Community Participation in the Integrated Development Plan Preparation Process: The Case of Ndwedwe Local Municipality, KwaZulu-Natal

Elijah Phumlane Matosse

Thesis presented in partial fulfilment of the requirement for the degree of masters of Town and Regional Planning and Development (School of Architecture, Planning and Housing) at University of KwaZulu Natal.

Supervisor: Dr. Rosemary Awuor-Hayangah

October 2013

Declaration

I declare that the entirety of the work contained therein is my own, original work, that I am the owner of the copyright thereof (unless to the extent explicitly otherwise stated) and that I have not previously obtained any qualification – neither in its entirety nor in part.

_____

Date

Acknowledgements

Abstract

This study examines community participation and focuses on the preparation of the Integrated Development Plan in Ndwedwe Local Municipality. Before 1994, the apartheid government had a top down approach that did not engage communities to participate in the preparation of integrated development planning process and rural areas were neglected. After 1994 the new democratic government sought to establish a people driven approach to development characterised by community participation. Homelands formed part of segregation development hence there were no local municipalities to drive development in rural areas such as Ndwedwe. The new dispensation of democratically elected government focuses on integrated development and mandated by policies such as Municipality Systems, Act No. 32 of 2000; Municipality Structural Act No 32 of 2000 and Development Facilitation Act of 1995. They provide a mandate to local municipalities to render service to local communities and to endeavour to address the problems of the past through integrated development planning process. The policies provide the responsibility for the municipality to administer development and transform local communities from the segregation development to IDP process which involves all the stakeholders.

The purpose of this study is to examine community participation in the Integrated Development Plan preparation in Ndwedwe Local Municipality, focusing on ward 15 and 16 which, are amongst the 19 wards that constitute Ndwedwe local municipality. Data for the study was collected from ward communities and the local municipality through interviews which were conducted with the ward councillors, the Mayor, the IDP Manager and members of community.

The study findings revealed there was tokenism with respect to community participation in the preparation of the plan, since the citizens were not fully empowered to drive the process. Poverty and the backlogs in terms of social, infrastructural and environmental could be addressed through strong participation with support systems such as funds, skills development and investments in infrastructural development.

Table of Content

List of Tables

Table number	Title	Page
1	Research Approach and Validity	8
2	The entire research project planning	13

List of figures: Diagrams and Maps

Figure number	Title	Page
1	The entire research project	18
2	Ndwedwe Local Municipality Map showing Wards 15 and 16 and the Context plan	94
1	Research Process	12

List of Acronyms

ASGISA	Accelerated Shared Growth Initiative of SA
ANC	African National Concress
DFA	Development Facilitation Act No of
DLGTA	Department of Local Government and Traditional Affairs
DMA	Disaster Management Act No 57 of 2002
NHF	National Housing Forum
SC	Steering Committee
FBS	Free Basic Services
HH	Households
IDP	Integrated Development Plan
IFP	Inkatha Freedom Party
IDPRF	IDP Representative Forum
ISRDP	Integrated Sustainable Rural Development Programme
KRA	Key Rural Appraisal
KZN	KwaZulu-Natal
LUF	Land Use Framework
LUMS	Land Use Management System
MFMA	Municipal Finance Management Act No of 2000
MIG	Municipal Improvement Grant
MSA	Municipal Systems Act No 32 of 2000
MSA	Municipal Structures Act No 117 of 1998
MSIG	Municipal Systems Improvement Grant
NEMA	National Environmental Management Act No 107 of 1998
NSDP	National Spatial Development Perspective
PC	Project Consolidate
PDS	Provincial Development Strategy
PRA	Participatory Rural Appraisal Theory
PPS	Public Participation Strategy
RDP	Reconstruction and Development Programme
SACA	South African Constitution Act 106 of 1996

SLA   Sustainable Livelihood Approach

TA   Traditional Authority

TORs   Terms of Reference

CHAPTER ONE: PROBLEM STATEMENT AND METHODOLOGY

1.1 Introduction

The Department of Traditional and Local Government (DTLG) proposed that an Integrated Development Planning Representation Forum be established to encourage the participation of communities and other stakeholders at ward levels and in local municipalities (Information Package on Integrated Development Planning, 2001). This is of importance because the affected community members would be in a position to utilize the opportunity to identify themselves more with common societal issues. Whilst participation in Integrated Development Planning has been successful in involving the public, the business and other sectors and different stakeholders, the situation is however complicated by the number of sectors involved as observed by the researcher (Information Package on Integrated Development Planning, 2001). This large number of stakeholders tend to weaken the degree of participation in the political processes. Different stakeholders present a multiplicity of interests. Furthermore, the local communities within the municipality can best articulate their own needs and assist in improving ownership of processes and legality of government projects that are cited as important for active citizen participation in the integrated development planning process (Buccus and Hicks, 2007).

Integrated Development Planning is a tool used to inform development planning in communities. It engages various stakeholders to contribute their input rationally. The researcher argues that the engagement of various stakeholders is put to a test due to the multiplicity of interests which are often associated with conflict; lack of trust and hidden agendas. This is opposed to what community participation is about. This study focused on two community wards in the Ndwedwe Local Municipality; Ward 15 and 16. Ward 15 is located next to the Ndwedwe Local Municipality administrative offices; while Ward 16 is situated on the remote periphery of Ndwedwe Local Municipality. The Ndwedwe Local Municipality is a semi-rural area that lacks infrastructure; natural resources and adequate service delivery.

It appears that there is variation in participation by ward in the Ndwedwe community in the forums and meetings arranged by the municipality. This has been noted from observations by

the researcher in previous forums and as a team member of the Social Development Services. Meetings vary from those summoned by Ndwedwe Local Municipality and Traditional meetings arranged by the Amakhosi. There is an understanding that these meetings are organized to put emphasis on people's needs during their participation. However there is variation in terms of wards location that exist between wards 15 and 16 then there is something missing here. The extent to which community members participate in development committees vary and at different stages of planning meetings. This study examined whether this weakness of community participation exists in the context of Integrated Development Planning preparation process.

Encouraging community participation is a basis for good governance. This is supported by the laws and policies of the South African government. Local communities in Ndwedwe have to participate according to the principles, space and platform provided to them. Communities should participate freely, confidentially, without coercion or prejudice. Influential stakeholders and political decision makers should conduct themselves according to the rules and regulations consistent with the South African Constitution.

In South Africa participation is in line with democratic principles. Prior to the first democratic elections in 1994, the apartheid government negated the democratic principles in respect of the majority of black population. Ndwedwe is one of those areas where African people were forced to reside on reserved land according to ethnic classification and subsequent Land Act of 1913 and the revisions of Acts in 1939 which consolidated the unequal distribution of land, services and resources along the racial lines (Buccus et al 2007, 2006). Ndwedwe came about as a result of homeland delimitation. Former homeland areas and Ndwedwe in particular are often not suitable for cultivation and commercial activities due to the undulating terrain.

1.2 Study Area

Ndwedwe Local Municipality has 19 wards and each ward is comprised of a number of villages. This research focused on wards 15 and 16, see Map1 (Appendix A). Three villages fall within the jurisdiction of ward 15. These wards differ in levels of development and geography. Ward 15 is more developed and located near Ndwedwe town with good physical and social infrastructure and economic development. Ward 15 is the most developed ward of Ndwedwe Local Municipality and forms the economic hub of the area. In this area there are

economic activities such as agriculture, local health facilities, transport infrastructure, local Ndwedwe Police Station and a road construction programme established under the Urban Renewal Programme. Ward 16 is located at the periphery of Ndwedwe town. It is not developed and is also ravaged by poverty, rampant unemployment and HIV/AIDS (Ndwedwe Local Municipality Integrated Development Plan, 2007-2012). Ward 16 lacks infrastructural development, family and social support structures and basic services; a situation which affects the community's livelihood (Von Kotze, 1998). The social structure of communities in this Ward is "ruptured" (Ndwedwe IDP Review Document 2009- 2010). From the above explanation, ward 15 and 16 were selected for this study. The researcher argues that there is weak community participation in the Integrated Development Planning preparation process meetings which result into failure of plans to inform decisions or address needs of the local people. The assumption is that effective participation by the local community is likely to make them take ownership of the plan and use it to address their development needs.

Ndwedwe Local Municipality is one of four local authorities within the ILembe District Municipality. It borders in the east with the KwaDukuza Municipality and in the north with Maphumulo Municipality (see Map1). In the south borders of Ndwedwe there is the eThekwini Municipality and in the west the uMshwathi Municipality. In broad terms the municipality is situated parallel to and approximately 20 km inland from the KwaZulu Natal coast. While much of the north – eastern part of Ndwedwe forms part of the coastal flats mostly covered by KwaDukuza, the majority of the area consists of tribal authority land ranging from topographically fragmented to steep and dramatic landscape (Ndwedwe Local Municipality Integrated Development Plan, 2007-2012).

The topographic conditions of Ndwedwe area consist of a steep and fragmented landscape which impact negatively on linkages associated with rendering of services. The topography is structured as follows: In the east and north –east a band of flat to undulating low-lying topography forming a part of the coastal flats. In the western half of the area mostly steep, fragmented and elevated topographic conditions, interspersed with some undulating high-lying areas. Very steep dramatic topographic conditions in the form of cliff faces and escarpments in the western and south –western part of Ndwedwe and there is a series of incisive river valleys running largely in an easterly direction bisecting in particular the western part of the municipality into a series of spurs and valleys. According to Ndwedwe IDP Review of 2009-2010 the special framework is estimated approximately as follows:

20 % of the municipal area consists of flat to softly undulating land;

40 % of the municipal area consists of undulating land;

30 % of the municipal area consists of steep and fragmented land; and-

10 % of the municipal area contains over-steep and dramatic topographic conditions.

Within the regional context, much of the Ndwedwe Municipality represents the former KwaZulu homeland consisting of traditional settlement areas and while it is located relatively closer to major urban and economic centres (such as, King Shaka International Airport and Dube TradePort), it however has remained substantially underdeveloped, disadvantaged and poor (The Ndwedwe 2009-2010 IDP Review). The Ndwedwe Municipality is 1153 square kilometres and accommodates a population of 134 326 people (Community Survey, 2007). Overall settlement densities are approximately 145 people per square kilometre. 68% of Ndwedwe consists of tribal authority land and the remainder is made up of commercial farmlands located in the north–east of the municipality (Ndwedwe Local Municipality Integrated Development Plan, 2007-2012).

1.3 Statement of the problem

In the past, South Africa was governed by policies that promoted separatist development. When the African National Congress (ANC) led democratic government took over in 1994, it intended to address the problems of the past which promoted a segregated society, poverty and inequalities. Various policies and legislations were introduced such as Integrated Development plan mandated by Municipal Systems Act of 2000 and the Development Facilitation Act of 1995. Such policies intended to promote and integrate societies in decision making and openness which allows communities to participate in discussions on the day to day running of their local municipalities. This study was undertaken with the view that community participation is weak and it should be further strengthened in local municipalities.

Ndwedwe Local Municipality is characterized by huge disparities between the community and its local municipality in terms of location with the exception of Ward 15 (The Ndwedwe 2009-2010 IDP Review). Due to the huge disparity, it is difficult for the municipality to communicate with people about issues that relate to poverty alleviation and service delivery. The municipality's primary task is to ameliorate the livelihood of people, in terms of service delivery such as infrastructure and environmental management (ibid). Furthermore, the

municipality's duty is to overcome barriers which mock down the barriers of communication through the Integrated Development process. This could contribute to participation of communities and service providers to become fully engaged with the community in matters of community development.

The main focus of the study was to obtain an understanding or various forces and levels which influence decision making during participation and its relation to IDP. It focused on the local municipality structures, community development committees in wards, and Non Government Organisations (NGOs) operating in Ndwedwe.

1.4 Significance of the study

The majority of Ndwedwe community members, Ndwedwe Local Municipality officials and other sectors that constitute stakeholders in the integrated development planning preparation processes will be better positioned to understand task that inform increased community participation. This would provide knowledge and skills to support community participation during integrated development planning preparation processes. The support could be achieved in various ways: for example the provision of government subsidies in transport to overcome obstacles which result in the absence or limited community participation in ward committees.

I chose to conduct this this study because I have noticed lack of participation by the community in terms of decision-making on the services they need. This study will assist Ndwedwe community and Ndwedwe Local Municipality and ILembe District Municipality to come with strategic planning which will lobby some of the stakeholders to contribute towards supporting mechanisms for increased community participation during the IDP process. As a start some of the stakeholders who participate in business ventures introduced by Ndwedwe Local Municipality could assist in reducing levels of poverty. Mutual relationships could be enhanced amongst traditional leaders, ward councillors from ward 15 and 16 and municipal officials.

At Ndwendwe Municipality the local community appears to be not involved in policy formulation, designing of municipal programmes as well as implementation, monitoring and evaluation of programmes. The researcher argues that there is weak community participation in the Integrated Development Plan preparation process, which results in the failure of the

plan in promoting the livelihoods of the local people. The assumption is that effective participation by the local community is likely to award them some ownership of the plan and use it to address their realities. By and large the Ndwedwe area lacks basic services and amenities such as water and sanitation services, water reticulation, spring protection, the built environment as well as roads, buildings. According to the 1996 and 2010 revised IDP annual reports, Ndwedwe Local Municipality had high rates of unemployment and in most cases seasonal jobs were the closest form of job security. Therefore, this re-emphasises the need for research on the content of community participation in the Integrated Development Planning preparation process in Ndwedwe. Lack of participation has led to inadequate service delivery. It is the communities that can identify their problems thus their absence contribute to lack of services because the Municipality is not in a position to know the services the community needs.

1.5 The main objective

The main objective of this study is to examine community participation in the Integrated Development Planning process with a view to identifying reasons for weak participation in Ndwedwe Local Municipality.

Specific objectives

- To assess community participation in the integrated development plan preparation process in the Ndwedwe local community.
- To examine the role of planners that facilitates community participation in the IDP preparation.
- To identify how community participation can be strengthened in the preparation of the Integrated Development Plan

1.6 Research Questions
- What are the factors which explain weak community participation in the Integrated Development Plan preparation process in Ndwedwe Local Municipality

- How is community participation in the Integrated Development Planning process carried out at the Ndwedwe Local Municipality?
- How do planners facilitate community participation in the Integrated Development Planning process at the Ndwedwe Local Municipality?

- How can the community be encouraged to participate in the integrated development planning process in Ndwedwe Local Municipality?

1.7 Hypothesis

There is weak community participation in the Integrated Development Plan preparation process.

1.8 The research methodology

1.8.1 Research Design

Babbie and Mouton (2007:104) define a research design as "a plan or structured framework of how one intends to conduct the research process in order to solve the research problem". A research design is a plan or blueprint of how you intend conducting the research (Mouton, 1996). This study determines the strengths and weaknesses of community participation in the Integrated Developing Planning process. It employs a qualitative research methodology. Respondents were used as source of data to develop concepts that will provide meaningful rationality, this research design plan and structure gives the research project validity and maximises the research credibility.

The design approach chosen uses the accepted decision steps in this research process as a frame of reference. Chapter 1 to 5 provide an explanation of factors that presents the problem statement, objectives and aim of the study, the conceptual and theoretical framework that constitutes a community, participation, integration, development and planning. Furthermore, it yields powerful debates that lead to the understanding of participation in the IDP process. The research deals with the broad range of concepts or discourse that occurs across a broad spectrum of participation in the IDP preparation process. It is highly unlikely that all the factors discussed will ever occur in other local municipalities. For this reason, it is the task of the reader to decide which of the factors discussed are likely to affect or concern other local municipalities. This includes the validity of the findings. For the purpose of maximising the validity of the research design the following five research decision were distinguished: (1) the topic, (2) problem formulation, (3) conceptualisation, (4) data collection, and (5) analysis and interpretation of data.

1.8.2 Research Approach

The researcher internalised specific inputs or concepts (conceptualisation) and selected a study the case of Ndwedwe Local Municipality to examine community participation in the Integrated Development Plan preparation process. The researcher incorporated the research models seen as relevant to the specific goals. This enabled the researcher to formulate research problem and identify the constraints. The constraints determined that the research would be qualitative. This was followed by the research questions, the characteristics and size of the study. The research goal was established to evaluate the research and to determine the hypothesis about the existing situation as a result a research strategy was conducted.

Table1

Research Approach and Validity		
Conceptualisation	theoretical validity	
Data collection	reliability	
Analysis and interpretation	inferential validity	
Research Strategy		
Research goal	To examine community participation in the Integrated Development Planning process and the factors that determines the validity of findings.	Community participation in the integrated development plan preparation process. The role of planners that facilitate community participation in the IDP preparation and the community courage in the preparation of the Integrated Development Plan
Descriptive research	A study the case of Ndwedwe Local Municipality that in community participation in the Integrated Development Plan preparation process.	In-depth interviews, participant observation, focus groups, sample

Source: (Robinson, 2010)

1.8.3 Sources of Data

Both secondary and primary sources of data were used in this study

1.8.3.1 Secondary data

The researcher referred to the Ndwedwe Integrated Development Document 2009, relevant policies and legislation on Integrated Development Programme 2009 plan, journals and the Constitution of South Africa. Secondary sources are those that provide information that has been done in the field of interest (Creswell, 2003). It is the information that is already available and can be accessed. The secondary sources used were as follows:

> ➢ Ndwedwe Integrated Development Document 2009;
> ➢ Relevant Policies and Legislation on Integrated Development Programme 2009;
> ➢ Journals and the constitution of South Africa;
> ➢ Stakeholders' reports from the municipality and consultancy reports;
> ➢ Information from the archives of the municipality associated with community planning process in the Integrated Development Planning process;
> ➢ Minutes of the consultative meetings, and
> ➢ Izimbizo minutes.

1.8.3.2 Primary data

(i) Selected respondents from wards 15, 16 were community members; the Local Municipality officials and the Traditional Authority structures. Interviews were held with selected respondents from wards 15, 16 who were community members and the Local Municipality and the Traditional Authority,

(ii) Focus Groups Discussion: 4 Community Development workers,

(iii) Key informants – were selected because of the experience and knowledge they posses and regular attendance in meetings. The key informants are listed below:

a) IDP Manager of Ndwedwe Local Municipality and Integrated Development Planning Provincial Manager,

b) Two traditional leaders, six amakhosi and five Izinduna from ward fifteen and sixteen.

c) Ward 15 and 16 Ndwedwe Local Municipaly councillors.

d) Community Development Workers from wards fifteen and sixteen (focus group).

e) Consultants Inkasa Manager: Programme Director Inkasa.

f) Speaker: Ndwedwe Local Municipality.

g) Speaker: ILembe District council.

h) The Chairperson of civic organisations–Inkatha Freedom Party and African National Congress.

1.8.4 Sampling procedure and sample size

The respondents were identified during field work and participant observation was conducted as relevant activities in the encountered process. Participation observation was undertaken by the researcher in the setting to observe the everyday actions and interactions of the participant. This observational method is based on the assumption that understanding of the inner perspective of actors can only be achieved by actively participating in the subjects' world and gain insight by means of introspection (Bless and Higson 2004). Participant observation was undertaken over three periods of two weeks each. During these periods the researcher spent several hours daily between 08h00 and 13h00. Observation made during participation observation were recorded by jotting down notes; keeping mental notes of conservations with forums and ward committees. The researcher did not take much into consideration the size of the population since hence; an observation was drawn from all participants who engaged in meaningful discussions.

