



**Rethinking Public Participation in Local Government: A Case Study of
Mossel Bay Municipality**

by

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Thesis submitted in fulfilment of the requirements for the degree

MASTER'S IN PUBLIC ADMINISTRATION

School of Government

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University of the Western Cape

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November 2022

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DECLARATION

I, Ayakha Wilfred Magxotwa, hereby declare that this work contained in this Master's Thesis entitled, *Rethinking public participation in local government: A case study of the Mossel Bay Municipality* is my own work, that it has not been submitted for any degree or examination in any other university and that all the sources have been duly indicated and acknowledged by means of references.



20/03/2023

.....
Mr. Ayakha Wilfred Magxotwa

.....
Date of submission



ACKNOWLEDGEMENTS

I would like to express my gratitude to the following people and institutions that made it possible to successfully complete my master's degree in public administration and governance.

First and most importantly, I would like to thank God for offering me this opportunity and acknowledge that if it were not for His grace, I would have not made it so far in my education.

My parents, Andiswa Gloria Gqebanya and Zanomzi Gqebanya, for providing me with support and continuing to pray with me for the duration of my studies. Also, special gratitude to my grandmother who took an active part to financially support during my years of studies.

My supervisor, Prof Gregory Davids for his suggestions and constructive criticism on the proposal and the dissertation itself. I appreciate his patience, motivation, courage, and continued guidance toward the finalisation of this dissertation.

Dr. Fundiswa Khaile, my co-supervisor for her support, advice, and constructive guidance. My co-supervisor was so patient and guided me carefully through the process. I am also grateful for the financial support. She also played a significant motherly role which motivated me to complete this dissertation.

Dr. Evans Badua has been my mentor throughout my studies. He was present and involved from the start of this journey, I am thankful to God for his presence.

To all the research respondents from the Mossel Bay Municipality for their willingness to respond to the questionnaires and for giving me access to them.

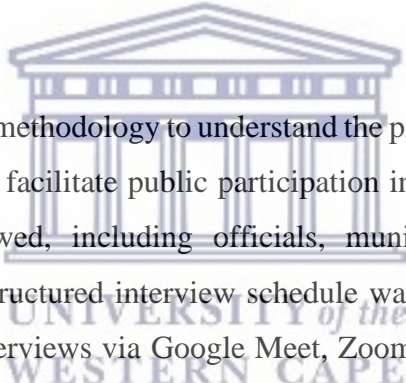
Special thank you to my mentors at Garden Route District Municipality, Mr. Monde Stratu and Mr. Lusanda Menze.

I would also like to extend my gratitude to a young lion, Mr Paulrick Veldkornet, for the assistance that he provided to ensure I submitted a credible dissertation. This young man was working in my unit as an intern. God bless him for his willingness to be of help.

I would lastly express my gratitude to my friends and the mother of my beloved son, who always stood by me.

ABSTRACT

Public participation in local government has been identified as an important factor that can assist government to ensure adequate public service delivery. It offers government an opportunity to prioritise citizens in municipalities based on inputs submitted during public participation events. Community involvement in municipalities promotes an active society because it provides an opportunity for the community and other local stakeholders a chance to partake in community development. The platform that is created through public participation processes, in relation to ward committee engagements and other public participation forums, provides space for the community to shape their localities. In this way both communities and government benefit. Community participation serves as a foundation for development planning in municipal areas. However, there is insufficient knowledge about the processes and mechanisms used by municipalities to facilitate public participation. This study addresses this knowledge gap by undertaking an exploratory case study of the Mossel Bay Municipality. The objective of this study was to examine the role of the IDP in influencing public service delivery in the Mossel Bay municipality.



The study utilised a qualitative methodology to understand the processes and mechanisms used by Mossel Bay Municipality to facilitate public participation in local government. A total of 20 participants were interviewed, including officials, municipal councillors, and ward committee members. A semi-structured interview schedule was used to collect data through face-to-face interviews, and interviews via Google Meet, Zoom and WhatsApp. Through the use of qualitative methodology, the researcher explores the necessity of public participation in local government to provide effective service delivery within municipalities. The study found that public participation is an essential requirement for local government. The study also revealed that there is a need to strengthen public participation strategies through community engagement. Regarding recommendations, it is important to note that public participation is not a natural process. It is an outcome of various processes and strategies that enables meaningful engagement. It is, therefore, recommended that municipalities should strengthen their mechanisms to champion meaningful public participation, initiatives and process.

KEYWORDS

Public participation

Community participation

Local government

Integrated development

Participatory democracy

Municipality

Municipal councillors

Ward committee members

Officials

Mossel Bay Municipality



ABBREVIATIONS AND ACRONYMS

CBO:	Community-based organization
CBP:	Community-based planning
CDW:	Community development workers
CFO:	Chief Financial Officer
DPLG:	Department of Provincial and Local Government
DPSA:	Department of Public Service and Administration
DWAF:	Department of Water Affairs and Forestry
IDP:	Integrated Development Plan
IGR:	Intergovernmental Relations
LED:	Local Economic Development
LM:	Local Municipality
MFMA:	Municipal Finance Management Act
MSA:	Municipal Structures Act
MSA:	Municipal Systems Act
PMS:	Performance Management System
SALGA:	South African Local Government Association
SDBIP:	Service Delivery and Budget Implementation Plan
SDF:	Spatial Development Framework



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CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 Introduction

Prior to 1994, South Africa's political and social landscape was based on racial exclusion and separatist policies. These were aimed at depriving the majority of people of fundamental rights and access to basic services. Public participation in local government was not a practice because the state decided the needs of the people. However, public participation can be viewed as a central tenet of democracy. In order to place emphasis on this pillar, the state created formal platforms upon which to engage with communities. Various pieces of legislation were created to ensure that the public voice informed policy formulation, implementation, and review.

In this regard public participation has been identified as an important component assisting local governments ensure adequate public service delivery. Public participation in local government offers government an opportunity to prioritise citizens in municipalities based on inputs submitted during public participation events. Public participation has a number of advantages that are important for good governance. Muronda (2017:23) states that public participation promotes active citizenship because it offers an opportunity for the community and other local stakeholders to shape community development strategy. Public participation forums such as the ward committees provide a space for the community to shape their locality in a way that will benefit them. Public participation in local government enhances the credibility of policy decisions being made.

Chapter 7, Section 152 of the Constitution of the Republic of South Africa (RSA, 1996) stipulates that the objective of local government is to provide democratic and accountable government for local communities, to ensure the provision of services to communities in a sustainable manner and to encourage the involvement of communities and community organisations in matters of local government. This is an illustration of how the democratic government intends on positioning the needs of the people at the centre of its developmental agenda.

MacKenzie (2012:55–59) states that community members should view community participation as an opportunity to provide input on service delivery plans. It is also an opportunity to hold the state accountable for service delivery promises made. Adequate service delivery in local government can only be achieved through the mutual participation between the state and the public. Davids and Maphunye (2005:60) suggest that the absence of public participation in local government stifles the opportunity for inclusive local development. However, rising protests within local spaces are indicative of a lack of the participatory approach between the state and the public. There is insufficient empirical research about the processes and mechanisms used to strengthen public participation in local government.

Section 72 of the Municipal Structures Act (RSA, 1998a) states that ward committees were introduced to link community members and municipalities. There are many mechanisms and structures that can be introduced by the municipality to enhance public participation. Public participation is seen as a local development initiative because adequate service delivery is determined by the needs of the community Davids and Maphunye (2005:60). However, there is a communication breakdown between the local municipalities and the public resulting in tension within the municipal space.

1.2 Problem Statement

The 1996 Constitution Act, 108 places an obligation on local government ‘to encourage the involvement of communities and community organisations in the matters of local government.’ The Municipal System Act, 33 of 2000, also encourages the involvement of communities in the affairs of the municipality. Mossel Bay municipality is obliged like all other municipalities in South Africa to champion meaningful public participation. However, since 2018, the Mossel Bay municipality has been experiencing a number of violent public protests. The residents were demanding among other things, electricity to be installed in an informal area and for a specific piece of land for more housing. The community members blame the municipality for not involving them in the Integrated Development processes (IDP). The rising protests within the localities can be seen a result of the absence of the participatory approach. In addition, Theron and Burger (1998) suggest that protests occurring within municipalities may be the result of the absence of public participation processes. Thus, the lack of knowledge regarding these processes and mechanisms within the in Mossel Bay municipality necessitates inquiry. Theron (2009) argues that there is a lack of empirical focus on processes and mechanisms used by municipalities to facilitate different aspects of citizen’s engagement. However, there is

insufficient knowledge gap about the processes and mechanisms used by municipalities to facilitate public participation. To address the knowledge gap, the study seeks to explore the mechanisms and processes Mossel Bay Municipality used to enhance public participation. In order to get a deeper insight of the mechanisms used by municipalities to enhance public participation, councillors, officials and ward committee members was interviewed.

1.3 Aim of the Study

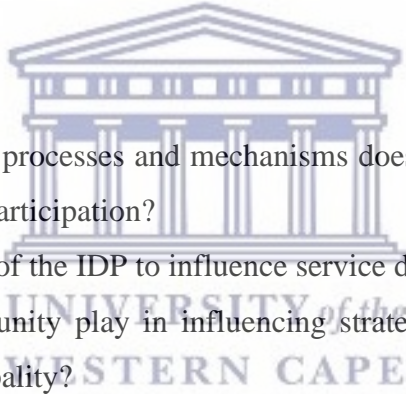
The aim of the study is to understand the processes and mechanisms used to strengthen public participation by the Mossel Bay Municipality.

Research Questions

Primary Research Question

What are the challenges and obstacles to the current public participation processes and mechanisms within local government?

Sub-questions

- 
- a) Which public participation processes and mechanisms does the Mossel Municipality use to ensure effective public participation?
 - b) What is the envisaged role of the IDP to influence service delivery in the municipality?
 - c) What role does the community play in influencing strategies for effective community participation in the municipality?
 - d) What are the potential benefits and challenges to incorporating social media platforms to strengthen effective public participation in the municipality?

Research Objectives

The following research objectives have been set to guide the study

- a) To understand the public participation processes and mechanisms used to strengthen the Mossel Bay Municipality.
- b) To examine the envisaged role of the IDP in influencing service delivery within the municipality.
- c) To explore role of the community in influencing strategies for effective community participation in the municipality.

- d) To assess the potential benefits and challenges of incorporating social media platforms to strengthen effective public participation in the municipality.

1.4 Significance of the Study

Local government is mandated to ensure that the public participates meaningfully in decision-making processes. Therefore, any failure to fulfil these obligations undermines the constitution. This study seeks to offer insights on the processes and mechanisms used to facilitate public participation in effective and efficient manners in local government.

In doing so, the researcher will explore the current mechanisms and systems for citizen's engagement in the municipality. The rationale of this study is to assess how the community monitors the implementation of projects identified through the IDP. The finding of this study could contribute to strengthening policy formation regarding public participation in the Mossel Bay Municipality. Furthermore, the study's findings could help improve the relationship between the public and government.

1.5 Methodology and Research Design

The study is qualitative in nature and uses a case study to focus the research. According to Silverman (2000), qualitative research design is effective when a researcher seeks to obtain a detailed understanding of the views and perceptions of the participants. This method was deemed suitable for this study as it deals with, inter alia, participants' views on the state of public participation strategies in the Mossel Bay Municipality. Brynard (2017) explains that research methodology is a group of methods indicating how data will be collected. Purposive sampling was used in this study. Participants were selected based on their knowledge and understanding of the processes and mechanisms used to facilitate public participation. The participants who were interviewed (through structured and semi-structured interviews) in the study are: the Municipal Manager, the Speaker, the IDP Manager, Public Participation Municipal Officials, 7 Ward Councillors, 7 Ward Committee members from various wards, and Community Development Workers (CDWs). These participants are key drivers of community participation in the municipality. The participants provided an insider's perspective and provided a clear picture of the pros and cons of public participation in the municipality.

The data collection method is critical as it allows the researcher to draw conclusions and make appropriate recommendations. Kumar (2011) explains that there are two major forms of data collection, namely quantitative and qualitative. When dealing with quantitative methodology

the researcher assigns numbers to observations (Brynard, 2014). According to Saunders (2009), qualitative methodology is data based on documentation of participants' experiences or perceptions. This study employs a qualitative methodology. The data was collected from different sources, such as secondary and primary sources. This improved the reliability and objectivity of the findings and recommendations made. The most suitable research strategy was the use of a case study as it provided a distinct focus. The choice of the Mossel Bay Municipality was informed by the fact that it is one of the municipal areas with a diverse set of municipal wards. This made it possible for the research to delve into how public participation is being facilitated, especially during the IDP process.

1.6 Preliminary Literature Review

1.6.1 Community participation in local government – legal and institutional framework

Chapter 7 of the Constitution of the Republic of South Africa (RSA, 1996) states that the objective of local government is to provide democratic and accountable governance for local communities, to ensure the provision of services to communities in a sustainable manner and to encourage the involvement of communities and community organisations in matters of local government. Mackenzie (2012) argues that community members should view community participation as an opportunity to hold the state accountable for service delivery that has not been met. Adequate service delivery in local government can only be achieved through mutual participation between the state and the public. The development of local governments in South Africa in 1994 recognised that citizens exist in local spaces and therefore need adequate representation. The concept of community participation in local government is supported by various legislative frameworks. These frameworks enable government to roll out public participation initiatives that influence service delivery.

Section 72 of the Municipal Structures Act (RSA, 1998a) clearly states that ward committees were introduced to link community members and municipalities. There are many mechanisms and structures that can be introduced by the municipality to enhance public participation. Adequate service delivery by the municipality should be determined by the needs of the community. Hence public participation is seen as local development initiative (Davids and Maphunye, 2005:60). However, within the local space there seems to be a communication gap between the municipalities and the public. This often results in tension within the municipal space. The White Paper on Local Government (RSA, 1998b) maintains that building local

democracy is a central role of local government. This means that municipalities should develop strategies and mechanisms to continuously engage with citizens, businesses, and community groups.

1.6.2 The assessment of the importance of public participation in local government

The absence of community participation in municipalities hinders effective service delivery because municipalities are not attuned to the needs of the community. Madzivhandia and Maloka (2014) highlight that community participation goes deeper than providing community members with the opportunity to express themselves. The authors add that it necessitates full involvement in planning, organising and executing service delivery in the municipal area. Moseti (2010) suggests that community participation provides an opportunity to close the gap between the citizens and the government. In order for the Mossel Bay Municipality to learn about the needs and priorities of its constituents, a process of public participation should be applied. Pycroft (2000) indicates that in recent years the planning concerning service delivery mandates has shifted from a centralised (national) to a more localised (municipal) sphere of government. That is, planning is no longer seen as top-down but rather regarded as an inclusive process where communities are viewed as key stakeholders.

In this sense, community participation is seen as having a major impact on the democratisation of service delivery. This goes beyond just representative government but also locating users and communities as central players in the process. Community participation in this context offers civil society greater control over their own lived circumstances. It also ensures their full involvement in identifying their needs. Therefore, municipalities must play a significant role in promoting democracy and ensuring that communities participate in decisions that affect them directly. The approach of citizen engagement in local government is regarded as an important practise and is as a priority in a democratic society (Bellamy, 2012:23). Tshoose (2015) states that a democratic society refers to people with freedom of choice in determining their political, economic, social, and cultural systems, and their full participation in all local components affecting their livelihood. The formation of public policy in local government is influenced by a democratic society which encourages policies based on community needs. Masango (2002:54) takes it further by stating that in order for public policy to be informed by the needs of the citizens there should be constant consultation between policy makers and the public themselves. According to Matashe (2009:11) the democratic system differs from the old-style the system pre-1994 which limited citizen's engagement at local government level.

This type of approach encourages transparency at a local government level, which strengthens the relationship between the citizens and government. Matashe (2009) further stresses that in a developmental environment public participation plays an important role.

This reflects that citizen engagement on affairs in municipalities influences planning that takes place at a local government. The authors further argue that proper planning in municipalities can only be efficient and effective if citizens express willingness to participate. This willingness to participate influences the effectiveness of service delivery. The practise of public participation should not be seen as simply a matter of the public participating on project innovations but should also be a matter of citizens partaking in project decision-making (Piper and Lieres, 2008). Mduzanani (2016) agrees, explaining that through public participation the will of the public is evident on decisions taken on issues of service delivery.

The researcher asserts that citizen engagement in local government can be regarded as an opportunity for government to share information with the public. This then offers citizens the opportunity to effectively monitor the implementation of decisions taken. Public participation occurring at local government level should influence the process of monitoring and evaluation of this implementation. The progress report of those decisions should be tabled through the citizen engagement platform.

1.7 Ethical Consideration

The researcher sought written consent from all stakeholders involved in the study who include the Municipal Manager of the Municipality, IDP Manager, Public Participation and IGR Officer of the Municipality, Ward Councillors from all wards of the Municipal Council, Ward Committee Members, officials responsible for public participation and ward committees. Further, the researcher respected and preserved the confidentiality and anonymity of the research respondents. The respondent's participation in the study was voluntarily and respondents could withdraw from the study at any time without any negative implications or ramifications. No minors (those younger than 18 years old) formed part of this study. The researcher ensured that any potential harm to the participants was avoided.

The study has been conducted within and guided by the University of the Western Cape policy on ethics of research. It adheres to the Protection of Personal Information Act and respects the autonomy of the participants.

1.8 Organisation of the study

The study is divided into 7 chapters.

Chapter One: Introduction and Background

Chapter One of this study provides an overview and background information of the research topic. Furthermore, this chapter discusses the research objectives, significance of the study, the research methodology and research questions that are critical in addressing the study's objectives.

Chapter Two: Literature Review

This chapter presents a conceptual framework and definitions of public participation. The study provides an overview of the design of local government and explores three categories of local government including participatory democracy, representative democracy, and deliberative democracy. In addition, the chapter discusses the importance of community involvement in the municipal affairs. This chapter also reflects on the current existing mechanisms and processes in municipalities that assist public participation.

Chapter Three: Legislative Overview

This chapter provides a legislative overview of policies and regulations that encourage community involvement in local government. The purpose of this chapter is to outline the legal frameworks that guide public participation in local government.

Chapter Four: Integrated Development Planning in Local Government

The third objective of this study seeks to understand the role of the IDP in influencing service delivery in local government. This chapter presents an overview of community involvement in the development and implementation of the IDP. The objectives of the IDP is an exploration of the five key phases of the IDP. Chapter four further outlines the key components of the IDP as stipulated in the Municipal Systems Act (RSA, 2000a) and provides an overview of the benefits and challenges of the IDP.

Chapter Five: Research Methodology

This chapter outlines the research methodology used during the research, including the research design, the population and sampling strategies, and data collection and analysis methods. The

chapter provides a detailed explanation of the process undertaken to conduct the research for this study. It discusses the various research activities, including research design, population sampling, the data collection process, and the data analysis. In addition, the chapter discusses the limitations of the study experienced during the field investigation.

Chapter Six: Findings and Data Analysis

This chapter presents the findings and discussion on the mechanisms used to enhance public participation in Mossel Bay municipality as expressed by the municipal councillors, officials and ward committee members.

Chapter Seven: Recommendations and Conclusion

The final chapter provides a summary of the all the chapters in the dissertation as well as an overview of the analysis. Finally, recommendations are provided based on the major findings.



CHAPTER TWO

CONCEPTUAL FRAMEWORK: PUBLIC PARTICIPATION IN LOCAL GOVERNMENT

2.1 Introduction

This chapter presents the conceptual framework of the study. This chapter assesses the existing mechanisms and systems in place that encourage community engagement. The literature review on public participation mechanisms leans on Chapter 4 of the Municipal Systems Act (RSA, 2000a) which encourages the establishment of procedures to promote public participation. The chapter critically evaluates community participation in the IDP as the five-year strategic plan of municipalities. Factors that influence public participation in local government are presented including, the Batho-Pele principles, spectrum of public participation, and the ladder of public participation. Lastly this chapter critically assesses the efficacy of community participation in securing service delivery in municipalities.

2.2 Theoretical Framework

2.2.1 *Participatory democracy*

Participatory democracy refers to a system of presidency within which multiple political parties effectively participate, therefore sharing power. This is different from the Westminster Regime where one party holds power. The need for an additional democratic approach which allows voters to be more involved with government necessitated the emergence of participatory democracy. Participatory democracy promotes government accountability. Voters have a clearer understanding of government programmes and policies and the way they ought to be achieved.

2.2.2 *Representative democracy*

Representative democracy refers to the process of constituents electing representatives from the general public who represent the community's interests (Verba, 2000: 238). An example of representative democracy is the election of a member of parliament. Klein, Kiranda and Bafaki (2011:4) argue that representative democracy is based on elected officials making decisions on behalf of citizens. In other words, an elected group of people represent the need of the people

in government. It entails the participation of citizens in the political process, albeit through elected representatives (Besley and Coate, 1997:106). However, it does not imply that a citizen's authority is compromised. In contrast, in a representative democracy, public participation is assured due to the fact parliamentarians are mandated by the general public.

2.2.3 Deliberative democracy

Gutmann and Thompson (2004) assert that deliberative democracy is a procedural version of democracy, i.e., it is a version of democracy concerned with how political selections are made instead of the ethical considerations associated with serving citizens. Gutmann and Thompson (2004:3) go on to say that deliberative democracy is characterised by justification. This indicates that resolutions in negotiations should meet the goal of finding "honest co-operation" that can't be moderately rejected. In addition, Gutmann and Thompson (2004) postulate that relationships are primarily based on the concept of mutual respect. With this perspective, citizens take an active role in the governance of their societies.

