in the area, government departments and the local communities (ibid).

This approach to planning and execution is aimed at involving all relevant stakeholders to find the best solution for sustainable development. The Municipalities needs to create a coherent, long term plan for the delivery of service in a coordinated way. All development within its area of jurisdiction is functionary responsibility of the municipality and its planning is done through the IDP (White Paper on Local Government (WPLG), 1998; Mautjana & Mtapuri, 2014, Penderis 2010). It is an all-encompassing plan that provides the framework for planning and it gives a guideline to development needs and ensures adherence to the strategic plan is managed.

The IDP document is drafted for a five-year tenure period. The document must be reviewed annually together with all relevant stakeholders but key, the council. It forms the framework for the municipality's annual project expenditures, continual budget, and their departmental performance management. The review seeks to reflect on targets and accomplishments by balancing the local development priorities about socio-economic, environmental, and political mandates. It ensures sustainability without compromising the organisation's ability to implement and coordinate the activities across the sectors and government institutions (Municipal Structures Amendment Act 20 of 2002, Municipal Financial Management Act 56 of 2003).

In terms of Section 35(1) of the Municipal Systems Act, 32 of 2000 an IDP adopted by the council of a municipality should be regarded as the fundamental planning document. The IDP informs and guides planning and development and paves way for a coordinated decision making in a municipality. Once adopted, the IDP is key in steering functionality of the executive authority as supervised and mandated by the national or provincial legislation. All duties and executive functions, in this case, is directed and

monitored under the legislation that protects the rights of citizens and that which ensures the systematic delivery of services to inhabitants.

The ultimate goal of the IDP is to improve the quality of life of all citizens of a given municipality and ensure democratic rights and personal liberties are upheld within the area of the municipality. It also needs to respond to socio-economic challenges facing local governments in South Africa and promote social programs (Subban & Theron, 2012; Mautjana & Mtapuri, 2014, Penderis, 2010).

2.3.7 *Depoliticising citizen participation*

White (1996) argues that all participation must be seen as political, as there are undeniable tensions that will always exist. Participation has the potential to challenge practise of dominance or can be the engine through which dominance of existing powers are established and reproduced. It is indeed indisputable that arenas in the political world are not neutral and are unfree.

It is prevalent in this current state of affairs in democratic rule that what Dunn (1979:12) stated when supporting what democracy means in practice, is unchanged

> *"… Rather than describing any particular type of political order, democracy has become … the name for the good intentions of the states or perhaps for the good intentions which rulers would like us to believe that they possess".*

The devolution of power to local authorities (Hickey & Mohan, 2004) may be fraught with frailties to the detriment of the public but has a few benefits to certain civil organisations and authorities that use incentives to garner support for re-election. Many politicians have accessed municipal offices and occupy key positions through cadre deployment and unfortunately use the consultation platform to campaign and ensure the support of loyal followers.

The grounds on which the authorities perceive their interests and use those premises to judge whether they can express them are not neutral (White, 1996). It needs to be made clear to all office bearers, regardless of affiliation that participation or the process to engage for development, need not be influenced for political or personal gain. All planning and development in the municipality should be guided, to give effect in its affairs in a consistent manner with the IDP as mandated by Chapter 5, Section 36 of the Constitution.

2.4 The reality of the IDP in South Africa

Maphunye and Mafunisa (2008) in their study to analyse the relationship between the IDP and public participation process in South Africa's new democracy focused on the role of public participation in the IDP processes. The challenges faced with their findings in this paper is the lack of effective and meaningful public participation in the IDP process. The authors stated the existential reality of appointments of officials or consultants that are left entirely to their devices to develop IDP's without ensuring communities make input into this document.

In South Africa, other variables shape public participation, like the social and economic status of the citizens and the interest groups, other than the legal and institutional framework. The level of public participation is shaped by the aforementioned variable and the invited spaces (Murombo, 2008). Issues that require public opinion will go through bureaucratic processes in avoidance of the public reaction, especially when the situation is volatile. The legal requirements for these engagements with the public, as well as the governance of this process, including the various structures that should institute this are not adhered to (ibid). Most communities are not sufficiently informed in participating in the process of the IDP and can therefore not contribute meaningfully.

This perpetuates a situation where municipal officials become less considerate to the views of community members and the situation is likely to lead to service protests as witnessed widely. Due to a loss of trust in government amidst the rise in corruption and the decline of the role of politics in society, new forms of public participation in particular that of process deliberations needs to be revisited.

According to Ababio (2004), the question that may be asked is whether the community is competent to participate in municipal issues that would influence them directly, especially in issues of long-term planning. The majority of South Africans do not vote, not because of government regulations but rather a lack of personal interest and failure to see the need to.

This reality was witnessed in the case of Vuwani, a local municipality in Limpopo in the Makhadi District, as they were redetermined into the Malamulela Municipality before the 2016 August local election. After a standoff with security forces, political turmoil, and infrastructure demolishing, just over 1,500 people cast their ballots in the volatile town, from over 40,000 voters who were registered (IEC, 2016). The community members boycotted the municipal elections against the backdrop of disgruntlement on this decision. After stakeholder engagement and the intervention of National and Provincial government including the Courts, it has been discovered that the Demarcation board have indeed consulted extensively before making the decision and publishing it in the Gazette.

To effect this change Biggs (1995) suggests that a tightly controlled techniques-based approach to participation miscarries the core objective, and does not competently address issues of power and how information is disseminated or censored. Such an approach provides an incompetent scope for developing a critically reflective understanding of the deeper determinants of economic and social change. Therefore this will require that our institutions transform rigorously in building capacity within, have values and appropriate

ethical behaviour to develop within our social realities and relative realm techniques. An approach that stresses the importance of local ownership, public participation, and capacity building while attaining economic growth.

2.5 Chapter summary

Public participation as a change of governance in a democratic state is necessitated by the principles of freedom of speech, a more people-Centred approach development to social and economic development. Public participation is an approach to ensure cooperative governance in the process of social change and transformation and is epitomised in the Constitution of the Republic of South Africa Act No: 108 of 1996, Chapter 7 Section 152.

This has also been strongly supported by a legislature that enabled a transition for democratic and accountable local government in the White Paper on Local Government, Municipal Structures Act 117 of 1998 as amended, and the Municipal Systems Act 32 of 2000. These Acts define the powers and duties of local municipalities and focus on community participation. They also stress the involvement of citizens in the planning of activities in the municipalities of which they are an integral part of, especially in service delivery and performance management.

Participatory governance as deliberated provides a progressive manner to address basic democratic challenges associated with symbolical democracy, especially within communities. Participatory governance stresses that institutions cannot be left to their own accord to strengthen democracy and improve the quality of government performance. It needs that citizens must be empowered through education to enable them to responsibly make good use of scarce public resources through influencing decisions made in that regard (Wampler & McNulty, 2011). It is against these arguments on the nature and development of the concept of participatory governance in South Africa, that this research has sought to establish to what extent is public involvement considered in the formulation of the IDP document.

The intended outcomes of public participation approach may ideally not be realised as scripted but the acknowledgement that people represents different

perceptions of what is desirable to them is key on improving local communities' self-reliance and deepening democratic engagement.