Twenty (20) community members who often participate in ward committees and Ndwedwe Local Municipality meetings were selected from the attendance register. Interviews were conducted to provide a framework for a respondent to speak freely and in his or her own terms about a set of concerns which the researcher brings to the interactions and whatever else the subject may introduce. The researcher had an idea of the basic issues that had to be covered in interviews. The researcher derives these notions from the formulation of the research problem; analysis of observations and experiences reported by the participants. Free narration by the respondent was encouraged. However, such narration was guided since the interview and the data collected must contribute to the research objectives. An interview guide list of topics was used to gather information and served as a checklist of which sub-topic may be ticked off as they are covered. Analysis were made and a study of related literature. The themes guided and formed the structure for later analysis and interpretation. During the interview the researcher endeavoured to assume a non- argumentative, supportive and sympathetically understanding attitude. The procedure was first to establish rapport with the respondents and create a warm and receptive atmosphere. It was again pointed out to respondents what the purpose of interviews was and what way the data and findings would be used. It was explained that while factual data of the situation occurring in the participation of

IDP process during participation were sought. The respondents were invited to communicate their own attitude and feelings, and in so doing encouraged to speak freely on the selected themes and issues which were of most concern to them. The duration of the interviews ranged from 20 to 30 minutes. Interviews with key informants lasted from 40 to 60 minutes.

1.8.5 Instruments, tools and techniques used

Interviews, Focus Group Discussions, journals, Key informants, Traditional Leaders and population sample, Councillors, media reports, and Ndwedwe local Municipality Officials

1.8.6 Face to face interviews and focus groups

Participatory observation and Focus Group Discussion consisted of two Community Development Workers, two Ward Committee Members and three from Women's group members.

1.8.7 Data collection process

All the respondents were advised of the importance of the data collected. Respondents were informed that the information was confidential and they were not compelled to disclose information.

Meetings were held with CDWS in order to obtain relevant information. The discussions were comprised of questions and important points were written on the answer pad by the researcher.

Face to face interviews was conducted with Ndwedwe officials including the ward councillor. Most important data was recorded on the answer book to ensure maximum quality. Respondents were advised that a recording devised would be used and as such, the permission to use the devise was requested.

A visit to Makhulu Newspaper Company, which is the local media, was conducted to obtain relevant information. The data collected has been used as an attachment or annexure B in this study.

1.8.8 Data analysis

Data analysis informed that decision making is inclusive, democratic since meetings are open to the public except meetings of the council's executive. The ward committee system

includes the stakeholders into governance issues. However, some stakeholders were unable to contribute any inputs. Analysis included the interviewed community that attend meetings, the demographics in the wards, the factors that hinder the participation of people in ward committees. Civic organisations and forums in the planning and implementation phases of the IDP were issues raised. Izimbizos as a form created to ensure service delivery and public accountability was analysed. The role of the Amakhosi, Izinduna and Town Planners including their mandate, in the IDP process was also analysed. The analysis determined what the main forms of participation are during the IDP preparation process. The entire research project planning can be viewed diagrammatically in the Satisficing Model as follows

Fig1 Research Process
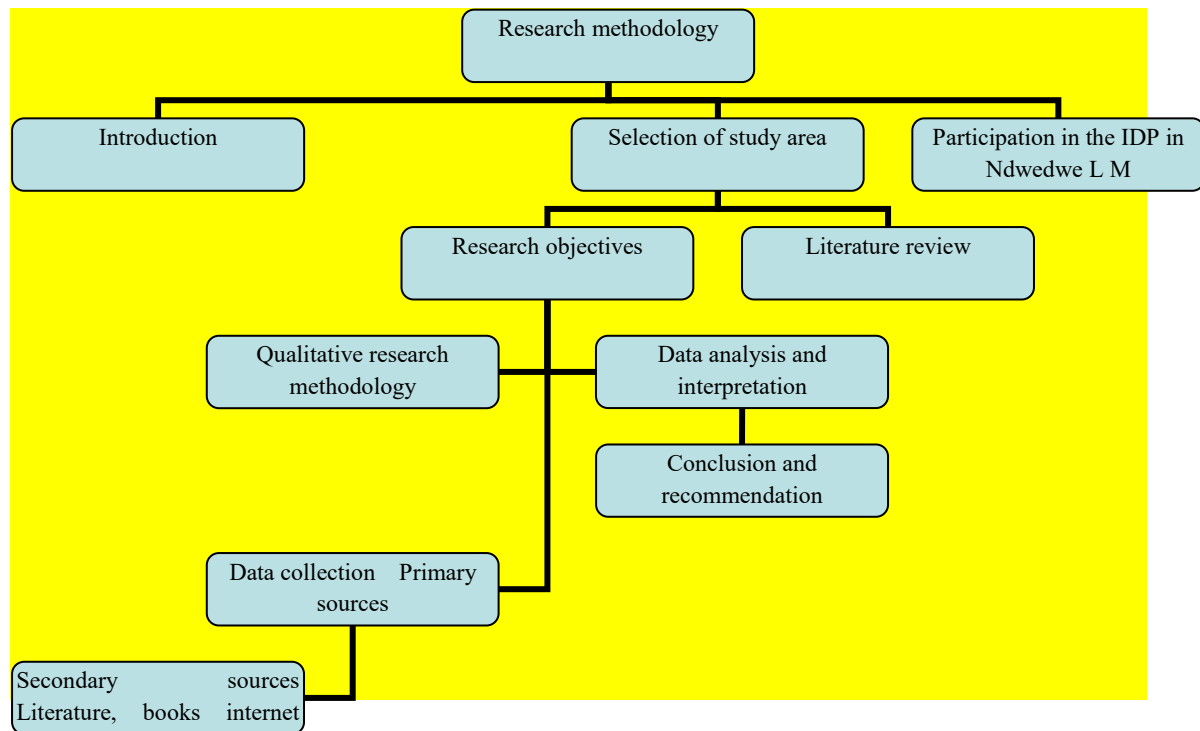
Source: Researcher's own interpretation, 2013.

The entire research project can be viewed in the table 2 below which has been constructed based on the work of Robbins, (1996)

Table2: Summary of the Research Process

Actors involved	Research methodology	Stages of participation	Activities to be undertaken	
Researcher	selection of study area		Ndwedwe Local Municipality focus on Ward 15 and 16	
Researcher	methodology	Ward levels	understanding forces and levels which influence decision making	
Researcher	sources of data	Local Municipality & Ward Level	Primary and secondary data	
Researcher	data collection	local Municipality & Ward level	primary and secondary data	Sampling procedure and sampling size
Researcher	data collection	local Municipality & Ward level	interviews, Population Sample Snowball	Techniques and instruments
Researcher	data analysis	Local Municipality ward level	obtain responses from respondents and provide analysis and interpretation of data	

Municipal manager		local municipality	Provide access for role players to IDPs for their interaction with Ndwedwe Local Municipality. Prioritise issues and strategies of Local Municipality. Link projects with budget figures and responsible agencies. Ensure majority decision in a full council meeting. Take care of the concerns of the councillors. Give relevant role players such as executive committee to discuss and comment.	
IDP Manager		Local Municipality and ward level	Identify other stakeholders and their roles to assist in preparation of the IDP and prioritisation	
Consultants		Local Municipality and ward level	Provide feedback to relevant stakeholders in ward level and at the local municipality level about challenges and achievements on the issues of IDPs.	
Community Development Workers (CDWs)		Ward level	Assist ward committees in the IDP preparation process	

Traditional Leaders: Inkosi and Izinduna		Ward level	Participate actively in IDP preparations undertaken by Municipality in all developmental issues affecting the community	
Councillor		Local Municipality and ward level	Interventions: take initiatives on IDP preparation process with regard to specific issues. Initiation of specific steps to change the existing situation on the ground. Allow voices to be heard and frames of reference. Co-determination of IDP preparation issues that take place through partnerships with specific community groups.	
Mayor		Ward level	To convene Izimbizo; to bring out the problems in meeting the demands of the poor; the deepening of democracy; open public decision making; to conduct himself or herself in an answerable and transparent manner	
	conceptual theoretical framework			
Researcher			Participatory rural appraisal community participation theory strategic planning	

			Neo – functionalism Intergovernmentalism	
	definition of key concepts			
Research	community, participation, instrumental participation, transformative participation and representative participation			
Researcher	background to integrated development planning			
Researcher			Relevant themes	
			Public participation in the context of National, provincial and local government	lesson learnt
Researcher	analysis, interpretation		findings and recommendations	Approval

Source: Robbins, 1996: 87.

1.9 Limitations of the study

The study focused on interviewing the community members from ward 15 and 16 and the officials of Ndwedwe Local Municipality because the research sought to evaluate community

participation in the integrated development planning preparation process. In addition, the unevenness of Ndwedwe terrains shun route because of lack of proper roads, a situation that is limiting as it inhibits the free movement within the municipality. The area of Ndwedwe had recently experienced civil disputes between the members of Inkatha Freedom Party (IFP) and the African National Congress (ANC) as a result some community members of Ward 15 and 16 were not comfortable with being interviewed. The researcher built a good rapport with respondents to overcome these constraints.

1.10 Chapter Structure

Chapter 1

Chapter one introduces the study area. It also presents the problem statement, objectives and aim of the study.

Chapter2

Chapter two presents the conceptual and theoretical framework that constitutes a community, participation, integration, development and planning.

Chapter 3

This chapter presents various views from different authors on planning and development. The chapter's main focus is Britain which is regarded by most countries as a pathfinder in development planning systems. The aim of the chapter is to contribute to an understanding of participation in planning from other countries.

Chapter 4

Chapter four presents the South African planning history that was mainly comprised of land control and segregation development. However, in 1995 the Integrated Development plan emerged and gave a mandate to local municipality to implement service delivery in an integrated manner, this endeavour was supported by the Reconstruction and Development Programmes which intended to address the problems of the past and also the 1996 South African Constitution. It captures the roles and responsibility of local municipalities; the role of the IDP, its legal status and the function and powers of Ndwedwe Local Municipality that include participatory approach.

Chapter 5

Chapter five presents findings of the research based on the emergent themes as derived from the study objectives.

Chapter 6

Chapter six presents summary of findings, conclusions and recommendations of the study.

1.11 Chapter Summary

This chapter entails that integrated development planning is tool used to inform development planning in communities that determines needs of people during participation, it also focused on the Ndwedwe study site and provided the statement of the problem that Ndwedwe is characterized by huge disparities between the community and its local municipality, poverty and inequalities that were inherited from the apartheid government. Furthermore, the chapter discusses the hypothesis which states that there is weak community participation in integrated development plan preparation process. It is with this regard that the researcher selected a study case of Ndwedwe local municipality to examine community participation in integrated development plan preparation process. Finally the chapter lays out the chapter structure of the study.

2 CHAPTER TWO: CONCEPTUAL AND THEORETICAL FRAMEWORK

2.1 Introduction

The conceptual and theoretical framework used in this study places community participation within the Integrated Development Planning processes. This chapter explains some of the key concepts in the discourse of integrated development planning as the planning movement evolved over time. The chapter begins by reviewing the theoretical underpinnings of what constitutes a community, participation, integration, development and planning. This section of the study underscores the theoretical perspectives; points of entry and serves as a basis for conducting this research. Furthermore, while concepts to better understand the phenomena under study are discussed, this chapter also presents an opportunity to present the theories which explain why the problem under the study exists. The conceptual and theoretical framework provides an overarching context in which matters of integration, participation, development, planning and community are conceptualised. Accordingly, it consists of a set of assumptions, concepts, values, and practices that determine how the aforementioned themes were managed or approached.

2.2 Participatory Rural Appraisal

According to Von Kotze (1998), Participatory Rural Appraisal Theory (PRA) is applicable to both urban and rural settings. This theory is premised on the tradition of participatory learning and knowledge production. It involves collaborative planning, sharing knowledge and experience. Furthermore, it encompasses the process of listening and asking questions during discussions. In that regard, all participants play a major role in initiating and influencing the direction of discussions, in this case, IDP preparation process. Integrated development plan is a tool for local municipality that could be used during participation since time and other resources are often limited. Researchers and service providers as outsiders could be able to acquire information about a community quickly that is aimed at strengthening, analysing and making decisions since they are vested with power to address problems of the affected community.

Hired agencies in the local municipality can design programmes, implement, monitor and evaluate activities using the PRA tool (Chambers, 1997). Moreover, agencies can be able to

facilitate the process that allows community members to analyse their situation and also to list their priorities in terms of their related needs and their perceived needs. This is essential as it is related to Integrated Development Planning preparations particularly at ward levels. Hence, this is about moving away from the notion of top down approach to bottom up approach which is people centred.

Evidently, formulation of valid theory possesses enormous power to elevate and accelerate the expansion and development of human capabilities in any field, leading to fresh discoveries, improvement of existing activities and capacity for greater results (Mouton and Marais, 1990). For example, today, researchers have taken science to new heights, because of knowledge breakthroughs in fields such as physics, chemistry and biology. The Participatory Rural Appraisal theory can tell us not only what should be done, but also what can be done and the process by which it can. Social development can be summarily described as the process of organizing human energies and activities at higher levels to achieve greater results. Development increases the utilization of human potential. In the absence of the participatory rural appraisal theory, social development remains largely a process of trial and error, with a high failure rate and very uneven progress (Mouton and Marais, 1990). The dismal consequences of transition strategies in most Eastern European countries, the very halting progress of many African and Asian countries are shortcomings of experimentation (Lusk and Mason, 1992). Moreover, the increasing income gap between the most and least developed societies, and the distressing linkage between rising incomes, environmental depletion, crime and violence reflect the fact that humanity is vigorously pursuing a process without the full knowledge needed to guide and govern it effectively (Wint, 2002).

Advancement of the development theory can enhance society by the same order and magnitude that is advanced by theoretical physics multiplied by technological achievements in at the turn of the (Wint, 2002). The emergence of a sound theoretical framework for social development would provide the knowledge needed to address these inadequacies. It would also eventually lead one to the most profound and practical discovery of all – the infinite creative potentials of the human being (Wint, 2002).

2.3 Community Participation

Since the late 19th century, communities have been associated with the hope and the wish of reviving the closer, warmer, more harmonious type of bonds between people (Hoggett, 1997).

Community participation means some form of involvement of people, with similar needs and goals, in decision making that affects their lives. Similarly, Abrams (1964: 63) defines community participation as "[t]he theory that the local community should be given an active role in programs and improvements directly affecting it". Abrams maintains that it is rational and necessary to give control of affairs and decisions to people most affected by them since by and large, there is no government or any formation of public authority that can rightly solve all its public problems with apt adequacy. As highlighted above, it is not with ease to delegate power to people in places of authority and professionals in the public sphere.

Proponents of the theory of community participation have deep-seated differences in approaching the latter. Hamdi (1997: 75) defines the theory as a "powerful concept which sees professionals, families, community groups, government officials, and others getting to together to work something out, preferably in a formal or informal partnership". Far from Abrams (1979) notion of community participation being a rather 'careless' exercise of transferring political power to people, Hamdi (1997) reveals that community participation is a harmonious partnership that hauls different stakeholders into one institutional moment to make decisions. A more useful argument is put forward by researchers who studied the failures of collectivist for *pro bono* initiatives. Avruch and Black (1999) argue that community participation initiatives often lack conceptual understanding of community structures. The setup is complex and different; it includes race, gender, sex, age, level of education and other forms of physical differentiation. Furthermore, genuine participation would not be plausible because some members by virtue of their demographic status in the community inevitably wield and are endowed with more power than others. Other researchers who noted this about community participation include Sjoberg (1955) and Black and Scholes (1974). Sjoberg (1955) was more interested in extra-community activities that affect activities that take place in a community and concluded that community ownership and management of development projects do not take place within a vacuum but are rather embedded to varying degrees within the life and workings of their communities of place. In the same vein Buccus and Hicks (2007) bemoans that perception of communities as 'mass society' veils the pertinent social structural characteristics for example size and heterogeneity in communities that may either stifle or promote collective initiatives.

2.3.1 Community participation in the South African context

Community participation according to Kotze (1997: 37) is defined as "the people –centred development approach which engages community attitude to communicate with government and it involves a reciprocal influence". Davids (2005:19) on the other hand defines community participation as "a process that intensifies democracy using participatory methods that provide a platform for decision making, implementation, monitoring process and evaluation of development initiatives that produce good results and governance".

Meyer and Theron (2001:1) define participation as "a programme that involves sharing decision- making process in the implementation of programmes and evaluating of programmes associated with development and benefits". Moreover, Greighton (2005: 22 argues "that community participation has participation levels depending on the issue being discussed". However, the role of the communities that participate is decision- making that is based on participatory principle which, through effective dialogue eliminates the distinctions between the communities. Communities draw inferences and conditions that are different from the perceptions of the outsiders (Burkey, 1993:62). It is the perceptions of the communities that should form point of references for any analysis. These perceptions can be identified and understood through continuous dialogue and joint reflections (Burkey, 1993:62) this. This is confirmed by Thomas (1995:1) who argues that "community participation involves community members and affected groups as community representatives".

2.4 Strategic Planning

The strategic planning has its roots in business planning but was adopted into urban planning as a procedural theory guiding decision-centred views of influencing operational decisions of an organisation (Faludi, 1985). It contends that if planning cannot exert such influence, then it is not worth undertaking. This theory advocates for pragmatic decision-making where public decision makers are required to give reasons for their decisions. This requires attending to, beforehand, their inter-relations that are not commonly given time during operational decision-making. Figuring out in advance what to do involves many decisions in

turn and cumulates in a framework, or plan. So the decision-centred view of planning sees the purpose of planning as guiding decision-making about action "if the selection of current actions is made only after a formulation and comparison of possible solutions over a wider field of decision relating to certain anticipated as well as current situations" (Friend & Jessop, 1977: 110).

Strategic planning theory gives guidance to the lower-tier planning authorities where externalities or inequities threaten, where opportunities for creatively combining measures taken with respect to the territories of various lower-tier planning authorities are in danger of being lost, or where goods and services cannot be expected to be provided by local authorities (Faludi, 1985). Hence, the distribution of powers between national and local planning authorities rest on assumptions enshrined in the constitution and the dominant political philosophy with respect to state intervention generally and the distribution of public powers over the various tiers of government more in particular. Since the onslaught of industrialisation and urbanisation, socio-economic development has transgressed existing boundaries and made traditional planning arrangements obsolete as much time and energy is spent on reforming governmental structure, powers and responsibilities (Faludi, 1985).

The current approach to strategic planning involves integrated development planning for local government. The current situation is assessed for formulating issues that lead to potential agreements. Identification of needs is pragmatic for prioritisations that yield concurrent objectives which result in long term visions and goals (Robinson, 2009:19). Robinson (2009) adds that this result into action plans that organise projects into integrated programmes requiring implementation by the local municipality in South Africa.

Belgium and Netherlands faced rapid change and limited resources, a formulation of strategic planning approach combined a long term objective with short term (Robinson, 2009:19) solution. Robinson addresses spatial, ecological, social, technical and institutional aspects of development problems. Concurrently he argues that it mobilises key actors from local government, local community and the private sector thereby strengthening coherence. Coherence involves actors to participate in planning, decision-making and resolving dispute constructively at different levels of the society (Robinson, 2009:19).

2.5 Neo-Functionalism

Neo-Functionalism is a theory of integration which was propounded in the mid 1950's by American scholars (Aston, 2004). The theory advocates for new forms of regional co-operation between neighbouring planning authorities (Aston, 2004). The theory initially focused on regional integration processes but later shifted from its initial political and economic integration foundations to focus on the 'spillovers' which accrue with increased cooperation between states in policy formulation which subsequently has a knock on effect, where co-operation in one field necessitates co-operation in another (Aston, 2004; Cini, 2000). As a result of such cooperation it is anticipated that municipalities will have effective, community backed policies inextricably linked to each other, not through necessity but rather as part of a bargaining process whereby government departments agree mutual support for each other in negotiations in so called 'package deals' (Hix, 1999).