2.3 Design of Local Government

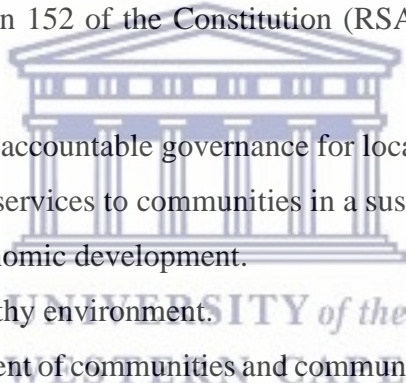
The ratification of the Constitution of the Republic of South Africa (RSA, 1996) was shaped the development of local governments. Under this constitution, local governments are recognised as an autonomous sphere of government and are assigned constitutional responsibilities (RSA, 1996). Matshumaite and Lethaoko (2018:114) argue that the current state of South Africa is characterised by challenges of poverty, high unemployment levels, poor delivery of services, lack of administrative capacity and ineffective implementation of policies. Koma (2010:113) suggests that local government is located within communities with an objective of being able to respond to the needs of public. This sphere of government is regarded as being at the heart of public interests because it emphasises assessing and implementing policies that intend to the address problems faced by communities. Van de Waldt (2006) furthers the discussion by stating that local government is responsible for service delivery in local communities. Madumo and Koma (2019) assert that municipalities play a critical role in improving the lives citizens.

Local municipalities in South Africa play a critical role in terms of strengthening social and economic development. Local municipalities are encouraged to play a prominent role in creating job opportunities for citizens (Matshumaite and Lethaoko, 2018). Mayer (2014) and Triegaardt (2007) caution against the view that local governments are mandated to create jobs.

Rather, they assert, local governments are responsible for creating an enabling environment for economic development. The responsibility is not clearly defined thus municipalities must develop strategies to meet this need. Kahika and Kayeija (2017) argue that the failure of local governments to strengthen Local Economic Development (LED) programmes has negative consequences on service delivery. Local municipalities are responsible for ensuring that through LED they enhance local economies thus addressing the challenges of inequality and unemployment. Oduro-Ofori (2016) asserts that a key mandate of local government in South Africa is to promote social and economic development.

The South African Local Government Association (SALGA, 2015) adds that the local government plays a critical role in reshaping municipal areas and encouraging integrated service delivery which meets the needs of the public. Koma (2012), argues that local government is directed through the constitution to create integrated, economically, and socially resilient communities. The above discussion clearly indicates that local government has a developmental role to play in changing the lived reality of the people.

According to Chapter 7, Section 152 of the Constitution (RSA, 1996), “the objects of local government are:

- 
- a) To provide democratic and accountable governance for local communities.
 - b) To ensure the provision of services to communities in a sustainable manner.
 - c) To promote social and economic development.
 - d) To promote a safe and healthy environment.
 - e) To encourage the involvement of communities and community organisations in the matters of local government.

In order for the above objectives to be achieved it is critical for municipalities to be administratively and financially strong. Madumo and Koma (2019:583) state that “municipalities should prioritise the basic needs of the community by structuring and managing its administration, budgeting and planning processes.” In this context, Madumo (2017) supports the process of the IDP as well as budget adoption which requires a period of 21 days of community participation in order to influence decision-making processes.

2.4 Categories of Municipalities

Section 155 (1) of the constitution (RSA, 1996) describes the three different types of municipalities that exist in local government:

Category A: “Category A municipality is described as a municipality that has an exclusive executive and legislative authority in its jurisdiction”. These municipalities are the metropolitan municipalities that govern the major city regions.

Category B: “A municipality that shares municipal executive and legislative authority in its area with a Category C municipality within whose area it falls.” These municipalities are the local municipalities.

Category C: “A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.” These municipalities are for wider areas outside the cities known as district municipalities.

2.5 Public Participation in Local Government

The preamble of the 1996 Constitution highlights the importance of community participation in local government matters (RSA, 1996). Henrico (2020) states that there is an admission that the government is dependent on the “will of the people”. In other words, citizen involvement in government affairs should be core to the business of local government. Nzimakhe (2008) indicates that public participation is a process that allows citizens to be involved on policy making activities. The Department of Provincial and Local Government (Republic of South Africa, 2007b:15) states that public participation is an “...open, accountable process through which individuals and groups within selected communities can exchange views and influence the decision-making processes.”

In South Africa, the development of policies in local government is dependent on the participation of citizens. Citizen engagement aids the development of policies at the local government level because it enhances understanding of community needs. According to Madumo (2014), public participation is viewed as a model that enhances democracy. In local government it is critical that public participation is used as a tool to ensure effective service delivery. Mukelani (2016) contends that good governance in local government begins with understanding community needs and involving community members on issues that affect them. Brynard (1996:41) goes on to explain that public participation increases the opportunity for those who have been previously excluded to be more involved government affairs. Creighton (2005:7) argues that public participation is just not about providing information to the public. Napier (2008) agrees and presents a view that public participation is process that promotes exchanges of information between citizens and government. This view supports the that of

Nzimakhe (2008) who states that policies are effectively formulated through the participation of community members. Theron and Burger (2015) support this view by adding that community involvement in local government provides an opportunity for citizens to influence government decisions. Bradshaw and Burger (2005) highlight that public participation in local government is not about the process of reaching a general consensus but rather about ensuring that there are a range of views and opinions. However, the opinions and views obtained during the public participation processes should shape decision-making. Weale (1999:84) presents the argument that public participation in South Africa is a fashionable concept and not understood well enough by those responsible for its execution.

Bekker (1996) asserts that public participation enhances the relationship between citizens and decision makers. On the other hand, some argue that the concept is only effective when citizens participate on issues affecting them directly. Kroukamp (2002:52) states that the practice of community involvement in local government is time-consuming and requires a large budget. Davidson (1998:14) further argues that community participation has the potential to slow down planning systems. Pimbert (2003:23) agrees by indicating that public institutions should practise community engagement to a certain degree. Davidson (1998) offers the critique that public participation is a waste of resources. This is a narrow view and ignores the basic principles of good governance and the importance of citizen voices in decision-making processes. This view is outdated and equates to the closed model system in which government makes decision for the people, oftentimes ignoring their needs.

Dauids (2005:50) states that the concept of public participation safeguards two critical components: “Upholding the principles and systems of participatory democracy and ensuring the legitimacy of the state at local level through the public as voters are encouraged to participate in formal political processes, such as elections and referendums.” Phendu (2019) highlights the citizens are also responsible for participating in decision-making and governance affairs. Creighton (2005) indicates that this phenomenon is also characterised by representative democracy. In other words, communities should elect their own leaders to ensure good governance. In addition, Arnstein (2003:243) argues that public participation empowers citizens. Langton (1998) agrees by explaining that the word “public” invites people to make their voices heard. Therefore, it is critical that when carrying out community engagement local governments should ensure that they reach as many people in the municipalities as possible. Kotze (1997:37) provides another view that public participation is an approach in local government that strictly focuses on the development of community members.

Creighton (2005:7) as cited by Maphazi (2012) argues that when dealing with public participation the following factors are important:

- Public participation is the interaction between government and citizens.
- There are structured and legislative processes required when dealing with citizen involvement.
- An understanding that public participation can impact decision-making.

Creighton (2005) conceptualises this as a continuum:

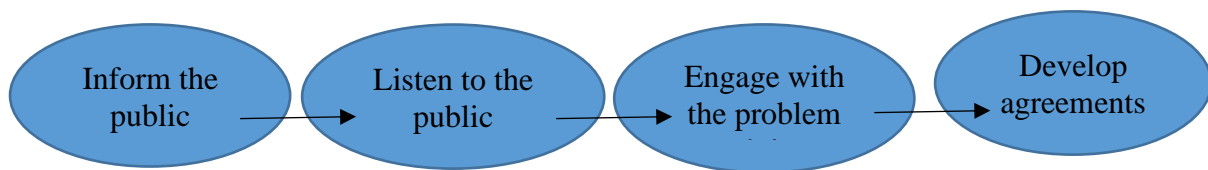


Figure 1: Continuum of participation

Krishnaswamy (2009: 246) elaborate that the continuum of public participation moves from nominal to full participation. The continuum of participation is similar to the ladder of public participation. Both concepts demonstrate an approach to community involvement through various stages. Moreover, this model of participation illustrates that to achieve effective participation, a two-way consultation approach is required.

Inform the public: Informing the public about municipal affairs is critical in order for them to fully participate in municipal issues. This element of the continuum does not imply that government is practicing public participation. Rather it seeks to boost the level of communication between government and the citizens.

Listen to the public: Local governments can ensure adequate service delivery through various mechanisms that are also legislative requirements. In municipalities, the public can share their views during IDP public meetings. This level of engagement offers opportunity for government to respond to community needs as they are raised. Furthermore, listening to the public could be achieved through proper functioning of ward committees as they serve as platforms for citizens to share their inputs on issues that need the attention of council.

Engage with the problem: The third stage encourages that in the space of local government to always be space of engagement that is offered. In addition

2.6 Assessment of the Importance of Public Participation in Local Government

In a democratic society, citizen engagement in local government is an important practise and should be considered a priority (Bellamy, 2012:1–23). Tshoose (2015) explains that a democratic society refers to a society in which people have freedom of choice in determining their political, economic, social, and cultural systems. It also includes their full participation in all areas affecting their livelihood. The formulation of public policy in local government is influenced by a democratic society. Masango (2002:54) takes it further by stating that in order for public policy to be informed by the needs of the citizens, there should be constant consultation between policy makers and the public. According to Matashe (2009:11) the democratic system approach differs from the pre-1994 approach which limited citizen engagement at local government level. This new type of approach encourages transparency in local government thus strengthening the relationship between the citizens and government. Matashe (2009) further stresses that public participation is important in a developmental environment.

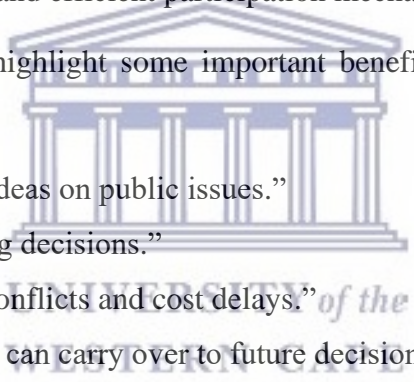
Musbaudeen and Shittu (2015) note that citizen engagement in municipality affairs influences planning. The authors further argue that proper planning in municipalities can only be efficient and effective when citizens are willing to participate. The mobilisation of citizens to participate contributes to effective service delivery. The practise of public participation should not be seen as just a matter of the public participating on project innovations but should also be a matter of citizens partaking on project decision-making (Piper and Lieres, 2008). Mduzanani (2016) agrees, stating that through public participation the will of the public is evident on decisions taken about issues of service delivery. The author further reflects that citizen engagement in local government can be regarded as an opportunity for government to share information, which then enables citizens to partake in monitoring the implementation of important decisions. Public participation in local government should be the major element influencing the process of monitoring and evaluation. The progress of such reports on decisions taken should be tabled through citizen engagement platforms.

Mngoma (2010) reflects that municipalities need to understand that simply providing information is not sufficient in terms of effective public participation. The author clearly argues that citizens should be given the opportunity to participate in the implementation of the projects

as well. Public participation in local government is not just about creating a space for citizens to partake in discussions. It is more meaningful when communities are given the opportunity to provide possible solutions (Hickey and Mohan, 2004). The Draft National Policy Framework for Public Participation (RSA, 2007) makes it clear that framing public participation as an open and accountable process allows citizens the space to express their views on matters affecting the community.

Maloba (2016) indicates that participation in local government builds self-reliance amongst the public. The author further posits that public participation in local government extends an opportunity to the citizens to better their living conditions in their municipal areas. Project initiatives implemented by municipalities should benefit the lives of the community. Maloba (2016) highlights that community participation also assists with promoting good governance. The Back-to-Basics document of 2016, presented by national government, discusses different approaches that local government can use to return to the basis of service delivery. It reflects that for municipalities to be regarded as part of the institutions that uphold good governance, they should develop affordable and efficient participation mechanisms.

Cogan and Sharp (1986:284) highlight some important benefits of citizen participation in planning processes, namely:

- 
- “Gaining information and ideas on public issues.”
 - “Public support for planning decisions.”
 - “Avoidance of protracted conflicts and cost delays.”
 - “Reservoir of goodwill that can carry over to future decisions.”
 - “Establishing of spirit of cooperation and trust between the agency and the public.”

2.7 Challenges of Public Participation in Local Government

It is evident that there are certain factors in local government that hinder effective public participation. Peng (2020) argues that it is important to explore the reasons behind the challenges to implementation of the public participation processes. The Guide of Public Participation in the Public Service (2008) indicates that the obstruction of public participation in all three spheres of government can be separated into internal and external factors. In the space of local government, the success of community engagement is dependent on the level of accessibility of government to the citizens (Naidoo 2003; Atkinson 2002).

Tshoose (2014) explains that many poor citizens in municipal areas don't participate in government processes because existing participatory spaces don't offer them the opportunity to do so. According to Friedman (2006:8-11) the existing public participation forums in local government are disorganised and lack capacity to accommodate the poor. The lack of capacity and poor arrangement of public participation forums limits the level of engagement that municipalities should be having with the public. Onyinye (2011) asserts that public participation in local government is affected by inadequate financial capacity in municipalities. Kakumba and Nsingo (2008) further the conversation by reflecting that the financial state of municipalities does not only affect community participation, but it also hinders the development of the municipal area. Poor community engagement results in a lack of input and thus affect the level and quality of service delivery.

According to Onyinye (2011), it is not always easy for communities to interpret information provided by government. Research conducted by Dukershire and Thurlow (2002:3) indicates that there is limited information available to communities about the projects and programmes to be rolled out in municipal areas. It is thus advisable that the IDP, as the strategic document of municipalities, should be adjusted to aid understanding. Onyinye (2011) furthers the discussion by identifying that lack of representation of rural community is a major challenge in local government. In both national and provincial parliaments, urban areas are more represented than rural areas. Community representation in decision-making processes requires all groups to be equally represented. Dukershire and Thurlow (2002:4) as cited in Onyinye (2011) assert that, "living in a democratic society means we elect representatives to speak on our behalf at the government level." Political factions in municipal spaces can contribute to the obstruction of meaningful participation. Lesia (2011) argues that public participation structures should be separated from political parties. Williams (2007), cited by Lesia (2011), found that the lack of existing community organisations hinders effective public participation.

According to Onyinye (2011), local government officials are the drivers of public participation. However, this role requires the promotion of capacity building to efficiently contribute to sustainable development. Capacity building of municipal officials not only equips them with the skills to successfully conduct public participation processes, but also strengthens their knowledge and understanding. Tapscott (2006) argues that local government lacks the capacity to handle the demands presented by the community at public engagements. Mostert (2003) believes that local government's lack of willingness to listen to public inputs is major challenge. Friedman and Reitzes (1996:237) identify that a lack of political tolerance among

ward committee members plays a critical role in disturbing the efficient implementation of public participation. Fourie (2001: 221-223) indicates that the dearth of experienced officials dealing with public participation also is major contributing factor to the failure of community involvement. As much as there are ward committees elected to enhance community involvement, it is evident that there is a need for more training to be provided.

2.8 Conflicting Factors for Effective Public Participation in Local Government

2.8.1 Resistance to change

Mduzanani (2016) identifies resistance to change as one of the contributing factors that hinders public participation. According to Leach (2000), even though public participation is carried out by government institutions there is still resistance to change on the part of local government. It could be argued that many government institutions practise public participation to simply tick a box rather than for the sake of improving service delivery.

2.8.2 Conflict in public participation

According to Leach (2000:84), the more intense public participation processes are in local government, the faster the implementation of projects. It is believed that communities in most municipal areas are dissatisfied with public participation engagements. This is because reports of positive feedback on project implementation are slim, especially those listed in the IDP. Local governments need to provide citizens with the opportunity to collaborate when making decisions.

2.8.3 Lack of desire to improve

Leach (2000) indicates that part of the public participation practices requires citizens to show a certain level of interest of improving their living conditions. The only way for community members to do so is to ensure that they fully participate in municipal affairs. In addition, Mduzanani (2016) argues that officials operating in public participation units lack the desire to change the lives of the citizens whom they serve. Lack of desire to improve things in local government spaces makes public participation seem like a surface level intervention.

2.8.4 Budget constraints

In municipal offices, public participation requires a large budget. Nyalunga (2006) asserts that funding is a major crisis in local government that limits public participation. District and Local Municipalities (LMs) that respect community participation ensure that their budget is in line with the necessary activities. During the development of IDPs, mostly in LMs, the IDP Representative Forum is required to be advertised in various media to secure participation of all relevant stakeholders. Insufficient budgets could result in a major crisis as not all stakeholders are being reached.

2.8.5 Lack of feedback meetings

The lack of reporting on services delivery implementation is a major challenge for strengthening community involvement. During the IDP, development municipalities – through the ward councillors – approach that communities to gather and identify priority projects. However, feedback is often not provided to the public. Feedback on issues affecting the community plays a critical role in ensuring local governments are transparent and accountable.

2.9 Requirements for effective Public Participation

Theron (2005:111) demonstrates that for effective implementation of community participation it is critical for institutions to develop strategies that will ensure that public participation is carried out effectively. Khawula (2016) furthers the discussion by indicating that participatory strategy is crucial in local government by addressing political debate and any specific consent. In addition, Davids (2005) cited by Khawula (2016) explains how the factors below contribute to effective community participation.

- *Answerability*: Answerability is important if local governments intend applying community involvement in the most effective way. Government must be in a position to be accountable to the citizens and be able to account when necessary. In doing so, the trust between the community and government becomes stronger. Good governance in local government currently is associated with accountability.
- *Effectiveness*: Davids (2005) indicates when citizens actively participate, it is critical for communities to have access to information about policies that inform programmes. During the IDP process, communities are expected to participate. However, it is crucial for

information on how the process will unfold to be presented and shared with them via the relevant structures like the ward committees.

- *Fairness*: Davids (2005) asserts that during the participatory process, fairness becomes a vital element for both the community and government. “It includes taking part in negotiating in good faith with the best effort applied to reach consensus, considering all interests equally” (ibid.).
- *Inclusiveness*: Inclusiveness builds the relationship between the community and government. According to Theron and Davids (2005), during the community involvement process, inclusiveness means allowing all the participation of all interests. This element served as framework during the development of the IDP to ensure all interests of the wards in municipal areas are fairly included.
- *Transparency*: Participation in IDP processes necessitates transparency to ensure all interested stakeholders are given a voice. In practical terms this means that decisions made about prioritised projects and programmes that will be implemented by municipalities during the year of review or amendment must be made public. According to the DWAF (2001:17), “the theory of transparency refers to the truthful, open and reasonable nature of community involvement”.
- *Voluntariness*: Davids (2005) demonstrates that community involvement should be treated as a voluntary exercise. No citizens nor stakeholders should be forced to participate.

Khawula (2016) reflects that the above elements are crucial during the IDP process in municipalities. In addition, the elements identified by Davids and Theron (2005) align with the Batho-Pele principles, which should be used by municipal and government officials as they deliver services to the public.

2.10 Existing Structures, Mechanisms, and Process Used for Public Participation

To encourage public participation in local government there are existing structures, mechanisms, and process used by municipalities. These assist in strengthening community participation within the municipal spaces. The existing mechanisms and process are influenced by the Municipal Systems Act (RSA, 2000a) which requires all three categories of municipalities to develop a culture that seeks to complement formal representative governance. However, Mapazi (2012) raises the argument that slow service delivery could be a result of the fact that the establishment of the structures and processes can be time consuming.

According to Naidoo (1993), the efficacy of public participation mechanisms is reflected in the social context of the community. Municipalities, through public participation officials, should conduct assessments to evaluate which methodology will work best. Marzuki (2015) mentions that the approach of adopting public participation processes and mechanisms is a vital element in relation to ensuring that there is better planning in municipalities and for ensuring that public needs are met.

The establishment of structures and mechanisms has a potential to facilitating community involvement. This offers proper channels of communication for communities to give their inputs. The absence of these existing structures, mechanisms, and process can cause uncertainty as to how the public should express their views and opinions on issues affecting their community. Madzivhandila (2014) adds the view that the existing mechanisms and structures that drive public participation in local government seek to close the gap that existed between the citizens and government institutions. The author further the discussion by highlighting that structures driving public participation play a crucial role in ensuring accountability and that adopted projects are responsive to the needs and challenges of the community. Structures such as the ward committees and the IDP Rep Forums should be mechanisms that strengthen the relationship between the communities and the municipalities.

2.10.1 Imbizo

In the spirit of encouraging public participation in all three spheres of government, the South African government launched the Imbizo Forum in 2000 to drive community involvement. According to the Guide of Public Participation in the Public Service (2008), this method enhances the dialogue and interaction between community and government. The Imbizo Forums in local government offer an opportunity for the community to raise their concerns on service delivery issues. Hartlief (2008) adds that the purpose of the forum is mostly to assist government in shaping the state of development. It does this by ensuring that difficulties experienced during the implementation of service delivery are resolved.

2.10.2 Focus groups

According to Murondo (2017), citizens can express themselves through focus groups. Secheuren (2004:320) explains that focus groups are platforms where information sharing goes back and forth between the interviewer and the members of the community. In most cases in

local government, these groups gather to discuss on issues specifically affecting the youth, gender issues and people with disabilities.

2.10.3 Public meetings

In local government, public meetings serve as one of the mechanisms that municipalities can use to encourage citizen engagement on service delivery issues (Thornhill, 2008:502). Murondo (2017:45) indicates that during public meetings, political leaders can provide feedback to community members on key issues. Municipalities could use the platform of public meetings to share with the community any information that is misunderstood. Phago (2008:242) stresses the importance of municipalities informing members of the public on time about these meetings in order for them to be adequately prepared. It becomes important that during the execution of these meetings all relevant departments operating in these municipal areas are present to answer any questions that might arise. Mphazi (2012) argues that public meetings could be used by municipalities and other government entities to share crucial information with citizens. Public meetings could also be used to strengthen the relationship between the citizens and the government. Meyer and Theron (2000:40) assert that councils could use these public meetings to promote any developmental matters that could benefit members of the public.

2.10.4 Report-back meetings

Mphahlele (2010) identifies reporting meetings a critical way in which local government can strengthen public participation. These reporting meetings are used to inform citizens about decisions on service delivery projects and programmes. In these meetings, councillors are expected to prepare full reports on the activities in their municipal areas. The community members in these meetings should be able to express their satisfaction or dissatisfaction about issues affecting them. Councils of local municipalities are expected to develop a five-year plan (the IDP) that serves as the strategic direction of municipalities. Therefore, it is expected that ward councillors return to the public on an annual basis to provide updates on the implementation of that particular IDP.