CHAPTER 3:   OVERVIEW OF CASE STUDY AREA

3.1   Introduction and Background to Case Study

The Beaufort West is the first municipality in South Africa established in 1837 as a proclamation in the government gazette (STATS SA: 2016). It is the largest municipality in the WC by km² and consists of nine areas. It ranks 173 by population size (49,586) in all municipalities of SA (Ibid). It's a municipality located in the Western Cape Province in South Africa, in the middle of the Karoo Region, northeast of the Great Karoo. It's a dual contested municipality by both the DA and ANC as the largest political parties. The council in the local municipality has an uneven representation and in the district municipality council as well (Wikipedia). There are people of mixed races although dominated by a coloured community of 73.5% (Ibid). It has a population growth rate of 1.36% annually, with the unemployment rate for the working group standing at 25.5%. The youth unemployment rate has been steadily rising and is standing at 34.5%.

The Municipality Demarcation Board delimits wards to all municipalities independently and impartially and performs its functions without fear, favour, or prejudice. The Central Karoo District Municipality is divided into three local municipalities, which are Laingsburg, Prince Albert, and Beaufort West being the largest. The council of the Central Karoo District Municipality consists of thirteen councillors, of whom six are directly elected by party-list proportional representation, and seven are appointed by the councils of the constituent local municipalities. Five are appointed by Beaufort West and one each by Laingsburg and Prince Albert respectively.

There are two spheres of governance within the Beaufort West Municipality. The council consists of nine Councillors who are political candidates and represent the people who elected them. The town has seven wards extending and incorporating Merweville in ward 7, Nelspoort in ward 2 and Murraysburg in ward 1, 2 of the 9 councillors are PR officers. The second sphere is the

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administration employed by the Municipality. It serves as the executor of decisions taken by the Council (Beaufort West Municipality IDP, 2017 -2022).

The constituency of this municipality allows for coordinated consultation that will result in better management given the outlay of its governmental structures. The governance of this municipality is structured in such a way that it would allow for the inclusion of input from all structures by participatory methods. Most wards include households ranging from poor living conditions up to middle-class families, given the differential levels in salary and education in the ward. Issues of concern vary significantly, and this complicates public consultation meetings.

The Beaufort West municipality is a manageable size municipality and is stringently controlled bureaucracy. Political forces dictate every single facet of development, from job creation projects to sports facilities and community management. However, less than 25% of the population took to the polls in the last municipal elections (IEC, 2016). This statistic depicts the citizens' lack of interest in influencing leadership And this disinterest represents a political chasm between community members and politicians.

3.2   Community Participatory Structures and IDP process

The IDP plan is a municipal council's vision for long-term development with special emphasis on the most critical needs. The internal transformation objectives, the local economic development aims, and the sector planning should all be embedded within this document. The key performance indicators and performance targets should be aligned with the plans as compiled during the consultation process in a local Municipality. It comprises of the municipality's key developmental needs in the five-year planning budget (Municipal Structures Act 117 0f 1998).

This IDP process prioritises first the municipal wide consultation plan that seeks to integrate and compile a summary of important tasks and projects from these IDP ward meetings. The first stage of the process compiles the information as received from consultations from different stakeholders about proposals and projects as stated in the IDP document compilation process, in consultation with key stakeholders and the IDP committee. Tasks are then arranged for implementation and assigned to the various department as per their functionality. This implementation agenda is then reviewed by the IDP Technical Committee Meetings, where it further deals with shortcomings of the consultation and implementation of the process amongst others (Municipal Systems Act 32 of 2000).

It is during the reviewing process that the secondary information of the shortcomings of the IDP plan will be noted and actions to rectify them will be re-established to gather the essential information. Document review includes all meetings and negotiations with strategic partners to align actions and assess progress of strategic objectives as outlined. This process may entail the revision of performance targets and priorities in the initial approved IDP. The technical teams are now able to pronounce their counter strategy going forward or indicate how they will sustain the progress.

Extensive community participation and stakeholder engagement are required during this process. The strategies and priority projects will then be revised and confirmed with ward committees. Where necessary, adjustments can be made and as required by legislation, presented to the council for approval. This includes budgetary constraints and other factors that have an impact on project delivery. The IDP technical committee can then focus on equitable implementation and administration of the plan and integrate the commencement of certain projects.

3.3 Composition, functions, and responsibilities

Table 1: Stakeholders in the IDP Compilation process. (Source: Assembled from the Municipal System Act 32 of 2000, Chapter 4 and Chapter 5).

STRUCTURE	COMPOSITION	ROLES AND RESPONSIBILITIES
Executive Mayor and Mayoral Committee	•Executive Mayor and members of The Mayoral Committee	• To decide on the Process Plan and make firm recommendations to Council • Chair meetings of IDP Forum
Council	• All Councillors	• To approve the Process Plan and the IDP
IDP Technical Committee	• Municipal Manager • IDP Manager • LED Manager • Departmental Executive Managers • Public Relations Officer • Head of Departments • Member of the Mayoral Committee planning	• Provides the terms of reference for the functioning of the committee • Receives inputs from sub-committees and community representation • Summarises and processes document • Deliberates on the inputs as suggested • Facilitate meeting proceedings
Secretariat	• Appointed by the Town Council	• Record IDP meeting proceedings • Plans and informs all stakeholders of meetings • Prepares minutes and reports to all members
IDP/PMS Forum	• Executive Mayor • IDP Technical Committee members. • Members of Mayoral Committee & Councillors • Traditional leaders • Ward Committees • Community Development workers • Government Departments • Civil Organisations ' • Private Sector • NGOs/ CBOs • Parastatal Organisation	• Represent interests of their constituents in the IDP process •Provide insight for developmental purposes as mandated by their organisations for proper municipal government •Ensure salient and enhanced communication between Stakeholder • Monitor the planning and implementation process and the performance of the committee
Municipal Manager	• Municipal Manager	• Accounts and takes responsibility over the whole IDP process and ensure progressive consultation happens.
IDP/PMS Manager	• IDP/PMS Manager.	• Manage the process as delegated, informs the MM of developments in IDP process and ensures alignment of strategies
Ward Committees	• Members elected for Ward Committees.	•Represents their constituency • Assist in the organizing of public meeting and mobilise for mass cooperation and extensive consultation • Ensure that the annual municipal budget and business plans are linked to and based on the IDP as indicated in consultation meetings.

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3.3 Tensions between local authorities and community stakeholders

South Africa has witnessed a rapidly growing backlash against 'protocol' participation (UN, 2015). The strategies of engagement have been largely compromised as citizens in many poor communities feels despondent towards the government's lack of adequate service delivery (Kersting, 2013). Whatever the underlying reasons for social unrest, it is evident that the locals either blatantly defy the rules of engagement or they are not aware of how to engage meaningfully. Another aspect to be considered is the space for deliberation (Miraftab, 2004). Before any strike commences, is the politburo providing the platforms for open debate and for concerns to be raised uncensored?

The authority's attempts to intervene and change the political turmoil are seldom without violence. Politicians are rarely visible during the unrest. They are often seen curtailing the legally prescribed processes to avoid confrontation with the masses (Myers, 2017). They resort to police enforcement in an attempt to calm the situation. The consequences are detrimental to the citizens, the infrastructure is vandalised, and even more sadly, the process established for proper consultation in citizen participation (MSA, 2000) is often overlooked and never revisited during citizen empowerment campaigns. So that citizens can be empowered in the use of arenas to resolve grievances amicably (Watts, 2006).

3.4 The current line of communication and feedback

The review document does not list how the annual review representation is handled, thereby refuting any means of effective engagement to identify or receiving any ideas of further development of strategies that need reviewing to improve municipal plans. There is no mention of the document receiving any feedback or public engagement with civil society or forums in assisting to overcome envisaged challenges for the first year. The engagement on IDP document review by the public or submissions made by other stakeholders is not documented.