This research utilised this theory to explain how and why local governance developed to strengthen the planning of regional economies. Whilst there are undoubtedly many different causes and factors which have contributed to community-led development, this research draws on the functional process that has guided political and economic development initiatives in Europe. However, the functionalist theory has been criticised for resulting in unintentional cultivated spillovers, where integration is not the primary motive but rather an unintended consequence of power delegation (Aston, 2004). Hence, Lindberg and Scheingold (1970) suggested that most local governments are concerned with achieving concrete economic and welfare goals and will view integration only as a means to these ends. Whilst neo-functionalism provides an explanation for how and why local governance developed up to the 1960's, it fails to explain the demise in integration from this period. The lack of continual integration during the 1970's suggests the neo-functionalist prediction of a gradual intensification of political integration was incorrect and mispredicted both the trajectory and the process of national and local government co-operation policy evolution (Aston, 2004). This research covered this theoretical gap by drawing from the intergovernmentalist theory.

2.6 Intergovernmentalism

The intergovernmentalist theory of integration was propounded in the 1960's as a critique of neo-functionalism. This theory argues that development initiatives should be driven by the interests and bargaining actions of local stakeholders to reduce anarchy or the development project becoming a 'white elephant'. Hence Rosamund (2000: 140), argues that local "governments seek integration as a way of solving problems that they have in common" to have effective results that give them greater credibility. The advantages of such co-operation are that financial, human, and natural resources can also be 'pooled' to have effective and responsive development. This research bases itself on the idea proposed in this theory that development is planned in cooperation with other stakeholders. Firstly, policy preferences within the local government jurisdiction will be synchronised with those of the national government through bargaining more or less simultaneously. Hence, within communities politicians aim to build coalitions of support among domestic groups while at the national level, the same actors seek to bargain in ways that enhance their positions domestically by meeting the demands of key domestic constituents (Rosamund, 2000).

The theoretical framework outlined above helps establish an understanding of the various aspects of the evolution of development planning. The different but related theories provide explanations for different stages and patterns of development planning. However, no theory in itself provides a completely adequate and comprehensive explanation of how the discourse on integrated development has evolved.

Economic integration leads to political integration, the EU transferred more sovereignty to a central authority at the European level. This process happened almost automatically, the so called "spillovers' integration in one sector enforces integration in other sectors (Eilstrup-Sangiovanni, 2006). Limited spillover effects occurred within the community and expanded economy beyond the boundaries. Limited spillover effects that occurred within the community expand economy beyond boundaries. Hence, there were problems that could not be solved on the national level by the key actors due to the lack of trust within member states. Therefore, there was a decline of decision- making regarding supranationalism McKay, 1999:17). This was perceived as being complicated and confusing. It undermined the intergovernmental aspects of the EU that are seen to infringe on national matters such as the Euro or continued integration (Sweet, 2004:1). However, on-state actors such as interest groups and trade unions bypassed the state and cooperated directly with the Union (Eilstrup-Sangiovanni, 2006:230). Neo-functionalists, intergovernmentalists regarded European

integration rather skeptically. The theory focuses on the nation state and sees national governments as the key actors of the process. Integration is not considered happening accidentally. However, it happened through spillovers and rational and well calculated decisions by the national governments. Also in the course of integration, the nation state is seen as remaining predominant over any supranational authority (http// www.Scribd. Com /doc //16249343/everything-abc).

In Great Britain, the intergovernmental approach seemed the most suitable. Great Britain had good relations with all members of the European Union. A closer cooperation in economic terms was favoured by Great Britain. An attitude in favour of liberalization and deregulation of the internal market as well as increasing productivity existed. The British government had an economic concept, more closely related to the USA, while opposing the social model proposed by France, Germany and the Scandinavian countries (Eilstrup-Sangiovanni, 2006). This tendency occurred in the light of the United Kingdom (UK) being the only country with such a liberal market, low social welfare and a high level of 'self-responsibility' of its people (Hobsbawm, 1968). This shows clearly the British's position in economics, tries to keep foreign intervention in their affairs to a minimum, while using the positive aspects of the internal market to a maximum.

United Kingdom is still not in favour of a supra national state and wants to keep the decision making for the national states. It argues in favour of a broader involvement of national parliaments in EU affairs and opposes any political union, while pointing out the importance of strong economic cooperation. The main goal of the British participation in the Union is based on the economic benefits, to play a leading role in the European Union's future development and to create a peaceful and beneficial power in the world, which encourages and allows flexibility (Hobsbawm, 1968).

 The UK proposed a clearer and more efficient decision making mechanism. The British position within the European Union is influenced by belief in sovereignty and self-responsibility, opposing the social welfare states included in the union. The British realized the importance and influence of the European Union, as well as its potential in creating wealth and prosperity and joined it therefore. However, the United Kingdom still plays its own role within the union (**http// www.Scribd. Com /doc //16249343/everything-abc).**

There were other variables that influence decisions - making in a continental European perspective. For instance, strong British national identity, the different currency and geographic position that set Britain apart from continental Europe. The United States and the European Union had a close relationship. They had a common identity, and it was often created by a feeling of unity against all others; in this case against all that is not Anglo-American (http// www.Scribd. Com /doc //16249343/everything-abc).

The United States took into account that Britain had become Europe's only reliable military power and that made Britain more important for the US (Harris, 2002: 5). The liberal economy of the United State and the United Kingdom was in contrast to continental Europe. Both countries had in common the preference for limited state intervention by the government. Their markets were closely linked to each other thus creating a feeling of common identity, due to much interaction on the business level. Facts and figures depict that the UK is the biggest overseas investor in the United States. (Harris, 2002: 6). The economic markets of both countries are based upon similar concepts since both trade with and invest in each other maximally. This reflects on the current financial crisis into the market, which could be claimed on failure of regulation. The United Kingdom rescued the economy after the economic downfall. These efforts were more similar to the ideas of the United States (http// www.Scribd.Com /doc //16249343/everything-abc).

The United States had much influence on the European Union and the United Kingdom, for instance through the National Atlantic Treaty Organisation (NATO). The United States was seen as a partner. In general they are the super powers in the globalised world (Harris, 2002:4) and speak with one voice. However, Britain perceived itself as having a leading role on key debates on Europe, but there were difficulties that emerged. The issue of being part of the Euro region or not, the issue of European single currency became a major subject. Though the United Kingdom did join the European communities, it nonetheless, opt-outs and stirred into intergovernmental direction (Harris, 2002:4).

The United Kingdom had been a major asset for the European Union. That could be observed by the efforts made in European Union. However, the United Kingdom could not claim the same stand in the international arena particularly in terms of economic and political

contributions (Bandelow, 2005). Britain's predominance in imperial trade and global naval power gave it a substantial advantage over its European competitors. Britain managed to operate independently. It became the first country to industrialize and continued to play a crucial role in the global economy for over 300 years (Bandelow, 2005). Its predominance gave the British the possibility to travel and to gain knowledge of different cultures on an immense scale.

Britain became involved in the two World Wars. This had weakened British severely, leading to financial bankruptcy and loss of influence on a global scale to the USA (Bandelow, 2005). These left traces in modern British politics and public perceptions in the sense that the UK still demands a rather special treatment from its European partners. Above all, it was the outstanding economic performance that gave Britain its predominant role (Deighton, 2005). The early evolvement of the Industrial Revolution set Britain apart from the rest of Europe and gave them a head-start in economic power for years to come. Without doubt, colonialism contributed largely to this development due to its delivery of cheap raw resources. Moreover, the government provided for a good infrastructure, even in the colonies, with a well working transportation and public utility system and thus provided the infrastructural basis for a successful development of the economy (Deighton, 2005).

2.7 Definitions of key concepts

2.7.1 Community

Community has no particular definition. The meaning of community is diverse geographers put emphasis on spatial aspects, economists on work and markets while sociologists focus on social interactions and networks (Swnepoel 1998). Thus the concept is vague and contested and is appropriated for different uses. Since the late 19th century, the concept of community has been associated with the hope and the wish of reviving closer, warmer, more harmonious type of bonds between people (Hoggett, 1997). Before 1910 the concept was rarely known in social science literature until the first clear definition was coined by C.J. Galpin in 1915, delineating trade and service areas surrounding rural communities (Harper & Dunham, 1959). A number of competing definitions quickly followed with some focusing on community as a geographical area; some on a group of people living in a particular place and others which looked at a community as an area of common life.

Swanepoel (1998) defines a community as a living entity, which like its people, continuously changes physically and psychologically. For the community to exist there must be interaction, equality and opportunity within the group and the possibility to grow in a collective consciousness (Oakley et al, 1991). This means that within the community the perception of similarity to others, an acknowledged interdependence with others, convinces people to participate together in discussion and decision-making, and share certain practices that both define the community and nurture it through the feeling that members' needs will be met through their commitment to be together (Wint, 2002; McMillan & Chavis, 1986; Sarason, 1974).

These definitions point out that a community can be approached as a value that brings together solidarity, commitment, mutuality and trust (Frazer 2000) or as an ideal that promotes fraternity, liberty and equality. A community can also be approached as a descriptive category or set of variables such as place, interest, and communion (ibid). A community is viewed to be territorial, a locality or a place where people have something in common, and this shared element is understood geographically. If people share a common interest such as religious belief, sexual orientation, occupation or ethnic origin other than place they can lobby for development by "opening out the conceptual space within which non-place forms of community can be understood" (Hoggett 1997: 7). People with a communion or a sense of attachment to a place, group or idea have a profound 'spirit of community' when they meet with other people.

In cases where these different ways of approaching community overlap for instance, where place and interest communities coincide (where many of those who live there work in the same industry, for example, in mining villages) it is ideal to add a third understanding of community – that of attachment – as communities of place or interest may not have a sense of shared identity (Willmott, 1989; Cohen, 1985). Cohen (1985) argues that communities are best approached as 'communities of meaning' that play a crucial symbolic role in generating people's sense of belonging (Crow and Allan 1994: 6). The reality of community, Cohen argues, lies in its members' perception of the vitality of its culture or 'social capital'. The author states that "people construct community symbolically, making it a resource, and repository of meaning; and a referent of their identity" (Cohen, 1985: 118). This, and the above discussion, led Cohen to argue that 'community' involves two related suggestions that the members of a group have something in common with each other and the thing held in

common distinguishes them in a significant way from the members of other possible groups (Cohen 1985). Community, thus, implies both similarity and difference. It is a relational idea: 'the opposition of one community to others or to other social entities' (op. cit.). This leads us to the question of boundary – what marks the beginning and end of a community?

Cohen's argument is that boundaries may be marked on a map (as administrative areas), or in law, or by physical features like a river or road. Some may be religious or linguistic. However, not all boundaries are so obvious: "They may be thought of, rather, as existing in the minds of the beholders" (Cohen 1985: 12) and may be seen in very different ways, not only by people on either side, but also by people on the same side. This is the symbolic aspect of community boundary and is fundamental to gaining an appreciation of how people experience communities. Each expression has its own symbols and markers of boundaries defining who is 'in community', and who is not. The defining of a boundary places some people within, and some beyond the line. The definition of 'community' can, thus, become an exclusionary act where the benefits of belonging to a particular group are denied to non-members, for instance, in 'gated communities' that bar those who are poor or who are seen as a threat (Blakely & Snyder, 1997).

2.7.2 Participation

The concept of participation brings forth a double barrelled understanding of the term in the study of social sciences. First, participation in the confines of the theory of politics has much to do with decision making. Participation may also otherwise refer to sharing something in common with others. Sublimely put, Siderenko (2006) defines participation as a process of taking part in different spheres of societal life; political, economic, social, cultural and others.

Sequentially, an attempt to understand participation after having defined the community was deliberate because the two share a reciprocal relationship. Hicks (2006) describes participation as a circumstance than a verb thus in the light of the former she refers it to the state of being related to a larger whole, community, accordingly. Buccus et al (2007) provides a lengthy and a more concise definition that enables one to adequately advance a discussion on participation of the community in matters of development. Defining participation also compels one to delve into the compartmentalisation of participation; forms which participation could take can be summarised into four broad compartments. For

example, Siderenko (2006) conceives that the typology includes participation that is direct, representational, and political as well information-based. Siderenko's approach holds that participation is a process during which individuals, groups and organizations are consulted about or have the opportunity to become actively involved in a project or program of activity. Fittingly, in this study where the key purpose was to evaluate community participation in the economic development planning in the locality of Ndwedwe, there is need to articulate the definitions of the terms community and participation and depart from their lay and cumbersome conception. In as much as the concept of participation would be clear, in practice it succumbs to demographic peculiarities, these could be education gender, marital status, age and household income influences the level of people's participation (Stern & Dillman, 2006).

Whilst participation is worthwhile in forums where community members communicate about local matters, there are however four different levels of local engagement, these are nominal, instrumental, transformative and representative participation (Chambers and Conway 1992). First, nominal participation occurs when one is a member of a local group or organisation or attends local community events. McPherson and Rotolo (2003) however note that this is the least rewarding form of participation; hence they point to the fact that despite being endowed with more free time, nominal participants inherently have inferior resources in participation. Stern and Dillman (2006) list the possible causes of such marginal participation as power, culture, politics, religion, gender, literacy and socio-economic status.

2.7.3 Instrumental participation

In this case participation could be motivated by factors such as ideology, values or morals. As such, Brennan and Hamlin (1977) note that this level of participation implies one's need to participate for the best outcomes in terms of individual utility given the likelihood of great influence in processes. Thus, individuals become participants to alter the status quo. Fittingly, such opportunities for bargaining in participation exercises are portrayed in Integrated Development Planning in which individuals envisage better service delivery as the outcome (Swanepoel & De Beer, 1997:22).

2.7.4 Transformative participation

Gaventa (2004) observes that the multiplicity of participation phases could be a force directed towards the efficiency in the solution of problems affecting the communities at the local

level. Transformative participation aspires to affect a paradigmatic shift in a society which is brought about by changes in the 'politics of participation' (Hickey and Mahon, 2005). Furthermore, Hickey and Mahon (2004) note that transformation comes in the form of participation as a tool which can challenge power structures and change development practices, social relations, institutional practices and capacity gaps which cause social exclusion. In the case of the IDP the kind of transformation discussed here is the transformation of dominant planning practices in the political and economic arenas which has reinforced the power of some actors at the cost of the invisibility and exclusion of a great bulk of the population (Hickey & Mohan, 2004).

2.7.4 Representative participation

Individuals exercise their role in planning in an indirect way through an elected representative who in turn advocates on behalf of a group of individuals. This type of participation comes from the ideology of democracy where one or more individuals are entrusted to represent community or a group of individuals. Thus as originally defined by Furstenburg (1993), representative participation describes any arrangement under which individuals may be represented by a delegate in meetings, since the latter are professionally concerned about the deliberations.

In summary, representative participation is the only pragmatic measure in modern times, to advance popular views through the means of the general public. However, participation that is vicarious, that is, the representative exercise loses its integrity when the channels of information dissemination are blocked or interrupted. Buccus et al (2007) in the same vein noted that elected personnel may deliberately deprive the represented communities of crucial information in planning. On the on the other hand, responsive views, divergent views and grievances that community members want raised would subsequently fail to make it to the agenda in the consultative phases of the IDP (Hicks, 2005).

2.7.5 Characteristics of effective participation

Effective participation involves good practice that adheres to the following principles according to principles to achieve change in learning (Chambers and Conway, 1992). Learning supports a climate of mutual learning and development among all those involved. Confidence and transparency encourages participants to be active, more committed and accountable to all those involved, including the organisation that may be running,

commissioning the exercise and to the wider community. This requires good record-keeping of both processes and outcomes.

However, adequate resources and support mechanisms are necessary to manage the process well and to deliver the results. These require participants to be representative or inclusive, depending on the purpose of the exercise. Traditionally disadvantaged groups should be given special support and encouragement when their involvement is appropriate by providing incentives. Participants are excluded because of lack of physical access to meeting places, timing and appropriate support, for example, child care (Chambers and Conway, 1992). Chambers and Conway argue that participatory processes should have sufficient power to achieve the agreed objectives. This may require power sharing and during the discourse, a change in the existing situation and arrangements could be effected).

2.8 Integration

Integration is the act or a process or instance of incorporation as equals into society or an organisation of individuals of different groups as races; everyone is included together in terms of age, gender and colour. Integration has systems of integration as a process that involves and verifies an integrated cycle balanced set of systems, solutions that satisfy customer needs on time and within budget (Colvin et al, 2012).

2.9 Development

There is a consensus among development professionals like Brandes et al (2010), Gunder (2006), Tsai (2005), Ness (2002) and Nijkamp et al (1992), that the concept of development is a vision which has emerged to direct planning practices in many organisations even though they do not agree on what it is. The period after 1945 did not only bring about the development discourse but also contending definitions and perspectives thereof (McCloskey, 2009). As such, from the 1950s-1980s, definitions initially identified development exclusively with economic growth struggling economies saw it as the adoption of new technologies, transition from agriculture-based to industry-based economies, and general improvement in living standards (Wint,2002). Hence, they used indicators like the Gross Domestic Product (GDP) and per capita incomes as common benchmarks to measure the level of development. However, these benchmarks were inaccurate as they could not reconcile why in economies where there was marked economic growth there was increasing

inequalities and poverty and a widening gap between the rich and the poor. Therefore, new definitions of development emerged emphasising on human development by promoting for example, governance, health care, education, poverty reduction, gender equality, human rights, the environment and other issues (UN Habitat, 2011).

Development is now viewed as "a multidimensional process involving major changes in social structures, popular attitudes, and national institutions, as well as the acceleration of economic growth, the reduction of inequality, and the eradication of absolute poverty" (Todaro, 1985:85). Development must represent changes in the entire social system, where diverse basic needs and desires of individuals and social groups within that system are satisfied with the quality of life – materially and spiritually (Todaro, 1985). Todaro believes there are three core values of development and these core values are life-sustenance, self-esteem and freedom to choose. Economics plays a major role in the development process; it must increase people's standards of living through providing certain basic necessities without which life would be impossible (Todaro, 1981). Hence, any economic growth should raise people's standard of living, their incomes and consumption levels of food, medical services, and education among others.

2.10 Integrated Development Planning

Integrated Development Planning helps determine the direction and scope of an organisation over the long term, matching its resources to its changing environment to meet stakeholder expectations (Johnson & Scholes, 1993). Integrated Development Planning is a systematic process of envisioning a desired future, and translating this vision into broadly defined goals or objectives and a sequence of steps to achieve them. In contrast to long-term planning (which begins with the current status and lays down a path to meet estimated future needs). Integrated Development Planning begins with the desired-end and works backward to the current status. This planning process is a cooperative and continuous process that is undertaken by planning authorities and leads to the adoption of the Integrated Development Plan revised annually as circumstances change (Johnson & Scholes, 1993).

Integrated Development Planning is systematic in selecting choices made based on a rationale and on information, and a procedure or planning method. Beyond making decisions, Integrated Development Planning can and should be used to interact with internal and

external stakeholders, building understanding and commitment. Any formal planning exercise requires time, financial and human resources as there should be an understanding of the opportunity costs involved as well as real costs. The timing needs, therefore, to be appropriate and the resources mobilised proportionally to the task and intended outcome. Integrated Development Planning is important whether the development needs reviewing, whether its community priorities have changed or whether the means of achieving desired objectives need to be updated due to internal or external forces effecting delivery.

2.11 Definition of Integrated Development planning in the South African context

The Intergovernmental Forum for Effective Planning and Development (FEPD) constituted by the Local Government Negotiating Forum and the National Housing Forum met early in 1990, conceived the notion of Integrated Development Planning (IDP) in reaction to the outdated and inappropriate way of planning based on top down approach. In 1995 Integrated Development Planning emerged as a distinct approached to planning and as such IDP became a cornerstone of the Reconstruction and Development Programme. The FEPD defined the Integrated Development Planning as a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and marginalised (The information Package on Integrated Development Planning, 2001:4).