2.10.5 Ward committees

Section 72 of the Municipal Structures Act (RSA, 1998a) indicates that ward committees are structures that could be introduced in local government to enhance public participation. Section

72(1) indicates that only Category A and B municipalities may establish ward committees. Putu (2006:2) explains that the establishment of ward committees is not mandatory for municipalities. Legislation points out that if a municipality decides to establish a ward committee, then all wards that exist within the municipality should have a committee. According to Silima and Auriacombe (2013:46) ward committees in local municipalities play an important role in participating in core municipal processes. This includes the IDP, municipal budgeting and municipal performance management processes. The idea of allowing the ward committees to participate in municipal processes offers an opportunity for the municipalities to co-plan and co-budget with their respective residents.

Draai and Tylor (2009:117) put forward four important roles of ward committees:

- The objective of ward committees is to strengthen community involvement.
- They serve as communication channels for the citizens to government.
- They perform community developmental duties on a voluntary basis.
- They should be able to develop reports and prepare developmental recommendations to be taken to council for consideration.

2.10.6 Community development workers

Community Development Workers (CDWs) at local government level, especially in municipal areas, could enhance community involvement as agents of change. Mokoena and Moeti (2017) indicate that the CDW programme in South Africa was introduced in 2003 with a directive of being administrated at provincial level. Chira and Theron (2013) suggest that the CDWs are meant to play a role of bridging the gap between citizens and government. In a statement by the former President Thabo Mbeki in the State of the National Address suggests that the role of CDWs is to ensure direct contact with people in municipal areas. According to the Ministry for Public Service and Administration (2007:8), well-trained CDWs should be enriching the quality of government services for communities by identifying new programmes that will address the needs of the public. The Ministry for Public Service and Administration (2007) further highlights the role of CDWs to pass on community concerns to relevant government structures. In addition, they support and drive information sharing to the public and assist with smooth delivery of services by identifying and removing obstacles.

2.11 Influencing Factors of Public Participation

2.11.1 The Batho Pele principles

According to Nadioo and Rampal (2019), the Batho Pele principles in South Africa were initially introduced in the public sector with the intention of enhancing community participation. These principles serve as the core mandate to ensure that the public receives efficient and effective service delivery. Nadioo and Rampal (2019) continue in saying that these principles were launched in 1997 to transform the public service in all three spheres of government. Baloyi (2008:10) urges public officials to align themselves with the Batho Pele principles to adequately provide service delivery that is responsive to the needs of the public.

These principles in government institutions work hand in hand with constitution in shaping the ethical code of conduct for public officials. Maseko (2008) argues that most employees, from lower levels to top management, resist the implementation the Batho Pele principles. This is because some of them believe that they are against their style and mode of operation. The number of service delivery protests occurring reveals the failure of government to implement the Batho Pele principles (Mbeki, 2014:265). However, Ngidi and Dorasamy (2013) refer to these principles as “sufficiently flexible” in that they allow departments to implement them according to the needs and conditions of the communities.

2.11.2 Consultation

Consultation is one of the major principles that assist governments to provide responsive service delivery. Ngidi (2012) indicates that this principle leads to integrated and sound decision-making in public institutions. Smith and Mofolo (2009:435) explain that at this stage, citizens are given an opportunity to decide on the quality of service they require. Consultation with the community in project assessment, implementation and any decision-making processes affecting the public strengthens the relationship between the government and citizens.

2.11.3 Access to services

Ngidi (2012:39) contends that services accessible to the public should be services that reflect the needs of the community. In this regard in order for local municipalities to be able to deliver services that are a need of the community, it is essential to adopt the IDP.

2.11.4 Courtesy

Public servants in all three spheres of government are required to treat members of the community with politeness and respect. In this way Smith and Mofolo (2009) encourage municipalities to develop and implement codes of conduct that will shape the behaviour of municipal employees. Crouse (2004:581) presents the notion that courtesy is associated with ethical behaviour.

2.11.5 Information sharing

Smith and Mofolo (2009:436) contend that through the process of information sharing with citizens the public institutions should ensure that all South African languages are used to meet the needs of everyone. In the space of local government, it becomes vital for municipalities to practise information sharing by making communities aware of planned projects and programmes to be rolled out by government.

2.11.6 Transparency

Matiti (2014:46) suggests that for the purpose of transformation in public institution, openness and transparency become fundamental principles that should be adopted. This adoption with regard to service delivery strengthens the relationship between citizens and government. This type of principle in government institutions can be implemented by making Annual Performance Plans and Annual Performance Reports available to the public.

2.11.7 Redress

This principle encourages public institutions to design new approaches in handling public complaints (Matiti 2014). Smith and Mofolo (2009: 437) argue that in the case where local municipalities do not satisfy promises, there should be community meetings to explain what caused the problems.

2.12 Theories of Public Participation

2.12.1. Public participation and the building blocks of development

The local government approach provides the opportunity for government to ensure community development, people-centred development, and capacity building (Theron, 2009; Swanepoel

and De Beer, 2011). This means that the core objective of local government is to ensure that it creates a developmental environment for its citizens.

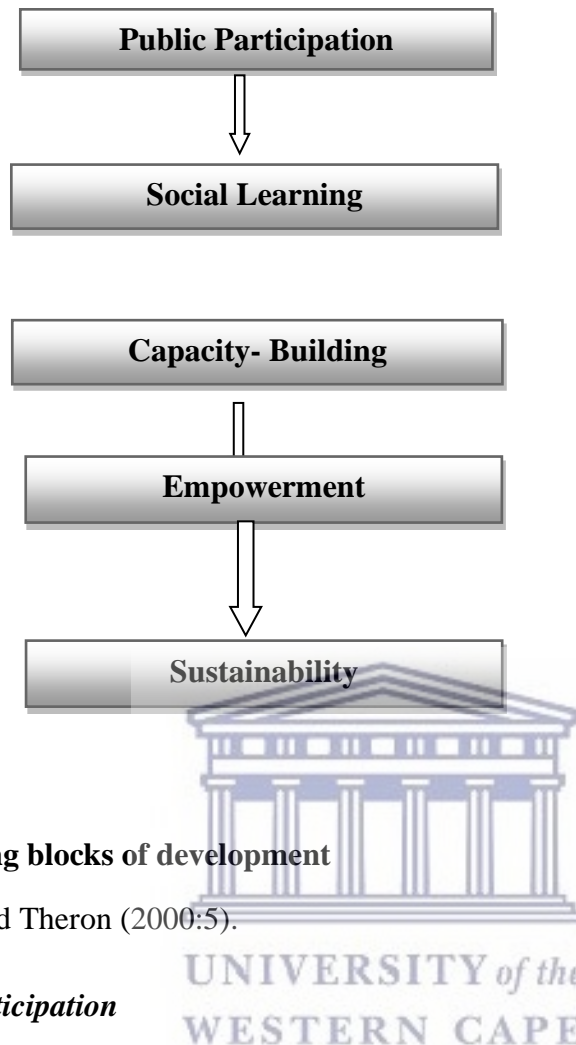


Figure 2: Building blocks of development

Source: Meyer and Theron (2000:5).

2.12.2 Public participation

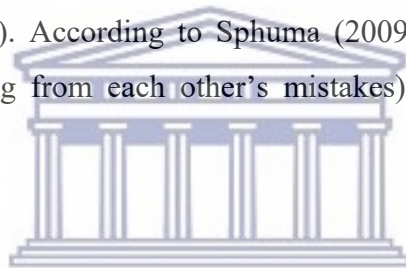
Theron (2009:14) states that “the holistic nature of development has, as one of its first points of departure, to development planning and facilitation the building block of participation”. According to Theron (2009:122), community engagement plays a critical role when it comes to human development. Moreover, Liebenberg and Theron (1997:124-127) assert that when Max-Neef (1991) analysed fundamental human needs, they identified public participation as one of the nine basic human needs that must be satisfied by the development process. In the development of municipal areas, the component of public participation plays a significant role. Meyer and Theron (2000) posit that with the absence of public participation in local government there is a high risk of decreased human development in many municipal areas.

2.12.3 Social learning process

According to Korten (1990:484), the social learning process aims to meet the need for “... a flexible, sustained, experimental, action-based, capacity-building style of assistance...” This approach, according to De Beer (1997:28), allows citizens to influence policy making. In order for the government to be aware of what services to deliver to the public, a bottom-up approach should be adopted. This approach in local government is used to encourage citizens participate in their own development. De Beer (2006:33) argues that change agents that who are delegated to local communities should be prepared to approach the public with no agenda.

2.12.4 Capacity building

The third building block of development is capacity-building. According to De Beer (1997:21), capacity-building “rests on the premise that people can lead their own change processes.” This can be achieved by adopting a learning-process approach which is aimed at increasing the capacity of beneficiaries to eventually take control of their own development (Korten, 1980:502 in De Beer 1997:21). According to Sphuma (2009) “this calls for collaboration (planning together and learning from each other’s mistakes) between the beneficiaries of development and authorities.”



2.12.5 Empowerment

The fourth building block of development is empowerment. According to Watt et al. (2000:120) in Theron (2009: 124), the issues of public participation and empowerment in the planning process for service delivery are essential to sustainable development. This implies that, for sustainable development to take place, the public should have power to drive its own development. According to Swanepoel and De Beer (2011:52), empowerment of people is a process fed by information, knowledge and experience which leads to the public having confidence in their own abilities.

2.13 Spectrum of Public Participation Process

2.13.1 Information

The effectiveness of public participation in local government depends on the level of information provided to communities. The Parliament of South Africa (2019) explains that this stage of public participation is about “information dissemination, informing and educating the

public in order to meaningfully participate in the decision-making process regarding issues affecting their lives.”

2.13.2 Consultation

This stage of the public participation process encourages government to give citizens the chance to influence decision-making. Naidoo and Ramphal (2019) argue that consultation is an important part of the public participation process because it provides an opportunity for government to address any issues that will shape the delivery of services in local municipalities. Theron (2009) suggests that there are public participatory strategies that can be efficient for government to use for consultation of public policy. Examples include: focus groups, public meetings, briefing, surveys, and telephone hotlines.

2.13.3 Involvement


Through the initiation and implementation of service delivery, it becomes vital for government institutions to work closely with the public. The Parliament of South Africa (2019) contends that effective community participation requires two-way communication between the public and government. The intention of this stage at local government level is to expand trust between citizens and government. Stukas and Dunlap (2002) add that community involvement on the operations of government benefits both the citizens and government. Kok and Gelderblom (1994) argue that as much as this level of participation requires citizens to be involved from planning to implementation, the public do not partake in the final stages of decision-making.

2.13.4 Collaboration

This spectrum of public participation encourages the formation of a partnership between government and the public. These include aspects of decision including, the development of alternatives, and the identification of a preferred solution. As much as government becomes the implementer of any projects, the community plays a significant role though providing input. Theron (2009:115) further stresses that it becomes vital for government officials to execute public participation in a manageable way so that citizens have some control over the process and the implementation of public policy. This level of participation is a two-way process of citizens and government meeting each other halfway.

2.13.5 Empowerment

The empowerment level of participation seeks to place the final decision-making in the hands of the community. This level of public participation at a local government level can be aligned with the five IDP processes which assist the municipalities in determining which services should be prioritised. According to Theron (2009) this level of public participation offers an opportunity to the citizens for self-mobilisation and helps to ensure that they have control on the final outcome policy implementation.



	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

Figure 3: IAP2’s Spectrum of Public Participation

Source: IAP2 (2013).



2.14 Ladder of Public Participation

There are eight levels of public participation outlined by Arnstein, which assist citizens to become involved in government planning processes. According to Arnstein (1969), the ladder serves as guidance to determine who has power when it comes to decision-making on planning processes.

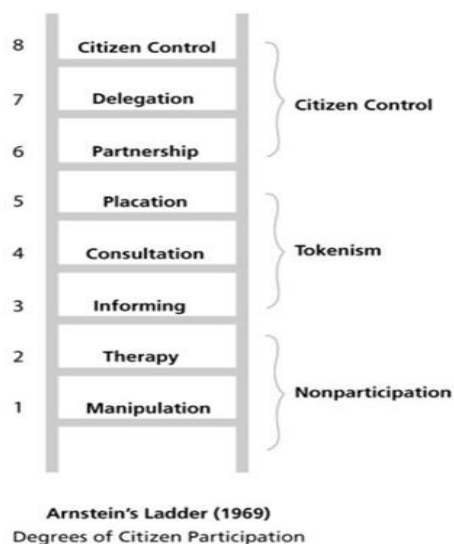


Figure 4: Arnstein's Ladder of Public Participation

2.14.1 Manipulation and therapy

These levels of public participation are both non-participative. The aim of these levels is to ensure that the public is educated on planning processes. According to Arnstein (1969) these rungs of the ladder entail government influencing citizens to ensure that they gain support through propaganda. Brooks and Harris (2008) suggest that the second rung of the ladder simply presents that the public is incapable of partaking in any decision-making. This implied that this rung of public participation is not aligned with the requirements of the consultation phases in policy making.

2.14.2 Informing, consultation, placation

Arnstein (1969) refers to the above three rungs as the tokensim level. Arrmd (2015) contends that when discussing these three levels of the ladder, it is vital to first look at the third rung which is 'informing'. Informing the citizens on issues of the municipal affairs plays a crucial role in ensuring the effectiveness of public participation. According to Arnstein (1969) the informing level of the ladder requires information to flow from government officials to the citizens with "no channel provided for feedback and no power for negotiations." In local municipalities the communication unit plays an important role in ensuring the efficient flow of information. There are a number of participatory strategies that the communication units can

use to transfer information to the citizens. The fourth rung of this ladder, 'consultation', can never happen without providing citizens with necessary information through a process of consultation. Arnstein (1969) suggests that the consultation rung requires information to be provided to in a two-way process through necessary participatory strategies, e.g., meetings, surveys, and hearings. However, Arrmd (2015), argues that contributions by the public in forums are never taken into consideration during policy implementation.

2.14.3 Partnership, delegation, control

The three abovementioned rungs provide citizens with some control over planning and execution of policy. The partnership rung in government promotes the sharing of planning between the citizens and those in power. According to Brooks and Harris (2008), the partnership rung strengthens the relationship between the government and the citizens. The strengthening of working relations between the community and government offers an opportunity for co-ordinated implementation of service delivery. Furthermore, through this rung responsibility of execution or projects and policy implementation are shared. Gershman (2013) contends that the seventh rung on the ladder is introduced to ensure that the community hold public officials accountable with regard to the implementation of projects and programmes. The delegation rung exists to ensure that the citizens hold the majority of seats on committees with delegated power. During the delegation stage, government only takes control on the decision-making processes. However, communities are granted the power to make decisions. Lastly, Arnstein introduces the last stage of the ladder which is citizen control. At this level citizen are granted the opportunity control everything from the policy initiation to policy implementation. The neighbourhood watches in local communities could serve as a clear example of a programme where citizens are in charge from initiation to execution.

2.15 The Role of Social Media on Public Participation: Opportunities and Challenges

The structure of the democratic country depends on driving public participation through social media and networking (Saebo, Rose, and Nyvang, 2009) Alikilic (2008) argues that if the public had no access to social media platforms there would be limited public participation in local government and across the nation. It is argued that the increase of citizens using mobile devices and the level of accessibility of internet strengthens the chances of government reaching out to community members (Choudrie and Zamani, 2016). Nicholson, Nugroho, and Rangaswamy (2016) suggest that community development between citizens and government

is found on social media. Hence these authors consider social media a tool of community development. Lai and Turban (2008) define social media as “online applications that are used to share opinions, experiences, pictures, videos, music, insights, and perceptions.” Social media in local government facilitates two-way communication between government and the citizens (Mosconi, 2018). Bertot et al. (2010) argue that social media has the ability to enhance the relationship between citizens and government, especially by making sure that proper information is gathered to offer efficient delivery of services. Citizens, especially at the level of local government, use social media platforms to express which service they need.

The interaction between citizens and government on social media platforms is open and transparent. It offers an opportunity for members of the public to respond directly to shared information or even escalate the shared information within the larger community (Bonsón et al., 2012). According to Shirky (2011) citizens on social media platforms are given space to express their views and form opinions issues of service delivery. Fashoro (2019:89) furthers the discussion and indicates that, “social media enhances service delivery through the inclusion of citizens in service delivery processes.” The intention of using social media as form of enhancing public participation in local government is to provide members of the public with a sense of inclusion. Fashoro (2018) asserts that corruption in the public sector can be reduced by using social media as a tool to promote community involvement.

2.15.1 Challenges of social media on public participation

The use of social media does pose certain challenges and risks for government. Fashoro (2018) identifies that the major risk with using social media as a tool for community involvement is that the platforms are accessible to everyone and there are “minimal security measures in place”. Bertot et al. and Picazo-Vela et al. (2012) suggest that when government institutions approve social media as a tool to enhance public participation, it is critical to ensure that sensitive information is not revealed. Furthermore, governments, through relevant communication departments, must ensure that the information delivered to the public is accurate. Falco and Kleinhans (2018) state that government institutions lack capacity of officials who are fully responsible for ensuring that the social media platforms are effectively functioning. It is critical for local government institutions to understand that a lack of information on issues of service delivery on social media platforms can influence the behaviour of citizens. Hence Bertot et al (2012) indicate that information accuracy on social media

platforms is dependent on the responsible officials. Zheng (2013) suggests that most institutions might not be able to allocate an official to manage the social media platforms due to the lack of skills. Fashoro (2018) contends that public participation requires a two-way communication between citizens and government. However, the author does suggest that most government institutions refuse to go the extra mile to secure community involvement. According to Hand and Ching (2011), the analysis done on the exchange of information on local government social media platforms reveals a top-down approach. This identified top-down approach implies that government has greater power over citizens.

Pedro and Bolívar (2016) argue that the power of social media platforms lies with the government. This in turn affords government control over how citizens view government institutions. The authors explain that limited access to social media platforms in municipalities hinders opportunities for citizens to participate fully on issues affecting them. Zavattaro and Sementelli, (2014) suggest that a biased approach on how the platforms are managed also affects good governance in terms of transparency and accountability. The public is not guaranteed that information posted on social media platforms is accurate and true.



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2.16 Summary

This chapter provided a literature overview of the role for the development of local government in South Africa. The introduction of developmental local government provides an opportunity for citizen engagement. It is evident that public participation plays a critical role for effective and efficient service delivery in local government. This chapter also assessed influencing factors of public participation such as the Batho Pele principles, the spectrum of public participation, and the ladder of public participation. The chapter further explored existing structures, mechanism and processes that are used to enhance community participation.

CHAPTER THREE

LEGISLATIVE OVERVIEW OF PUBLIC PARTICIPATION IN LOCAL GOVERNMENT

3.1 Introduction

The first section of this chapter identifies and discusses the legislative framework on enhancing public participation in South Africa. The second section positions the role of IDP in enhancing public participation. The third section draws on two theoretical frameworks to understand the mechanisms used to enhance public participation in local government. Public participation in local government is influenced by legislative frameworks and policies which intend to strengthen community involvement in municipal affairs. This chapter discusses a number of pieces of legislation guiding municipalities on how to function optimally. Moreover, according to the Ward Committee Resource Book (2005:12) the policies and legislations that are covered by this chapter provide guidance to citizens participating in local government structures like the IDP Representative Forum and Ward Committees.

3.2 The Constitution of the Republic of South Africa, 1996

The constitution is regarded as the supreme law of the republic. It reflects all spheres of government and also provides guidance on duties of the citizens within governmental spaces. The Public Participation Framework for the South African Legislative Sector (2013) further indicates that the methodology used for public participation in South Africa began to change dramatically with the adoption of the constitution in 1996.

Section 152 (1) outlines the key fundamental objectives of the formation of local government, which are the following:

- To provide democratic and accountable government for local communities.
- To ensure the provision of services to communities in a sustainable manner.
- To promote social and economic development.
- To promote a safe and healthy environment.
- To encourage the involvement of communities and community organisations in the matters of local government.

Section 152 (e), to encourage the involvement of communities and community organisations in the matters of local government. Section 160 (4)(b) No by-law may be passed by a Municipal Council unless the proposed by-law has been published for public comment.

Section 195(1)(e) people's needs must be responded to, and the public must be encouraged to participate in policy making. Section 195(1)(g) Transparency must be fostered by providing the public with timely, accessible and accurate information. The constitution demands that enabling legislation to be promulgated in order to give effect to the Bill of Rights and the values and principles enshrined in it. In addition, this piece of legislation on Chapter 4 also encourages the public involvement at the National Assembly level, which highlights that community involvement is also vital at the stage of the policy development in order to ensure that there is effective implementation of policy at local government level. The Constitution of South Africa in Section 59 (1) indicates that the National Assembly should facilitate the involvement of the citizens in the legislative processes of the Nation Assembly. As similar to Section 118 which indicates that 'a provincial legislature may not exclude the public, including the media, from a sitting of a committee unless it is reasonable and justifiable to do so in an open and democratic society'.

3.3 White Paper on Local Government, 1998

The White Paper on Local Government (WPLG) (RSA, 1998b) is a fundamental piece of legislation that promotes a democratic approach in local government, situating citizens at the centre of local development. The WPLG, together with the constitution, explains that the approach of placing citizens at the centre of local government is influenced by community needs raised during public participation meetings. Phendu (2019), state that the concept of community development is about government creating conditions that are favourable for development.

The WPLG emphasises that there are four critical levels where municipalities should be demonstrating public participation of citizens:

- As voters to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.
- As citizens who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible.

- As consumers and end users, who expect value-for-money, affordable services, and courteous and responsive service.
- As organised partners involved in the mobilisation of resource for development via for-profit business non-governmental organisations (NGOs) and community-based organisations (CBOs).

Integrated Development Planning is a critical concept introduced and promoted by the WPLG. It is further outlined by Nzimakwe and Reddy (2008:667) that the IDP allows municipalities to create space for citizens to participate in issues of policy initiation, formulation and implementation.