The community Ward Meetings that should be used for consultation and promoting citizen participation is not regularly incorporated into the system unless it is suggested by authorities. Regular meetings are not commonly held as a means of building capacity and keeping the community relations open to supporting development.

3.5 The ideal line of reporting and feedback

The annual review process is mandatory as compelled by section 44 of the MSA (2000). Section 29 of the Municipal Systems Act, concerning the process adopted for undertaking an IDP, outlines an integrated approach to address the calls on the local community to be involved and consulted on communal developmental needs and priorities as identified. It ensures widespread public participation in the drafting of the integrated development plan. Government Departments, Private sector including traditional authorities, and other role stakeholders must be identified and consulted on the drafting of the integrated development plan as well (ibid, 20). It is therefore imperative to review the document annually to assess the extent of development on the planning as ideate through strategic planning. The process should be inclusive of at least the IDP technical committee that is comprised of all stakeholders.

3.6 Chapter Summary

The Beaufort West Municipality is not immune to any challenges that local municipalities experience. It is the largest municipality in the WC by km² and is dually contested both the DA and ANC, as South Africa's largest political parties. Both the local municipality council and the district municipality council have uneven representation, with private candidates contesting too. To deepen local democracy and promote local governance, the constituency of this municipality must allow for a better managed, coordinated consultative process given the layout of its governmental structures.

The governance of this municipality should be structured in a way that would allow for the inclusion of all structures input and participation, as opposed to the current order where the political forces dictate every facet of development.

The process plan of the Integrated Development Plan must include all ward meetings and consultations with strategic role players to monitor the progress of strategically set objectives. The stakeholders must be actively involved in this process, as it necessitates that all players must engage meaningfully, to be fully equipped and aware of developments as they occur.

The absence of a descriptive process may result in community protests. Whatever the underlying reasons for social unrest experienced nationally, it is evident that the locals are not fully engaged in the plans or are totally unaware of the processes used to engage authorities when addressing their discontent.

CHAPTER 4: DATA ANALYSIS AND PRESENTATION OF FINDINGS.

The study diversified the methods of research to both qualitative and quantitative methods. The depth of the information has been received from interrogating the input of participants strictly. These findings helped us understand the extent to which the public participates in the formulation of the IDP document and to what extent is consultation done before its compiled. The study reflects on responses from a point of knowledge in processes undertaken by practitioners in implementing legislative requirement and also analyses the responses of citizens in how inclusive or exclusive the process was. In our reflections, we will also assess if adherence to the policy as mandated by the relevant documents is reputable.

4.1 The IDP process and its implementation in the selected case study area.

Integrated development plans (IDPs) are municipal strategic plans designed to bring about developmental local government (Binns and Nel, 2002; Fourth, Idp, and Review, 2018; Here, 2016; Juta, and Limited, 2006). To understand and analyse the IDP process and its implementation in the selected case study area, respondents were asked about their experiences, attitudes, and perceptions of the IDP process. Based on the information obtained from several respondents, this presentation depicts the information as received.

The IDP process in Beaufort is an undertaking of the IDP manager in the office of the Municipal Manager but the IDP manager reports to the Director of Cooperate Services. His role in engaging stakeholders, particularly in drawing up the five-year plan and its review processes is limited to organizing ward community meetings and the engagement with the IDP budget steering committee. It is a common supposition in scholastic papers that the IDP compilation and its implementation happens within a structured manner and is understood clearly by all involved, even if minimal engagement is experienced. The studies including the legislative policies assume that the IDP managers,

sector planners and in some cases forum representation have the necessary capacities to engage meaningfully and competently with all stakeholders and draw up a workable document that will address all issues of need.

Consultation aims to ensure community leverage and influence in the content of the five-year plan document through free expression of their communal developmental plans. The results of the analysis prove that community consultation meetings are the only form of consultation done by the IDP office to allow influence from local community members. This method has proven to be ineffective as the outlier number is 89 attendees while the average is 11 (IDP 2012-2017) in its first draft in Ward 4.

There is no other method utilised to engage members of the community although the only one currently used, yields no fruitful results. Therefore, the meetings are held in continuation for all other wards in the same manner only for compliance, for recording purposes, to prove that consultation was done. No other effective method is ever attempted to interrogate strategical priorities, like budget adjustments to develop society is undertaken in any of these meetings.

In retrospect, Section 44 of the Municipal Systems Act compels the executive to report annually on community involvement in the affairs of the municipality. This process is often ignored, and no accountability is acknowledged by officials as they fail in exercising their responsibilities as set out by law.

4.2 The nature and extent of public participation in IDP in Beaufort West.

The Local Municipality must have the capacity to promote community participation through IDP structures (Here, 2016; Juta, and Limited, 2006).The municipality must ensure that all mechanisms to engage meaningfully are in place and they must also establish that all the legislative frameworks are

carefully interpreted and supported to facilitate all participatory processes (Municipal Structures Act. 1998; Binns and Nel, 2002; Fourth, Idp, and Review, 2018;). It is therefore important that the project officials be receptive and acknowledges citizen views. Public participation should be encouraged, and all stakeholders must be motivated to partake.

In an attempt to understand the nature and extent of public participation in IDP in Beaufort West, different types of questions were raised. In this regard, a range of views was expressed by respondents. For example, participants of the interview explained that communities are not initially involved at the beginning of programs or projects, although the Local Municipality is required to take cognizance of the importance of this notion when designing any form of public participation initiative.

Participation in the Beaufort West Municipality is nominal, it rests upon the bureaucratic structures and disregards processes to integrate many relevant stakeholders. The council inclusive of municipal management is solely making decisions in compiling the IDP document. The document is, therefore, a political mandate from the most influential party in the council. It is by their admission that local people are not effective as noted in the analysis of the IDP (2012 -2017) report (i.e. The number of citizens who participated in the consultation meeting in the process to compile the IDP document). Less than 0.002 % (number attended/the number of people in the ward) attended the public meetings. These findings assert the observation that consultation is limited to a small number of participants and therefore forces decision making to be bureaucratic.
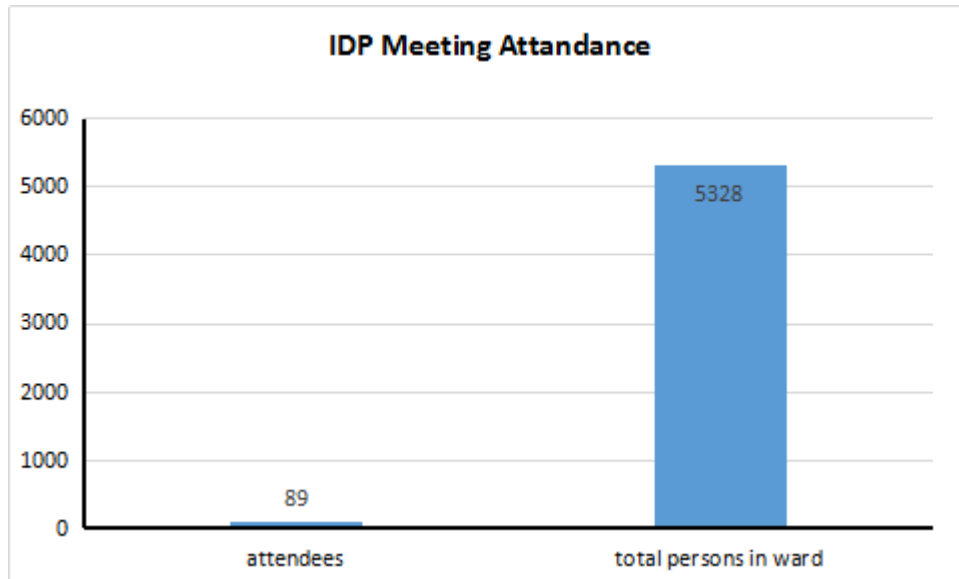
Figure 3: Meeting attendance of Ward 4 Meeting (Source: IDP Document 2017 -2022)

The mere presence of a very small number of people in these public meetings is an indication of the lack of interest, knowledge or a disjuncture in either community mobilisation processes or political will to become active participants in influencing the compilation of the document. These findings helped us understand the extent to which the public participates in the formulation of the IDP document and to what extent is consultation done.