2.12 Summary of the chapter

Planning was comprised of development control that was central–based. The community involvement and participatory process was minimal. Final decisions were solely in the hands of the central government. South Africa and other Third World countries that were British colonies adopted its development control. Due to constraints and challenges encountered by Britain, it was necessary that some of the power vested on the central government be relinquished to local structures for comments and decision- making processes. This situation has been experienced by the most developing countries. Due to popular participation most developing countries are beginning to realise that it brings transformation. Popular participation creates transformation in local government through elections.

3. CHAPTER THREE: THE INTEGRATED DEVELOPMENT PLANNING FROM AN INTEGRATED PERSPECTIVE

3.1 Introduction

This chapter considers the nature and emergence of participation in Britain and how it became essential in meeting community aspirations. This section focuses on the development of the planning process in Britain around the 1960s. Britain in that time was thought of as a country that did not involve communities in planning initiatives (Fagence, 1977). This reflects similar situations in South Africa that are being experienced (Hickey and Mohan 2004). Community groups such as women and children were not involved in planning initiatives and did not have any influence in decision making process and how resources were allocated. Similarly in South Africa certain races and social groups (based on income and gender) were excluded from planning processes during apartheid and post apartheid era (Hickey & Mohan, 2004). According to Newman and Thornley (1996) planning legislation was passed in 1947. These principles included the division of planning into three broad function which were development control; development plans and central government supervision. Newman and Thornley (1996) further said that development control involved a local authority responsible to receive applications for development and to make decisions. Decisions were made by local politicians based on advice from local planners as stated in the Land Use Management System (2004). Local Authorities also prepare a development plan which sets out the land use policies for its area.

This situation is similar with that of South Africa in the sense that planners prepare and administer schemes, the general population makes representation on the schemes prepared and on any changes proposed and the politicians are the final decision makers. According to Newman and Thornley (1996:42) the central government in Britain was responsible for enacting the legislation and issuing policy guidelines and development control decision. Furthermore, Newman and Thornley (1996:42) argue that the central government policy had a strong influence on the rest of the planning system through the instrument called Planning Policy Guidance Notes. Development plans are two levels, structure plans prepared by counties and local plans by district authorities. In metropolitan areas these two tiers are combined in to a Unitary Development Plan. Since the 1991 Planning and Compensation Act

these plans have been given more importance after a decade during which they were downgraded.

Nelson and Wright (1997) argue that empowering people to take control at local level inevitably leads to conflict if external institutions are unwilling to give up some of their existing power. This is confirmed by Conyers and Hills (1984:34 that the top down approach to development, whereby outsiders provide goods or service that they think communities need, had to make way for a bottom up approach, takes people and their needs as a starting point of any development initiative. Hence, this is a key to participation.

According to Newman and Thornley (1996:71) the legal and administrative framework in the UK was different and produced a particular kind of planning system in which each planning permission was considered on its merits. Considerable discretion was given to the local planner who had to balance all the material considerations. The basis of the legal system was to explore precedent and this could be applied in considering a planning decision. Furthermore, the decision on similar cases had to be reviewed as these could be used by the applicant in any appeal argument against the decision.

Newman and Thornley (1996:71) point out that the use of the development plan as only one material consideration contrasts with the approach which seeks to use the plan as a preconceived embodiment of planning rules and regulations, Britain had much sharper division between central and local government and a high degree of centralised monitoring and control. Britain had remained strongly centralised with limits on local government autonomy. The appeal system enabled central government to intervene in individual decisions and to ensure that planners conformed to national guidelines.

Burgess et al (1997:147) argue that political enablement does not imply a reduction in but rather a reallocation of government responsibilities, with local government as the principal centre of empowerment. However, in practice though responsibilities have been transferred, resources required to exercise them have not.

In spite of all these powers, it was not the function of the Secretary of State to decide detailed planning policies as it was the business of local planning authorities (Burgess et al, 1997). The Secretary of State's function was to co-ordinate the work of individual local authorities and to ensure that their development plans and development control decisions were in

harmony with broad planning policies (Garton and Carter, 2002). The line dividing policy was fine and it had to be translated into decisions on specific issues, and series of decisions can amount to a change in policy (Lane, 2005). This was important in the British planning system, where a large measure of administrative discretion was given to central and local government bodies (Cullingworth, 1979:45).

The planning process in Britain was rigid, comprehensive and not rational. Mayer, (1985:9) defines rationality planning as the use of reason as opposed to impulse; prejudice; coercive power; or arbitrary authority in justifying a course of action (Forss, 1985:30). Britain did not take into consideration issues of efficiency and optimality. The means of communication used to get feedback from the community had no consultation or a discourse that would lead dialogue in decision – making process that had mutual benefit. (Dale, 2004:4)

Newman and Thornley (1996:125) argue that the Britain in 1979 brought a new ideological perspective into urban policy. Hence, the previous approach was very much led by the state, channelled resources to specific areas and decisions were made through organisations closely tied to central and local government. Newman and Thornley (1996:125) state that Britain aimed to give greater freedom to the market, liberating the market to create investments, Furthermore; this was a central government which had control to impose the deregulatory strategy on local areas through financial and legal means and by appointments to the decision – making bodies

Gildenhuys, (1999:19) argues that effective planning and development of a country's economy is imperative. The government should obtain control of all economic resources and all production factors. However, governments cannot create development. Government has only to provide favourable circumstances for development to take place. Therefore, there can only be economic growth and development in an unhampered market situation.

Newman and Thornley (1996:126) note that in the late 1980s in Britain the market supportive objective was being challenged by amenity protection objective and the demand for greater consideration of broader environmental issues. The existed tension shifted the balance towards giving greater weight to the environment. Hence, the secretary of state gave considerable importance to environmental sustainability.

Burgess et al, (1997:71) argue that in developing countries like South Africa political and administrative decentralisation from central and regional government to local authorities is essential for efficient curative and representative action on the environment. In the past central government generally planned, financed and built environmentally related infrastructure and services whilst local authorities were responsible for operations and maintenance. Burgess et al, (1997:71) further argue that the transfer of decision making and capital investment power to local authorities, with funds from central government is an essential measure and empowerment of local government to act on environmental issues.

According to Newman and Thornley (1996:127) during 1994 in Britain there was a need to remove central government interference and give local authorities and local communities greater influence. Newman and Thornley (1996:125) further state that the aim behind these initiatives was to ensure that communities benefit from investment and to increase community participation thus creating opportunities for communities.

Mabin (1995) states that South Africa's 1996 Constitution cleared the way for a fundamental transformation of local government. There was a shift from apartheid –based local government structures towards more strategic and integrated forms which provide measureable outputs. In addition Mabin (1995) states that this effective planning and development was a new approach to local authorities had minimal regulatory framework and effective financial management, this is a participatory approach to integrate economic, social, sectoral, spatial, institutional, environmental and fiscal strategies in order to support the allocation of scarce resources (FEPD,1995 Volume one).

Forss (1985:30) informs us that Britain had used a development planning method that entailed blue print planning. It had objectives, and specified budget intended to implement task. The task was vested in the hands of government officials and town planners. The community role was minimal in terms of participatory processes. Hence, the community experienced the imposition and irrationality availed derived from development planning process.

De Visser (2005) adds that this concept is symmetrical to a local government system pursued by the Botswana Government for the obvious reason being a British protectorate. The Botswana Government had the essence of supremacy attained centrally. The central government had the right to decide which responsibility could be vested on local government

(Davids et al 2009:56-59). Local government were subjected on the national government politically (De Visser, 2005). The minister for local government had the right to nominate, suspend, even to dissolve a council at his or her discretion (De Visser, 2005). The making of by-laws and approval was the Minister's entitlement. The Minister had a right to decide on budget and other amenities. This meant that the Minister had to control and render strategic function of local government.

Eyben and Ladbury, (1995:163) add that these concepts of planning and development exhibit relatively little concern of participation and influence in the determination of political decisional alternatives. The authors argue that such concepts admonish that narrow participation in the selection of the polity and undermine its long run stability. Kothari and Minogue, (2002:92) contend that participation in the arena of conflict where political alternatives are determined is highly restricted and they posit that the politics was dominated by a small group which managed to gain access to the political arena, and greatly restricts the type of issues and conflicts that can develop over scarcities in the system. Cobb and Elder (1972:5) state that those who tend to have the greatest needs are ordinary and are not included in the system. This thus results in a situation in which large numbers of local communities are excluded in the political arena in which influence occur, such situation is unstable and unrepresentative and it serves to amplify the power of those which already possess it.

3.2 Development planning in Ghana

Boachie-Danquah (2000:58-63) state that Ghana also known as the Gold Coast during the 19th century was a British colony. The authors inform us that the British found a well established system of Traditional Authority; hence the basis of indirect rule. Under British colonial rule, the centralised administrative system, together with the native authority system, was in sense a type of local government system. Between 1945 and 1951, things changed radically at both the central government and the local government level. A system of internal self-government with a modern local government system was introduced. The Local Act 54 0f 1961 laid the foundation for local government in an independent Ghana.

Cornwell et al, (2010) argue that the Provincial National Defence Council (PNDC) founded a number of so- called district assemblies in July 1987. The PNDC was expected to transfer power to communities at local level and reverse the decade of central government rule.

Ofory, (1992: 181) on the other hand argues that the PNDC government declared that power should be transferred to local people through the agency of the district assemblies. Ofory further reported that political power continues to be centred in the capital city, Accra, and that the situation of people at grassroots level had not really changed. Mensah (2000:19) states that the Provincial National Defence Council introduced a plan that involved local leaders in schemes to reduce poverty but funds were not available for development activities. Mensah adds that the PNDC perceived the district assemblies as a preparatory and facilitating a platform in the evolution of a representative national system of government. Mayor and Cloete (2000:104-109) point out that the district assemblies were regarded as the permanent basis on which the political and administrative structures for a national structure would rest. Watt et al. (2000:120) report that the district assemblies would be the pillars that would underpin the power of the people, and they would provide support for development at town and village levels. Mhone and Edigheji (2003: 353) add that the principle of popular participation would be given meaning through which district assemblies, where the decision that would affect people's lives would be taken.

Mensah (2000:19) opines that elections were set up as a system of local government for people by the people. It was a system that would empower people through votes, to have control over their own lives. Mensah reports that the PNDC planned and budgeted to strengthen the district assemblies. These district assemblies were constituted as district planning authorities to force ministers to deconcentrate staff in order for the budget to be drawn up at district level, and as such in March 1990 the budget estimators, planning and treasury were posted to the districts. Despite this, district assemblies still had to apply to the central government for development funds.

Ayee (1992:52) argues that the district assemblies operated for three years and were evaluated on the basis of their ability to promote effective government. Mensah, (2000:19) adds that the National Commission for Democracy on the report maintained that since inception, the district assemblies had promoted development and participatory democracy in the establishment of project such as schools, markets, roads and clinics. Ayee (1992:53) further argues that the Committee of experts on a Draft Constitution was also impressed. the Committee of experts on a Draft Constitution however expressed uncertainty regarding the state of the district assemblies and its focus on development in view of the fact that district

assemblies were not completely decentralised and still had to make full transition effectively (Haynes , 1991: 296).

Cornwell, (2010: 26) argues that in view of the development planning and participatory process in Ghana it is clear that there was a top down approach since the power remained in the hands of the central government. Todes (2000) informs us that elected members of the district assemblies did not consult the people they represented. The idea of administrative government is related to the South African situation of the past that had characteristics of colonialism; segregation development; sexism and repressive politics. The South African government currently intends to reintegrate development activities and to move to more compact forms.

Haynes (1991:296) argues that the study draws from the international experience insofar as the participatory process in the Integrated Development Plan is concerned; obviously Ghana is a relevant example. The district assemblies did not involve people in decision making process. The Traditional Chiefs in Ghana were being lauded by the government as the fountainhead of wisdom to achieve the government objectives.

 Friedman (1992) argues that during the apartheid government Traditional Authorities in South Africa played a minimal role in planning development and the promotion of democracy hence, traditional chiefs come into power by birth right in terms of Traditional Leadership and Governance Framework Act 2003 section 10(1), (b) and (d). On the contrary, elected councillors debate on issues associated with development strategies and influence decisions that affect the lives of communities and as such, that is in line with integrated development plan and a bottom up approach. Friedmann further states that it is an effective tool that provides the community a platform to interact.

Davids et al, (2005: 107 & 108) argue that interaction is about popular participation and empowerment, where local communities control their own lives. Integrated development plan entails an approach that is self sustaining. The authors further state that it involves structures such as ward committees and development committees in designing programmes that serve the interests of all as well as to effectively contribute to the development process as opposed to the development that exclude local community.

According to Kent (1981:314) the input from local community is essential in rural areas since the local community is more familiar with the local context and often more equipped than planners and government officials. William (1986: 19) argues that local communities could assist planners from outside that particular area to achieve goals. Hence, community based planning leads to greater quality and fairness. Kent (1981: 315) further argues that local communities often make mistakes when they plan development activities and the results become detrimental. Hence the intervention of experts in planning is constantly acquired.

Davids, et al, (2009: 135) argue that Britain's development planning and administration had characteristics of top down approach. Ghana, South Africa and the rest of the Third World countries experienced top down approach. Both South Africa and Ghana had bureaucracy that emanates from their colonial past. Davids, et al, (2009: 135) further state that these countries are characterised by poor coordinating mechanisms. Little power devolves to districts or provinces and local governments.

Davids et al (2009:59) argue that Malawi similarly to Ghana is no exception into this trajectory as it established a central planning body after it has gained independence. The authors further argue that in many cases this body formed part of the executive authority's office the reason Malawi's development office is situated in the office of the president and the cabinet.

Davids et al (2009:59) posit that the affiliation between the planning agency and the executive authority was initially thought to be superlative since this enabled the planning agency to benefit from the full coordinating powers of the executive authority. Davids et al, (2009:24) add that this was regarded as an integral part of government initiatives that would warranty the implementations of plans accorded however the plan was questionable.

3.3 The Development Planning in South Africa

After the conclusion of the Anglo-Boer War (1899-1902) South Africa became a British Colony (De Visser, 2005:51). South Africa was subordinated in many respects. The British King was South Africa's Head of State up until South Africa became a Republic in 1961 (De Visser,2005:51). On May 31 that year, South Africa left the Commonwealth due to conflicts over its racial policies and formally became a Republic (De Visser, 2005:51). The author argues that the Constitutional Monarch was substituted with symbolic State President. Thus

the 1983 Constitution removed the Symbolic State President and replaced it by an executive of State President who was both head of State and head of government (De Visser, 2005:51). This in turn introduced a Tricameral Parliament consisting of three lower houses (May, 1998:112 -212). May states that this was the manifesto of the apartheid policy that separated Black and Whites people. Strict residential segregation was introduced and compulsory removal of Black people in towns or White reserved areas. This paved way for segregation development called Homelands (De Visser, 2005:51).

Homelands brought suffering and destruction of social and infrastructural development. The National Congress was established and it condemned apartheid (DBSA, 2000). This called for equal rights for all ethnicity groups and as such negotiations in the form of convention for the democratic South Africa (CODESA) started (DBSA, 2000). CODESA adopted principles of sovereign state, of equability between men and women and between races as well as the enjoyment of universal fundamental rights (Pycroft, 1999:184). In 1996 the Constitution was adopted entailing the Republic of South Africa as the democratic state founded on values such as human dignity, non racism, advancement of human rights and freedoms (De Visser, 2005:51).

In the light of planning processes, planning for South Africa acquired strategic choices that include all stakeholders. Planners focused on the decisions and situations that needed to manage uncertainty in a strategic way, in a process of change incrementally and to aid and communicate mutual adjustment among people with different responsibilities (Robison, 2009).

It is clear that the South African government has done much to emphasize and improve democracy in government however, much still need to be done. It is not clear whether some of the pivotal issues are beyond the capacity of the government. This requires planners to give local government planning the importance it deserves (Davids et al, 2005:28). The joint participation of stakeholders for equal rights provides preservation of democracy that intensifies interest in the stakeholders which result to agreement that achieves the fullest utilisation of democracy (Coates and Topham 1968).

Coates and Topham (1968:69) advocate for vesting power of appointment and dismissal of the managerial staff in the hands of particular groups of employees who have to carry out the directions of this staff on the ground that this course is essentially the democratic one. That is

to say, the one which conforms to the maxim' that 'government derives their only just power from the consent of the governed'. The implication is that those whose function is to give orders should be appointed by, and be dismissed by, the particular groups of person whose functions involves the obedience to these orders (Coates and Topham 1968:68). The authors add that in the completely democratised community those whom the people elect are not their governors, but their servants, chosen for the purpose of carrying out people's will.

3.4 Participation and planning

The gradual transformation began when Britain established the Planning Advisory Group to advocate community participation (Cullingworth, 1979:45). The Planning Advisory Group called for the public discussion on relevant planning matters to accommodate the input of ideas from the affected communities (Davies, 1998:135). The system of development plans and development control set up under the Town and Country Planning Act of 1947 operated for two decades without significant change, however, it managed to prove its value (Davies, 1998:135). The tempo of social and economic change increased, but the system tended to develop its own rigidity. This was particularly the case with development plans (Cullingworth, 1979:80).

The British government had further set up the Skeffington Committee that reported on methods of securing the participation of the public in the making of development plans (Cullingworth, 1979:80). The recommendations entailed that the public should be given information; comments and representation should be accepted into the planning process continuously; the local planning authorities should convene community forums; participants should be informed of the use of their representations and a general effort should be made to educate the public about planning matters and procedure (Fagence, 1977).

Fagence (1977) reports that the recommendations were scarcely innovative, and largely expressed conventional democratic processes and formalities and they conspicuously avoided the crucial and contentious matters of means, costs time delay, competence of the public to participate. Its lack of precision, particularly in the definition of terms perpetuated some of the dilemma of participation. This is contrary to concept of the improvement of material well-being, enhancement of choice and the achievement of equity (De Visser, 2005:32). Enhancements of people's choice depend on decentralisation. This makes significant

contribution to government's capacity to strengthen relationship between the government and society and the means of communication becomes relevant while at the same time strengthening accountability. The Skeffington recommendations required local planning authorities to take steps in order to secure adequate publicity and to ensure that people were made aware of their rights and were given adequate opportunities to make representations (De Visser, 2005:32).

3.5 Participatory Process

In essence, citizen participation programmes are best founded on the development of suitable means to facilitate the communication and exchange of ideas, opinion and attitudes, and the evolution of consensus, a policy or plan in a situation of mutual trust between the participants (Kotze and Kellerman 1997:39). Certainly, the nature of the conventional decision-making programmes which can accommodate a meaningful degree of co-operative participation from a variety of sources, whether or not those sources may be easily identified (Burkey (1993:11). The degree of attainable citizen participation is largely determined by the citizenship skills of the aspiring participants and the receptiveness of the government body to an extension of the democratic ethic beyond the confines of the council chamber (Friedman, 1993: 2).

Citizen participation programmes should involve every person in the community, but apart from the logistical problems in the notion in planning matters at any scale above that of the precinct, the position of the necessary negotiating and subject-specific skills is enjoyed by only a small proportion of the population Treurnich 1997:93-103). De Visser (2005) argues that citizen participation improves the quality of decision making. Many minds are applied in one matter. It is a means of empowering citizens who, by becoming involved, learn about government.

3.6 Conventional means of Public Participation

The means which are most commonly adopted in programmes of citizen participation are those which occur to the mind most readily, costly, are least demanding on the time and the decision–making responsibilities of the local politicians and their professional staff, and are most conventional and therefore expected by the public (Eyben and Ladbury1995:192). Such means include static displays and exhibitions, public meetings, the dissemination of

information through leaflets and brochures, the collection of information are essentially exercises in public relations and publicity, they are of scarce positive use to the ongoing planning decision process because, despite the opportunities which arise and staged to facilitate contact between the local planning authority and its client public, the means of participation employed caters for the flow of information from the planners to the public (Conyers and Hills,1984:321-322). This does not however minimize the significance of the information flow process because it is realized that little intelligent input can be expected from citizens if they are not kept informed of the data base from which the ongoing work of the planners and the issues which exercise the elected members are derived (Held, 1972).