3.4 The Municipal Systems Act, No. 32 of 2000

Arising from the need to create a developmental local government, the Municipal Systems Act (RSA, 2000a) was established. Its main purpose is to ensure that the core principles, mechanisms, and process needed for municipal development contribute towards the social and economic upliftment of local communities. Chapter 4, Section 16-22 of the Municipal Systems Act (RSA, 2000a) encourages municipalities to develop a culture of community participation on local issues. Section 16 highlights that communities should contribute to the development of municipalities. According to Siphuma (2009:65), Section 17(2) also provides guidance to municipalities on how to establish appropriate mechanisms, processes, and procedures that enable local communities to participate in municipal affairs. The Municipal Systems Act (RSA, 2000a) clearly outlines how this can be executed. However, it is crucial for municipalities to explore other citizen engagement mechanisms that can assist with strengthening community participation in local government.

Chapter 5, Section 23 (2) of the Municipal Systems Act (RSA, 2000a) points out that “a municipality must undertake developmentally oriented planning.” According to the White Paper on Local Government (1998b) this can only be achieved through the IDP. This piece of legislation urges municipalities to adopt IDP processes. Section 28 (2) instructs municipalities to consult the public before adopting the process of the IDP. The priorities identified through IDP processes reflect the needs of the community raised through public participation engagements. In addition, Section 18 (1) the Municipal Systems Act (RSA, 2000a) emphasises that municipalities should ensure that the appropriate mechanisms are available. Processes and

procedures are communicated to the community for the purposes of strengthening public participation.

To enhance public participation within the municipalities, it should take into account the language preferences of its constituents and special needs of people who may not be able to read and write.

3.5 The Municipal Structures Act, No. 117 of 1998

In the context of community participation, the Municipal Structures Act (RSA, 1998a) exists to enforce internal systems and structures within the municipalities that ensure effective flow of community participation. In local government, there are structures that play critical a role in the link between the citizens and the municipalities. According to Pypers (2016:2) the Municipal Structures Act (RSA, 1998a), highlights that even though the public is encouraged to engage on the matters of the municipality it remains the role of the municipality to enforce the practice of community engagement. Section 72 of the Municipal Structures Act (RSA, 1998a) positions ward committees as one of the structures that could be introduced in local government to enhance public participation. This piece of legislation regards the ward committees as advocates of community members. Furthermore, ward committees play a critical role in strengthening the relationship between the public and the municipality. Section 72(1) stipulates that only Category A and B municipalities may establish ward committees within the municipal areas. However, if a municipality decides to establish a ward committee, they should ensure that all wards within the municipality have ward committees. According to Section 73(2) (b), ward committees should be no larger than 10 people.

Community participation in local government should be viewed as platform that encourages integrated views of all stakeholders existing within that local space of the community. Section 73(i) strictly highlights the need to ensure that women are equitably represented in the ward committees. Established ward committees should ensure that there is diversity within its members and that all groups are fairly represented on the issues that affect them. According to Mhlari (2014:76), ward committees should be viewed as taking an advisory role to make recommendations to the council on affairs in the wards. Keabetswe (2014) adds that through the leadership of the ward councillor, the ward should provide inputs on the IDP, performance management, and the budgeting process.

3.6 The Local Government: Municipal Finance Management Act, No. 56 of 2003

Section 153 of the Constitution of South Africa (RSA, 1996) states that the municipalities should ensure that they structure and manage their administration, budgeting and processes in order to prioritise the basic needs of the community and promote the social and economic development. Keabetswe (2014) outlines the Municipal Finance Management Act (MFMA) (2003) as the main piece of legislation instructing municipalities to find ways of ensuring that the citizens understand municipal finances. Section 21(1) of this legislation reflects the budget preparation processes of municipalities which stipulate that the mayor should co-ordinate the preparation of the annual budget and the review of the municipalities' IDP. This section further adds when municipalities prepare the annual budgets, the IDP should be one of the key components that is considered. Section 22 outlines the publication of the annual budgets. Chapter 4 of the MSA highlights that the annual budget should be made available with an invitation to the local community for the submission of representation.

In the spirit of strengthening accountability through public participation in local municipalities, Section 22 of the MFMA instructs that immediately after the annual budget has been tabled to the municipal council, it should be made public to the community in order for the public to submit inputs. Further, Section 23 of this legislation states that municipal councils should consider the comments of the public and other stakeholders who made comments. The municipal council is also obligated by Section 22(2) to provide the mayor with the opportunity to respond to the submissions and, if necessary, to revise the annual budget and yet again table it to the municipal council.

3.7 The Promotion of Access to Information Act, No. 2 of 2000

Public access of information to the public in encouraging community engagement. The Promotion of Access to Information Act (RSA, 2000b) provides constitutional rights to the public to have access to any information that is held by the state. Keabewtese (2014) indicates that in the context of local government, this legislation allows the community to have full access to any information held by the municipalities. This piece of legislation also assists the public to be aware of issues in the community and strengthens accountability and transparency of the municipalities. However, Berliner (2017) states that in order for the public to access information held by the municipalities, it must be done through proper channels and the appropriate procedures must be followed.

3.8 Municipal Planning and Performance Management Regulations, 2001

Legislation in municipalities provides guidance in terms of the municipal IDPs initiating projects and programmes that will be implemented by other organs of state. The Municipal Planning and Performance Management Regulations obligate municipalities to use the IDP as a core component the three-year financial plan of the municipality. This legislation further instructs local government to determine a financial strategy covering the following key elements:

- Sound financial management strategies
- Revenue generation
- Capital and operational financing strategies
- Asset management strategy as well as strategies that can enhance cost effectiveness within the municipality

3.9 Intergovernmental Relations Framework Act, No. 13 of 2005

This legislation was established in 2005 and its purpose is to facilitate co-ordination between the three spheres of government for effective policy implementation. The Intergovernmental Relations Framework Act (IGRFA) provides guidance for collaboration and communication between local and national government. Section 24 of this regulation provides for municipal intergovernmental forums that contribute to the development of the municipality and also assist with the implementation of the IDP. The forums assist municipalities with information sharing, mutual support, and coordination of functions and communication.

3.10 National Policy Framework on Public Participation, 2007

The Department of Provincial and Local Government (DPLG) introduced the Draft National Policy Framework for Public Participation (RSA, 2007) which serves as a guideline for the three spheres of government on the facilitation of public participation. The intention of the policy framework is to equip officials with innovative and structured tools to be used for co-ordination of community involvement. Furthermore, the policy framework demonstrates the importance of democratic participation in governmental affairs. In addition, the framework provides guidance for the development of the IDP and ensures that in the IDP processes are presented via organised structures and mechanisms.

The Draft National Policy Framework for Public Participation (RSA, 2007:22) identifies the following key principles for effective community involvement:

- *Inclusivity*: As reflected by Theron and Davids (2005), the policy emphasises that all the views of the public should be considered during the IDP process. This should be done through an integrated approach.
- *Diversity*: The framework guidelines emphasises that the drivers of public participation should consider the differences of their audience, for example: age, race, sexual orientation, ethnicity, and religion etc. Noting these differences could assist in collecting diverse resolutions and ways forward for implementation.
- *Building public participation*: According to the Draft National Policy Framework for Public Participation (RSA, 2007), for public participation officials to roll out effective community involvement processes, public participation is necessary for capacity building. Municipalities should co-ordinate initiatives that will encourage public participation, especially during the IDP processes, to ensure that what is implemented by government reflects what was collected through community engagement.

3.11 Mossel Bay Ward Committee Policy, 2020

The Mossel Bay Municipality has a ward committee policy that was adopted by council. Its purpose is to provide simplified guidelines to the Ward Committee Members, Ward Councillors and the municipality on the establishment and functionality of Ward Committees. In the policy there are functions and powers assigned to the Ward Committee that seeks to enhance community involvement in the municipal affairs.

Section 4(ii) of the policy states the following:

To create formal, unbiased communication channels and co-operative partnership between the community and the council, which may be achieved as follows:

- Advise and make recommendations to the Ward Councillor on matters affecting the ward.
- Assist the Ward Councillor in identifying challenges and needs of residents.
- Disseminate information in the ward concerning municipal affairs such as the budget, integrated development planning, performance management system (PMS), service delivery options and municipal properties.

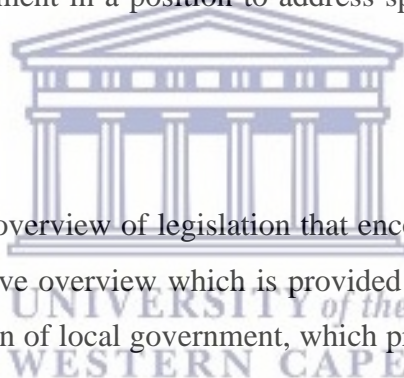
- Receive queries and complaints from residents concerning municipal service delivery, communicate it via the Ward Councillor to the Executive Management and provide feedback to the community.
- Ensure constructive and harmonious interaction between the municipality and community through the use and co-ordination of ward residents' meetings and other community development forums.
- Interact with other forums and organisations on matters affecting the ward.

3.12 Spatial Planning Land Use Management Act, No. 16 of 2013

According to Section 26 of the Municipal Systems Act (2000a), the Spatial Development Framework (SDF) is a core component of the IDP. It is clear, according to the Spatial Planning Land Use Management Act (SPLUMA), that the SDF of the municipality must include the land use management guidelines. This piece of legislation in local government can only be implemented if proper consultation with the public is carried out during the development of the SDF. This places place government in a position to address spatial imbalances in municipal areas.

3.13 Summary

This chapter provided a broad overview of legislation that encourages public participation in local government. The legislative overview which is provided in this chapter firstly outlines the background on the formation of local government, which promotes a bottom-up approach in terms of decision-making. The chapter demonstrated that legislation and policies inform the functioning of ward committees as part of the mechanisms to drive public participation in local government.



CHAPTER FOUR

INTEGRATED DEVELOPMENT PLANNING IN LOCAL GOVERNMENT

4.1 Introduction

This chapter provides a literature overview of the IDP in a South African context. In local government, service delivery is measured through the needs that arise from the IDP. It also covers the role players who are critical in local government in the planning space. Further, this chapter reflects on role players that contributes to the IDP from provincial and national government level. The relationship between the IDP and the Service Delivery and Budget Implementation Plans (SDBIP) is also discussed in depth. Finally, this chapter discusses the processes of reviewing and amending the IDP. According to Fou (2013), the IDP serves as an immediate response to the needs of the citizens. The IDP in municipalities is defined as an approach that enables all relevant stakeholders within the community to come together and plan for the development of the community. This means that it is an approach offering an opportunity for communities to participate in decisions around effective service delivery. The White Paper on Local Government (RSA, 1998b) highlights that participation in the IDP is a relationship between government and the community which requires both parties to be involved in decision-making.



4.2 Integrated Development Planning in South Africa

The introduction of the IDP is a result of an amendment of the Local Government Transition Act (RSA, 1993) which instructed district councils to develop and implement IDPs at a local government level (Craythorne, 2006:145). Venter and Landsberg (2011:146) explain the IDP as a five-year strategic plan for the municipalities.

Madvihandila and Asha (2012), assert that the processes of co-planning, co-budgeting and co-implementation on decision-making assists the municipalities in responding to the needs to the public. Madlalose (2016), suggests that the IDP in local government can be seen as a “bible” which provides direction on actions and resolutions of municipalities over the period of five years. The Municipal Systems Act (RSA, 2000a) directs municipalities to review the IDP on an annually basis. Such a review offers an opportunity for council to revisit the community’s needs and priorities. DPLG (2000:12), presents an historical context of municipal planning during the 1930s.

For decades, planning in South Africa was seen as top-down approach where government planned for the citizens without their input. The IDP is a bottom-up approach involving communities at the grassroots level.

The IDP in local government also serves as a tool for promoting co-ordination between sector departments and municipalities in the implementation of service delivery. Reddy et al. (2003:72-73) further indicate that the IDP's key municipal activities should be encompassed in a single document which promotes intergovernmental co-ordination. Reddy et al. (2003) contend that the IDPs in municipalities should inform the municipal budgets in order for the objectives and targets of the municipality to be achieved. McKenzie and Mostafa (2017:1), raises a concern that in local municipalities, the IDP has now become wish list and is mostly carried out for the purposes of compliance. The IDP serves as an important tool to manage, plan and implement projects that meet citizen needs (McKenzie and Mostafa, 2017). Venter and Landsberg (2011) indicate that there are different types of integration within the space of government. The authors assert that there is need for integrated planning between the three spheres of government, which includes national, provincial and local government.

At this level of integration, it is critical for collaboration in terms of sector plans and projects that are identified at municipal level. The second type of integration identified by Venter and Landsberg (2011) is integration of planning that occurs between municipalities. The main function of the district municipality is to ensure that it plays a co-ordinating role between itself and the local municipalities. As much as B municipalities also have their own mandatory functions it is important to maintain functional working relationships between the municipalities for better planning. The last stage of integration is about ensuring that the municipality is able to work together with existing units to ensure that there is integration of activities. In support of the presented view, there are critical units that should work in collaboratively, including: the IDP, Public Participation, Communications and lastly the Inter-Governmental Relations Unit.

Du Toit (1998:173) indicates that the IDP in local government intends to close the gap between themselves and the public. DPLG (2000) adds that the gap can be bridged through the IDP by identifying the issues of the municipal areas and being proactive in responding to the identified problems. IDPs are flagship development tools in municipalities (Cameron, 2005:336). According to Pape (2002) the IDP process deserves well represented community participation.

4.3 Objectives of the IDP

According to DPLG (2018), there are clearly defined IDP objectives. These require careful attention from officials dealing with the IDP in local municipalities. The DPLG (2018) explains that the objectives of an IDP are:

- To encourage inter-governmental relations engagement in the municipal area: The purpose is to ensure that there is collaboration in relation to planning and implementation of service delivery.
- To standardise public participation.
- To enhance community engagement forums: Community engagement forums are an effective method to understand service delivery challenges in the municipal areas.
- To ensure that transformation within local government can take place.
- To provide the opportunity for government to be responsive to the needs of the community.
- To bridge the gap between planning and budgeting.

The White Paper of Local Government (RSA, 1998b) stipulates that in collaboration with the abovementioned objectives, the primary objective of the formulation and execution of the IDP is to encourage municipalities to stick to their respective functions and uphold the constitutional mandate of developing integrated systems. Furthermore, Section 35 (1) of the Municipal Systems Act (RSA, 2000a) clarifies that the objective of the IDP is to influence the decision-making in municipalities.

In terms of shaping decision-making, the existence of the IDP in municipalities makes of the SWOT analyses possible. The eventual aim of the IDP is to improve the lives of citizens across municipal areas. Madonsela (2010) explains that the intention of the IDP is to assist municipalities operate in a developmental manner. Additionally, Williams (2006) states that the design of the IDP in local government is to strengthen the implementation and monitoring of service delivery projects. In other words, the IDP is used as a tool to enhance accountability and transparency when it comes to the responsiveness of government to challenges of service delivery.

4.4 Integrated Development Planning Influences Effective Service Delivery

Local government in South Africa is constitutionally assigned responsibilities to deliver basic services to municipalities, including: refuse removal, water, sanitation and electricity

distribution. The IDP of any municipality is a strategic process that influences effective service delivery within municipalities.

The White Paper on Local Government (RSA, 1998b) highlights that participation in the IDP between government and the community requires both parties to be involved in decision-making that will eventually influence successful delivery. Asha and Makalela (2020:1), highlights that “the IDP is one of the tools that assist local authorities in executing their developmental mandate.” The challenge of using the IDP as a tool to execute such a developmental mandate is ineffective service delivery implementation. Reddy and Dlamini (2004) state that local municipalities are legally required to provide communities with services that have been fully informed and determined through a consultative process. Reddy (2018) agrees by indicating that the main purpose of the adoption of an IDP is to ensure that the delivery of municipal basic services is effectively delivered. Dikotla, Mahlatji and Makgahlela; (2014) raise the concern that across South Africa there is still a challenge of implementing adequate service delivery in municipalities. Local municipalities continue to face service delivery challenges even though council adopts the IDP as a tool to respond to the needs of the communities (Makalela 2016). Asha and Makalela (2020) believe that IDPs are not credible, inefficient, and ineffective.

Valeta and Walton (2008) indicate the ability of municipalities to effectively execute their plans is informed by proper budgeting. The projects listed in IDPs is not possible if there is improper allocation of funds. Valeta and Walton (2008) introduce the Service Delivery Implementation Plan (SDBIP) as a tool that is used in local municipalities to plan and budget for service delivery activities. The development of the IDP in municipalities should be able to attract all relevant stakeholders that can contribute effectively to the development of the area (Mukwehvo and Mtapuri 2014). Mathebula (2018:465) contends that there is clearly an important relationship between the IDP and service delivery. The IDP in municipalities enhances service delivery and ensures service delivered to the citizens are done so in a co-ordinated manner. Mathebula (2018) believes that once the strategic objectives of the IDP are met, then services will be delivered to the citizens. Morudu and Halsall (2017) indicate that citizen protests in local government spaces can only be partially eliminated by the efficient implementation of IDP deliverables.

The financial status of municipalities plays a critical role towards the implementation of the IDP strategic objectives. Mathebula (2018) states that municipalities with financial constraints are the ones that face challenges with the implementation of service delivery. Hence every project listed in the IDP should be aligned to a specific budget which will allow for execution of service delivery. According to Mathebula, Nkuna and Sebola (2016:72) “The municipal IDP serves as a tool that enhances service delivery must adapt to changing environments”.

Govender and Reddy (2011) indicate that there are many methods for community participation in the IDP processes which influence the efficient and effective service delivery for the citizens. There are two important platforms which allow community participation in the IDP, namely the IDP representative forums and ward committees. Madzivhandia and Maloka (2014) explain that the IDP representative forums exist to ensure representative participation in the IDP. It is a forum which offers an opportunity for different stakeholders within the community to provide their inputs with regard to the direction of service delivery within the five-year period. The ward committees in local government have a major role to ensure that there is citizen participation in the IDP of the municipality.

4.5 Integrated Development Planning Process

The section below gives a brief overview of the IDP processes, showing how community participation influences service delivery.

4.5.1 Phase 1 – Analysis

According to the IDP guide pack III (2004:48), in this phase, existing problems and challenges faced by the community are assessed. There are certain components that are critical for municipalities to assess when executing this particular phase. It is important for citizens of the community to be fully involved in this phase so that government can make informed decisions. According to the IDP Guide Pack III (2000), institutional analysis is a vital component that helps in determining strengths and weaknesses which inform council’s strategic objectives. In this stage as stipulated in the IDP Guide Pack III (2000:53-54) the economic positioning of the municipalities should be looked so council can determine what the contribution of the municipality will be in the economic sector. During the analysis phase, community engagement is crucial for the municipalities to execute accurate planning. Maak (2016) stipulates that for the municipality to be aware of where project implementation will be, it is crucial at these phases for spatial analysis to be conducted.

The spatial analysis will assist municipalities in developing spatial development frameworks which inform where in the municipal areas' development should take place. Annually, municipalities can conduct a situational analysis of their respective municipal areas through hosting community and ward meetings. These are initiated by the ward councillors. The purpose of hosting this meeting is to ensure that community members are well represented during this phase. According to (Majoe 2013), the IDP representative forum is one of the other crucial meetings that municipalities should initiate in the development of the IDPs. Furthermore, municipalities can also do sample surveys for collecting of necessary information to understand community needs. Ntlabezo (2013:32) contends that it is important for municipalities to correctly assess and prioritise issues because there are limited resources available to address all problems.

4.5.2 Phase 2 – Strategies

Once the municipality understands the problems affecting the citizens, it must then formulate solutions to address them. According to the IDP Guide Pack III (2000:60), this stage is assessing the current situation and finds opportunities to develop a vision and mission that will assist in responding to issues raised on the previous phase. During this phase it crucial for municipalities to understand the purpose of this, namely, to solve the issues identified during the analysis phase.

The IDP Guide Pack (2001:15-16) identifies the following components:

- The municipality should be able to set up a vision that will guide the municipality in the long term to address with any issues.
- It is critical for municipalities to develop medium strategic objectives that will serve as guidance in ensuring that service delivery is executed in an efficient and effective manner.
- In order for the municipality to achieve the above set objectives, it becomes important to develop a strategy. The development of such a strategy will provide direction in terms of the most effective way to achieve the identified objectives.
- According to the IDP Guide Pack (202016), “once the municipality has identified the best methods to achieving its development objectives it leads to the identification of specific projects.”

4.5.3 Phase 3 – Projects

This phase identifies programmes and projects that the municipality intends to undertake in the five-year period of the existing council. The identification of the projects and programmes should not be done in isolation without the community members. IDP Guide Pack III (2000:69) instructs municipalities during this phase to develop performance management systems within the organisation. Maak (2016) suggest that the development of the performance management systems in municipalities assists with tracking and monitoring the performance of municipalities. The identified performance targets should be measured in line with the priority projects identified by the municipality. Ntlabezo (2013) states that during this phase there are critical questions that municipalities should be asking before initiating the project:

- Who is going to benefit from the project?
- How much is it going to cost?
- How is this project going to be funded?
- How long would it take to complete?
- Who is going to manage the project?
- What risks are associated to the project?
- What is the reporting methodology for the project?
- How are community members going to track the implementation of these projects?

4.5.4 Phase 4 – Integration

Alignment of plans and programmes in local government is one of the most crucial aspects when it comes to planning and execution of service delivery. In this phase, municipalities need to ensure that projects are implemented well and are accurately aligned with the strategic objectives. The integration phase does not only involve the municipality and the citizens but also ensures that the existing plans of all three spheres of government is addressed and aligned accordingly. Brown and Sowman (2002) believe that in this phase, municipalities should be developing “Draft Integrated Plans and Programmes.” The development is a core component of the IDP as stipulated in the Municipal Systems Act (RSA, 2000a). Brown and Sowman (2002) refer to integration and development of the following plans:

- Capital Investment Plan/ Financial Plan
- Spatial Development Framework (SDF)
- Local Economic Development Strategy (LED)

- Disaster Management Plan
- Sector programmes (Water services, waste, transport, etc)
- Performance Management Plan/ Performance Management Systems (PMS).