The IDP manager's office has no budget to expand its office and receives its mandate from the Director of Corporate Services, who prescribes how the IDP is shaped. There is no IDP steering Committee in place hence the document goes straight to the council for adoption.

It is in this light that this study even questioned the capacity to engage meaningfully in the process of compiling the document from both officials and public participants. The office bearers admit that the public assumes that these meetings are called to resolve personal complaints. The process, therefore, becomes ineffective as the proceedings are paralysed by vague deliberations

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and end up being a mere facade of good intentions. The community members do not point out critical issues as intended because of their limited understanding of the purpose of these meetings an unclear agenda.

The council meeting comprised of 13 members with political representation endorses a document that most have little or no conception of, as they sit through a reviewing process meeting with almost no discussion to approve a continuation of the plans. The contents of the document are neither disputed nor altered to address the reality on the ground. Adoption is based solely on compliance. There is no detailed plan on how to continue with strategically prioritizing communal needs.

The annual reviews are no exception. They too are politically influenced to advance ward projects of the majority members in the council. This review process, inter ilia with the compilation process, is by no means consultative in Beaufort West. The review process is entirely a bureaucratic process that rests only with the office-bearers. The discernment used in reviewing this document is highly subjective as the members will serve as mandated by their political parties, while the office bearers submit to decisions taken by the council.

The impartiality of council members as they conduct themselves as political parties' electorates but not representatives of the constituencies, who voted them irrespective of membership, pose complications. This disposition subjects councillors to hold a political position as mandated by their parties regardless of factual arguments tabled at the meeting. The discussions will deadlock for refusal to acknowledge reasoning and these stalemates will be subjected to voting. A process that yields no beneficial outcomes to the masses but serves structural mandates of political parties. There is very seldom institutional responsibility of service delivery as mandated by the Municipal Systems Act 32 of 2000 and Chapter 2 of the Constitution of South Africa.

The office of the speaker is allocated a budget to organise public meetings for mobilizing the community and inform them about imperative issues that are aimed at developing them and encourage inclusiveness in local government affairs. The office has thus far had no programs aimed at developing capacity among ordinary citizens and neither supported local NPO's and civil society in the same quest.

The youth is disengaged in the politics of communal change and are more focused on getting jobs to support their livelihoods as they come of age. They lack the will power to engage significantly in debate and influence plans on local government mandate. The institutions authorised to educate, inform and mobilise the community, has collapsed in their quest to affect and ensure youth involvement and bridge the generation gap in influential platforms.

The youth development has little or no programs in place for empowerment and job opportunities and is largely dependent on handouts to sustain themselves. There are no existing structures of development for youth empowerment, bodies that seek to build capacity to ensure meaningful engagement in even assisting with social ills as highlighted by the IDP. There is, therefore, a clear gap of understanding on the role that the youth must play to exercise their right and influence the process effectively.

The structured and more active organisations (civil society and political parties) in society use their platforms and public meetings to propagate their political agenda. They'd rather influence the youth to be of benefit to ill-conceived party power battles and this enactment deprives them of consciously developing to be societal benefactors and revolutionaries of change.

> *As members of the community responded on the questionnaire, most respondents needed to ascertain if it is not a politically aligned questionnaire, with some giving unprovoked responses thinking the researcher is canvassing for an organisation. The majority of those interviewed stated that they are not interested in the dealing of the*

municipality with some respondents saying: "They only know that we exist when its elections" and "if it wasn't for their corrupt behaviour we would be willing to help."

This despondent behaviour is the same sentiment shared by the groups in the interviews. This observation asserts the lack of interest community members have in municipal engagements, not realizing the pivotal role they are supposed to play in ensuring they influence planning. The questions in the questionnaire were hardly answered promptly without extensive deliberations or additions by the respondents, either supporting their response or making a mere remark.

On the question asked if the respondents are aware of any developmental plans that the municipality has in their area. A remarkable number of respondents are not aware of any plans or programs for development. They are hardly consulted even by the constructors in acknowledgement that they will be inconvenienced by the projects. This view is invariable in both the poor and the middle-class respondents but there is a slight recognition of awareness in the poor community. They frequently go and seek for employment and hear through the grapevine of the municipals intended developments but nothing official. They are often told of prospective developments although some are never realised.

4.3 Challenges of public participation in IDP at the local level.

The challenge to public participation in IDP at the local level in its broadest sense is the processes to supplement effective decision making and to ensure sustainable long-term development (Binns and Nel, 2002; Juta, and Limited, 2006). To investigate issues about challenges of public participation in IDP at the local level, informants were asked about their challenges of participation in IDP at the local level, which they were provided with throughout the course.

The language usage in conducting these meetings has been discovered to be a hindrance in achieving intended objectives. Ward 4 is a multilingual community and therefore poses a challenge to the chairman (the IDP manager) who is bilingual at most (Afrikaans and English) and Xhosa the dominating language of the ward (see figure below). Often there are no interpreters to accommodate the different speakers, and officials who could assist are off duty as most meetings can only be held after hours. The officials are likely to recuse themselves from attending to the detriment of the entire process. The break in communication results in some meetings be inconclusive; issues tabled are subjective and can't be discussed explicitly.
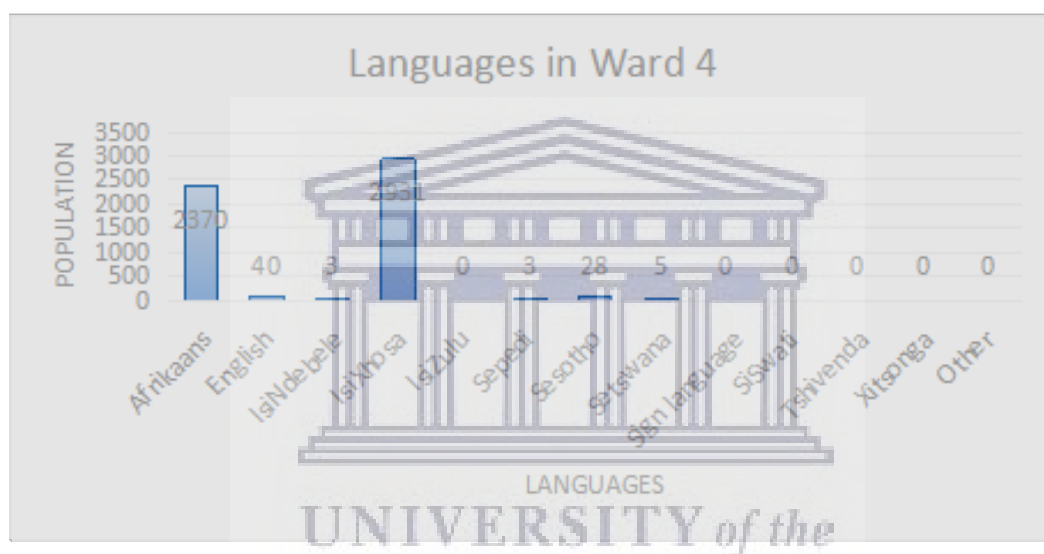
Figure 4: Language representation in Ward 4. (Source: 2011 Geo Boundaries)

Almost all languages are represented except Siswati, with IsiXhosa and Afrikaans largely dominating while others enjoying smaller fractions. There are just over 200 English First Language speaking people.