The existence of even the simplest means of participation is insufficient to ensure that a meaningful response will be made (Held, 1972). Despite a saturation of a community with programmes of exhibitions and public meetings, and wide coverage of the events by means of posters and local press statements only one-third of the respondents to a survey had a real appreciation of the planning situation (Held, 1972).

3.7 Public meetings and hearings

The holding of public meetings or hearings is as traditional as the mounting of exhibitions (Nelson and Wright, 1997). The Skeffington Committee recommended that such events should be conducted on neutral ground rather than in city halls that they might best be conceived at the district level, that they should form but one element in an inventory of means used to communicate with the public (Nelson and Write, 1997:2). Public meetings usually take one or two forms; either they are truly public in that the invitation is extended to all citizen to attend an exposure of the planning authority's intentions and their submission to public scrutiny and comment, or they take the form of meetings closed to the public and open only to the membership of identified interest and professional bodies (Davies, 1998:135).

Public meetings are particularly susceptible to domination by the articulate, the vociferous, and the well organized and prepared individuals or groups. Despite the description 'public', the meetings seldom are capable of achieving a meaningful public consensus because of the unrepresentative nature of those attending. However, the public event may be an efficient communication device if:

(a) The use of planning jargon is intentionally suppressed, and if

(b) The opportunity afforded for public comment and questioning are seized Meyer Theron (2000: i).

In any event the spectacle of the planners being subjected to penetrating examinations is often adequate recompense to those who attend the meetings but who have no intention of actively participating (Pretty and Scoones 1995:159). It is the possibility of witnessing a confrontation between opposed factions that is the educational experience enjoyed by many that attend such public meetings. If, there is a democratic qualitative benefit to be derived from the holding of public meetings, there must be some doubt on the quantitative justification for the expenditure of scarce resources on events which attract such poor attendance response (Chambers, 1997 & Ife and Tesoriero, 2006:167).

It would seem inadvisable for a local authority to assume that the holding of public meetings would be sufficient sortie; into the inventory of participation means; the case histories of participation practices tend to emphasize the need for a programme of various means, of which the public meeting is only one (Davids et al 2009:109). From the planning authority's viewpoint, it needs to be recognized that the public meeting is not a very suitable means of achieving a meaningful feedback from the public; rather is it a means for disseminating information, for exposing local politicians and planners to their client public and for airing sectionalized opinions (Slim, 1996:66 & Coetzee,1989:9-11). It is proposed that their use be more constructive, their organization needs to be more innovative (Davids et al 2005:70).

There is an emerging consensus that public meetings should be restricted in size, localized and should concentrate on the consideration of issues which are fairly simple (Greater London Council (GLC) undated: 62). The matter of representativeness of the attendance at meetings is a further critical factor and it should certainly influence the subsequent use of any comments passed at the meetings, apart from the usual socio-economic imbalance amongst those attending the meetings. "It has been observed that geographical representation is similarly out of balance" (GLC, undated: 62). Arnstein (1969: 55) alleges that: "The public meeting fails as a communication devise. It functions as a one way information flow, from the planning agency to the client public, with little feedback which can be translated into the plan- making process; 'her criticism is that the uni-directional operation of the conventional public meeting is manipulative, accommodating superficial or evasive treatment of lay attempts at involvement."

3.8 Information documentation

Information publications of the local authorities generally constitute the major element in their publicity programme (Brynard and Barnes 2009:113-114). The publications may often occur in a series, including reports of surveys and statements of policy intention and monthly or quarterly bulletins or news – sheets. The cost of producing documents is often substantial; therefore, there is a clear need to ascertain the purpose of each document and the public to which it is aimed. In representing its draft strategies for public comment, The South Hampshire Technical Unit produced a simple brochure, a more comprehensive yet simply expressed handbook and substantial draft strategy document (Cullingworth, 1979:80). The strategy document has the supporting arguments aired in such a manner as to permit reasonable appraisal of the advocated plan solution; thus; three different 'publics' were catered for with a level of detail sufficient to meet their particular information requirements. Cullingworth 1979) states that as the documents became more comprehensive and bulky, a charge was levied for them. Both Davies, (1998) and Cullingworth (1979) both argue that in the Coventry Structure Plan Programme, a publicity campaign was mounted which included the use of the local press for periodic official statements and information releases. In addition, there was also the production of a separate newspaper providing a simplified version of the ten survey reports, the limited circulation of the ten survey report volumes to selected interest groups and associations to provoke comment (ibid). Moreover, there was also the production of a second news–sheet structure plan, and the preparation of 'participation papers' describing the publicity techniques used in the Structure Plan programme (Cullingworth, 1979:80). To ensure the widest coverage, the mass publicity documentation was written in a suitable style, free- lance journalist were retained to produce the articles; the journalist were constrained only by the need to submit copies to which matters to emphasize was placed with the authors (Fagence, 1977).

Some planning authorities had experience with citizens' hand-books in some instances restricting their content to planning matters and in others extending their scope to online most of the functions of local government (Fagence, 1977). Such publications require careful detailing and rest upon specialist skills not frequently in the compass of the conventional planner; they provide scope for nominating planning matters currently or soon to require public comment, listing agencies and groups committed to planning issues and capable of

providing an advocacy service, educating the readership (Gildenhuys, 1997:35-37). However, there are intrinsic disadvantages in this medium. The publications are implicitly catering for the literate and the usually intellectually conscientious sections of the community and the per capita costs are likely to be high (Ife and Tesoriero, 2006:181).

Cullingworth (1979:50) argues that the power to call in a planning application for decision making by the secretary of state is quite separate from that of determining an appeal against an adverse decision of local planning authority. This power was not circumscribed hence; the aim was to remove the appeals from political influence by having an expert board to adjudicate (Newman and Thornley 1996:44-45). The decision of the Board was final and could be challenged on a point of Law by the High Court (Fehily and Grist, 1992). The secretary of State could call in any application and his decision was final. All applications for development involving a substantial departure from the provisions of a development plan which the local planning authority intended to grant could be sent to the secretary of State, together with a statement of the reasons why they wished to grant the permission (Newman and Thornley 1996:44-45). This procedure enabled the Secretary of State to decide whether the development was sufficiently important to warrant its being called in for his own determination (Fehily and Grist, 1992).

3.9 Innovative means

In most planning systems conspicuous attempts are being made to provide more effective means of achieving an intelligent dialogue between the planners and the planned (Robinson, 2009:8). Planning authorities were exhorted by the Skeffingtton Committee to experiment, to adapt the conventional techniques and develop new methods to achieve dynamic and meaningful participation even at the risk of occasional failure (Nelson and Wright, 1997:2). Experimentation is undoubtedly taking place, if for no other reason than that it is an exciting and potentially productive activity (Pretty, 1994). However, the experimental efforts need to be constrained by the realization that there is not yet a consensus between the potential parties to participation on the acceptable level and nature of government (Nelson and Write, 1997:164).

A recurring dilemma is the differential contribution to decision making of which the particular participants or groups are capable; the groups, or individuals within those groups

have identifiable competences which renders them differentially capable of assuming responsibility in the planning process (Meyer and Theron, 2000:45-100). It is obvious from the complexity of decision making in planning that it is unlikely that any rational participant would be able to claim a consistent relevance throughout the process (Mayer 1985:9). Special, even best, contributions are more likely to be appropriate at identifiable stages in the process; there will be aspects of the deliberations which are sensitive, requiring a reduced audience for discussions (Eyben and Ladbury 1995:197). The best that can be expected, therefore, are opportunities to participate when and where the participant's contribution becomes indispensable (Held, 1972).

Participation programmes that match mechanisms and opportunities for involvement with the characteristics of potential participants will save time and increase the relevancy of the effort (Eyben and Ladbury 1995:196). The degree of intensity of a participation programme is largely prescribed by the nature of the planning issue and participation is an inevitable phenomenon mainly when the issue is controversial and likely to affect more than a few people (Arnstein, 1969). The quantitative test of this hypothesis may be the attendance levels at the public enquiries. The nature of most planning issues generating a demand for citizen participation and the characteristics of the potential participants, seem to suggest that solution–oriented participation is more likely to be successful than for any other type of planning situation (De Beer, 2000:271-272, Kotze and Kellerman 1997:41).

This case was manifested in the development problem and planning in South Africa, Durban, towards the end of 1988, the Tongaat –Hullet Group as a major land owner, employer and diversified corporation in the Durban region, identified the need to critically look at the rapid urbanisation that was taking place. Contrary to the above powers vested to the Secretary of State who could call in any application and his decision was final in Britain (Newman and Thornley 1996:44-45). The Tongaat- Hullet held preliminary discussions with a range of decision- makers and authorities on urbanisation. The stakeholders expressed their concern over the lack of co-ordinated planning and vision for the region and offered their support for initiative to assess urbanisation (Robinson, 2009:119).

Concerned that some current trend could spell future disaster for the region unless they were addressed promptly, the Tongaat -Hullet Group property division sought guidance from Stellenbosch's Institute for Future Research and convened a Planning Forum (Robinson,

2009:119). Participants were comprised of political, economic, social demographic and special disciplines. Hence, were chosen on the strength and understanding of the region (Robinson, 2009:119). The Planning Forum decided on its aims and objectives and identified trends that would shape the future (Robinson, 2009:119). The author adds that the forum communicated a shared vision and priorities across a wide spectrum that inspired imagination of decision- makers in the Planning Forum. Robinson points out that this devolution of power gave way to political change that involved some deal of national negotiated settlement.

3.9.1 Decision making

In the prevailing context of rapidly changing technology and material standards of living, the established structures, both buildings and spaces, can quickly become obsolete in respect of the their original uses (Thompson and Strickland 2003 & Johnson and Scholes, 1999). The combination of functional obsolescence and physical obsolescence or deterioration, present those responsible for making the decisions in the planning with the challenge of selecting the most appropriate forms of response (Anderen, 1985:1). With the present state of sensitivity in the community, the decision making area will be almost certainly invaded by the aspiring participants unaware of the intricacies of the decision- making process, quite apart from the complexity of the subject matter (Healy, 1997:164). It is the intricacies and niceties of conventional decision-making which frustrate those especially concerned with politics of protest and the immediate implementation of change to the decision process (Mazibuko et al, 2008:3-14)). Decision making processes will perhaps always be an unfathomed mystery; its vagaries certainly defy most lay attempts at comprehension, and even the political scientist pursue different routes towards an understanding of decision making theory, from simple narratives to remarkably elegant mathematics construct–complete with deductive model (Thomson,2003:290).

According to Hofferbert (1974; 36):

> "the essential dilemma is derived from the form in which decisions are called for; the decision situations rarely offer precise clear options with objective proofs, because most of the components of the decision are susceptible to change, manipulation and because both the human components and the human decision – makers are fickle and often liable to inexplicable actions or inaction, even the preparation of a budget is

incapable of precise ordering because of the fragmented, partially incremental and sensitive manoeuvring which is politically necessary to achieve an end product at all".

According to (Robinson, 2009) planning is often accompanied with pressure. Planners need to take responsibility in facilitating and using a variety of innovative techniques of group dynamics to achieve a consensus and goals among the stakeholders (Robinson, 2009:180). A planner must rather be analytic and creative when making decisions under conditions of uncertainty. This is based on the actual difficulties planners face when attempting to choose strategically under the many pressures associated with decision making (Robinson, 2009:120). Decision- making processes engage four modes as follows (shaping, designing, comparing, and choosing respectively (Thompson and Strickland, 2003).

Most traditional planning modes are functioning in a conventional manner and as such they become obsolete. However, dedication and incisive require intuition and control. This informs that South African planers should never use the lack of data as an excuse of inaction they act as catalyst that pinpoint the core problem (So, 2004).

Coates and Topham (1968) argue that dignity and freedom include the validity of the principles of mutual respect asserted to find methods of influencing decisions which are made by government and which affects the lives of local community. However, Britain commenced planning and development in the past that ignored such principles (Jenkins et al, 2007:147). Therefore, the past effort in the direction of securing for local people a greater degree of participation in the decision which affected them had largely been ineffective because of low priority that local authorities had accorded to these activities because of limits set by the relative government in their local communities (Jenkins et al, 2007:147).

3.9.2 Means of participation

The means for meaningful participation may be impeded by a number of conceptual or practical problems, for example, the essence of representative democracy may be threatened or even prejudiced by a number of factors (Ife and Tesoriero, 2006:180). These factors could be the introduction into the decision –making process of a less institutionalized mode of local representation, the techniques presently available do not accommodate the variable pitch of lay input into the decision- making process; the strategies and practices, once commenced,

need to be capable of sustaining the interest and involvement of participants (Burke, 1969). According to Rein (1969; 63):

> "Involvement, although it facilitates legitimation, impedes innovation. The sections of society it is most desirable to involve, the persistent non joiners, seem to resist the most overt overtures, the technology, and more simply the existence of an adequate forum for the various types of gathering considered necessary in programmes of participation, is frequently unavailable".

Many people are resistant to change and to accept new planning techniques that must be used in decision-making.

3.9.3 The participants

The successful collaboration of a diversity of participants in planning would be determined by their respective education levels (Ife and Tesoriero, 2006:148). This is probably true, not only for those which would seek to be actively involved in decision-making, but also for those which would persist in their state of acquiescence and non-involved (Ife and Tesoriero 2006:148). The failure of participation is often the inability of the aspiring participants to satisfactorily understand the current state of planning theory and practice. Rosenberg, (1954; 25) and Nelson and Wright, (1997:160) identified three groups of factors which contribute to political indifference and inactivity; these are:

(a) A reticence to indulge in political activity; because of personal inadequacies, whether real or imagined;

(b) The sense of futility of possible action because of the scant likelihood of achieving the desired political results; and

(c) The absence of "received' stimuli to action. The whole matter of non- participation is extremely complex; in addition to the arguments which may be presented to the possible indictment that non- involvement constitutes a travesty on democracy and to tenable arguments that each individual has the right to use or not to use opportunity for political involvement.

Time impediments have several dimensions; firstly, at the most simple level, the actual involvement of a mass public is likely inevitable to prolong the planning process (Ife and Tesoriero, 2006:180). Secondly, because of the dialogical nature of participation, with exchange of responses, feedback and revision, the progression of the process becomes inescapably, hesitant, stuttering and fragmented; the cohesion of the process is upset (Cooke and Kothari, 2001). Thirdly, by the need to accommodate periods during which the lay participants may receive and digest information in preparation to issuing a response in one form or another. Fourthly, during the phase of public digestion of information, the planning process can only precede along the less sensitive front, thereby introducing the possibility of a mismatch of planning phase; with the arena for objection representation, criticism and comment opened to the public, the planning process becomes hindered. Fifthly, by obligation on the planning agency, to respond to each submitted lay observation (Chambers, 2002). Sixthly, less concerned with agency in the context of an ongoing decision process, lay participants are liable to unconsciously impede progress by the lax way in which they respond to invitations to participate and the imposition of a quota does little more than to ensure that the volume of late response will be high (Friedman, 1993:1-65).

At the root of most of the time problems is the likelihood that it is the low competence level of the lay participants which frustrates the acceleration of the decision making process (Eyben and Ladbury 1995:197). In addition to the exposure of the particular planning issues capable of sustaining public involvement, there is clearly a need for those issues to be explained and related to a more general planning context if there is to be a serious likelihood that the public response will be rational and educated and as such this is a lesson South Africa should learn (Burkey, 1993 & Chambers 1997).

3.9.4 Lessons for South Africa

The lesson that South Africa should learn from Britain is to avoid the means by which community participation is least adopted and the decision–making responsibilities are most conventional. This means the dissemination of information should comprise platforms that facilitate contact between the local planning authority and local community (Davids et al 2005:114). Participation employed should enable the flow of information from the planners to the local community and from the local community to the planners. This gives the local community an opportunity to comment on matters that affect them. This is significant since

South Africa is moving away from segregation development that had a top down approach; decision making was solely the role of planning authorities (Friedmann, 1992). The recipients had minimal input in development matters and the participatory process was a non-existent or manipulated. In that regard participation had empowered local government to be managed appropriately since there was no mechanism for support such as technical expertise to enable implementation of services such as road maintenance and building approval (Jenks and Burgess, 2000).

The support mechanism should be aligned with corrective procedures that ensure standards inclusive of representative participation for local community particularly in local governments (Pycroft, 2000:90). This could give local government more authority; consequently people could implement their own development projects without divisions caused by politics (Kent, 1981:315). This could result into integration and patriotism that would provide norms and values that could build the nation (Davids et al, 112). Integration in the public service and local community would enable suggested solutions and the reduction of emanating problems and change in mentality of the participants (Pycroft, 2000:90-91).

Local government should allow the necessary cooperation to achieve agreed targets to renew confidence in order for civil society to meaningfully participate in issues that affect local community (Stewart, 1997:3-20). Furthermore, transparency should be maximized to ensure trust amongst the participants in the IDP. This would ensure a return to growth and development. This approach is important for the stabilization of the economy and social priorities in the IDP processes as in most cases different stakeholders are engaged (White Paper on Local Government, 1998 & Harrison, 2002:219-230).

Britain held joint workshops in which all stakeholders were invited to share perspectives on the key issues confronting the country (Mosse, 1994:182). Since South Africa has many issues associated with backlogs it could also hold workshops to share its vision of the prospects over the next 15 to 20 years. This would enable suggestions for measures that address the key issues and bring the South African government's vision closer to reality (Mogale 2005:232) . This is essential since people need to be more involved in budget processes and to be fully engaged in public awareness and education associated with the processes of IDPs (IDP Dominica, 2010).

When areas are physically isolated and disconnected from the main urban fabric or municipality (for example, ward 15 and 16 of Ndwedwe Local Municipality), residents become cut off from the municipality often enduring longer commuting times and higher transportation cost than they would if their neighbourhoods were more integrated into local municipality networks. In addition to low incomes and shelter deprivations, these residents find themselves underprivileged in terms of accessing available resources. The physical and social distance between poor and rich neighbourhoods represents a special poverty trap marked by challenges listed as follows (a) severe job restriction (b) high rates of gender disparities and deteriorated living conditions (d) social exclusion and marginalization, lack of social interaction and high incidence of crime (UN Habitat, 2011).

3.9.5 Inequality opportunities

In every country in the world access to resource advantage and distribution of the related benefits is largely determined by various organizations and institutions including, crucially, the formally land and labour markets as well as public utilities (Davids et al, 2009:135). The problem in developing countries such as South Africa is that most of these institutions are weak or dysfunctional, exposing them to undue influence from or capture by vested domestic or foreign interest. In some countries necessary public institutions are backing altogether in which case essentially private vested interest fill the void and act as substitute for institutions that would otherwise priorities the interest of society at large (Mhone and Edigheji, 2003 & Slim, 1996:66). In both situations, the markets for land, basic services and labour are skewed in favour of shares of benefits of the urban advantage. In this process uneducated people, youth and particularly women are deprived of the formal, secure livelihoods that could lift them up and out of the dire, socio economic outcomes associated with the informal insecure conditions in which they are forced to live (UN Habitat, 2011).

As reflected in the limited resources available for good schooling health and other facilities in many countries unequal opportunities create minorities in the market place whose individual members are automatically excluded from a wide range of outcomes associated with economic growth and globalization including demand for skilled and healthy labour force (UN Habitat, 2011).

Meaningful participation is acquired to overcome conceptual or practical problems. Representative participation is in line with democracy and could be a solution to the decision–making process of local governments with mode of local community representation (Burke, 1969). The techniques should be presented to accommodate lay input into the decision- making process; the strategies and practices would sustain the interest of participants (Burke, 1969).