4.5.5 Phase 5 – Approval

The IDP Guide Pack (2001) stipulates that upon completion of the IDP, the strategic document should then be taken to council for approval and adoption. However, before the final approval of the five-year IDP, the public should be offered an opportunity to provide inputs to council. The community members, during the approval of the IDP, should be in a position to assess whether issues identified and budget allocations are accurate.

4.6 Key Components of an IDP

The Municipal Systems Act (RSA, 2000a) highlights that there are certain components that an IDP of a district municipality and local municipality should have in order to be regarded as a credible IDP. The Municipal Systems Act (RSA, 2000a) lists them as follows:

- A vision for the long-term development of a municipality.
- An assessment of the current level of servicing.
- Municipal council development priorities.
- The local council development strategies.
- A Special Development Framework (SDF).
- Operational strategies.
- Sectoral plans.
- Financial plans.
- A set of key performance indicators and performance targets.

Based on the above analysis, Moodley (2003) indicates that the IDP in local municipalities should set a clear vision for the five-year council period that is aligned with sectoral plans of provinces. Part of the development of the IDP in local government is to ensure that through participation of the communities, poverty and service delivery challenges will be addressed (Valeta and Walton, 2008: 375). In local government, the development of the IDP makes it easier for government and other external stakeholders to address service delivery challenges.

It is also important for local municipalities to encourage collaboration between the three spheres of government in order to ensure that strategic objectives of service delivery are met. Part of the IDP phases is the integration of plans between the various spheres of government. These should be aligned with each other in ensure that there is effective service delivery in communities.

4.6.1 IDP timelines

Noting the above phases in the development of the IDP, there are timelines that must be met to ensure responsiveness to community needs. The following process is critical for both the community and municipal officials to know and follow:

Table 1: IDP timelines

Phase	Activities	Timeframe
Initiation	Adoption of District Framework. Adoption of Time Schedules	Completed by August/September
Analysis	Community and Ward Committee meetings Stakeholder meetings	Completed by November
Strategies	Strategic workshops.	Completed by February
Project	Municipality-wide Projects/Programmes Community Level Projects/Programmes	December – February
Integration	District and B – municipalities to integrate all municipal sector plans integration	Completed by 28 February
Council consideration	District and B – municipal councils to consider Draft IDP	Completed by 31 March
Public participation	Communities to comment on IDPs	Completed by 30 April
Council adoption	Final approval by District and B – municipal councils	Completed by 31 May

Source: Revised IDP Guidelines for Municipalities: 2020

4.7 Public Participation and the IDP Process

Section 152 (1) of the constitution (RSA, 1996) promotes public participation by citizens and community organisations in local government affairs. Cele (2003:10) indicates that this mandate is applicable to public participation in the IDP process. Ceasar (1999) emphasises that the IDP in local government is an important mechanism that can promote transformation in municipalities. This makes community participation in the formation of the IDP critical. The IDP process requires councils to develop visions, missions and strategic objectives that will respond the service delivery challenges. Davids (2005) asserts this is only possible by the involvement of citizens. Theron (2009b) asserts that the level of importance of the IDP document in local government requires the IDP process to be a citizen-centred process to ensure adequate planning. Sphuma (2003:92) supports this by stating that the IDP process should adopt a bottom-up approach. Community analysis conducted must influence decision-making in municipalities for adequate implementation of service delivery.

4.8 Mechanisms for Public Participation during IDP Process

Several authors reflect that during the IDP process from the analysis phase until the approval phase there are certain mechanisms that can be adopted by municipalities to ensure community involvement in the process. Municipal Systems Act (RSA, 2000a) chapter 4 stipulates that municipalities should be in a position of developing a culture for community involvement. Community involvement should not be directed to specific areas however should involve the entire affairs of the community in the municipal areas.

Theron (2005c:126-127), Davids (2005c:22-24), Meyer and Theron (2000:35-61), and Theron and Ceasar (2008:113-114) identify the following mechanisms under “informing”:

- *Notices:* The notices strategy can be used to inform the public about any activity that they intend to partake on especially if it's a requirement by legislation. During the beginning of the IDP process, municipalities are required to publish on municipal notice boards a notice that indicates where people can access documents that require community participation.
- *Advertisement:* Municipalities advertise in local newspapers to inform the public on any plan or activity that will be undertaken by the municipality. An example of this is the adoption of District Development Models. During the drafting of those plans, there was advertisement to gather public inputs.

- *Field trips:* In most cases municipalities conduct roadshows in the form of field trips to inform the public about the IDP or any strategic document that requires community involvement. These road trips should also be done when providing feedback to the community on the implementation of those plans.
- *Press Conferences:* This method is one of the best working strategies for government to share information with the public. These take place in community halls and media houses are usually invited.
- *Radio and TV talk shows:* Radio and TV talk shows have been researched as a well-known platform for informing citizens and at the same time providing an interactive platform for discussing service delivery issues.

Theron (2005c:126-127), Davids (2005c:22-24), Meyer and Theron (2000:35-61), and Theron and Ceasar (2008:113-114) identify the following mechanisms under “consulting”:

- *Public Meetings:* The abovementioned authors align themselves with the previous chapter that public meetings are one of the strategies that works effectively for local government in terms of consulting the community. At this platform government has an opportunity to gather all necessary information which will influence planning. At the same time, the public meetings area space for questions and answers which strengthens openness and transparency.
- *Briefings:* Through the IDP process municipalities should convene regular briefings to provide updates to the community. The briefing session can be used as strategy to educate and consult members of the public about their municipal affairs. To keep the community aware of these issues, the briefing strategy is one should be adopted in all three spheres of government.
- *Central information contact:* The authors contend that this strategy or tool for consulting encourages municipalities to have assigned officials who will deal with queries from the public. In relation to the IDP, the IDP Manager is the central person that the public contact for information.
- *Comments and response sheets:* Allowing community members to provide comments and inputs during the IDP process creates an awareness of the challenges they face. Theron (2005) believes that any document concerning the community should be published for public comments and inputs. Municipalities must be able to create a stakeholder list which they will use as target groups for comments. The comments that

come from the public should be views that represent the wider scope of the municipal area,

- *in terms of age, gender and those with disabilities.*

Table 2: Benefits and challenges of public participation in the IDP process

Benefits	Challenges
<ul style="list-style-type: none"> • Reduction of psychological suffering and apathy. • Positive application of community powers. • Willingness to sustain deprivation, in terms of service delivery. • Converting opponents to see the bigger picture in terms of development. 	<ul style="list-style-type: none"> • Huge potential for conflict among administration and community members. • Personal agendas pushed by ward committee members. • Lack of government response with regard to implementation. • Attitude of municipal officials can be non-conducive to community participation.

Source: Clapper (1996:75–76).

4.9. Role Players in IDP Process

The effectiveness of the development and implementation of IDPs in local government is dependent on the involvement of various stakeholders. Majoe (2013), argues that in most cases when it comes to public participation, ward committees are thought to be the only role player partaking to the IDP process. Majoe (2013) introduces other role players that are critical in participation in the IDP as identified in the Municipal Systems Act (RSA, 2000a):

- Executive Mayor
- Municipal Manager and IDP Manager
- IDP Steering Committee
- IDP Representative Forum
- Ward Committees
- Community based Organisation and NGOs
- District Municipality
- Traditional leaders
- Civic Organisations

- Council

Table 3 provides an overview of the roles and responsibilities of the role players that partake in the IDP processes.

Table 3: Roles and responsibilities – IDP role players

Role Player	Roles and Responsibilities
Council	<ul style="list-style-type: none"> • Adoption of a district framework and process plan. • Ensure the amendment of the IDP under changing circumstances. • Adoption of the IDP and budget.
Executive Mayor	<ul style="list-style-type: none"> • General management of the drafting of the IDP. • Assign responsibilities in this regard to the Municipal Manager and Portfolio Committees. • Recommend the draft IDP and budget to the Council for adoption/approval.
Municipal Manager	<ul style="list-style-type: none"> • Decide on planning process • Develop and compile a draft IDP/SDF • Monitor the process of IDP/SDF Review • Overall Management and co-ordination • Provide the necessary resources for the compilation and implementation of the IDP/SDF. • Ensure that the Budget and SDBIP is informed by the approved IDP. • Submit a draft IDP to the Mayoral Committee
HODs	<ul style="list-style-type: none"> • Provide technical/ sector expertise • Identify strategic gaps in the existing plans, and advise accordingly • Prepare and review selected Sector Plans. • Prepare draft progress reports and proposals.

<p>Manager: Integrated Development Planning</p>	<ul style="list-style-type: none"> • Day-to-day management of the process • Assist and support the Municipal Manager in the development of the IDP • Facilitate the sitting of the IDP Steering Committee and Rep Forum • Ensure that phases of the IDP are fully implemented and reported accordingly. • Oversee the alignment of the planning process internally and with those of the local municipal areas.
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Source: Garden Route District Municipality 2021 Process Plan.

4.10 Role Players of National and Provincial Government in the IDP Process

The Garden Route District Municipality 2021 Process Plan outlines critical role players who participate at a local government level. However, during the process of forming the IDP intergovernmental approach needs to be adopted. The Community Law Centre (2010:5-11) presents the roles and responsibilities of national and provincial government, as presented in Table 4.

Table 4: Roles and responsibilities – national and provincial government

Government Sphere	Roles and Responsibilities
Provincial Government	<ul style="list-style-type: none"> • Provide Training to IDP Managers and Public Participation officials. • Provide the municipalities with IDP Guidelines, e.g. IDP Templates to encourage municipalities to have simplified versions. • Provide support on processes followed by municipalities in the IDP. (Provide guidelines, e.g., how the municipalities should prepare for the 5th generation IDPs with the implications of postponement of elections.
<i>Department of Local Government</i>	

- Assess the IDPs of municipalities on behalf of the MEC of Local Government (Important for provinces to provide guidelines on what criteria they use to assess the IDPs.
- Facilitate alignment between the district municipalities and B-municipalities
- Facilitate disputes of municipalities.
- Co-ordinate the relationship between sector departments and municipalities

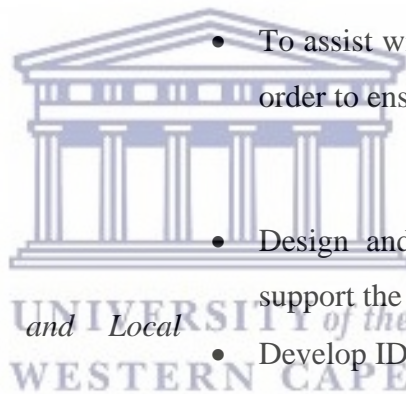
Sector Departments

- Guide municipalities' IDPs on how they should allocate resources
- Provide information on sector departments' policies.
- To assist with the assessment of IDPs in order to ensure alignment.

National Government

Department of Provincial and Local Government

- Design and workshop legislations that support the IDPs.
- Develop IDP Guidelines.
- Provide financial assistance.
- Co-ordinate the support provincial government gives to municipalities.



4.11 Alignment between IDP, Budget and Service Delivery and Budget Implementation Plan

Fourie and Opperman (2007:95) argue that the IDPs of municipalities should be fully aligned to the annual budgets of local government institutions. This is linked to the integration phase in the IDP process; budget is a component that requires integration with the IDP. In local

government, budget is one of the crucial components that ensures that services are delivered in an efficient and effective manner (Parnell et al., 2002). SALGA (2006) suggests that linkage between IDP and budget in local government offers an opportunity for municipalities to allocate funds accordingly. According to Ntlebezo (2013) the Municipal Financial Management Act (RSA, 2003) instructs municipalities to align budget with planning.

Department of Local Government (2005) explains that that the linkage of the municipal budget to the IDP forces councillors to be “transparent and accountable” to the citizens. Section 215 of the constitution (RSA, 1996) instructs that national, provincial and local government budget processes must be transparent in order to maintain sound financial management. Gildenhuys (1997) indicates that the MFMA introduced the Service Delivery and Budget Implementation Plan (SDBIP) as an important component in relation to the linkage between IDP and budget. According to the MFMA, SDBIP fulfils the implementation of the IDP and budget. According to the White Paper on Local Government (RSA, 1998b) the efficient execution of service delivery in municipalities is critical for strategic objectives to be met.

Figure 5 provides an overview of linkages between the SDBIP, IDP and budget, as identified by the MFMA. The diagram reflects an “accountability cycle” that assists local government.



Figure 2.1 the Accountability Cycle

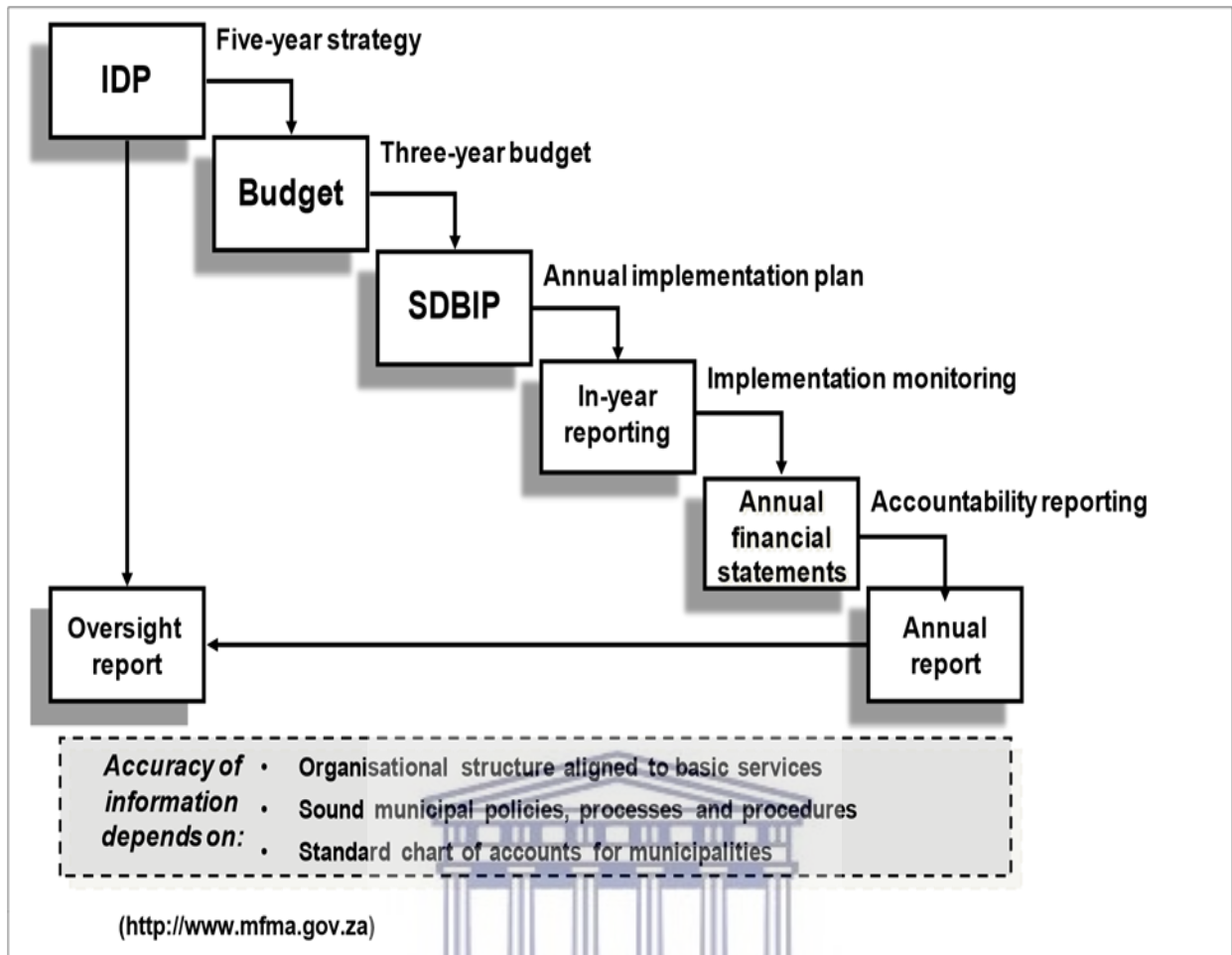


Figure 5: The accountability cycle

According to Nelson Mandela Bay Municipality (2020/21) the SDBIP in municipalities is regarded as one of the most effective tools used to monitor the implementation of the IDP and the annual budget. Further, the Nelson Mandela Bay Municipality (2020/21), explains that the role of the SDBIP is to provide key performance Indicators and targets linked to key performance areas. Borick, Russel and Shafritz (2012), indicate that the budget aspect of the relationship is not just about the ensuring that projects are effectively implemented but rather about ensuring that projects are completed at the specified time. Pauw et al. (2015) further the discussion and indicate that it is not feasible for municipalities to assemble municipal budgets without an understanding of the community needs. Planning in local government promotes integrated planning to ensure that planning and budgeting processes are aligned with each other.

4.12 Benefits of Integrated Development Planning

The development and the implementation of the IDPs in local government come with certain benefits for government and members of the public. According to Van der Waldt (2014:111), the IDP assists municipalities to understand developmental challenges within the municipal spaces and thus formulate appropriate responses. Van der Waldt (2014) and the 2020 Revised Local Government IDP Guide Pack identify the following benefits:

4.12.1 Institutional analysis

The 2020 Revised Local Government IDP Guide Pack indicates that the first important element of the IDP process is conducting an analysis of the municipality internally and externally. By adopting the IDP process provides the municipality an opportunity to determine its strengths and weaknesses. The IDP can be implanted following a SWOT analysis. According to Van de Walt (2014), the IDP of municipalities should be co-ordinated in the manner that it can respond to the socio-economic imbalances of the municipal area.

4.12.2 Matching resources to needs

The revised IDP Guide Pack of 2020 states that the development and adoption of the IDP offers an opportunity for the municipalities to be in a position of responding to service delivery challenges identified through community consultation. The consultation allows government to update citizens on available resources in order to prioritise and agree upon implementation. The White Paper on Local Government (RSA, 1998b) (Section B 3.1.1) indicates that IDPs “enable municipalities to align their financial and institutional resources behind agreed policy objectives and programmes”. Van der Walt (2014) stipulates that the matching of resources to the needs of the community improves the communication and relationship between government and the community.

4.12.3 Realistic planning

According to the IDP Guide Pack of 2020 “the community may set an idealistic vision for the future. However, by involving all stakeholders in the planning process and empowering them with knowledge about the municipality’s weaknesses and strengths, and its resources and responsibilities, the municipality is able to develop a realistic, achievable plan for future

development. Stakeholders are also more likely to prioritise their needs and expectations realistically when they are involved in the planning process”.

4.12.4 Focused budget

The revised IDP Guide pack of 2020 contends that Municipal Systems Act, No. 32 of 2000 requires municipality budget to be aligned with the IDP. The service delivery budget must address challenges in the community and be focused on solutions. Reddy (1996) states that with the absence of focused budget, stricter financial control measures are not feasible.

4.13 Local Government Challenges Hindering Successful Implementation of IDP

Although the IDP is legislative directive for municipalities to initiate and ensure there is direction for the municipality, implementation of this IDP is dependent on the community as well. Theron (2005:137) argues that the execution of the IDP often suffers because of the lack of understanding the concept from both community members and municipal officials. Theron strongly believes that the success of understanding the IDP and ensuring proper execution can only happen when local municipalities host workshops and training for officials and communities.

According to Harrison (2001) municipalities fail to address certain factors when dealing with the IDP. This includes a lack of project management capacity within the municipal space. As much as the IDP offers strategic direction, it is informed by projects that need to be implemented in municipal spaces. It this becomes a challenge if there are no officials with project management skills. Reedy (2000) asserts that the structure of municipal organisations hinders successful implementation of the IDPs. Reedy furthers the point by reflecting that the instability of political positions and strategic positions in municipalities disturbs the implementation of the mission to achieve effective service delivery. Atkson (2002), asserts that the meeting of needs identified in the IDPs is fully dependant on the financial status of the organisations. Therefore, lack of financial support from all relevant stakeholders hinders effective service delivery to citizens.

4.14 Annual IDP Review and Amendment Process

Revised IDP Guidelines for municipalities (2020:19) demonstrate that according to Section 34 of the Municipal Systems Act (RSA, 2000a) a municipal council must review its integrated development plan:

(i) annually in accordance with an assessment of its performance measurements

in terms of section 41;

(ii) to the extent that changing circumstances so demand; and may amend its integrated development plan in accordance with a prescribed process.

4.14.1 Review process

The Revised IDP Guidelines for municipalities (2020:19) stipulate that municipalities must conduct an annual review. The review process in the IDP process is a crucial exercise, which assists municipalities to be familiar with the progress of the development of the adopted five-year plan. The Revised IDP Guidelines present the following key questions to be asked when reviewing the IDP. These will determine whether there is a need for amendment:

- Are there any significant changes in budget availability?
- Are there any significant changes in the spatial layout of the area?
- Are there any significant changes within the specific municipal area that has a reasonable impact on projects, programmes, or livelihood of the community?

4.14.2 Amendment process

During the review process municipalities must determine whether if there are major changes that affect strategic direction. If this is the case, this may lead to an amendment of an IDP. The Revised IDP Guidelines of 2020 for municipalities refer to those changes as “unexpected changes within the municipality”.

The Revised IDP Guidelines further provide for a process that should be followed for an Amendment process when necessary. See Table 5 below.

Table 5: IDP review and amendment process

Review	
Council to review the IDP based on:	Yearly
<ul style="list-style-type: none">• Assessment of performance measures• Demand based on changing circumstances	
-Amendment (when necessary)	
<ul style="list-style-type: none">• Council member presents the proposal to amend the IDP.	If/when required.

- Provide council with a memo detailing reasons for amending the IDP
- Give reasonable notice to council.
- Publish amendments for 21 days.
- Consultations with district municipality about the proposed amendments.
- Present the IDP to council for adoption.