These limitations have a direct impact on how engagement with all other stakeholders is made, with limited experts within the bureaucratic structures of the local municipality. The unrealistic objectives contained in the document 2017-2022 of job creation of about 16000 jobs annually are a contraindication of lack of understanding in setting realistic (SMART) objectives. If this is interrogated with reality against the population of the town, the direct impact it

can have is immediate, in that it will have no employable persons unemployed within a space of two years. The lack of cognitive influence in the document is indicative of the fallacies in the compilation of the document. That is the consultation process of public meeting and non-existent stakeholder consultation of a government parastatal and business etc.

Political members that are office bearers are carelessly deemed to be against the very precepts of democracy which requires defending the rule of law, adhering to legally sanctioned regulation and upholding equity as well as promoting competent bureaucracies. Not upholding internal bureaucratic rules that seek to promote 'meeting citizen needs and desires', has proven to be prejudicial in Beaufort West. The office bearers cannot entirely deal with the complexities created by this dubious disposition and are often conflicted to enforce the rule of law themselves.

It was imperative to establish whether any hindrances are a fault of municipal officials involved in the process, the general public, or other key stakeholders. These negative influences might seek to sabotage a smooth transition or advance ill-conceived motives of certain powerful individuals, whether political or business-related. These issues will be discussed, and recommendations made to avert a repetition.

4.4 Data Analysis

Data entry and analysis has been done using statistical software SPSS/STATA. The main reason for using this software is its ability to handle large data sets relatively easily and quickly. STATA provides the family of commands for organizing and summarizing data. Analysis of information and presentation of data has been displayed using text, tables, and figures. To arrive at conclusions and recommendations, the level of information gathered, and the research question has been used as guiding principles in our research.

The report is based on the responses of household respondents (100) in Ward 4 in Beaufort West. The ward has a fair representation of both coloured and white population but is predominantly black. The African population constitutes three-fifths of the population in a ward with a total population of 5381 people (IDP 2012-2017).
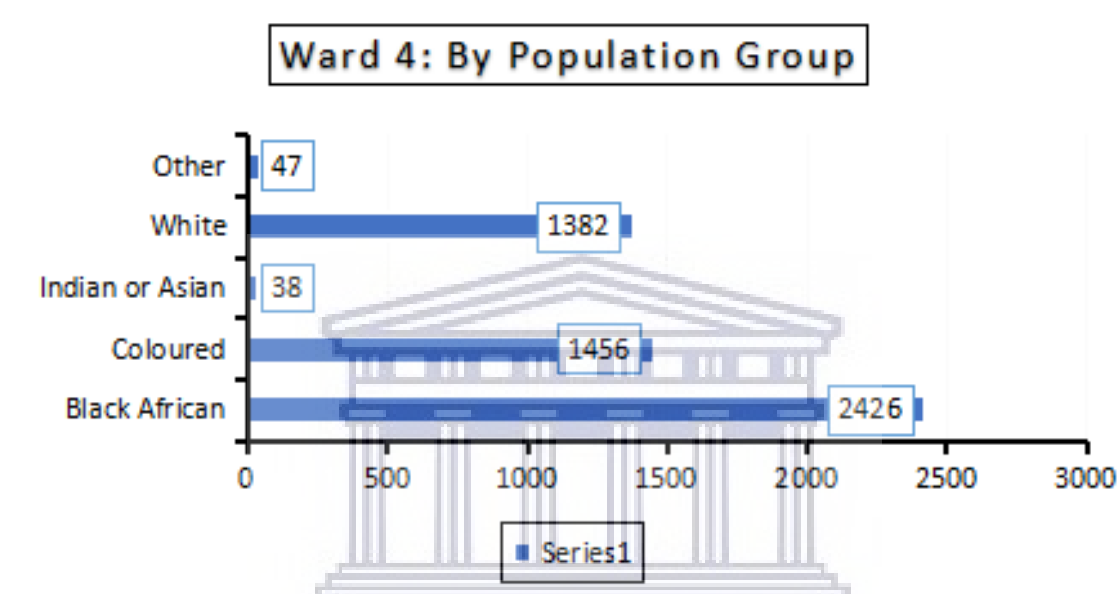
Figure 5: Race population in Ward 4 (Source: Geo Boundaries)

The ratio of unemployment is vastly differential as the ward divides into two areas with different socioeconomic statuses and education levels. The poor social lateral is dominated by blacks and the middle to affluent class is largely white populated with other races sparsely located within. Almost all household have access to sanitation, sewage systems, piped water, and electricity.

The respondents are fairly well educated, with matric, aged 20+ (28%) and 2,2% with higher education. This information gives insight into the cognitive level of the respondents and their understanding of the questionnaire.
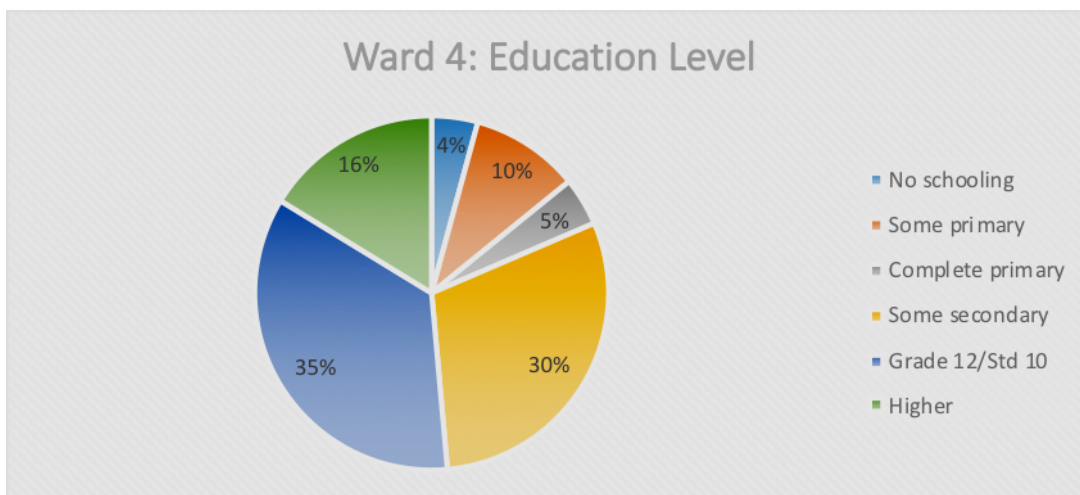
Figure 6: Education level survey of inhabitants of Ward 4 (Source: Geo Boundaries 2011).