3.9.6 Summary

Democracies have peculiar weaknesses and drawbacks. Democracies have hitherto failed, with almost complete uniformity, whenever governments sought to own and organise development planning and participation means. in the relatively few instances in which such projects have not succumbed as a business concern, they have ceased to be democracies of beneficiaries and have, in effect, associations of Municipalities or managements, seeking interest for themselves by the manipulation of local communities. This practical invariable failure of democracies of governments internationally, nationally and locally in the actual management of participation is, as all history of indicates, not a matter of social class or social relations. It is, for instance, demonstrably merely to those governments concerned being super powers over to developing countries or lack resources or any difficulty in their obtaining sufficient resources. And as such there are many countless imitators in other different developing countries, who have built up by the device of top down, centralization and inequality (Coates and Tophan, 1968:69).

This practical administration of control used by governments is inimical to success, throughout all history, disputes among different sections of government or local communities are characteristic of every form of associations. This exclusiveness is inherent and normally of material advantage to the members of the one, and of no such advantage to the members of the other. Decision-making and power in a democratized community, those whom people elected are not their governors, but their agents or servant, for the purpose of carrying out the people's will.

Much information that is in line with this study was obtained to further broaden the concept of participation and the decision–making process within governments. This includes the

importance of participation in development planning, the role of local government in ensuring the democracy in decision- making process. Hence, deliberations during the discourse are collaborative and acquiescence in that it addresses issues of social exclusion, poverty, inequality and disease. Development planning should enable government to formulate policies of acquiescence that is embodied in the empowerment of local government to proceed to intrigue to be in charge of distributing social, economic and infrastructural resources, thus using participatory tools as strategies (Coates and Tophan, 1968:69).

The developed countries and the developing countries as governments and their developmental practitioners are not simply engaged in delivering resources and services to those in need, but also initiating a process which result in people exercising more control over the decisions and resources that directly affect the quality of their lives. In order for someone to exercise more control someone else will inevitably have to relinquish some control. This is a practice with the changing of power relations. Its ultimate objective has to be built on a coherent understanding of development practices which empowerment is the foundation (Taylor, 2000:5)

Development planning is a process found in all human beings. Development practitioners do not bring development; but intervene in development processes which already exist. Whether the intervention is in the local community, ward committee, local government or national, it is critical to treat development process with respect. That means understanding the origins of development and how it has changed over time as well as its progress.

4 CHAPTER FOUR: INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA: POLICIES, ROLES AND RESPONSIBILITIES

4.1 Introduction

Historically the South African municipal planning did not promote the principles of co-ordination, integration and alignment. The municipal planning was very technical in nature with little or no participation from other role players such as communities. It had focused on the controlled use of land through a range of complicated statutory mechanisms that promoted the aims of the apartheid dispensation in promoting racially segregated spatial, social, and economic development. The departments were sector based since they were working in isolation from one another. It was not specifically concerned with the issues related to poverty alleviation and as such, it resulted in insufficient facilitation of private sector investment (Maharaj 1999).

South Africa responded by reviewing the Constitution, legislation and policies with advent of democracy in 1994. During the 1990's various negotiation forums such as Local Government Negotiating Forum (LGNF) and the National Housing Forum (NHF) adopted the notion of Integrated Development Planning in reaction to the outdated and inappropriate way of planning (Maharaj, 1999). The integrated development planning is a move towards a holistic approach and sustainable development.

In 1995 Integrated Development Plan emerged as a distinct approach to planning (Rakodi, 1993). It became a corner stone of the Reconstruction and Development Programme (RDP). The Integrated Development Planning was given a definition as a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promoted sustainable growth, equity and the empowerment of the poor (Jenks and Burgess, 2000 and Castells, 1998:179).

In 1996 the South African Constitution concretized in Section 152 and 153 that Local Government is in charge of the development process in municipal planning. The constitutional mandate to relate to local government's management, budgeting and planning functions to its objectives and provide a clear indication of the intended purposes of

municipal integrated development planning: as listed below (Information Package on Integrated Development Planning, 2001).

- To ensure sustainable provision of services

- To promote social and economic development

- To promote a safe and healthy environment

- To give priority to the basic needs of communities

- To encourage involvement of communities

There are a range of policies in line with the Constitution since it considers integrated development planning as a tool for development of the municipalities. These include the White Paper on Local government(1998); The Green Paper on Development Planning; The Development Facilitation Act of 1995 (DFA); The Municipal Structures Act of 1999 and the Municipal Systems Act of 2000.

4.2 The roles and the responsibilities of the government spheres

In the Republic of South Africa, The government is constituted of national, provincial and local spheres of governance which are distinctive, interdependent and interrelated in accordance with the Constitution (Sections 152 and 153 of 1996). All spheres of government and organs of the state within each sphere must observe, adhere to the principles and must conduct their activities within the parameters that are stated in the as follows;

1. preserve the peace, national unity and the indivisibility of the republic;
2. secure the wellbeing of the people of the republic;
3. provide effective, transparent, accountable and coherent government for the Republic as a whole;
4. be loyal to the constitution, the republic and its people;
5. respect the constitutional status, institutions, powers and functions of the government in the other spheres;
6. not assume any power or function except those conferred on them in terms of the constitution;

7. exercise their powers and performs their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in other spheres.

4.3 The life span of an Integrated Development Plan

According to the Municipal Systems Act No.32 of 2000, every new council that comes into office after the local government elections has to prepare its own IDP which will guide them for the five years of their tenure. The IDP is therefore, linked to the term of office of the councillors. The new council has an option either to adopt the IDP of its predecessor should it feel appropriate to adopt or develop a new IDP under the consideration of already existing planning documents (Municipality Structures Act of 1999 manual).

4.4 The duration to complete the integrated Development Planning process

Integrated development planning is a very interactive and participatory process that requires involvement of a number of stakeholders. It takes a municipality approximately six to nine months to complete. The occasion must be closely related to the municipal budgeting cycle. However, during this period service delivery and development activities should continue as usual. The IDP is reviewed annually which results in the amendment of the plan it should be necessary (Information Package on Integrated Development Planning, 2001).

4.5 The core components of the Integrated Development Planning

The integrated development planning as a process is made up of the following core components:

(i) The analysis

In this instance, the analysis is the first stage in the process for example the researcher examined the real conditions facing Ndwedwe Local Municipality such as service delivery backlogs, settlements pattern, spatial realities and the development implications. Analysis helps to prepare for the future development of the municipality and the local community. They provide the guideline for development matters. They provide the pathway for designing relevant programmes and structures to drive development (Robinson, 2009).

(ii) The development strategies

Development Strategies are for improving the lives of people (Robison, 2009). Through observing Ndwedwe IDP, it was established that the strategies are in line with the IDP vision. They intend to accelerate and sustain provision of infrastructure and basic services. This includes fight against poverty and HIV/AIDS and also deepening the institutional democracy, accountability and human rights as it was mentioned in the chapter one that a lack of trust amongst the community members derived from the fight between the two political parties which are Inkatha Freedom Party (IFP) and the National Congress (ANC).

(iii) Integration and approval

The Integrated Development Planning is a tool, the Ndwedwe Municipality use to identify its priority issues. The priority issues or problems determine the municipality's vision, objectives and strategies to deliver services to local communities as envisaged. It requires the engagement of all local community to identify projects. Projects intend to address issues and in this regard the allocation of budget is crucial in order to implement projects. Therefore, it is very critical for the municipality to link planning to the municipal budget, since this will ensure the implementation of project hence development is directed by the IDP (Parnell et al.2002).

4.6 The Integrated Development Plan and Community Participation

The Department of Traditional and Local Government (DTLG, 2002) proposed that an IDP Representation Forum be established to encourage the participation of communities and other stakeholders. This involves and includes members of the executive committee of the council such as;

- Traditional leaders;
- Ward committee representative;
- Heads of departments and senior officials from municipal and government department;
- Representatives from organized stakeholder groups;
- People who fight for the rights of marginalized groups such as gender activist and

- Resource people such as advisors, educators, administrators government officials, business leaders, service providers facilitators, town planners and political activities.

Participation in the IDP requires a large number people or all the members from the ward of a local municipality to attend and point out a number of issues for discussion. This is of particular importance since the affected community members will identify important issues that need to be addressed thereby suggesting locally grown solutions to local problems (White, 2011). It involves a huge number of interest groups or actors which includes the public and civil society, business and the local government. However, this poses a problem on issues of policy matter; which often means other concerns have to be ignored while important ones triumph (White, 2011:59-68). As a consequence every actor involved would be more determined to advance individual, organisational interest, thus a contested process altogether.

However, it is practically impossible to provide all participating members an opportunity to voice their opinions during discussions since there is a framework provided to guide the discourse. Discussions are left to transpire deliberately but they have to be guided by certain parameters like time and rationality. Hence there is need to expand on time and rationality and how it affects peoples' prospects of introducing favoured topics of discussions in participation in forums. (Buccus and Hicks, 2007) argue that that local community within a given municipality can best articulate their own needs, help to improve ownership of processes and legality of government projects that are cited as important reasons for active citizen to participate during the IDP process.

4.7 Problems in implementing service delivery and development in traditional areas

Development in traditional areas has been ignored for many years (Davids, et al 2005:114). During the apartheid era policies were deliberately instigated to control, limit urban sprawl and segregation. The new policies are in line with the South African Constitution after 1996. There is a greater need to adopt middle of the road policies to these sensitive areas. There is lack of trust among traditional leaders and reluctance to adopt elite policies introduced by the 'formal' local government afforded themselves with the powers to influence, define and set up the standard which is in line with the apartheid concept of thinking and of imposing (Kaviraj, 1991). Imposing is a top down approach (Payle and Lebakeng, 2006:41).

Standards should differ according to social landscape and culture and norms of particular places. This means that each area should have its own standards which are intrinsic and identifiable with the local (Land Use Management System, 2004:4). This is important because each area is unique. For example problems that are experienced by the eThekwini Metropolitan Council will not be similar to challenges that are faced by Ndwedwe Local Municipality. Therefore, the intervention by the government officials should follow and respect the traditional protocol and parameters as in accordance with Traditional Leadership and Governance Framework Act 41 of 2003. Imposition of urban oriented amenities might be distasteful to traditional leaders as they might regard this approach as belittling their status and portfolios. In most cases traditional leaders are not inclined to relate with municipal council since they adopted the concept of western bureaucratic, local governance hence rendering them obsolete and only available for co-optation. (Payle and Lebakeng, 2006:41). This attitude has made many attempts to be unsuccessful particularly in traditional areas because such areas do have well organised indigenous knowledge systems and their science that is appraised by the wider society.

These Traditional Leaders have been the closest administrative power long before in pre-colonial South Africa prior to the introduction of local municipalities which were and are still regarded as legitimate public government structures. Amakhosi and Izinduna as Traditional leaders are still performing their roles and duties as expected by their local communities (Shabangu and Khalo 2008:326).

In South Africa, the restructuring of local government requires that the democratic principles be applied across the entire country in District Municipality, including areas under traditional leadership. The restructuring is supported by the Constitution Act 108 of 1996 and Demarcation Act (1998) but this has posed a threat on the legitimacy of traditional authorities. The Constitutional (Act -108 of 1996) requires municipalities to be established in the whole country. The Demarcation Act 1998 has cemented this trend by incorporating all areas into municipal boundaries including those in tribal authorities which were previously excluded from the 'formal' planning.

Consequently, in terms of the Municipal Systems Act, 2000 (Act No. 32 of 2000) (MSA), and the KwaZulu-Natal Planning and Development Act, 1998 (Act No. 5 of 1998), (PDA), each municipality is required to prepare an Integrated Development Plan for the whole

municipality. A key component of Integrated Development Plans is the requirement to prepare a Spatial Development Framework (SDF) which can be applied to the whole municipality.

In traditional areas the issue of land ownership still causes some problems. In traditional areas the land is "owned" by the traditional leader not by the member of the community or household. In South Africa the issue of land allocation has been crucial for many years and is important in understanding the functioning of the traditional leadership (KZNPPDC, 2008:9). Land allocation has, over years, been the duty of traditional leaders under the Ingonyama Trust. However, presently this role is not clearly defined and has caused many problems. Ntsebeza (2006) questioned the role of traditional leaders with regard to land allocation since he believes that these leaders are not democratically elected as they obtain their officialdom through birth and kingship lineage. This has caused problems in preparing and implementing land use for development purposes in traditional areas as a result of the above articulated social scenario.

4.8 Preparation of Integrated Development Plan in Ndwedwe Local Municipality

The Integrated Development Plan for Ndwedwe Local Municipality was prepared in accordance to Chapter 5, Section 23(1) of the Municipality Systems Act No.32 of 2000. It requires that a municipality undertakes a development – oriented plan to ensure that objectives of local government are achieved as set out in section 152 of the Constitution; this gives effect to development according to section 153 of the Constitution. According to Section 25(1) of the Municipal Systems Act (Act No. 32 of 2000), the municipal council must, within a prescribed period after the start of the term, adopt a strategic plan for the development projects. Development projects integrate and coordinate plans. These plans form the general basis on which annual budgets is based.

The current term of the Ndwedwe Municipal Council states that the Ndwedwe Municipal Council has to prepare a five year plan that covers the development plans for that particular period which in turn becomes a strategic plan for the development of Ndwedwe Municipality. This strategic document is the Integrated Development Plan that responds to the needs of the Ndwedwe residents premised on the following;

- international, national and provincial strategic imperatives

- the Millennium Development Goals

- National Spatial Development Perspective

- Five Year Local Government Strategic Agenda

- Provincial Growth and Development Strategy

- Spatial Economic Development Strategy

- ILembe District IDP, and ILembe Growth and

- Development Summit Resolutions.

The IDP preparation processes should meet minimum quality standards that include proper coordination between and within spheres of government and the local community. Davids et al (2005: 143) argue that planning should determine priorities to satisfy local communities. This should include assigning responsibilities and improving communication means. These are appropriate mechanisms for participation of local communities, organs of state, traditional authorities, and other role players in the IDP drafting process. (Habib & Kotze 2003: 246-270; Khan and Cranko 2002: 262-275) argue that consultation and dialogue and involvement will not lead to a success of popular participation and effective IDP if policy makers do not dedicate themselves into participation. (Theron and Barnard's 1997:35-62) argue that local government officials and agent do not fully comprehend their roles and expectations in the Integrated Development planning process.

4.9 The Ndwedwe Local Municipal powers and functions

Ndwedwe Local Municipality prepares the Integrated Development Planning process (IDP) assigned to it by the Municipal Demarcation Board. This guides and informs all planning, budgeting, management and decision making in a municipality (Rauch, 2003). The Integrate Development Plan is a process that involves a wide range of role players both within and outside the Ndwedwe Local Municipality. This process needs to be properly organized and prepared. It articulates the finer details of how the actual logistical operations will be executed (Ndwedwe 2009-2010 IDP Review).

The IDP annual review process as a requirement needs to be guided by the Process Plan. The Ndwedwe Local Municipality's Process Plan was adopted in 2006 and has recently been revised in order to retain its relevance as the guiding tool. The 2009-2010 Review is line with

the revised Process Plan. It is important that the IDP is reviewed annually; because as a Strategic Plan, it must at all times remain relevant to the changing institutional environment of the municipality. This helps and creates certainty in the decision-making process of the municipality (Rauch, 2003). Proper financial planning and budgeting can only happen where the Strategic Plan of the municipality remains relevant in capturing both the internal and external business operations (Planact, 1997) For the purposes of facilitating intergovernmental processes, the IDP should guide the financial planning and budgeting of government departments and State Owned Enterprises. This allows proper alignment between the municipal planning and all the sectoral stakeholders (Information Package on Integrated Development Planning, 2001).

Consequently, the Ndwedwe Local Municipality 2009-2010 IDP Review ensure that the limited resources are channelled to critical projects that will leverage the economy of Ndwedwe and that the programmes and projects are in line with the strategic vision of the municipality. It seeks to address internal and external circumstances that impact on the priority issues, objectives strategies, projects and programmes of the Integrated Development Plan and to capture the impact of successes as well as corrective measures to address the challenges.

4.10 Ndwedwe Local Municipal functions

The municipal functions for Ndwedwe Local Municipality determine the integrated development planning process. They are as follows: Building Regulations; Municipal Planning; Local Tourism; Trading Regulations; Billboards and the display of advertisements in public places; Local amenities; and Market (Ndwedwe 2009-2010 IDP Review).

4.11 The Challenges of Ndwedwe local Municipality

This study noted main challenges in the IDP Review for 2009-2010 faced by the Ndwedwe Local Municipality were related to socio-economic issues such as local economic development; empowerment of youth; women and people with disabilities; spatial composition; service delivery backlogs; municipal finance; institutional development; and governance.

The challenges can also be phased as follows:

- There are hardly any manufacturing, commercial, tourism or tertiary services employment opportunities currently in the area;

- lagging process of unlocking key economic opportunities;

- Overcoming difficulties in accessing tribal land for development opportunities;

- Ndwedwe has a high unemployment rate (66.3%) and 60.3% of the population is not economically active;

- The skills levels are restricted mainly to semi and unskilled labour;

- HIV/AIDS pandemic and its impacts on health and related services;

- To ensure that opportunities for education, skills development; jobs, business, and amenities are created, especially for the youth majority.

- There is a great need for the empowerment of both women and people with disabilities;

- Inadequacy of community facilities;

- The backlog in the provision of basic services such as water, sanitation, electricity, and housing; refer to Map1and Map2 attached.

- Inadequate road infrastructure has negative impact on the economy as well as on the general accessibility to certain sections of the Municipality.

Steep landscape and fragmented settlement pattern have negative impact on municipality's internal and external linkages, rendering servicing of the area to be relatively costly and being conditionally.

The Ndwedwe 2009- 2010 IDP Review was approved in December 2006. It included a programme that specify the time frame for different steps to be taken, has appropriate mechanising processes and procedure for consultation and participation for local communities; organs of the state and traditional authorities and other role players in the IDP drafting process.

4.12 Community participation: a strategy or a tragedy?

The Ndwedwe 2009-2010 IDP Review noted among other challenges the huge backlog of service delivery and lack of capacity. The backlog on such issues requires critical community participation. It requires the engagement of marginalised people in societies, these could be women, youth and people with disabilities since they are the ones that are most affected by

the disposition (Theron, 2003). Community participation in such a normal environment could result in problem solving. With the necessary tools and funding, it will engage all the beneficiaries to share ideas, participants will engage in a discourse and a platform where they debate using their rationality and power. Communities should engage with councillors whom they in turn elected to positions of power. Thereafter, it should also engage the Amakhosi and Izinduna as traditional leaders as they are equally important.

Though a delegation is voted and nominated by the community to represent them on the issues discussed in meetings and Izimbizo within Ndwedwe Local Municipality the Municipality is responsible for handling their salaries and petty expenses. On the other hand ordinary community members attending ward meetings or the local Municipality IDP meetings or as ward committee members are not eligible for stipend. Normally, people are motivated by financial incentives and are more likely to conform to ideas advanced by paymasters (Local Government: Municipality Systems Act No. 32 of 2000, Part 3: Delegation system 59 (1)

Data from interviewees reveal that a municipal council must develop a system of delegation that will maximize administrative and operational efficiency and provide for adequate checks and balances, and in accordance with that system that does not divest the council of the responsibility concerning the exercise of the power or the performance of the duty. The municipality may request in writing the councillors to review any decision taken by political structure, political office bearer councillor or staff member in consequence of a delegation or instruction, and either confirm or revoke the decision subject to rights that may have accrued to a person.