Source: Revised IDP Guidelines 2020

4.15 Summary

Govender and Reddy (2011) indicate that there are many critical methods for community participation in the IDP processes. This is reflected in various piece of local government legislation. Furthermore, in local government, there are two important platforms related to the IDP which allow for community participation. These include IDP Representative Forums and Ward Committees. Madzivhandia and Maloka (2014) explain that IDP Forums are established by local municipalities to ensure fair representative participation in the IDP. The ward committees in local government have a very specific and major role to ensure that there is citizen participation in the IDP.

This chapter provided a clear overview of the context of the IDP in local government. In this chapter it was highlighted that there are five key phases to be followed for the development of the IDP. Key timelines that serve as guidelines were explained. In addition, this chapter highlighted key stakeholders who are critical in the IDP process from all three spheres of government. Finally, it was presented in this chapter that the IDP should conduct a review on an annual basis, as required by legislation.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1 Introduction

This chapter provides an in-depth discussion of the research methodology used in this study. Welman, Kruger and Mitchell (2005) explain that research methodology is the approach used to collect, analyse and interpret data. Grix (2001) defines research design as the research plan that will be carried out, including the techniques and processes that will be used during the collection of data. This study applied a qualitative method for assessing public participation in the Mossel Bay Municipality. This section provides an overview of the research instruments that were used, including primary and secondary data sources. In this chapter there is demonstration of the sample size of the study in terms of the participation of respondents. Furthermore, the process that was undertaken to collect the data is also demonstrated in this chapter. The chapter elaborates on challenges that were encountered during the research and interviewing of participants. Finally, this chapter outlines the ethical requirements that were considered from the initiation of this study to the realisation of the research objectives.

5.2 Research Design

Durrheim (1999:32), asserts that research design in a research project serves as plan that guides the researcher to the conclusion of the research activity. Makila (2021) states that the design provides the researcher with guidelines when deciding on the type of the study the research will be. According to Hakim (1989:1) “research design deals with the aims, uses, purposes, intentions and plans within the practical constraints of location, time, and money.” Mouton and Marais (1992) present that there are two components that informs research designs, namely qualitative and quantitative. Leedy (2001) explains that the quantitative research approach deals with numbers. Furthermore, Tonono (2008:40) presents that quantitative approach in research intends to test assumptions, whilst qualitative research is more exploratory in nature.

Badenhorst (2008:92) indicates that opposite to the quantitative research the qualitative research design is dependent on data in a form of words and that is achieved through human action. The data that is collected by researchers through the qualitative approach is dependent on the description to express their data. Stake (2005) reflects that that qualitative research design assist researchers to collect data based on personal experiences on the subject matter

being investigated. The reason behind most researchers applying the qualitative research design is seemingly based on the flexibility and the ability of it producing detailed information to contribute to the findings of the research. In this research project the researcher applied the qualitative method in relation to the collection of data which will contribute to strengthen public participation. The researcher believes that the qualitative research method is the most suitable one as it offers the opportunity for the collection of raw data in an unstructured form which allows for detailed information to be collected.

5.3 Case Study Approach

The case study for this research project is Mossel Bay Municipality. It is in the Garden Route region which is understood to be under the Garden Route District Municipality. The study was undertaken in Mossel Bay Municipality in the Western Cape. The Mossel Bay municipal area is 2,007 square kilometres in size and is situated along the Southern Coast of South Africa. The Gourits River, the Outeniqua Mountains and the Maalgate River serve as the western, northern, and eastern boundaries of the municipal district. The Mossel Bay municipal district lies within two of the three biodiversity hotspots in South Africa. These are the Cape Floristic region and the Succulent Karoo region. The Fynbos Biome is probably the most important element of the Cape Floristic Region, and it exhibits high levels of biodiversity and indigenous species.

Goddard and Melville (2001:9), state that a case study approach permits the researcher to explore a research phenomenon in its natural setting. The case study approach is most suitable to scientifically investigate community involvement in decision-making processes of Mossel Bay Municipality. Wessels (2007) indicates that a case study approach provides a clear description and feel of what transpires in a real-life situation. Thus, for this study the researcher was able to conduct direct interviews with participants who are directly involved with public participation in the municipal space. In addition, the researcher was able to physically attend IDP meetings during the consultation of the draft IDPs which was tabled to council in March 2022.

5.4 Qualitative Research

This study adopted a qualitative methodology which intends to address the approach identified by Babbie and Mouton (2002:280). This approach broadens the thinking and behaviour of participants by providing inputs to the research subject. According to Patton (2005), qualitative methodology is an approach that offers an opportunity for the researcher to tap into

participants' experiences on the subject being investigated. "Qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them" (Denzin and Lincoln, 2005:3). This simply means that qualitative approach seeks to reveal findings in a naturalistic way. Nkwi, Nyampngo and Ryan (2001:1) further define qualitative research in a very simplified version that this is a type of approach that makes use of data which does not include ordinal values. Brynard, et al., (2014), asserts that the qualitative methodology produces the descriptive data, that is formulated by the participants own written or spoken words that is related to the perception of the researchers. Rahman (2017) believes that there are some advantages associated with using the qualitative approach in the collection of data. Denzin (1989) agrees with Rahman (2017) and indicates that the qualitative approach carries a benefit which presents a very detailed expression of participants on any subject matter. The authors agree that if researchers seek to allow participants to express feelings, opinions and experiences on the subject that is being studied, then qualitative is the best method to adopt.

Chalhoub-Deville and Deville (2008), too, argued "that qualitative approaches are employed to achieve deeper insights into issues related to designing, administering, and interpreting language assessment." Rehman (2017), further expresses the methodology chosen in this study is most effective in assisting researchers to have detailed understanding on human experiences of the phenomenon being researched. This approach directly provides the opportunity for the researcher to apply techniques that will give space for direct interaction with the participants. According to Maphazi (2012), the data collected by the study is being explained and constructed in manner that it intends to address the problems identified by recommendation of possible solutions. Further, qualitative research methodology is very "holistic and presents a world view". The qualitative study allows the inclusion of various techniques that can be adopted for the collection and analysis of data as applied by this research project. The data that is collected through the various techniques makes it possible for the researcher to express findings based on the description. However, Badenhorst (2008:23) expresses another view that, just because the qualitative approach allows researchers to use description for meaning does not mean that quantitative researchers cannot interpret their data to argue the any point at hand. Qualitative research, broadly defined, means "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification" (Patton, 2001:39). Welman, Kruger and Mitchell (2006:8-9) present a view that in relation to the approach applied for this project, the validity of the data and the population representation are

critical components. According to O’Sullivan and Rassel (1999:36), the verbal data that is collected through this approach makes it complicated for researchers to convert it statistics. Mphazi (2017:40), holds a view “qualitative research is defined by its extensive use of verbal information, its preference for developing full information on relatively few cases, and its consideration of the unique features of each case.”

5.5 Sampling method

5.5.1 Purposive sampling

This study used the purposive sampling as it was able to identify participants with vast knowledge and experience on the study project (Mouton, 2019). According to Schurink, (2009:805) part of the benefits of the purposive sampling is that because the participants understand the topic being studied by the researcher, posed questions are answered as truthfully as possible. Babbie (2005:204) strengthens the discussion by reflecting that the purposive sampling is a non-probability sampling which the determination of the units is selected and observed in line with the researcher’s judgement, about which ones will be fully representative. The researcher ensured that the participants that took part on the collection of data were respondents who are knowledgeable about community involvement and who are also directly responsible in ensuring citizen involvement in the affairs of the municipality. The municipality is made up of 15 wards.

The researcher interviewed seven ward councillors from those wards and also seven ward committee members. The choice of participant was informed by the participant knowledge or involvement in the community participation process. Due to the research study, which mainly focuses on public participation in Mossel Bay, the research also selected the Public Participation Officer because this official is responsible for the functionality of the ward committee within the municipal areas. The IDP Manager was as interviewed as the custodian of the IDP of the Municipality. Furthermore, three Community Development Workers (CDWs) were selected due to their involvement in the ward committees and activities in the Mossel Bay Municipality. In Mossel Bay it was evident that there was a need to interview the Speaker because she is the person responsible for ward committees within the municipal space. Multiple approaches were used to collect the data. Municipal policy documents were used to collect data which will be discussed in depth when dealing with secondary data collection. Observation of participation in action was also done.

The researcher, through this approach, was able to examine and observe the ward committee meetings and also community meetings that take place in the various wards. This offered the opportunity to observe the community participation process in practice. Polit and Hungler (1999:37) provide an overview that a target population to a research project is defined as an “aggregate or totality of all the objects, subjects or members that conform to a set of specifications”. Du Plooy (2009) supports the overview by stating that the study population does not just cover citizens, it actually refers to anything as social artifacts/objects. On the other side Webster (1985:325) presents an overview that a sample is a “finite part of a statistical population whose properties are studied to gain information about the whole population.” Schwandt (2007:270) believes that the sampling size that the researcher decides to undertake depends on the nature and scope that is intended to be studied.

Mouton (2003:100) states that when looking at sampling of population, the researcher must understand that it “constitutes the entire collection of elements or groups in respect of which inferences must be drawn.” The sample of the study is actually about the determining what or who must be studied to achieve the desired results of the project (Babbie, 2005:104). Furthermore, sampling is defined by Darren and Painter (2006:49) as mechanism to determine a population. As such, sampling involves decisions about which people, setting, events, behaviour or social processes to observe. Mphahlele (2010) points out that it is advisable for the researcher to ensure sample chosen are individuals that have exposure to the “phenomena” being studied. McMillan and Schumacher (2006:13) present that sampling assists with strategies of selecting participants that will partake in the study in order to provide data about the overall group in the research field. John (2002) asserts that the sampling procedure offers an opportunity for the population to be eliminated into subgroups of people of interest in the field being studied by the researcher.

Nwana (1998:80) suggests that the more a population is represented in the collection of the data, the more reliable and accurate the findings become. In other words, the view is that a smaller population presents limited results. Mudzanani (2015:14) highlights that there are two critical means of determining a sample size. It is suggested that the first approach to be taken is to choose a minimum of 10 percent of the population, or to apply statistical formula. The second option is to apply the handy guide table designed to conclude on a sample size (ibid).

5.6 Data Collection Process

Bless and Higson-Smith (2000:132) assert that data is regarded as any form of information which involves observation of participants, or facts that can be collected and recorded. Further, data collection methodology is a process undertaken to determine which techniques will be utilised to measure findings that intend to address the research project. According to Ajayi (2017), the data collection process in a research project plays a critical role in terms of statistical analysis. The researcher in this study made use of both primary and secondary sources for the collection of data. Babbie and Mouton (2003) define primary data as information that is collected by the researcher with no existing literature on it. Phendu (2019) refers to the data collected by the researcher as “fresh data that is more reliable, truthful and unbiased which has not been published before.” Furthermore, the benefits of the information collected by the primary methodology have neither been touched nor edited by any other scholars (ibid). On the other hand, secondary data, according to Phendu (2019), contains literature that already exists from various documents, which can include “minutes of council meetings, agendas, reports, newspapers and any other document that may be relevant and useful to the study”. Furthermore, Ajayi (2017) presents secondary data sources as government publications, websites, books, journal articles, internal records. According to Nieuwenhuis (2007), there are many legal concerns which may be a hindering factor to the research project and suggests that it best to use the secondary data to compliment the primary data.

Ajayi (2017) presents a comparison between primary data and secondary collection, which is being applied in this research project (see Table 6).

Table 6: Comparison – primary and secondary data

Basis for Comparison	Primary Data	Secondary Data
1. Meaning	First-hand information	Existing data
2. Data	Real time data	Previous data
3. Process	Full participation	Quick and easy
4. Source	Observation, experiments, questionnaire, interview, etc.	Government publications, websites, books, journal articles, internal records, etc.
5. Cost effectiveness	Costs are high	Economical
6. Collection time	Long	Short

7. Specific	Always specific to the researchers' needs	May or not be specific to the researchers' needs
8. Available	Crude form	Refined
9. Accuracy and reliability	More	Relatively less

5.7 Structured Interviews

Tuckman (1999:247) asserts that the structured interview technique is the suitable method in line with the qualitative research due to the comfortability respondents portray when interviews are conducted. In this research study, the structured interview technique was used as an instrument to contribute to the research project: *Rethinking public participation in local government at Mossel Bay Municipality*. The researcher conducted interviews with the participants in English, however participants who preferred to be interviewed in Afrikaans and Xhosa were also accommodated. The researcher conducted the interviews with the municipal officials during the weekdays at the Mossel Bay Municipality buildings or via the Zoom platform. Appointments with the municipal officials were made in advance in line with the availability of the municipal officials.

Furthermore, the interview for community participants, who are the ward councillors and ward committee members which represented the members of the community, were conducted during the weekend on a Sunday afternoon when participants are free and able to express themselves in a comfortable manner. Prior to the interviews, participants were taken through the whole process including the rationale and purpose of the study. As previously stated, participants signed a consent form agreeing to participate voluntarily and informed that they could withdraw at any time. The interviews that were conducted with the participants lasted 30-45 minutes each. The researcher recorded the session and took extra notes where it was necessary. Some of the respondents preferred to answer their own languages; the information received in Afrikaans was then translated to English.

5.7.1 Data collection instrument: Questionnaire

The questionnaire was used as the primary data collection instrument. During the interviews the questionnaire served as an interview guide. According to Babbie and Mouton (2001:64), the questionnaire is a set of written questions that is distributed to the identified participants in the research project. The identified participants, through the sampling methodology, are the

participants who are viewed to have vast knowledge on the research topic being studied by the researcher. Du Plooy (2009) suggests that the “the questions are mostly arranged into open-ended and closed-ended style. Willemse (1990:9), as cited by Links (2015), asserts that there are certain standards that should be taken into account when compiling research questionnaires, including:

- assurance of confidentiality
- choice of answers should be indicated on the form
- the questionnaire should be well laid-out, with adequate space for answers, where necessary
- no questions that require the participants to make calculations
- should avoid offensive questions
- the questions should be short and simple for the participant to understand

Brace (2018:4) further adds that questionnaires are the most cost-effective instruments that researchers can use, especially if the targeted sample consists of a large group. In this research study the researcher prepared twenty-two questions, fifteen were closed-ended questions and five were open-ended questions. The compiled questions to meet the desired objectives were not set in a manner that is misleading for the participants or intentionally biased to certain components of the research. To this end, questionnaires (with closed and open-ended questions) were emailed to the selected participants. Further questionnaires were distributed to 12 Ward Councillors, 3 CDWs from ward 3, ward 4 and ward 7 and were given a week to populate and complete. The researcher physically collected all the completed questionnaires from those participants who filled out the questionnaires.

5.7.2 Field observation

The field work of this research study was conducted during a very important phase of the IDP, which is the consultation phase of the Draft IDP. The researcher attended municipal ward community meetings where councillors presented the 2022-2027 Draft IDP of Mossel Bay Municipality for comments before the final Adoption in May 2022. The researcher observed these sessions where the Municipality was presenting to the communities the strategic direction of Mossel Bay Municipality for the five-year period.

5.8 Secondary Data

The researcher, in order to strengthen the collection of data collected through the primary data instruments, also used existing literature within the municipality that drives public participation and Integrated Planning of the Municipality. In this research study the following documents were used as instruments for secondary data collection:

- 2022-2027 Integrated Development Planning of Mossel Bay Municipality
- Garden Route District Municipality IDP Framework 2022-2027
- Western Cape Provincial Ward Committee Establishment Toolkit (2016)
- Mossel Bay Municipality Communication Policy
- Revised IDP Guide Pack of 2020

The review of the above documents provided the researcher with a broader understanding of the mechanisms used by the municipality to enhance public participation and more importantly the efforts being made to strengthen and institutionalise the ward committee system.

5.9 Data Analysis

According to Kapur (2018), data analysis in a research project is a process that presents order, structure, and importance to the collected data. Phendu 2019 cites Cloete (2007:513) and reflects that data analysis provides researchers an opportunity for in-depth “interrogation” of the data that was collected. Inductive and deductive approaches were used for the analysis of the data that was collected through primary data and secondary sources. The data that was collected during the field work of this research project was done through the qualitative methodology. Therefore, the thematic system was applied when analysing the data. According to Creswell (2014) the thematic system focuses on the themes relating to the specific study that came about from the qualitative data obtained from the questionnaires and interviews.

Based on the inputs from the participants of Mossel Bay Municipality, the researcher was in a better position to formulate tables, figures and graphs to clearly analyse data of the questions asked to the respondents. During the field work, the researcher used a voice recorder and during those sessions jotted down notes in a notebook for accurate capturing of the information provided by the respondents. Some of the participants could not make it to the face-to-face interviews. In such cases, the researcher created Zoom links for the interviews and the sessions was recorded along with side notes. To ensure that all information collected from the

participants was covered in the study, the researcher coded the identified themes. The analysis of the data that was collected is aligned to the objectives of the research project.

5.10 Ethical Considerations

Ethical consideration provides an opportunity for researchers to be in a position to respect the participants and also take into consideration basic human rights of those taking part of the study. Israel and Hay (2006:12) indicate that “ethical behaviour helps protect individuals, communities and environments, and offers the potential to increase the sum of good in the world”. According to Huysmen (2001), respect, dignity and courtesy should be critical principles that need to be considered by researchers when conducting research. In addition, according to Babbie et al. (2001), ethics in the conduction of research should link with morality. Matika (2021) encourages researchers to practice ethical consideration as it plays a significant role in relation to the professionalism of the researchers when conducting research for any form of methodology. According to Schurink (2009:811), research is “not a straightforward, unproblematic strategy whereby the researcher enters the field, collects the data and leaves the field unscathed.”

The researcher executes the study in compliance with the Research Ethics Policy of the University of the Western Cape. Further, the researcher ensured that all the ethical components were strictly adhered to through the research study in order to promote ethical conduct and integrity. Penslar (1995) as cited by Coetzee (2003:19) and Phendu (2019:59) explains that the following factors are considered to be ethical research misconduct:

- Fabrication and falsification of data (deception).
- Plagiarism, a form of theft which entails using another author’s work and presenting it as one’s own.
- Non-declaration of conflict of interest.
- Unethical and dishonest conduct including deliberate involvement of children and people who are mentally impaired in order to achieve personal interests.
- Any other issue that may be construed as academic fraud which could undermine the integrity of the research including intentionally violating research regulations and procedures.

Furthermore, Babbie and Mouton (2001:523) state that there are certain ethical principles researchers should uphold when conducting a research project, as outlined below.

- *Voluntary participation:* The above-mentioned authors encourage researchers to ensure that all participants are informed when partaking in the study, it is on a voluntary basis and there is no material gain associated with it.
- *Option to withdraw:* Participants are allowed to withdraw at any given time throughout the research study.
- *Safety and protection:* Are the duty of the researcher to ensure that participants are protected and that no participants will be harmed based on their contribution to the research study.
- *Anonymity:* Researchers must ensure that participants remain anonymous and that information concerning the respondents is treated with high confidentiality.

In this study, the researcher firstly wrote a letter to the Municipal Manager requesting that research be conducted in the municipal area. The letter that was addressed to the Municipal Manager indicated the purpose of the study and listed all participants who would be taking part in the study, only if agreed by them. The Municipal Manager granted the researcher permission to conduct the study. Further, the researcher wrote letters to the participants highlighting the following critical aspects:

- the objectives of the study
- the importance of their participation in the study
- indication of the right to withdraw at any given point.
- response will be kept entirely confidential
- participants may request regular updates on the progress of the study
- participants will be protected at all times and a high level of anonymity will be applied.

The researcher ensured that all participants familiarised themselves with the purpose of the study, and there were consent forms signed by the participants. In the consent form the researcher confirmed whether the participants had read and understood the purpose of the study. The consent form was also intended to ensure that participants are assured of their protection in terms of confidentiality. Lastly, the consent form signed by the participants was to ensure that there was mutual understanding that participation in the research was on a voluntary basis, meaning that they were allowed to withdraw at any time. This study was limited to the Mossel Bay Municipality under the Garden Route District Municipality. It excluded the rest of the local municipalities in the district municipality. This study only considers 15 wards in the municipality and only Mossel Bay Municipality residents who are

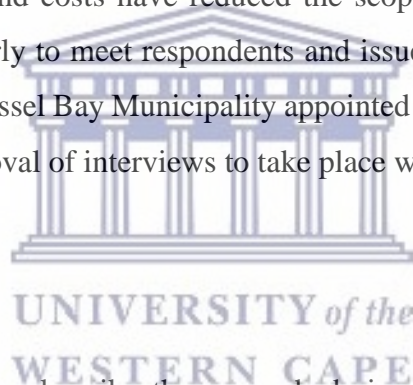
over eighteen years of age were included. Further, the study considered 14 ward councillors and six municipal officials who deal with the IDP and public participation.

5.11 Limitations of the Study

There were certain limitations that were associated with the successful implementation of this research project. Simon and Goes (2013:1) indicate that limitations in a study are issues that arise during the completion of the research project which are out the researcher's control. The study was conducted just after the elections, inauguration of the new councils and during the development of new IDP of Mossel Bay Municipality. Therefore, in some instances it was difficult for the researcher to secure access to relevant documents, which ultimately contribute to the success of the study. The researcher went to the field for collection during the time that the municipal officials were attending community meetings for the 2022-2027 Draft IDP. There was therefore a great limitation on the availability of officials. Some councillors had to postpone the scheduled interviews due to other meetings that needed their attention in their various wards. Limited time and costs have reduced the scope of the research because the researcher had to travel regularly to meet respondents and issue them questionnaires. During the field work of this study, Mossel Bay Municipality appointed a new Strategic Manager: IDP Manager that delayed the approval of interviews to take place with the municipal officials and affected ward councillors.

5.12 Summary

The aim of this chapter was to describe the research design adopted for assessing public participation in Mossel Bay. The key components of the design, in line with the methodology, was discussed in depth to present the importance of the procedures used in the study. An overview of the case study which is Mossel Bay Municipality was provided. Further, clarity was provided on the nature of the sampling and the targeted population. Limitation of the data collection was fully presented and the interventions that were applied to overcome them was reflected. In the next chapter there will be in-depth interpretation of the data that was provided by the twenty participants who contributed to this study.