The household owners vary considerably in age and have a 9:5 ratio of men to women as heads of households. Only a 1496 (Stats SA, 2016) are household owners in the ward, from a total of 2 938. The others are rentals or rent-free dwellers.
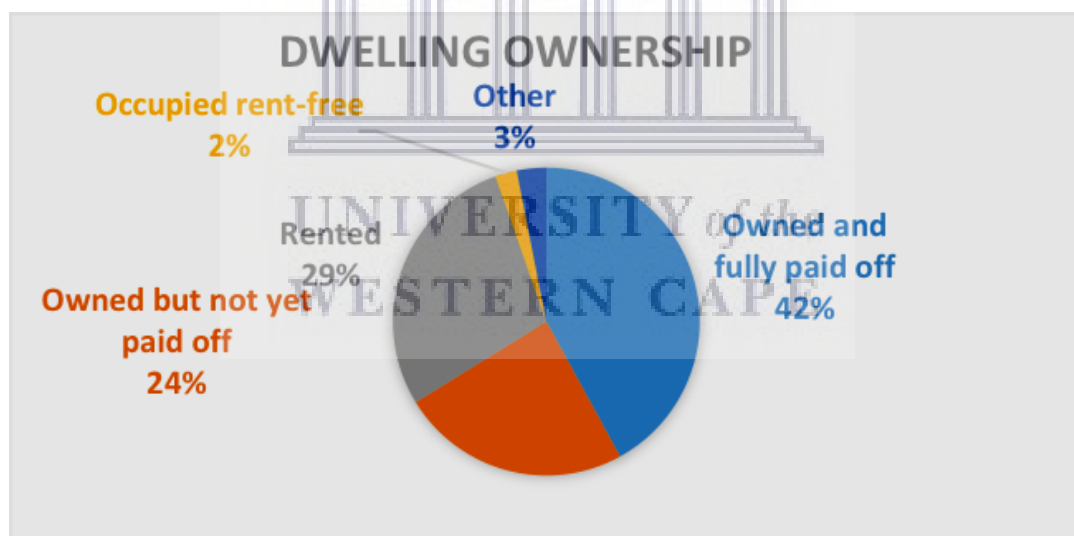
Figure 7: Ownership dwelling Ward 4. Source: Geo Boundaries 2016

The household respondents analysis gives a clear and vivid picture of the discord between resident and the municipal strategies that seek to uplift communities. A whopping 86% of respondents have no clue what the Integrated Development Plan document is. While half (50%) of the overall respondents acknowledge getting notices of ward meetings although not interested in attending.

Almost a third of the respondents are neither active members of civil organisations nor political party members. They are therefore not driven by even loyalty to organisational authorisation to be active in the meetings and other platforms.

The 36% of active members are not constantly active in party structures and would be seen mostly when forced to engage by other members or mandated to serve. Their involvement is, therefore, nominal depending on where their interest lies. Nevertheless, their disengagement is noticeable.

The respondents admit that they are hardly consulted for meetings to request their approval or input in reviewing the IDP. A substantial 80% of them denies receiving notice of such meetings, and a further 6% does not recall that the municipality makes any attempt to make the general public aware of what the IDP was. This denouncement further repudiates awareness of any plans for development in the Beaufort West community (Ward 4). The respondents could not give credit to any developments seen before as their involvement has not been required. They do not think that the municipality officials do consider them in their plans or even see them as active agents in their development.

4.5 Chapter summary

The findings helped us understand the extent to which the public participates in the formulation of the IDP document and to what extent is consultation done. The study as reflected on responses from participants about the processes undertaken by practitioners in implementing legislative requirement also analyses the responses of citizens in how inclusive or exclusive the process was.

The legislative directive on policy documents also sets as a prerequisite that the IDP compilation and its implementation must happen within a structured framework but this carelessly assumes that it is understood clearly by all involved and that the required structure for effective engagement is present.

Consultation aims to ensure leverage and influence of the community and the Local Municipality is not entirely capacitated and does not irrefutably possess the ability to promote community participation through IDP structures. There is one restrictive method utilised to engage members of the community although it has proven ineffective. The document is a political mandate from the most influential political party in the council and the contents of the document never gets challenged or altered to address the reality on the ground. Therefore, the council inclusive of municipal management is solely making key decisions in the IDP document budget and its review. Council members are exclusively political representatives and make decisions based upon their respective mandates. Therefore, the decisions are solely based on compliance and seldom reflect the actual detailed plan on how to continue with strategically prioritizing communal needs as contained in the IDP.

The institutions authorised to educate, inform, and mobilise the community, the structured and more active organisations in society use their platforms and public meetings to propagate and influence for their political agenda. These limitations have a direct impact on how engagement with all other stakeholders is made. Political members are seen to be against the very precepts of democracy which requires defending the rule of law, adhering to legally sanctioned regulations and upholding equity as well as promoting competent bureaucracies that support the development of communities.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Theoretical reflections

The theorizing of participatory approaches is often dichotomised into means/ends classifications (Dinbabo, 2014; Nelson & Wright, 1995). The conceptual underpinnings of participatory approaches are not always consistent with the desired impacts when translated into policy and practise. These theoretical reflections will compare the theory and practice in its usefulness to people-centred development in development and its long-term effect when considering all other aspects of power and politics affecting the outcome. The efficiency, effectiveness and sustainability of development intervention has 'its merits based on the rightness of the approach rather than convincing proof of outcomes' (Cleaver. 1999:597)

The overall guidance of the framework of policy should not merely be depended on public officials and political office bearers to identify societal deficiencies. Public participation demands an inclusive process, that incorporates citizens in identifying the determined goals and objectives and officials gathering thorough information to identify these objectives.

It should be accepted that it is indeed an intellectual understanding of all stakeholders to effectively influence the process as guided by policy and achieve objectives. Direct relation to our study informing social policy is in scientific objectives that imply the cause and effects of the policy's decision as determined to extend the knowledge of the society (Dye, 1987) and advance them the capacity to influence decisions.

Boyte (2008) argues a two-fold shift of citizen involvement. The first as a right-bearing individual whose highest act is voting and demanding accountability from the government. Another is where the citizen deliberates and participates in civil society and acts to ensure effective participation where inclusiveness in decision making is required.

The participatory custom and advocated the practice of debate continues (e.g. Fals-Borda, 1998; Jackson and Pearson, 1998), with many arguing that participation empowers in any form it takes. There is however an important distinction to be made regarding the impact in terms of the process and outcome. Radical empowerment discourse (with its roots in Freirean philosophy) is associated with both individual and class action, through mobilizing submissive structures in a radical approach in institutions and community structures (Mert, 2015). Arguments supporting the outcomes, based on the validity of the process that unfolded, states that they should produce tangible and measurable outputs, as envisioned. This position, irrespective of which argument holds more weight, depends on these factors to effectively measure the quality and impact of participatory governance (Wampler and McNulty, 2011:34):

1) Individual-level capabilities.
2) Civil society.
3) State reform.
4) Democracy.
5) Public policy outcomes.
6) Social well-being.
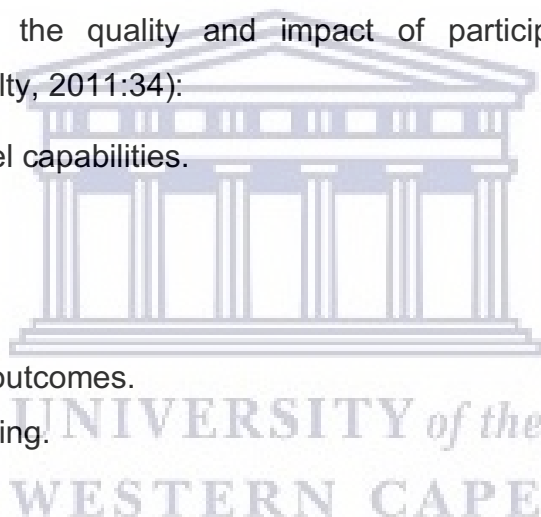
Public participation as a policy to inform the local government administration in the IDP process is imperative and the understanding thereof even greater, as transformation rests upon the identification and the resolution of our identified societal problem. Therefore, are a thorough understanding of the process of the IDP and its assessment and clarity in the responsibility of all stakeholders provide answers to these questions.