This study found that Councillors are mandated to represent communities in local municipalities as confirmed by all the respondents interviewed by the researcher. When, a councillor is voted in to office his demeanour is bound by laws, policies and expected euqgeate (Davids, 2003). This however, compromises the ability of the councillor to act deliberately to the benefit of the community. Therefore, the thought of whose voice counts in the integrated development planning process is crucial as the lives of the poor communities in adverse conditions in Ndwedwe (Chambers at al, 1998). This explains the extent of engagement of the representative participation manifested by the councillor when addressing

the needs of the community (Information Package on Integrated Development Planning, 2001).

The action plan of functions and the budget for the municipality to progress with the implementation plans is sought in the IDP document in accordance with the Ndwedwe Council's vision of deepening institutional democracy. Therefore, decisions taken when all community members are present should not be reviewed on the basis to impose the municipal decision without the consent of the majority of community members that is represented by the councillor.

The budget is reviewed every year in the IDP preparation meetings to provide adequate services to communities. The acquired services are often more than the available budget allocated to implement service delivery (Cornwell et al, 2010:23-63). This shows that the municipality has limited capacity in terms of funds, skills and staff to provide services to communities. This could result to dissatisfaction amongst community members. The local municipality could face a community that participates in the form of riots and rebellions in the IDP preparation meetings. Hence participation is good and strong when people are provided with services and their meetings are presided in an appropriate manner. However, it could be dangerous and bad if the community participates and do not get the services. This means that participation is used wrongly and as such results are a tragedy (Buccus and Hicks 2007).

4.13 Governance

The South African government warranted by the Constitution 1996 Chapter13 Section 215 (1) stipulates that local authorities should provide the Municipality with a budget. However, most municipalities set aside funds for community participation processes when they allocate budget for different functions thus, rendering it impossible to craft positively engaging community participation strategies. Community participation strategies ensure that needs of the community is discussed thereby reducing and eliminating technocracy. Prospects for all stakeholders to engage with community appropriately are heightened. This enables the local municipality to exercise governance (Ledwith and Springett 2010:90). Governance is about 'deepening democracy', transparency and engaging communities to make decisions about matters that affect their livelihood (David's et al; 2005:64). In that regard, the local

community is able to deliberate rationally and meaningfully participate in the objective setting part of IDP preparation (The Ndwedwe 2009-2010 IDP Review).

4.14 Public participation Strategy

The researcher found that Ndwedwe Local Municipality has no Public Participation Strategy in place as noted in the Ndwedwe 2009-2010 IDP Review. It is therefore guided by the National Policy Framework on Public Participation (2007). Public Participation Strategy is a necessity since it could create and make the Ndwedwe local community value and promote activities associated with participation as suggested by Cornwell (2010). Hence, this will lead to effective participation, despite inexistence of a Public Participation Strategy, ward committees and other community structures such as Ndwedwe IDP Representative Forum, Mayoral Izimbizo would adequately co-operate. The Ndwedwe Local Municipality conducts public participation utilising the following structures:

4.14.1 Ndwedwe Representative Forum

The Ndwedwe Forum is constituted by Ward Councillors, Ward Committee Members, Traditional Leaders, Community Development Workers (CDWs), Community Based Organisations NGOs, District Municipality, Sector Departments, State Owned Enterprises (SOEs), among others. The Ndwedwe Forum is consulted in respect of the IDP, budget, and other strategic decision by the municipality as was explained to the researcher by both key informants and respondents. Ndwedwe IDP Forum sits two or three times in a financial year (Ndwedwe IDP Review of 2009-2010). The form of participation is tokenism since the views of the forum are not necessarily included in the final budget of the municipality.

4.14.2 Mayoral Izimbizo

The Mayoral Izimbizo is a way of involving the communities in pertinent municipal activities. It is a systematic reporting method to the communities in respect of IDP- Budget implementation. Communities are consulted when the Mayor tables the IDP and the budget. Izimbizo are complementary in their nature for IDP forums (Ndwedwe IDP Review of 2009-2010). Ndwedwe Local Municipality performs public participation with two staff members that are responsible for huge fragmented 19 wards. However, the task of ensuring the

effectiveness of public participation is vested on the hands of these two municipality staff members who perform tasks despite the negatively undulating terrain of Ndwedwe Local Municipality (Ndwedwe IDP Review of 2009-2010).

4.15 The decision making structure of Ndwedwe Local Municipality

This study noted that Ndwedwe Municipal council consists of 37 councillors as was pointed out by the Municipal Manager to the researcher. It also has an executive committee, 5 portfolio committee members, and each portfolio is chaired by an Exco member. The five committees are Finance; Infrastructure and Technical; Local Public Administration and Human Resources; Amenities, Safe and Securities; Economic Development, Planning Community Development and Housing

The above committee's chief responsibity is to ensure that various issues are identified and dealt with in the IDP. It is also responsible for monitoring the implementation of the IDP over the five year period.

4.16 Local Community Participation and Municipal IDP

Participation of local community in the municipal IDP serves to fulfil four major functions:

4.16.1 Needs orientation
It has been established that Traditional Areas are predominantly rural, and Ndwedwe is not an exception. There is a high rate of poverty caused by the lack of natural resources such as water and trees for firewood (Ndwedwe IDP Review of 2009-2010). Firewood would provide energy for households to cook food for their families. Trees are important to regulate localised climate and protection of the topsoil from soil erosion. As if not enough owing to the lack of any economic driver and the poor state of the soil, there is also skills and resource deficit in the area. Therefore, it is difficult to practice farming, that is, growing crops and rearing animals in an uneven area where soils are poor. These devastations require intervention support in terms of funds and knowledge and constant assessment by the community, non-government organizations and the government. Therefore, needs orientations ensure that people's needs and problems are taken into account when there is participation of local community in municipal integrated development planning preparation process (Miraftab 2003).

4.16.2 Appropriateness of solutions

Local residents have knowledge and history of the area and the source of problems that affect them. It is crucial that officials from local municipality and the agents or experts, start from what is known from the community and move to the unknown with the community concerned (Von Kotze, 1998). It is essential to use the knowledge and experience of local residence and communities in order to arrive at appropriate and sustainable problem solutions and measures (ibid). This is a view which the researcher agrees with in light of field survey responses.

4.16.3 Community ownership

Needs identification should be community centred. Government officials and non-government organizations should mobilize local residents, community initiatives, resources; encourage co-operation and partnerships between municipal government and residents for implementation and maintenance of projects. Cornwell (2010:63) argues that the bottom up approach to planning, development plans are based on scarce resources, namely: physical, economic and social resources. Hence, community participation is essential to oversee that plans satisfy the needs of the affected community. Cornwell (2010:63 further argues that planning could not succeed unless it is a top down approach and the funds to implement development plans are usually limited. Kotze (1982:1) argues that the two approaches should be harmonised. There must be a balanced between the two. A bottom up approach prolongs time and degenerate a lengthy list of development plans and delays, when there would be few plans implemented. However, it entails important information obtained from during the discourse.

4.16.4 Empowerment

Integrated Development Planning is a local community event that provides a platform for negotiating conflicting interest, finding compromises and common ground and thereby, creating the bases for increased transparency and accountability of local government towards local residents. The local residents are able to influence a decision on the matters that affect their lives (Forss 1985). The above functions must always influence the choice of appropriate procedures and mechanisms for public participation in wards that are structured and based on

the IDP preparation process. The following are the organizations that have to be expected and regulated as a requirement (Chambers et al, 1998).

4.16.5 Ward committees

The ward committees come from the geographical area demarcated by the local municipality. They are a framework through which the concerned community participates in the preparation process of the integrated development planning process. Though the Ndwedwe area is demarcated by the municipality, originally it was under the control of Amakhosi and Izinduna serving Under KwaZulu Land Act No.11of 1992. Currently this Act has been repealed with National and Provincial Land Use Management Bill. The KZN Planning Development Act is now a promulgated Act and no no longer a Bill.

4.17 Composition of Ward Committees

The composition of ward committees is critical to community participation and representativeness. A ward committee consists of the councillor representing that ward in the council who must also be the chairperson of the committee. The committee should be not have more than ten people. As confirmed by the Ndwedwe Ward Committee, the procedure for electing committee members should take into consideration the needs for women to be equitably presented in a ward committee and for diversity of interest in the ward to be presented. Hence, women are always excluded from decision making process. Gender equity may be pursued by ensuring that there is an even spread of men and women on ward committee.

A diversity of interest may be pursued by the inclusion of the following interested groups on ward committee: Youth; women; Health and welfare; Business; Traditional leaders; Community based organizations and disabled people. Unless a ward councillor, or municipality, wishes to appoint a secretary, the ward committee may appoint a secretary and assistant secretary from its membership to fulfil relevant duties of the ward. A ward councillor may delegate in writing the changing of a meeting in their absence to a proportional representation councillor or ant member of the ward committee.

A ward committee should appoint the members of a sub-committee, appoint a chairperson from among its members and determine the function of such a committee. The ward committee and sub-committee may meet together as a ward forum for major discussions (Government Gazette, 2005) All stakeholders in the ward are encouraged to participate in sub-committees that are relevant to their fields of interest and to their day –to- day functioning as a sector (Government Gazette, 2005) The objective of a ward committee is to enhance participatory democracy in local government and to serve as a representative structure; an advisory body which is independent and impartial. A ward committee performs its functions without fear, favour or prejudice (Government Gazette, 2005).

4.18 Status functions and powers of Ward Committees

A ward committee may make recommendations about matters which affect its ward. The matters may be directed to the ward councillor, local council, executive committee, the executive mayor and the relevant sub – council of the municipality. A ward committee may have powers and duties as delegated to it by the municipality in terms of Section 59 of the Municipal systems Act of 2000. However, most of the desired conditions are not met in Ndwedwe Local Municipality.

Ward committees serve as an official specialized participatory structure in the municipality that create formal unbiased communication channels and co- operative partnerships between the community and the municipality (Government Gazette, 2005) The powers and duties are performed in order to advice and make recommendation to the ward councillor on matters and policy affecting the ward. Members of the ward committee assist the ward councillor in identifying challenges and needs of local community and 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. Ward committees receive queries and complaints from residents concerning municipal service delivery and communicate it to council furthermore, provide feedback to the community on council's response. Ward committee co ordinates meetings and other development forums on matters affecting the ward (Government Gazette, 2005).

A ward committee may be subject to available capacity and resources, conduct an annual satisfaction survey in order to assist the committee in the execution of its functions and powers. The satisfaction survey should be administered in the ward by the ward committee members under the supervision of the ward councillor and administrative support of the municipality (Government Gazette, 2005).

4.19 Ward meetings for IDP

This section discusses the ward meetings for the IDP at Ndwedwe. The organisations engaged in ward meetings have a mandate by Municipal Structures Act No 32 of 2000 to ensure that all relevant groups and all Traditional Authority members; non-government organization and technical people are given the opportunity to participate in the integrated development planning preparation process and to address needs which affect the local community. However in Ndwedwe case a large number of respondents complained about an extreme marginalisation in addressing the community problems.

4.20 The stakeholder organization

The sectoral organizations that deal with social, economic, environmental and socio cultural issues must be registered with the local municipality in order to participate in the integrated development planning preparation process. Municipalities have a responsibility to capture the data for all sectors in order to provide services to the community, through engaging necessary relevant sector organisations whose interests embody issues affecting the community (Government Gazette, 2005). There should be a link between ward committee and the stakeholder Associations. They constitute an Integrated Development Planning Forum (IDP Forum). Ward committees represent the community and their primary task is to monitor the performance of the IDP forum. It is mandatory that ward committees and IDP committee members attend these meetings and ward forums according to the Municipality Systems Act 32 of 2000.

4.21 Chapter Summary

The importance of community participation in integrated development planning preparation process is necessary because they are know their challenges and are also stakeholders. The

Municipal Structures No.117 of 1998, legislation such as the Development Facilitation Act No. 67 of 1995, Municipality Systems Act No.32 of 2000 and The Local Government Transition Act Second Amendment Act, 1996 stipulate that the local municipality plays a role in community participation litigation and in designing municipal programmes, or implementation, monitoring and evaluation of such programmes. This is intended for the democratization of planning which is emphasized by Local Agenda 21. The agenda 21 document puts an emphasis on participation which improves the social, economic and environmental quality of human settlements. The Local Agenda 21 suggests that municipalities should undertake a consultative planning process with their communities. They should achieve consensus on the development agendas of their communities. Agenda 21 regards broad public participation in decision –making as one of the basic for sustainable development (Information Package on Integrated Development Planning, 2001).

A municipality must communicate with the community it serves by disseminating information that concern the available mechanisms, processes and procedures to encourage and facilitate community participation. This assists in dealing with issues, rights and duties with regards to the means of community participation to be encouraged. This involves municipal governance, management and development agencies (Land Use Management System, 2004:64). Communicating messages across people needs a significant amount of background checks to ensure rationality, i.e. there is need to take into account language preferences and the special needs of people who cannot read or write (Information Package on Integrated Development Planning, 2001).

Furthermore, the issue of sustainability is crucial; it emphasizes the pillars crucial for development which enhances participation within community ward and municipality levels (Parnell et al. 2002). This entails the investments on road infrastructures to create free movement of people for interaction, this promotes participation. Rural households are relatively distanced from one another and located far from the municipal offices where critical decisions on projects to be embarked on are taken (Ndwedwe 2009-2010 IDP Review). Elected community delegates incur higher expenses because they travel extensively to attend committee forums and municipal meetings, the latter however are expected to wait despite having no stipend to fund their travels or expenses. Therefore, sustainable investment in the economy is the key since it would create jobs and income thereby reducing poverty and enhancing participation (Land Use Management System, 2004). The Ndwedwe 2009-2010

IDP Review identified the following socio-economic challenges in the IDP preparation process, in retrospect, these pertain to Local Economic Development, empowerment of youth, women and people with disabilities, spatial composition, service delivery backlogs, municipal finance, institutional development and governance.

Ndwedwe has a high unemployment rate (66.3%) and 60.3% of the population is not economically active since there are hardly any manufacturing, commercial, tourism or tertiary services employment opportunities currently (The Ndwendwe 2009-2010 IDP Review. In areas of this nature key economic opportunities need fast- tracking. This could unlock skills levels that are restricted mainly to semi and unskilled labour (The Ndwedwe 2009-2010 IDP Review). Fast-tracking the process of unlocking key economic opportunities to open opportunities for education, jobs, business, and amenities will expand the provision of basic services such as water, sanitation, electricity, and housing.

Steep landscape and fragmented settlement pattern have negative impact on municipality's internal and external linkages, rendering servicing of the area to be relatively costly and being conditionally suitable for a series of land uses and activities including commercial agriculture, cost-efficient housing (Ndwedwe 2009-2010 IDP Review). Inadequate road infrastructure has negative impacts on the economy as well as on the general accessibility to certain sections of the Municipality. Hence there is a great need for the empowerment of Ndwedwe community to participate in the IDP preparation processes (The Ndwedwe 2009-2010 IDP Review).

CHAPTER 5: FINDINGS AND DISCUSSIONS

5.1 Introduction

In 2001, President Thabo Mbeki announced initiatives aimed at conducting a sustained campaign against poverty and underdevelopment by focusing the support of all agencies of government in a coordinated manner. The intention was to speed up service delivery and improve the quality of communities living in poor conditions (The Department of Provincial and Local Government URP, 2010).

Municipalities are bound by law to involve communities in the development plans, policies and budget for the improvement of their communities. Communities work together with elected representatives and officials in the development of integrated development plans. Through IDPs, communities determine a municipality's development path as well as measure the performance of councillors and the municipality as a whole (The Department of Provincial and Local Government URP 2010). Urban and rural areas have functioning wards committees and stakeholders forums through which local communities influence and take ownership of development initiatives in their area (The Department of Provincial and Local Government URP, 2010).

The Department of Provincial and Local Government (DPLG) is the national coordinator for the implementation of the integrated development plan. At provincial level, politicians are delegated by the premier to provide guidance and support to these areas while provincial officials are delegated to ensure coordinated provincial support to these areas (The Department of Provincial and Local Government URP, 2010). At municipal level, the municipal managers and mayors provide technical and political leadership. Each area has a team of officials dedicated to the implementation of the integrated development planning programme (The Department of Provincial and Local Government URP, 2010).

This chapter presents and discusses the results based on the data collected in Ward 15 and 16 of Ndwedwe Local Municipality and interviews conducted with selected respondents, the traditional authority, the Local Municipality officials particularly those who are mandated with responsibilities of integrated development planning process implementation and sustainable development. According to the Ndwedwe Integrated Development Document (2009), Izimbizos are results based tools.

Community Development Workers assisted the researcher to ensure that interactive interviews took place wherein respondents were taken through the questionnaires while allowing the respondents to provide inputs. Ten questionnaires were handed to municipal offices and one was handed to a Mayor, one to a Municipal Manager, and two questionnaires were handed to the councillor of ward 15 and 16. Another interview was conducted with the IDP Manager and this is the department which deals with issues relating with prioritization of projects and participation in the ward committees and communities. In addition 20 respondents were also interviewed.

5.2 The Ndwedwe Integrated Development planning process

The Speaker; the Municipal Manager and the IDP Manager all agreed that decision making at Ndwedwe Municipal level is inclusive, democratic and sensitive to the development and reconstruction programme. The study found that meetings are open to the general public. The portfolio committees were established to collate, analyze and deliberate on key sectors and strategic areas for development in an inclusive consultative manner. This was in compliance with the legislative requirements. The study also found that municipal council meetings are generally open to the public. However, meetings of the Council's executive are not. Councils meet usually once a month, as determined by the Municipal Systems Act No 32 of 2000. The IDP Manager explained that notices for scheduled meetings are advertised in the local press and the rest through Ward Committees to be communicated to local communities. In cases where wards committees are ineffective, councillors do intervene to ensure strong participation of local community. Ndwedwe Local Municipality is engaged in supporting community consultation through established Ward Committees. Advertisements are also placed in the Office of the Speaker who are responsible for the effective and efficient co-ordination of the ward system. The Ward Committee System has a manager, an administrator, co-coordinator and liaison officers. The Ward Committee engages the majority of stakeholders to make an input into governance issues in this municipality. This is achieved through underpinning complex questions that demand the stakeholders' attention to articulate adverse conditions and quality in order to change and promote the wellbeing of the least advantaged within the rights-based Constitutional Framework. However, in spite of the broad consultative nature of the process which includes ward committee system, the study found that some stakeholders were unable to contribute any inputs because of institutional capacity

constraints and limited understanding of the importance of the IDP process. The Speaker; the Municipal Manager and the IDP Manager reported that they were not satisfied with the attendance. The study found that attendance was low hence, 7 people had attended the IDP meetings despite of the effort put in place in promoting participation.

However, the interviewed community members reported that there were rare occasions where councillors intervened to ensure that they attend meetings. Ward committees are not representative of the demographics in the wards and do not attract people who may add value. It was also noted that there were factors that hinder the participation of people in ward committees as explained by the respondents interviewed in ward 15 and 16. These were unemployment, lack of understanding of their role, literacy, and lack of access to resources. This was the view of most of the respondents interviewed. Although the IDP is accessible it is written in technical language and uses jargon and that is not understood. The lengthy reports also intimidate people. This was the view of almost all the respondents.

5.3 Skills shortages

The Town planner reported that the majority of local communities are not aware of the working and importance of ward structures. This results in ward committees remaining ineffective. Ndwedwe Local Municipality has established norms and standards for ensuring transparency, accountability and appropriate lines of responsibility to promote transparency and strength of IDP preparation process. The annual report is published in a prescribed manner. The critical aspect of transparency is the availability of the agendas of the council meetings and how the decisions taken by the council are publicised. The annual report is presented to the public largely through public meetings as a cornerstone of good governance.