CHAPTER SIX

FINDINGS AND DISCUSSION

6.1 Introduction

The previous chapter provided an outline of the research methodology and research instruments that were used to collect data that met the objectives of the study. As stipulated in chapter one, the aim of the study is to understand the processes and mechanisms used to strengthen public participation by the Mossel Bay Municipality. Furthermore, this study seeks to enhance community involvement in the IDP development to influence service delivery in the municipal space. It has been indicated that the methodology used in this was qualitative method and both primary and secondary data was utilised in reaching the objectives. This chapter provides an outline of the socio-economic profile of Mossel Bay Municipality, followed by in-depth analysis of the data collected from the 20 participants who contributed to the study. The participants included:

- Municipal Officials
- Ward Councillors
- Ward Committee Members
- Community Development Workers

The data was collected from the participants through questionnaires and one-on-one interviews which included closed- and open-ended questions.

6.2 Population

The municipal area is the second most populated area within the Garden Route District (GRD) with an estimated population of 96 255 in 2020. The population size of Mossel Bay is expected to increase at an average growth rate of 0.7 % and will reach a total of 97 831 people by the year 2024 (SEP, 2021). Furthermore, there was an increase in the number of indigent people between 2014 and 2016, which implies an increased burden on municipal resources. According to (SEP LG 2021) it is indicated that out of a total of 28 of households only 82.2% of citizens have access to formal housing. Research conducted by the SEP 2021 reflects that amongst all the municipalities in the Garden Route region this municipality is ranked the fourth lowest in terms of housing.



Figure 6 Photograph of Mossel Bay

All municipalities in South Africa consist of councils that ensure these municipalities carry out their mandates to deliver efficient services to the citizens. Each ward of the municipal area is represented in the composition of the council. They are represented by ward councillors. The researcher presents the composition of the Council of Mossel Bay Municipality in Table 7 below.

Table 7: Composition of Council of Mossel Bay Municipality

Political Party	Number of councillors
DA	15
ANC	5
ACDP	1
ICOSA	1
VF PLUS	1
Total	23

Table 8: Composition of Executive Council

Council Executive	Name of the Councillor	Political Party
Executive Mayor	Ald. D. Kotze	DA
Deputy Mayor	Ald. C. Bayman	DA
Speaker	Ald. V. Fortuin	DA

6.3 Population by Race

According to the 2011 Census the Coloured population in Mossel Bay makes up the majority of the population at 44%, with 29% of the Black population. Furthermore, the same census indicates that 25% of the population is white while the remaining 1% constitutes other groups, including Indians and Asians (see Figure 7 below).

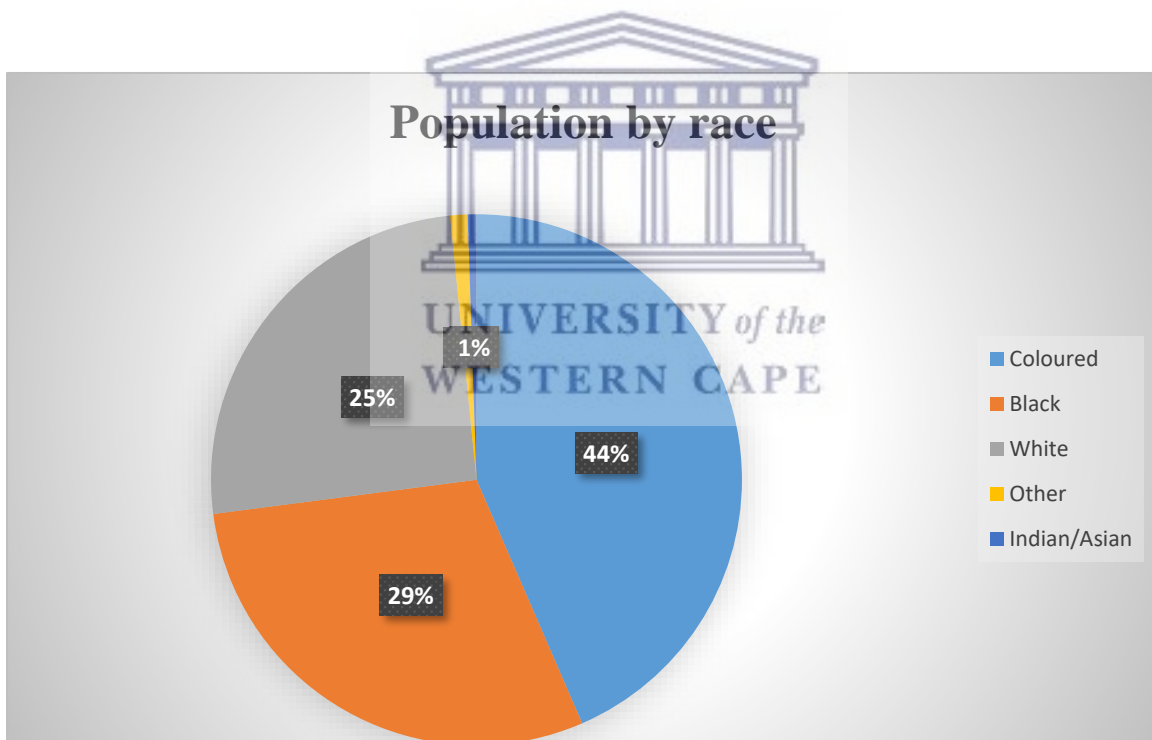


Figure 7: Population by race

6.4 General Information of the Sampled Participants

6.4.1 Gender of participants

As demonstrated in Figure 8, the gender makeup of this study was 55% male and 45% females. The sampling, as indicated in the previous chapter, consisted of Ward Councillors, Wards Committees, Municipal Officials, CDWs and the Speaker of Council as the Chief Master of Ward Committees.

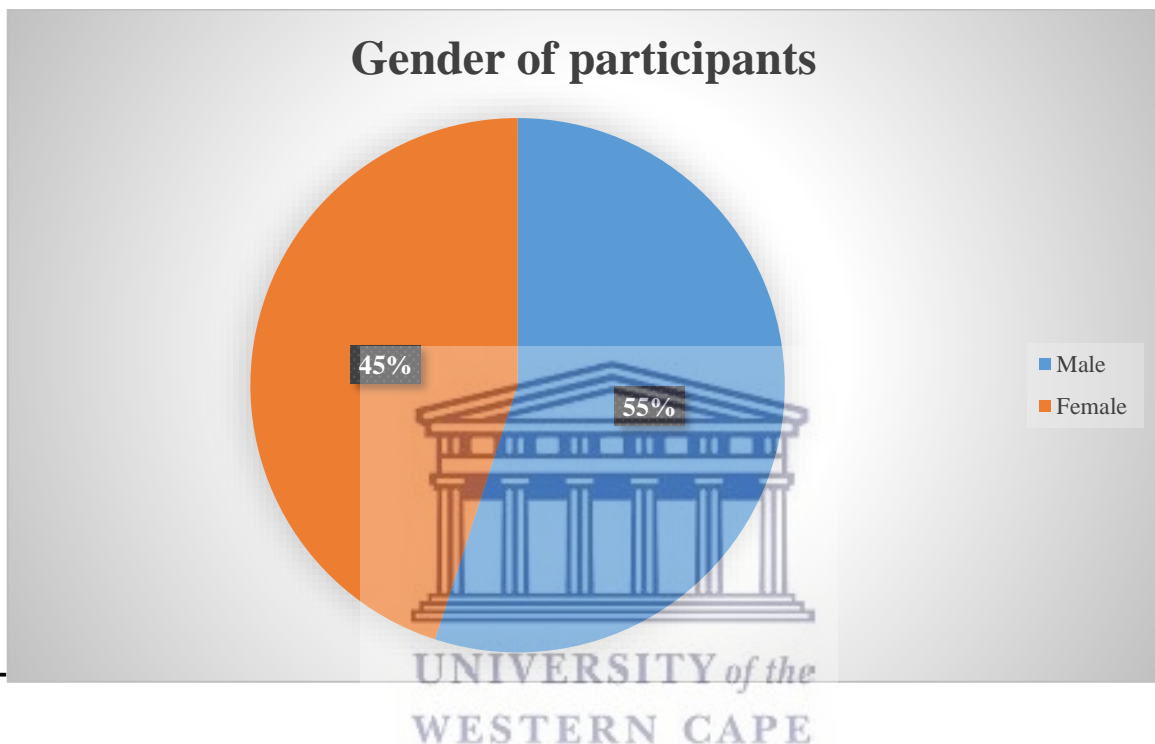


Figure 8: Gender of participants

6.4.2 Language spoken by the participants

Figure 9 provides an overview of the language spoken by participants. Out of the twenty participants interviewed, sixteen of those preferred to be interviewed in English. Furthermore, four of the participants preferred to be interviewed in Xhosa. None of the participants requested to be interviewed in Afrikaans.

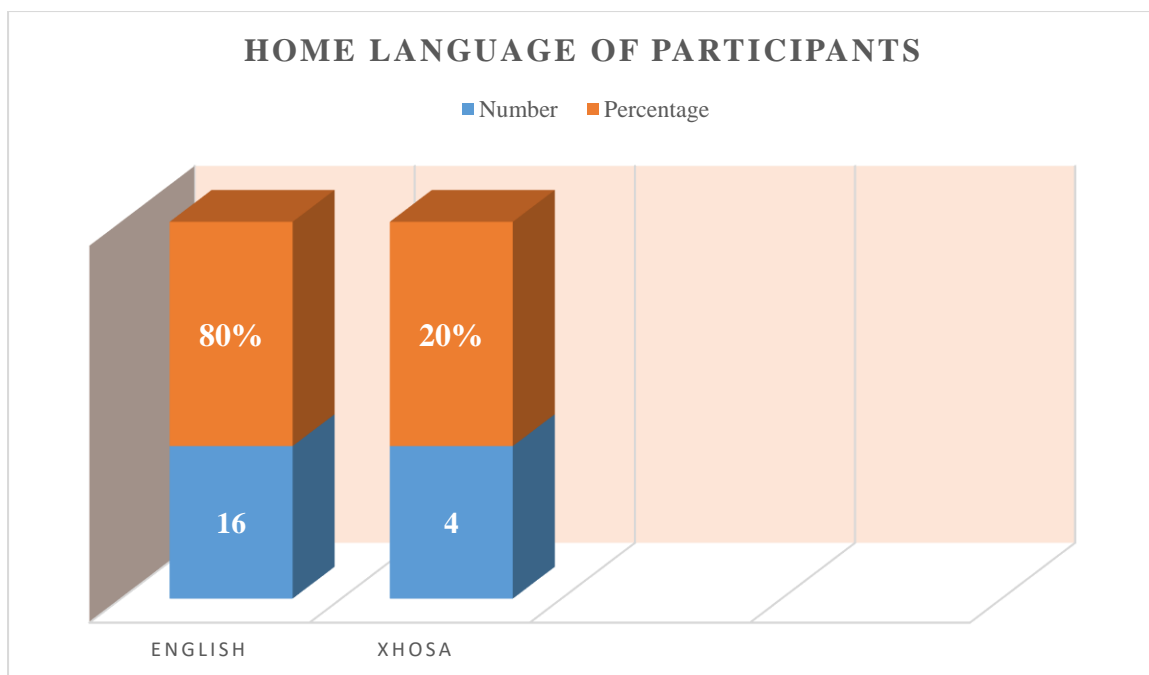


Figure 9: Home language of participants

Table 9: Objectives, themes, and sub-themes of the study

OBJECTIVE	THEMES
1. To understand the public participation processes and mechanisms used by the Mossel Bay Municipality.	Understanding of public participation. Mechanisms to enhance public participation. Progress reports to the public.
2. To explore the perceptions and attitudes of the stakeholders with regard to public participation in the municipality.	Effectiveness of current public participation strategies. Accessibility of municipal website.
3. To examine the envisaged role of the IDP to influence service delivery in the municipality.	Meaningful participation the IDP. Responsiveness of the IDP.
4. To explore the role of the community in influencing strategies for effective community participation in the municipality.	Understanding strategies for public participation. Modes of communication.
5. To assess the potential benefits and challenges social media platforms have to strengthen effective public participation.	Benefits and challenges of Social Media platforms used by the municipality.

Table 10: Participants

Participants	Coding
Ward Committee Members	WCMs
Ward Councillors	Ward Cllrs
Municipal Officials	MO
Community Development Workers	CDWs

6.5 Research Questions – Response by Themes

6.6.1 Theme 1: Understanding of public participation.

This question strives to establish whether participants taking part of the study understand public participation. The study on the literature review chapter made a reflection that previously that public participation in local government is a process allowing citizens in the municipal area to participate in the areas development and policy making decisions. The legislative overview indicates that the Municipal Systems Act (RSA, 2000a) promotes community participation. During the field investigation it was clear that public participation is understood as follows:

- Engaging with the public directly, especially on issues affecting them directly.
- The involvement of the community in the processes of the municipality.
- The promotion of democracy in the municipal area.
- The active involvement of community members in municipal governance.
- The inputs of the public on the planning of the Municipality, for example the IDP
- Ensuring that the municipality makes room for the public to provide inputs to council in a collaborative manner.

The participants in the study demonstrated vast knowledge in terms of public participation. Noting all the discussions and the knowledge that was presented, the researcher asked a follow-up question: *Does a lack of public participation contribute to high protests?* Most of the respondents indicated that the lack of public participation results in protests taking place. One of the Ward Committee members said:

Knowledge is power therefore as the community we are not informed of the municipal affairs we will react in a certain way that is not expected by the municipalities (WCM).

Furthermore, one of the Ward Councillors added:

“Community involvement in the affairs of the Municipality is all about education (Ward Cllr)”.

It can thus be concluded that most of the participants in the study demonstrated vast knowledge in terms of what public participation is. As indicated in the answers to the follow-up question, it is evident to all the respondents the consequences of the absence of public participation.

Sub-theme 1.1.: Mechanisms to strengthen public participation.

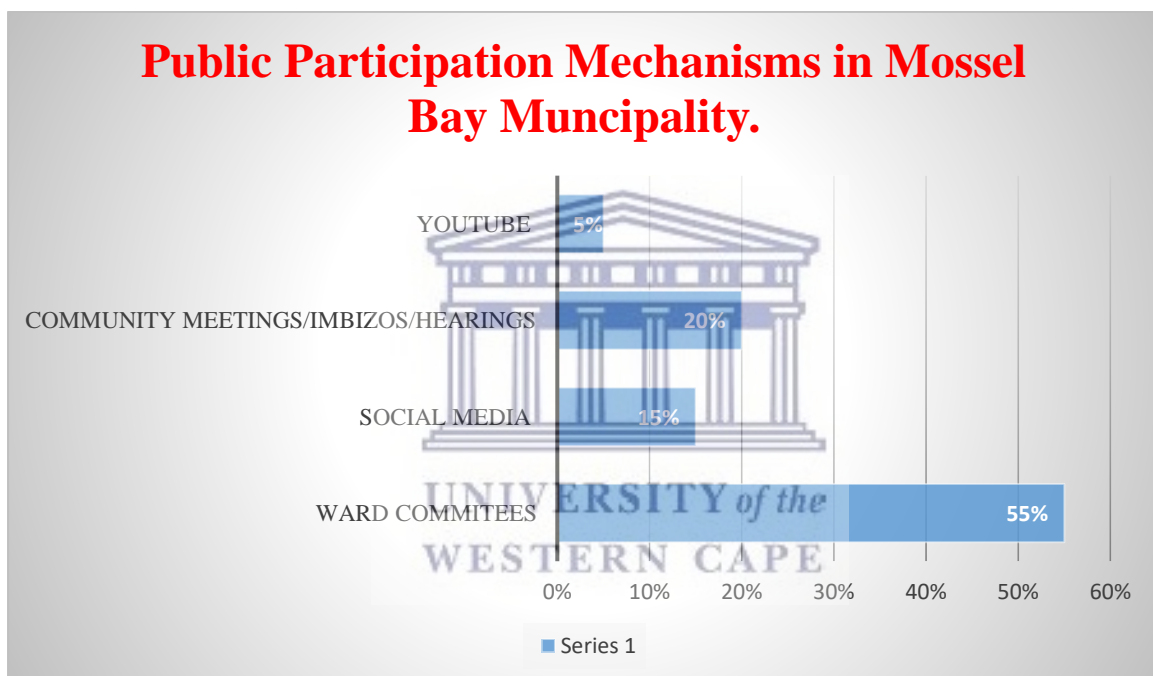


Figure 10: Mechanisms to strengthen public participation.

Figure 10 illustrates the current mechanisms that are being used by the municipality. Figure 10 reflects that 55% of the participants indicated that the ward committee meetings in the municipal area are the most popular mechanisms in the community. One Ward Councillor stated:

“The ward committee meetings for us as councillors is the most platform that we can utilise to ensure that citizens of Mossel Bay can express their issues and views on matters of the municipality (Ward Cllr)”.

As previously indicated in this study, Murondao (2017:45) asserts that public meetings offer an opportunity for political leaders to provide feedback to community members on issues of service delivery. It was stressed by the respondents that in order to have well-functioning ward committees, it is important to have balanced representatives in the committees. A total of 20% of the respondents reflected that community meetings in Mossel Bay are one of the critical platforms that drive public participation. One of the respondents reflected:

“The community meetings assist the municipality mainly during the process of the adoption of the IDP (MO)”.

Participants mentioned their level of disappointment with the attendance of these community meetings and reflected that during the COVID-19 pandemic these meetings were adversely affected. Hence, 15% of the participants highlighted the social media platforms used by the municipality to drive citizen engagement. Participants indicated that the municipality also makes use of the Mossel Bay newspapers to communicate with citizens. However, one of the Ward Councillors discouraged this platform saying it is no longer effective as many people have no interest in reading. There were clear observations made by respondents that these platforms are not working for all wards in the municipal areas. There was one concern registered by the ward councillors and ward committee members that in most of the community meetings not all officials of the municipality are present. This makes it difficult for them, as the community, to receive the input and feedback that is expected from the municipality.

Sub theme 1.2.: Progress reports to the public by Ward Councillors

The aim of this question was to explore whether ward councillors are conducting feedback meetings with their communities. Previously, this study reflected that Mphahlele (2010) identifies report back meetings as a critical mechanism for local government when it comes to strengthening public participation. The ward committee policy for the Mossel Bay Municipality indicates that Ward Councillors call reporting meetings on a quarterly basis. On this issue, there was an overwhelming response from participants including remarks like:

“Yes, as the councillor of my ward I do conduct progress reports on the implementation of the IDP projects however my ward is not pleased at all with the progress that I am giving them (Ward Cllr)”.

“According to my knowledge in the ward that I am working in for community development, I have never attended any report back meeting called by the ward councillor (CDW)”.

“As the municipality, we have not been invited to attend any of the Ward Councillors’ report back meetings (MO)”.

It is clear that the feedback provided by ward councillors does not always satisfy the community. Furthermore, there is great concern by some of the municipal officials who were interviewed that the ward councillors are not conducting report back meetings with the communities.

6.6.2 Theme 2: Effectiveness of public participation strategies

It was envisaged to understand whether the current strategies employed by the municipality are effective in driving community involvement. There were mixed feelings from the sampled participants with regards to the effectiveness of these strategies.

There is a general feeling from the municipal officials that current strategies are working well to facilitate public participation. One of the municipal officials remarked:

“Yes, they are very much effective with all our legal public participation processes as the municipality we are on board as required by the legislation (MO)”.

The remark made by the participant raised a concern whether the municipality is facilitating public participation as tick box exercise or as something which is a critical exercise that will assist the municipality to improve on its service delivery. The remarks made by the respondent seek to determine whether the community are being involved in the IDP processes for them to influence decisions and improve service delivery or their inputs are not considered at all. This simply means in an event the Municipality is just doing a tick box exercise then it applying the Non-participation ladder to the citizens no Mossel Bay Municipality.

Furthermore, it was stated that,

“No, the world has changed and therefore new strategies needs to be invented and implemented for better outcomes”.

This response suggests that Municipality is still making use of old strategies to deal with modern-day issues.

Some of the respondents felt that the current strategies do not favour all municipal wards. There was thus a call, especially from the ward councillors for municipality to revisit the strategies, ensuring that they are representative of every ward. Most participants are of the opinion that as much as the strategies are effective at the moment, there is a need for more work to be done by the municipality make the strategies more effective. Municipal Systems Act (RSA, 2000a) chapter 4 stipulates that municipalities should be in a position of developing a culture for community involvement.

Sub theme 2.1. Accessibility of the municipal website

The municipal website is an important platform used by the Mossel Bay Municipality to facilitate community involvement in terms of communication and information sharing. It was the aim of the researcher to determine whether the website is easily accessible to community members. It was also important to determine how the municipality allows access to certain critical documents that are public knowledge.

The following remarks were made:

“Yes, it is easy for us councillors because we are trained but for the community members it is not easy. They don’t even have data to access the website. The youth once suggested that there should be free access to the website, especially for job hunting (Ward Cllr)”.

“The municipality just stated on the website, according to me the website is easily accessible and easy to navigate it for us as officials, I am not sure how the public is finding it (MO)”.

“... 100% of the ward committees reflected that some of them don’t have access to resources that allow them to access the municipal website; and further to that, there is an issue of data, which hinders most of the citizens to have access to the municipal website (WCM)”.

Most of the municipal officials indicated that all relevant and critical municipal documents are available on the website including the IDP and the budget. The participants went on to say that there are funds allocated by the municipality to restructure the website to make it easily accessible and easier for communities to engage with.

6.6.3 Theme 3: Meaningful participation in the IDP

The researcher sought to assess whether the municipality offers citizens a meaningful opportunity to participate in the development of the IDP. The respondents offered mixed responses on this issue. Firstly, it is important to indicate that the municipal officials in the sample stated that they do conduct public meetings in all wards to gather input from the communities that will be included in the IDP. It was also mentioned that this process normally takes place around September and October. The ward councillors, ward committees and CDW`s agree that the meetings do take place. However, they believe that they are not as meaningful as they would like them to be.