- Will policy formulation guide public officials to effectively engage the public in compiling the IDP document?
- Will society benefit fully and can the government afford the policy agenda?

- Will the policy will be cost-effective and implementable to satisfy the needs of a transformed society as proposed?

5.2 Summary of findings

5.2.1 *Participatory structures*

An IDP participatory structure differs depending on the category of a municipality it serves, as determined by the Demarcation board in terms of section 18(3) of Municipal Structures Act, 1998. The size and functionality of a municipality determine the magnitude and the formulation of stakeholders to be involved. The Beaufort West Municipality is a Category B municipality and shares its executive and legislative responsibility with the district. The process of drafting and managing an IDP is an undertaking of an Executive Mayor or an Executive Committee or a committee appointed by the municipal council.

Therefore, the management of drafting and the submission of the IDP is guided by the delegating authority. While the mechanism and processes are established through the Act (ibid). The involvement of available stakeholders (IDP Forums) through political structures (such as sub-councils and ward committees) in a municipality is imperative in identifying needs and expectations of the municipality and ensuring that there is shared views on the intended activities and services of a municipality. This will, in turn, encourage the monitoring and reviewing of performance of the municipality against the planned document.

However, the involvement of participatory structures in our case study is largely depended on the bureaucratic structures of the municipality in drafting and reviewing the IDP. Although minimal consultation with community members is undertaken as eluded to earlier in Chapter 4. The effective and efficient manner of stakeholder consultation is reclusive or nominal and limited to a few stakeholders within the municipality.

5.2.2 *Composition, functions, and responsibilities*

Executive Mayor decides on the process plan and makes firm recommendations to the Council. The council then approves the IDP process plan. The IDP Technical Committee, consisting of Municipal Manager, IDP/PMS Manager, LED Manager, Departmental Heads or Members of the Mayoral Committee responsible for planning to provide terms of reference for the various planning activities and commissions research studies, makes content recommendations after extensive consultation and getting inputs from sub-committees and community members. This process is however confined within the office of the Municipal Manager and the IDP manager and a draft being submitted to the council for approval. It is the Municipal Manager's legislative responsibility to manage the process of developing and revising the IDP. The incumbent needs to oversee the whole IDP process and take responsibility thereof.

IDP forums are a representation of available stakeholders that represent the interests of their constituents and should monitor the performance indicators and targets against the plan. The IDP technical team should, therefore, provide a systematic protocol for the discussion and decision-making over the document. This process is not fully adhered to as limited involvement of stakeholders is experienced due to multiple factors ranging from the lack of capacity to engage from both community member and officials to the interest served on invited spaces of deliberations. The involvement of council members is subdued to voting on approval of both the drafting and reviewing of the IDP document. A balance must be maintained between community participation and the council's right to govern and to exercise its executive and legislative authority, with all the necessary structures fully exercising their responsibilities.

5.2.3 *Local authorities and community stakeholders*

Local authorities are an assortment of civic organisations, ward committees, community development workers, regional and local government departments, traditional leaders, the private sector or business forums, NGOs or CBOs and other interest groups that should form an integral part in the municipal planning of activities. According to the definition of power proposed, a stakeholder is capable of influencing decisions of an organisation when administering control over resources, technical skill and body of knowledge. It is therefore imperative to note how this power is exercised from exclusive rights and access to participation platforms.

Senior governing party officials at the municipality are often empowered to make decisions on behalf of the councillors and community stakeholders and therefore subject most subordinates to impositions of decisions. Public partners such as government departments (i.e. health, police, fire department etc.) have legitimacy for influencing decision-making in the scope of their attributions as public service deliverers but their power and necessity in decision making too, do not seem to be of critical importance and is rather seen as discretionary as they are consulted when the need arises.

Communities and influential stakeholders should become better educated and have the capacity to know how to get their voices heard. They need to understand legislative processes to engage and be proactive rather than reactive. This can deflect delays and build more resilient relationships with the municipality and enable all stakeholders to make sympathetic valuations.

5.2.4 *Communication, reporting and feedback*

Communication and the exchange of information in a municipality is especially important. Every Municipal Council must strive to be reputable in transparent, accountable, and open to criticism and inputs as received. The transparent communication between Council and the structures representational of communal constituencies will also enhance the communities understanding of the role of Local Government and encourage participation within that

municipality. Information shared can vary from newly developed public policies and by-laws, prepared municipal budgets of income and expenditures, municipal services, and general public information. Local Government must also communicate more effectively the value of government and the mutual responsibility to make it work.

This expectation is not an ideological doctrine, in the current case study. Respondents of the municipality have denounced the discord existing between the residents and the municipality. This position, therefore, refutes any well-intended motives of engagement and of creating a mutual relationship between these parties. The disengagement was fairly noticeable in what the community members were devoting their attention on, in issues of jobs rather than of participating in intergovernmental relations. However, the municipality has admitted to using streamlined methods of approach in communicating crucial information to the public and has often neglected to adequately inform them.

The publication for public consumption of two crucial documents must be adhered to as well as the reviews of these publications must be closely monitored and considered. After the adoption of the IDP by the council, the public must be notified within 14 days as is the anticipation on Municipal Budget Draft and final document. The draft budget must be made public for any objections or suggestion before approved by the council. It is not anticipated in such a volatile situation to receive exhaustive integration of these documents by the public and upon the expiry of the period, they will follow the due process without exception.

Chapter 6 on Performance Management, Section 44, 45 and 46 of the Municipal Systems Act compels the executive to report annually on a municipality, in a manner determined by its council to the general public, the key performance indicators and performance targets set by it for purposes of its performance management system as well as the audit and annual

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performance reports. This process is done only in adhering to internal processes as mandated by the province, but no accountability is acknowledged by officials as they fail to inform the public regularly for transparency. The public is not informed and mostly does not possess the knowledge of how to hold the municipality accountable for what the officials are responsible for.

5.2.5 *IDP process and its implementation*

This is a long-term process and it requires extensive consultation and involvement from all municipal stakeholders. This necessity is due to the intensive components the document addresses. It looks at the existing conditions, opportunities and challenges of the underlying issues and attempts to strategically compile an instrument to plan, budget and manage the identified needs and expectations. Discussions between councillors, officials, ward committees; communities and other relevant stakeholders within the municipality should attempt to reflect the realities of the area while addressing challenges. By engaging with communities and key stakeholders input is received from diverse perspectives and a variety of solutions are presented.

This consultation process entails the collection of detailed information on services needed and how to improve the conditions as experienced. A course of action is then devised, timeframes for the plans are set and then lastly monitoring and evaluation of the implementation of the IDP are done. Paramount to the listed reasons, the IDP must ensure effective use of scarce resources as it strengthens democracy in decision-making.

It is highly unlikely to envisage a situation where a select number of key stakeholders are consulted in the compilation of the IDP given its importance. It is, however, a reality in our case study. The directive of policy documents as it is set out in legal documents presumes that the IDP compilation and its implementation happens within an organised system. The directive of legislative policies assumes that the IDP managers and the entire IDP forum

representation have the necessary capabilities to engage meaningfully and competently. This distinctiveness is not understood clearly by all involved. This is refuted as the only form of consultation done by the IDP office is through public meetings. This method has proven to be ineffective because of the turn up at these meetings of attendees.

The ward meetings held, and the widely organised public meetings are hardly attended by a constituency that is empowered to intrusively engage within and for these gatherings. As a result, the meetings held are well intended but end up used for compliance as little input is received due to inadequacy of responses.

5.2.6 *Public Participation*

Public participation policy advocates citizen engagement and restructuring the community to allow for such to effectively happen. This participation intends to lay out a guideline on how policy creates an opportunity for its users to be utilised for effective governance. The emphasis is strongly based on citizen participation to influence in decision making. This enables the IDP consultation process to engage citizenry and the compilation process to be efficient. This process will support the 'legitimacy, transparency and responsiveness' of the process. The community needs to be impressively mobilised and empowered.

The intended outcomes of public participation approach may ideally not be realised as scripted in policy documents, although it may have a far-reaching impact if instituted properly. It is highly anticipated that public participation may enhance the massive involvement of the people and create cooperativeness to the benefit of all in local government planning. It is therefore imperative to create a need for a culture of participation to be established and institutionalised to the extent that it will be viewed as a necessity rather than a requirement. This understanding will enhance the relationship between policy and on-ground management and development.

This research has established that participants are not actively engaged in local government development. If not for compliance, the invited spaces are there to serve party politics rather than mobilizing the community and involve them in changing their environment. The local government does not effectively involve the community members in undertaking influential roles within community structures when compiling the IDP. The ward committees are therefore not impacting the IDP planning and this will have disconnectedness on the emphasis on transparency in government activities, less public accountability, and the notion of respect for human rights will diminish.

5.3 Conclusion

The IDP document and its legislative underpinning are not cogent evidence that its undertakings will yield the intended outcomes. In assessing what may hinder or prosper the pursuit of effective engagement, local government should also ensure that it embeds the development of our civic capability into the learning culture of our institutional policy development. A lack of capacity to engage meaningfully in the process has been a hindrance in achieving the set objectives.

The impact on the quality of participation of a given process is compromised. Brickerhoff and Crosby (2002) further delineates capacity in diversity and stated that the unavailability of information or selective information is given and the means for participation defeats the purpose of consultation. The level of knowledge of office bearers and the community will vary vastly and this incongruous element determines the effectiveness of the consultation process. This lack of understanding that some community members have may jeopardise or undermine their roles in the governance process (Mgwenya, 2002) and often exacerbates the complex nature of policy processes (ibid. 2002: 2).

In an unstable and volatile situation like our current state of Local government governance, it cannot be relied upon policy only, to shape and ensure massive cooperation in issues of effective governance. The integrity of our local institutions has been derelict, and citizens feel despondent, and therefore reluctant to cooperate. Consequently, the process and visions of a more equitable society operate merely for compliance and for showboating (Williams.2008).

The local government structures need to find feasible involvement approaches to engage citizens sensibly, taking into consideration several factors such as logistics and location, time and duration of meetings, and population size. It is critical to ensure that the approach can better manage the interactions of the people who should be engaged.

To have this change impact positively, it will require that local government institutions transform rigorously in building capacity within, have values and appropriate ethical behaviour to develop within our social realities and realm. Participation in the compilation of the IDP document can therefore only be effective if citizenry assumes an informed active role in public meetings and therefore shapes the formulation of the document to the prioritised needs of the community and the municipality at large.

5.4 Recommendations

The municipal office must attempt to do direct consultation survey and spend more time engaging with community members. They can draw up a simple questionnaire that is representational of the demographic of their respondents. All households should be asked the same questions but in the language, they feel most comfortable speaking. The process demands that independent officials to be hired to survey in a highly ethical manner, to ensure that responses are impartial, reliable, and given in confidence without reservations. These individuals need to have been skilled and have experience in doing community research.

The recruited officials can vary these methods of engagement to ensure that in the end, they build understanding and capacities that will enable most citizens to have an interest in developing society through cooperation. This campaign can be a door to door one to ensure that respondents will at their most relaxed mode in the comfort of their surroundings. Furthermore, controlling and diversifying respondents in terms of age, gender, income and educational levels, language and race, for a fair reflection of representation.

Parliament, together with relevant participating stakeholders, needs to review Chapter 5 Sub-Section 23 of the Municipal Systems Act 32 of 2000 on the legislature for the compilation of IDP documentation. The IDP Act in the Municipal Act 32 of 2000 has no directive of meeting consultation and its validity. It is not stipulating the quorum to sit in determining eligibility or legality of any IDP meeting proceedings to continue based on the number of participants. The absence of such a guideline gives way to complacency and lacks proper representation of all views in a particular gathering. Leaving room for the inadequate representation of relevant stakeholders to have any valid input the compilation process requires. IDP officers engage in the process of compliance inefficiently. It should enforce proper consultation on the process and ensure that a thorough analysis is done right through to reviewing the document.

There should be a legislature that forces the attainment of skills and necessary knowledge to serve in public office. This legislature can be established as municipal bylaws as determined by the committees, and this amendment is permitted by the Municipal Structures Act. It needs to be compulsory for officials that directly work with community development, to facilitate a proper public engagement for local community programs as pertinent as the Integrated Development Planning process. It should be a legitimate requirement to develop all elected officials who should be in a public capacity.

They must attend training from identified qualifying institutions to allow for a smooth transition in instituting government programs.

Cadre deployment as the ruling party's policy may not be entirely abolished, but prerequisite must be set to allow for well developed, skilled, and knowledgeable individuals to take office. This obligatory orientation must be legally binding, as suggested, and sanctioned by the Act or a bylaw to all members serving in Ward committees as councillors or any persons serving in recognizable community development official positions. Officers with a direct impact in uplifting the community from an official position should have a certain level of educational qualification and particular aptitudes be required and this requirement must be made compulsory.

Community mobilisation should be an integral part of municipal programs and there should be continuous engagement extensively to ensure massive participation. Public participation allows individuals to be active agents to affect development. It leads to greater consciousness and allows the participants to consider options, make decisions and taking collective accountability. Community members are despairing in the situation and feels dis-empowered to participate and lacks the vigour to engage. It is therefore important that the municipality joins forces with political organisations and other community structures to ensure they promote community involvement.

The inability of political party members as office bearers to asunder political affiliation when instituting government programs is one the causes deterring massive public participation and causing political unrest. Depoliticizing service delivery will allow for massive participation of citizenry and will ensure that a better response will be received from most community members in aid of implementing and effectively facilitating government programs.

A stronger approach with a focus on popular education backed by legislation is needed. An approach that will ensure that no information meant for public knowledge is censored. However, due to a lack of trust in media houses and journalism reports, it is deeply discouraging not to immediately think of them as watchdogs in ensuring ethics are upheld in public office. It will be admirable that media can join forces together with civil society and play an efficient role in ensuring that the public sector highly upholds ethics. There needs to be an open debate and resolve on how to implement practical initiatives aimed at promoting sound ethical principles and conduct by public servants. These reforms need to be enforced institutionally and allow for civil society to help guard its transformation.

An area that needs further research is the establishment of a mechanism that can define how government can make use of existing social networks that exist in communities and how these can be effectively used to strengthen public participation in the IDP process.

Local Municipality must find ways to ensure that IDP Representative Forums as conduits for public participation can be used to ensure that service delivery is realised. They need to discover how these can be used for other local government processes, rather than mere participation in the IDP process, like IDP review. The system mechanism to evaluate the effectiveness of these consultations is to develop contributions to the compilation of the IDP. These mechanisms will help in the annual review of the document as parameters when assessing progress or the lack of the planned strategies and their objectives.

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