As a result, some of the participants made the following remarks:

“The municipality just come to us with a completed list of needs and a budget which is a concern for us (WCM)”.

“Attendance to the public meetings is very poor due to the fact that announcements to meetings are made late and it was indicated that in most cases the municipal officials always continue with meetings even though the meeting does not meet the quorum (WCM)”.

“Space in other wards for public meetings hinders meaningful participation to the IDP (Ward Cllr)”.



Sub-theme 3.1: Responsiveness of the IDP

The IDP in local government is one of the key components for facilitating service delivery in municipalities. This study showed that through the IDP, community needs are collected and prioritised by the municipality to ensure that services are carried out. Therefore, the responsiveness of the five-year plan is crucial to communities. The aim of this question was to ascertain whether the current IDP of the municipality is responsive enough to the municipal areas. The following comments were made by the respondents:

“The municipality just come to us with a completed needs and budgets for each ward and just wants us to confirm those needs based on what was submitted on previous years. It is important for our issues to be linked to the municipal budget in order for effective participation (WCM)”.

“The municipality on year-to-year basis continues to use community needs in the IDP that is not confirmed by ward councillors for approval (Ward Cllr)”.

“The way the municipality conducted the meetings for this cycle it was evident that it shall not reflect all the needs of our communities (WCM)”.

There were mixed feelings with regard to the responsiveness of the 2022-2027 IDP in the Mossel Bay Municipality. During the interview sessions some of the ward councillors indicated that they were satisfied with what was listed in the IDP of the municipality as they believed it was responsive to the needs of their wards.

6.6.4 Theme 4: Understanding strategies for public participation.

This theme sought to give the researcher an understanding whether current mechanism facilitates public participation. It is also relevant in terms of giving guidance to the municipality as to which strategies would work best for them as community members. Most participants commented the current mechanisms are determined by the municipality and there was no consultation done with the community. The respondents made the following remarks with regard to their involvement in determination of the strategies for public participation:

“No consultation at all. There is also a huge problem the Directors don’t attend these public participation meetings which makes very difficult for us to receive the answers that we require as the community (WCM)”.

“No involvement at all was done to determine the strategies that are used, as the municipality we are following the standard process that is determined by the Systems Act. Normally the strategies that are effective and understood by the community is the ward committee meetings (MO)”.

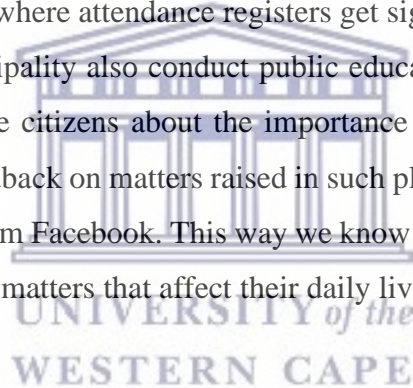
The remarks made by the participants further confirm that members from the municipality do not attend these meetings themselves to see whether the current strategies are working. In short, it was expressed that communities are not consulted on critical decisions. The researcher sought to understand the modes of communication used for public participation in the Mossel Bay Municipality. Section 4 of the study provides a cycle of the IDP, which is critical for the development of the IDP and also reflects the importance of the municipality going to the public for the collection of inputs.

Sub theme 4.1: Modes of Communication

The Municipal Systems Act (RSA,2000a), Sections 18 and 19, municipalities are encouraged to inform the public about upcoming events through advertisements. The research sought to understand which mechanisms are used to invite the public to participate in the IDP process. Responses from the respondents indicated the following key modes of communication:

- Community radio stations such as Eden FM
- Facebook
- Municipal website
- Social media, (Facebook and WhatsApp)

There was concern raised from the less affluent wards that the municipality is not considering things like flyers and posters which would accommodate them as they do not have access to the abovementioned modes of communication. As mentioned on communication modes that the municipality is using to communicate with its citizens, there are measures in place to ensure that participatory communication is effective and does serve a purpose. These are done through community outreach meetings where attendance registers get signed and measured by number of people attended. The municipality also conduct public education engagements by form of community dialogue to educate citizens about the importance of taking part in government programmes and does give feedback on matters raised in such platforms. Most of the feedback the municipality receives, is from Facebook. This way we know impact has been done and that citizens are becoming active in matters that affect their daily livelihoods.



6.6.5 Theme 5: Social media platforms used by the municipality

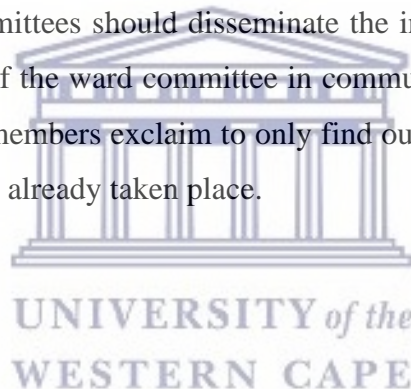
The role of social media within the municipality was previously discussed. Bertot et al. (2010) believe that social media has the ability to enhance the relationship between citizens and government, especially in ensuring that proper information is gathered for efficient delivery of service. All the respondents are of the view that the social media platforms in local government is one of the mechanisms that can enhance participation of communities. The participants reflected the following benefits that are associated with social media platforms. Only 35% of the participants believe that social media platforms are easily accessible by communities.

About 30% of the participants believed that social media makes it easy for citizens to have access to necessary information communicated by the municipality. According to the

municipal official participants, during the COVID-19 pandemic the municipality ensured the use of the social media platforms to ensure IDP processes were still communicated to the citizens of Mossel Bay. There are only two critical challenges that were raised by the respondents, especially from the side of Ward Committees and Ward Councillors including a lack of proper resources to access social media and no data for internet access. During the COVID-19 pandemic, the municipality communicated electronically in the public participation meetings. One of the participants remarked:

“The municipality received many complaints from the public indicating that the social media platform was not effective enough for community involvement (WCM)”.

This comment was made on the basis that not all the citizens in the municipal space have access to the resources which allowed them to visit sites like Facebook and YouTube. The second challenge faced when using the social media platforms during the pandemic was that most of the citizens could not afford internet data to participate in meetings. There is no communication strategy that gives guidance on how the ward committees are provided with information and equally on how the ward committees should disseminate the information to the community. This affects the effectiveness of the ward committee in communicating with the community. As a result, some community members exclaim to only find out about these meetings a night before or when the meeting has already taken place.



6.7 Summary

In this chapter the researcher presented the data and an analysis thereof that was collected during the field work. There were many pertinent questions relating to public participation in Mossel Bay Municipality. The participants revealed various concerns around community involvement in the municipality, especially around the platforms and mechanisms that are used to facilitate and co-ordinate community involvement. The general observation is that the municipality, at some point, needs to strengthen public participation strategies through community engagement. This will assist government to understand what systems and mechanisms work best for the people of Mossel Bay. The next chapter deals with the recommendations and concludes the study.

CHAPTER SEVEN

RECOMMENDATIONS AND CONCLUSION

7.1 Introduction

The previous chapter discussed the findings from the interview data. As stipulated in chapter one, the aim of the study was to understand the processes and mechanisms used to strengthen public participation by the Mossel Bay Municipality. The purpose of chapter seven is to provide some recommendations which could enhance community involvement in municipal affairs. It is evident through the analysis that there are mixed feelings about the ways in which public participation is currently handled. The Constitution of the Republic of South Africa (RSA, 1996) provides clear guidelines on how government should be driving the democratic approach and ensuring that they remain accountable to citizens.

Table 11: Research question and research objective of the study

Research Objectives	Research Questions
1. To understand public participation processes and mechanisms used by the Mossel Bay Municipality.	1. What are the public participation processes and mechanisms in place that Mossel Municipality uses to ensure effective public participation?
2. To examine the envisaged role of the IDP to influence service delivery in the municipality.	2. What is the envisaged role of the IDP to influence service delivery in the municipality?
3. To explore role of the community to influence strategies for effective community participation in the municipality.	3. What is the role of the community to influence strategies for effective community participation in the municipality?
4. To assess the potential benefits and challenges of incorporating social media platforms to strengthen effective public participation in the municipality.	4. What are the potential benefits and challenges of incorporating social media platforms to strengthen effective public participation in the municipality?

7.2 Recommendations to Mossel Bay Municipality

7.2.1 Public participation policy and strategy

It is evident that the role of municipalities is to facilitate public participation at the local government level. Furthermore, it is clear that there are mechanisms and processes in place to facilitate public participation. It is also noted that based on the Arnstein's ladder of public participation the Municipality falls in the Tokenism rung which is informing, consultation and placation. However, it was identified that there was no public participation policy in place within the Mossel Bay Municipality.

Recommendation 1: It is recommended that the municipality drafts and adopts a public participation policy. The adoption of the policy will provide an outline and guide the co-ordination of community involvement.

Recommendation 2: It is recommended that a public participation strategy outlining key activities for community involvement is developed, and in doing so, local governments must provide strategies that help achieve the goals of community involvement.

7.2.2 Municipal website

In the previous chapter, it was emphasised by the municipal officials that the municipal website is an important tool and is used by the municipality to communicate with the public. However, representatives of communities raised concerns that in most instances, it is difficult for them to access the website as a result of data and resources issues.

Recommendation 1: It is recommended that the municipality considers launching a data-free website, that will allow citizens to have access to the website at no cost.

Recommendation 2: The ward committees raised a concern that most of the less affluent municipal wards find it difficult to navigate the municipal website. It is therefore recommended that the municipality provides training to ward committees on the navigation municipal website.

7.2.3 Mossel Bay IGR Representative Forum

Section 4.3 outlines the IDP process that was followed during the development of the IDP. In the section about the phases of the IDP, there is the integration phase that requires municipalities to ensure their project plans are integrated into pre-existing sectoral plans in

other spheres of government. During the assessment of platforms and mechanisms in place in the Mossel Bay Municipality, it was identified that the municipality does not have a structure or platform that brings all spheres of government together for planning.

Recommendation: It is recommended that the municipality establishes a Mossel Bay Municipality IGR Representative Forum, that will bring together all sectoral stakeholders in the municipal area. This forum will assist the municipality to ensure that there is integrated planning, especially related to the IDP. This platform will also offer the ward committee an opportunity for sector departments to engage with other sector departments on service delivery issues.

7.2.4 Ward-based forums

Some of the respondents who were interviewed remarked that not all their issues are considered and well captured within their wards. Under normal circumstances, as prescribed by the legislation, ward committees consists of no more than 10 members. Further, according to the participants, it limits the level of participation by the sections in the wards.

Recommendation: It is recommended that a ward-based forum be established by the municipality. In most cases this ward-based forum extends the 10 members to 30 members. The introduction of this forum will strengthen community involvement and allow for extensive participation from the wards in order to aid inclusion within the municipality.

7.2.5 Full representation of Executive and Senior Managers in public meetings

The research found that community meetings in all the municipal wards are the most effective way for the municipality to conduct public participation. It was clearly indicated by all the participants that the community meetings are mostly conducted by the municipality during the IDP processes. The ward councillors and ward committees stressed that during the conduction of meetings, the municipality only delegates the IDP unit to be present in the meeting. There are no other officials from the municipality.

Recommendation 1: The municipality should make a council resolution that requires all senior managers of the municipality to attend all public meetings that take place in the municipal wards. This will help with transparency and accountability.

Recommendation 2: The Executive Managers should request a standard report from all senior managers on the issues raised at public meetings. They should also prepare responses for the

Ward Councillors to be communicated to the larger community during ward meetings. This will improve communication between the municipality to the community. It will also assist in strengthening the relationship between community and the municipality.

7.2.6 Administrative Support

The researcher sought to understand whether ward councillors conduct feedback meetings with the community. The ward committee policy reflected that the ward councillors are expected to conduct reporting meetings on a quarterly basis. During the one-on-one interviews, there were mixed feelings about the meetings. Even from the side of the municipal officials, there was no clear information provided about how these meetings are conducted. The ward committee policy stipulates that the municipality must make administrative arrangements to enable Ward Committees to perform their functions and exercise their power effectively.

Recommendation: It is recommended by this study that the municipality should strengthen its administrative support through feedback meetings. In other words, public participation meetings should operate on a quarterly schedule that will be made public on municipal platforms. Furthermore, the Public Participation Officer must assist the ward councillor with setting up meeting agendas and the preparation of a report to the Speaker on a quarterly basis on the progress of the meetings.

7.2.7 Enhancing communication strategies for the less affluent wards

In the analysis chapter it was argued that there are various modes of communication used by the municipality to facilitate community involvement in the municipal affairs. An overwhelming response from all the respondents indicated the following key modes of communication:

- Community radio stations such as Eden FM
- Facebook
- The municipal website
- Social media platforms such as Facebook and WhatsApp

Some participants noted with concern that certain modes of communication being used do not address all the needs of the municipal wards, especially those that are less affluent.

Recommendation 1: The municipality should enhance the following modes of communication for the less affluent wards:

- Flyers
- Posters
- Loud hailing
- Texting community members via SMS for announcements.

Currently, the following methods are used to facilitate public participation in the municipality:

- | | |
|-------------------------|---------------------------------------|
| 1. Ward committees | 2. Community meetings/public meetings |
| 3. YouTube/social media | 4. Hearings/Imbizo |

The respondents noted the mechanisms and processes that are used to ensure community involvement in the municipal affairs. However, it was argued that the current mechanisms are not covering all municipal wards. There was an overwhelming feeling from the participants that the municipality could do more in terms of facilitating public participation.

Recommendation 2: The municipality should conduct a review of the mechanisms they are using. During such a review, community members must be consulted to find out which public participation strategies work for them.

7.2.8 Capacity building and training

It is recommended that the municipality prioritises training and building capacity of the ward committees and all officials that deal with public participation. It is important to note that challenges arise because some municipal officials do not have the capacity to involve community members. Training for these officials is recommended for them to learn how to strengthen their public participation facilitation skills. Furthermore, ward committee members raised the issue that they cannot navigate with the municipal website. It is thus critical for the municipality to conduct workshops for each ward in how to navigate the website easily. In doing so, they will be able to indicate where community members can find critical documents, like the IDP and the municipal budget.

7.3. Conclusion

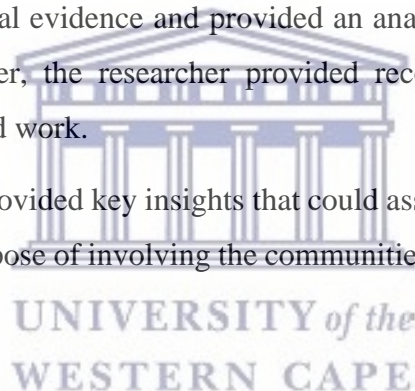
The study demonstrated the importance of local government to involve the communities in the planning and execution of plans in municipalities such as the IDP. The study demonstrated various possible mechanisms that could be used by Mossel Bay Municipality to ensure that it enhances its community involvement.

Chapter one addressed the research problem through the identification of the objectives and research questions. In order to meet the research objectives, the researcher conducted an in-depth literature review on community involvement. This was covered in chapter three.

In addition, chapter three explored various instruments of research that were used for the collection of data to address the research questions. Chapter three demonstrated the qualitative methodology used in the study. Chapter four explored the role IDP in enhancing public participation in local government.

Chapter five presented empirical evidence and provided an analysis through the capturing of transcripts. In the final chapter, the researcher provided recommendations based on key findings discovered during field work.

In conclusion, the researcher provided key insights that could assist the municipality to rethink public participation for the purpose of involving the communities in the affairs of government.



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APPENDICES



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25 March 2022

Mr A Magxotwa
School of Government
Faculty of Economic and Management Sciences

HSSREC Reference Number: HS21/7/63

Project Title: Rethinking public participation in local government: A case study of the Mossel Bay Municipality

Approval Period: 25 March 2022 – 25 March 2025

I hereby certify that the Humanities and Social Science Research Ethics Committee of the University of the Western Cape approved the methodology, and amendments to the ethics of the above mentioned research project.

Any amendments, extension or other modifications to the protocol must be submitted to the Ethics Committee for approval.

Please remember to submit a progress report by 30 November each year for the duration of the project.

For permission to conduct research using student and/or staff data or to distribute research surveys/questionnaires please apply via:
<https://sites.google.com/uwc.ac.za/permissionresearch/home>

The permission letter must then be submitted to HSSREC for record keeping purposes.

The Committee must be informed of any serious adverse events and/or termination of the study.

A handwritten signature in black ink, appearing to read 'P. Josias'.

*Ms Patricia Josias
Research Ethics Committee Officer
University of the Western Cape*

NHREC Registration Number: HSSREC-130416-049

Director: Research Development
University of the Western Cape
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FROM HOPE TO ACTION THROUGH KNOWLEDGE.



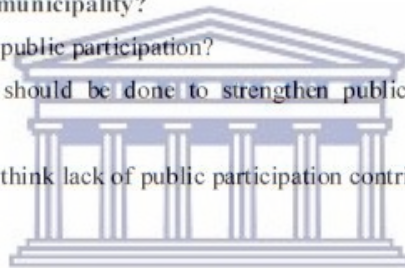
FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

SCHOOL OF GOVERNMENT

Interview Guide

Rethinking public participation in local government: A case study of the Mossel Bay Municipality

1. What are the public participation processes and mechanisms in place that Mossel Municipality is using to ensure effective public participation?
 - 1.1 What is your understanding of public participation?
 - 1.2 What does the municipality do to facilitate public participation?
 - 1.3 What type of processes and mechanisms in place to facilitate public participation in the municipality?
2. What are the perceptions and attitude of the stakeholders with regard to public participation in the municipality?
 - 2.1 What is your view of public participation?
 - 2.2 What do you think should be done to strengthen public participation in the municipality?
 - 2.3 In your view, do you think lack of public participation contribute to high levels of protest?
3. What is the envisaged role of the IDP to influence service delivery in the municipality?
 - 3.1 In your view does the municipality provide community members an opportunity to meaningfully participate in the implementation of the IDP?
 - 3.2 Do the ward councillors provide progress reports to the public on the implementation of the IDP?
 - 3.3 Are there any projects listed in the IDP that you would say the members of the community participated in the implementation of the IDP?
 - 3.4 Do you think the current IDP is responsive to the needs of the community?
 - 3.5 Does the municipality encourage meaningful participation of IDP and budget process?



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4. What is the role of the community to influence strategies for effective community participation in the municipality?
 - 4.1 How does public participation contribute to efficient service delivery in the Municipality?
 - 4.2 In your view does the municipality involve community members to understand strategies that will be effective to improve public participation?
 - 4.3 What are the public participation interventions initiated by the municipality to enhance the relationship between community members and the municipality?
5. What are the potential benefits and challenges to incorporate social media platforms to strengthen effective public participation in the municipality?
 - 5.1 What do you think of the current strategies the municipality used for public participation?
 - 5.2 In your view are these current strategies effective for public participation? And why?
 - 5.3 What is your view of social media strategies to strengthen effective community engagements?
 - 5.4 Is the municipality's website easily accessible and provide the necessary information for the community members?
 - 5.5 What are the potential benefits of social media platforms to strengthen effective community engagements?
 - 5.6 What are the challenges of incorporating social media platforms to strengthen effective community participation?

Questionnaire

Google form link

https://docs.google.com/forms/d/e/1FAIpQLSd31WKy-mKoahJmYfIxEojXfBl64KqA4LB9w-lRxBucjfoDxw/viewform?usp=pp_url



MOSSEL BAY MUNICIPALITY
MOSSELBAAI MUNISIPALITEIT
UMASIPALA MOSSEL BAY!

In antwoord verwys na nommer
In reply quote number
Xa Uphendula chaza Le Nombolo 3/2/1/3/1SVAYISI

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e-mail: admin@mosselbay.gov.za
web: www.mosselbay.gov.za

2007 Rapport Dorp van die Jaar
2016 National Greenest Town
2017 KwaZulu Town of the Year!

20 APRIL 2022

Dear Mr. A Magxotwa

Mossel Bay Municipality received your request to conduct research on public participation titled "Rethinking public participation in local government: A case of the Mossel Bay Municipality". The documentation submitted in requesting permission to conduct research is in order.

In that the Municipality gives you permission to conduct research on public participation as requested. The research ethics should be always adhered to, as attached in your request documentation. We would love to have a copy of your research paper once you complete your studies.

We wish you all the best in your academic journey.

Regards

MANAGER STRATEGIC SERVICES

S VAYISI

20 APRIL 2022
UNIVERSITY of the
WESTERN CAPE

101 Marshstraat | Street | Sitalato 101
Privaatsak | Private Bag | Ingxowa Yeposi Ngu X29
Mosselbaai | Mossel Bay | Bayi 6500

University of the Western Cape
School of Government
Bellville
7535

The Municipal Manager
Mossel Bay Municipality
Private Bag X29
Mossel Bay
6500

Dear Sir/Madam

Re: Permission to conduct research at Mossel Bay Municipality.

To whom it may concern

My name is Ayakha Magxotwa, student no. 3922503, enrolled for Master's Degree at School of Government, University of the Western Cape. My research title is "*Rethinking public participation in local government*". Case Study: Mossel Bay Municipality.

This letter seeks to request permission from the Municipality to collect data, my target participants are municipal councillors, officials and ward committee members.

The aim of the research is to determine new approaches of enhancing public participation in local government. The researcher is currently waiting from the institution approval for the ethical clearance application and once that is granted it shall be shared with the Municipality.

Please note the following:

- I will invite individuals from your organisation and community to participate in this study.
- Participants will be asked to give their written or verbal consent before the research begins. Their responses will be treated confidentially, and identities

-
- The research participants will not be advantaged or disadvantaged in any way. They will be reassured that they can withdraw their permission at any time during this project without any penalty
 - At the end of the research the researcher shall make the findings available to the Municipality.
 - I will make recommendations to the Municipality on any new approaches of enhancing public participation.

Looking forward to hearing from you.

Yours Faithful

Researcher

Supervisor

Co-Supervisor

A.Magxotwa

Dr. Gregory Davids

Mrs. Fundiswa Khaile



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