The interviewed community members reported that Ndwedwe local municipality has a skills shortage with only one planner who has an uphill task and deals with community participation during IDP preparation process and the large number of wards that are underdevelopment challenges such as lack of water, transport and road infrastructure. And as such, the roles played by the Town Planner in a large area such as Ndwedwe in terms of IDP preparation process are like a drop in the ocean and that produces poor results.

The Mayor reported that the IDP in Ndwedwe follows certain guiding principles and requirements according to the IDP Guides prepared by the National Department of Provincial

and Local Government. The IDP planning process involves analysis of the current situation, development of future visions, formulation of development strategies, formulation of programmes of actions and projects, methods of monitoring and review and committee participation at all stages.

Guiding principles outlined above encourage flexibility and flexibility results in responsive IDPs. IDPs are like a tool measure to ascertain the main issues behind the effective participation of communities in development planning as well document the challenges that the IDPs encounter, despite following the guiding principles of various policies. Ndwedwe seems to have adopted a different trend since IDPs have packed the issues that they are addressing in a different manner. Ndwedwe has incorporated the need to address community problems quite consciously in its IDP. Ndwedwe has included vulnerable groups and has committed itself to task and target geared towards addressing issues of vulnerable groups such as poverty, issues of disability and youth as a priority issue in the municipality's first IDP. The IDP also makes reference to other policy document as to how poverty issues need to be tackled. Concerns about poverty reduction are obvious in the Ndwedwe IDP. The Ndwedwe IDP is presented in terms of various sectors that require municipal attention including Poverty Reduction, Spatial Development, HIV/AIDS, Economic Development and Tourism. The issues mentioned above are in line with the IDP review and budget allocation to promote sustainability.

Interviewed respondents stated that it is almost "imaginary" hope to hold participatory meetings, workshop and IDP forums when people do not have money or food to survive. Some of the interviewees stated that the remote geographic location of ward 16 in the municipality, the challenge, and pressing need to respond to the basic needs such as food and water, makes it difficult for the Ndwedwe Local Municipality to engage intensively with issues of poverty. Furthermore, the level of poverty and the level of development are not only determined by the revenue that the municipality is able to generate but also by the carrying capacity of the area over which it presides. The IDP Planning Manager reported that Ndwedwe does not have enough revenue; it depends on grants from the National level. However, Ndwedwe like any other municipality has the strength of local economies and correlates with the ability of man and woman to participate in the IDP preparation process, in accordance with the financial resources. Ndwedwe local municipality has various mechanisms to create supportive structures and afford local communities to address issues of

poverty as evidently stated in the Ndwedwe IDP Review 2009- 2010. However the social resource base to facilitate these initiatives can materialize from a community that is able to participate and has fewer facilities and resources are issues to contend.

5.4 Levels of participation

The level of engagement in Ndwedwe meetings particularly in ward 15 and 16 is very low; hence 7 to 8 members normally attend meetings according to attendance register despite the large number of the population. There are very few committees established to represent the local communities in Ndwedwe Local Municipality. Participation involving formulation of Integrated Development Plans has a low level of participation. In ward 16 participation tend to be more largely male with females at a significantly lower level of participation. Despite the generally higher level of knowledge of Ward Committees among the poor and thus the possibility of greater levels of participation, knowledge of ward committees does not appear to lead to greater confidence in local government as reported by the respondents

Various ward committees were established to provide information to local communities. But the challenge of job opportunities causes people to immigrate to cities resulting in the ineffective functioning of Ward Committees. Committee members indicated that quorums frequently did not meet the required number to hold meetings. This provides poor dissemination of information and feedback regarding IDP in ward 15 and 16. Hence, out of 10 interviewed people only 2 people reported that they get access to information and feedback.

Civic organizations; Ward Committees and forums reported that they focused on implementation of the IDP process through participation. Ward committees and other related committees from society representatives and ordinary people put their views across, in general on the areas of poverty eradication, agriculture and economic and infrastructural development question. They argued for these to be given a greater priority and argued that Ward Committees; civic organisations and forums ought to have a greater say in the planning and implementation phases of the IDP. Ward committees and civic organizations including local community members interviewed felt that their input and views were not taken seriously into consideration since the final decision about prioritized needs and rendering services or to change issues raised in meetings is at the end taken solely by the local

municipality. Feedback is provided on an infrequent basis to local communities by the councillors. Information does not filter down to grass root people and community based organizations.

5.5 Forms of engagement by councillors and mayors

The study also found that Councillors and Mayor have tenable position in the wards and in most cases their participation is of a high level of formality. More often than not Councillors and Mayor are the ones that engage in participation in the IDP preparation process in local municipality with less interest in the local community level. This is unevenness in participation. Poor people seem to need more engagement with the councillors and a Mayor in Izimbizo. The poor are in the process of achieving access to resources and services in order to enjoy better standards of living. Mayors use Izimbizos as a form of engagement to ensure delivery. However, it is a form of political intervention; Councillors and Mayors come from political parties. Izimbizos should provide a close relationship with councillors and Mayors. Izimbizos could be an extension of the friendship network with communities. These are views expressed by residents.

The manager pointed out that mayors, councillors and town planners often meet the non-government organizations, community based organizations, ward committee members and other stakeholders in society. The purpose of the meetings is mainly to evaluate the lack of service delivery, the evaluation of participation in preparation of the IDP and the responsiveness of the local municipality as pointed out by the Mayor.

In relation to Izimbizo, the study sought to ascertain the extent to which people have been participating in deciding the preparation of the IDP and how the budget should be allocated to projects. Civic organizations; Ward committees and Ward Forums reported that the goal of Izimbizo is to make the municipality more responsive to people's needs and aspirations. And even though public accountability of municipal officials is required by law, the practice is very much the exception. Interviewees reported that consultation and accountability was rare in their communities. Hence, service delivery is least effective. There are doubts that it would make a meaningful impact, primarily, because of lack of capacity to coordinate implementation of service delivery. The manager reported that the Local Municipality is understaffed and that there is a lack of political authority and support to champion IDP

programmes and policies. The local municipality is ill equipped to forward any ambitious developmental programmes embodied in the IDP. This is because of inadequate financial resources, deficiencies in implementation and lack of co coordinating capacities which still prevent delivery on the promises by the councillors. The community members alleged that Councillors are weak at promoting the integrated development plan and participation since, they represent their own interest.

5.6 The role of the Amakhosi in the IDP process

Amakhosi reported that they are not informed or invited when the preparation of the IDP process is underway. In spite of that, Amakhosi delegated Izinduna to represent them in summits in Ndwedwe Local Municipality. Amakhosi still do not get feedback about the progress. In contrast the voted Ward Councillors are always attending meetings summoned by the municipality to plan and strategize about the issues affecting the community of these Wards. This promoted a weak relationship between Amakhosi and ward councillors. This is because Amakhosi are leaders by virtue of their birth and are the custodians of tribal land, whereas, councillors come into power by votes and they have to fulfil promises of service delivery and development to local communities as mandated by the local municipality. Planners find themselves drawn in the middle of this controversy making it difficult for them to encourage and strengthen participation.

Amakhosi further reported that planners and councillors are not strengthening confidence in ward committee systems since ward committees and other community structures are not working appropriately hence, they did not have access to information. This also affected access to greater encouragement of formal structures of participation that were supposed to play a role in preparation of IDPs. Such planners had minimal levels of planning and service delivery. Town Planners had to a lesser extent invited local communities from both ward 15 and 16 to meetings associated with IDP preparations to discuss issues of service delivery.

5.7 Service delivery

Both ward 15 and 16 respondents reported much about the lack of service delivery, lack of facilities, resources and unemployment. This challenge is perpetrated by planners that have an "invisible role" in the IDP preparation in Ndwedwe as they are never seen or engage the

community. Thus there is gap between planners and the beneficiaries. Most respondents from both wards had much stronger feeling that participation had not made a difference in their lives and it was meaningless, since councillors continue to make promises of eradicating poverty through creation of employment opportunities and service delivery with little success. However, none of the above promises are fulfilled and as such they could not be trusted. The lack of commitment and lack of awareness affect the functions of structures such as ward committees and forums to correctly engage in the preparation of integrated development planning process.

The above responses indicate that, indeed the opportunity for local voices and participation is weakened by Ndwedwe Local municipality's incapability, to propose and to shape dialogue towards the adoption of final decisions that could lead to transformation, which is in line with democracy and policy implementation policy for major development acquired.

The study found that huge backlogs exist in service infrastructure which underpins these two wards as underdeveloped areas, requiring Ndwedwe local municipality's expenditure far in excess of the revenue currently available within the local municipality. There are great spatial disparities between the town, villages and community ward centres. For example traditional centres or civic centres which have increased service provision and transport tend to be expensive for community members. Areas that constitute wards 15 and 16 are fragmented with discontinuous land use and settlement patterns which contribute negatively to participation in the preparation of Integrated Development Planning process.

The South African Constitution (1996) (Section 59 and 72), ensures that public facilitation provide access to public participation. Despite these rules and provisions, this study noted that community participation is limited, due to a number of reasons. First in practice committees and the Local Municipality do not necessarily put sufficient time aside for meaningful comment from local community participating in ward structures such as Civic organisations and Ward committees. Time for participation is limited to 2 hours and often times less than that because officials arrive late and leave late. Second, there are no stipulations that committees must invite public comment and hold hearings. To a large extent the decision to do so lies with the committee chairpersons and depends on their perceptions of whether the legislation or rule deems public participation necessary. Third, the way in which the Local Municipality deal with the submissions and how submissions actually feed

into the IDP committee's activities on community needs also differ since there are no uniform rules on the treatment of submissions. There does not appear to be a systematic process in place whereby submissions are systematically reviewed, and valid or reasonable recommendations extracted and brought before the committee for its consideration. Finally, it is also difficult to make any comparative observations about public participation in Ndwedwe Local Municipality. There are no readily available statistics about the number of ward committees and submissions received by each Local Municipality's committee since 1994.

However, it was widely observed that the vast majority of groups participating in ward committees and public hearings in Local Municipality's committees are limited to better-resourced NGOs and private sector/business interests. These groups are well placed to interact with the complex corporate language, can afford to travel to the Local Municipality and have the intellectual capacity to research and present persuasive submissions. It follows that these groups have better access to decision-makers and are able to influence them in terms of corporate choices. Ndwedwe Local Municipality has not been able to achieve widespread participation from rural community and grassroots communities. However, the Mayor indicated that this is not the purpose of the local municipality. Channels are offered to provide opportunities for input into the IDP preparation process.

Finally, Ndwedwe's outreach programme has not compensated for these weaknesses. In that regard, its success has been limited. Part of the reason for this is that the unit dealing with IDP has undergone continuous changes in staff since 1994 as explained by the Municipal Manager, Likewise Izimbizos are geared towards facilitating community participation with a focus on rural women and public education and has had limited success because of poor attendance by the community. However, some positive results can be reported from the local Radio Broadcasting Station aired to rural areas to inform people on public participation and this was confirmed by the IDP Manager and other key informants. Communication is in plain language and circulated around the Ndwedwe area. Hence, improved public dialogue is noted. As such, the accountability relationship between representatives and Local Municipality on the one hand, and local community on the other, has been far weaker than it should have been.

This study also found the main factor that impacts negatively on local community's abilities to influence decision has been language. In practice, Local Municipality uses only English with few exceptions in official meetings. This the study found to further compound the marginalisation of many local communities from meaningful participation in Ndwedwe Local Municipality. The net effect of problems in the IDP committee system, as mechanism has been unequal influence on the part of citizens to impact on decisions.

The findings of the study revealed that preferential access was also facilitated by rules that limit participation in decision-making to stakeholders, which tends to exclude average citizens and less organised groupings. These unequal opportunities, then, meant that the poorer and less organised segments of society are prejudiced in terms of influencing decisions. Their lack of full and meaningful participation meant that decision outcomes have been less representative of and responsive to the interests of poorer segments of society. This has been most evident in this group's inability to counter the demands from corporate and business organisations, resulting in their dominance.

5.8 Attendance of meetings

This study found that attendance at municipal meetings and ward meetings were the main form of participation. However, absenteeism in the IDP preparation process of municipal councillors was particularly high due to partaking in other activities and commitment of the Ndwedwe local municipality. This happens despite that the local community proclaimed less people attending meetings unless they could see direct benefits in meetings and the outcomes of participation visibly and evidently in a short space of time. Councillors were not responsive to the interest of the local community since power is vested in their hands; the right to make collective decisions and overrule local community decision as reported by residents. This means the local government had not listened to and acted on the needs of the local community. On the other hand participation among the poor is hampered by time and resource constraints as they have to balance their limited resources between subsistence living and other commitments.

5.9 Testing the hypothesis of the study

This study's main aim was to evaluate community participation in the Integrated Development Plan preparation process in Ndwedwe Local Municipality. This study commenced with literature that are based on public participation with the focus on an international perspectives and its relevance to South African context. Given that South Africa inherited participatory process from the manner in which Britain administered planning and development, the study found that South Africa was characterised by the exclusion of local communities in decision- making. This has been narrowed down to Ndwedwe as the study area and its relevancy. Given the hypothesis that there is weak participation in the Integrated Development Plan process and as such it remains ineffective.

In order to prove or disprove the research hypothesis, it was crucial to evaluate community participation in Ndwedwe Local Municipality. A number of findings were made and a range of challenges were identified. Hence the weakness in conjunction to community participation in the Integrated Development Plan process far outweighed the strength and accomplishment.

The findings and main challenges provide more than sufficient evidence for the hypothesis of study, namely that there is weak community participation in the Integrated Development Plan preparation process in Ndwedwe particularly Wards 15 and 16 on the whole as it remains inefficient and contribute into a lesser extent value to promote decision –making and transparency in the participatory process in the Integrated Development Plan process. The Ward Community members and Community Development Workers indicated that Ward level identification and prioritization of needs is practised superficially. However, the final decision on the actualisation and implementation of needs is solely vested on the hand of the Ndwedwe Local Municipality, which could be analysed as a top down approach.

The researcher concurs with Cornwell et al, (2010:62) when stating "But, planning cannot succeed unless there is also a top -down because the funds that are available for development are usually limited a national development is crucial for balanced development".

These two approaches have to be harmonised, if this is not done, a bottom up approach will degenerate into a lengthy list of local plans, of which only few will be implemented (much to

the disappointment of the local population). If a top down approach to planning disregards the importance of information that has been obtained through a bottom up approach, the result could be a number of theoretical planning documents that are irrelevant to local population".

Following are the findings, the study concluded by making a number of recommendations for addressing the challenges in order to enhance community participation in the Integrated Development Plan preparation process in Ndwedwe Local Municipality.

5.10 Summary

This chapter highlighted the weaknesses of community participation in the IDP preparation process in Ndwedwe Local Municipality. This study shows that there is no substitute for participation in the democratic society as it is a tool to provide strength and confidence among the affected concerned community.

This chapter has discussed the issue of transparency in decision making process, the inclusion of key stakeholders and accountability of the Ndwedwe Local Municipality which is in line with the democratic culture. The issue of transparency had been discussed in relation to participation, which is critically important for the development of democracy. In Ndwedwe Local Municipality budget has been re-established in ways that are intended to increase the degree of transparency. The impediment on the role of planners to champion development and service delivery was discussed with reference to the power struggle between councillors who came to power through vote and the existing authority of the Amakhosi that are power through birth right.

The lesson South Africa could learn was discussed with reference to Britain and Ghana so that South Africa should avoid the impediments to participation as encountered by Britain and Ghana in planning activities. However, adopted strategies and standards should be in line with South Africa's national policies and objectives since Britain compared to South Africa has different levels of poverty that require a different approach, If South Africa could enhance participation, planning and development with that notion, it could be able to reduce the levels of poverty effectively.

CHAPTER 6:

6.1 Summary of findings, conclusions and recommendations

Greater knowledge of formal structures of participation such as Ward committees; Community Based Organisations, Civic Organisations and Development Committees lead to planning and improved service delivery. However, that requires a relationship between participants and the ability to present the needs through Integrated Development Plans and other processes that are associated with integrated development planning process to be explored and supported. This could undoubtedly improve municipal effectiveness and higher levels of participation in Ndwedwe area.

In many instances when people find formal structures or channels ineffective to represent their interest, they resort to alternatives such as social movements which are characterized by mass action. Throughout social groupings in local municipalities there appears to be a high level of support for the right to organize freely and there is little difference between high participation and low participation. The difference arises in relation to mass action and among those who are not committed to participation in the IDP preparations, planning, and development there is less support for the idea of mass action.

The huge spatial separations and disparities between the town and community ward centres or civic halls in Ndwedwe local municipality will need to develop strategies for spatial integration while managing the issue of participation in the integrated development planning process and the continuing consequences of service backlogs. Ndwedwe Local Municipality should create and recognized the linkages between rural settlements which constitute these wards. Ndwedwe town is located in ward 15; it plays a role of local regional service centre. It supplies services as an administrative centre to Ndwedwe rural areas which are linked to it. Therefore, it is important for officials to reconsider hinterlands like Ward 16, since they rely on them for productive economic activities. Community centres are in critical conditions which inhibit delivery of social services such as participatory activities associated with preparation of integrated development planning process.

The Ndwedwe Local Municipality has substantial incapacity for staff to promote the preparation of IDP and the generation of the revenue base required to rebuild and enhance the

relations between the municipality and the local community it serves. It is suggested that the municipality employ more skilled permanent and part-time staff. Ndwedwe Local Municipality should be particularly sensitive to the needs of communities, particularly those groups of people within the community that tend to be marginalized and responsive. The preceding contextual factors facing the municipality would increasingly impact differently on community participation and this should include other modes of regulated participation and mobilization geared towards the improvement of the actual livelihood experience at the local level.

The extent to which the local communities in Ward 15 and 16 are able to participate in the preparation of integrated development planning process will ensure that the extent of democracy and transparency becomes entrenched in material practice in both ward 15 and 16 where there are the poorest people. However, as evidenced by the wave of dissatisfaction on both wards. The majority of people abstain from attending meeting summoned by the municipality or councillors in the whole of Ndwedwe, (see appendix B Makhulu News, 2010). Such formal regulated forms of community participation would have little purchase if councillors and officials do not follow up to their promises of addressing poverty by promoting infrastructural development, social development, attending to environmental sustainability and economic development which creates employment opportunities. As this is the notion of a better life for all.

The nature of community participation and its impact on subsequent local communities in these wards would thus deeply depend on how seriously councillors take representation of local communities as a form of participation. This study suggested that there are facilitations of community participation in the Integrated Development Planning process in Ndwedwe Local Municipality that are clearly promising. However there are signs of infrastructural neglect. This has often led to a trend or a radicalization of dissent among certain sections of local communities in these wards in relation to Ndwedwe local municipality councillors. Should the latter materialize the future of Ward 15 and 16 would be affected by the prevailing circumstances that impact during the preparations of IDP in Ndwedwe Local Municipality. Councillors as representatives chosen by these wards should not forget to advocate the continual reality of poverty facing the local community.

In the light of the overall findings of this study, it would be of benefit to the Ndwedwe Local Municipality to include community participation in its strategic planning meetings and also suitable budget. This should go along with capacity building as a support system of ward committees. Administrative personnel should be admitted to THE IDP Unit according to their skills to ensure maximum service delivery. This team should be given full support and directive of local municipality's strategic leadership and be empowered to design and organize an appropriate programme to ensure that all sectors' interests are well represented. In addition it should ensure that effective mechanisms are in place to make the local community aware of the process underway.

Ndwedwe Local Municipality should become more transparent, information more universally available, performance measured more explicit and monitoring and evaluation more part of the daily routine. In that regard, the confidence of the local community in their participation will increase and their ability to make a difference will be enhanced. This should be accompanied by the review mechanisms instituted to provide a mechanism and incentive for measurement systems and more publicly available information.

Providing information itself is not enough in the case of Ndwedwe. There should be a means of evaluating information against criteria which makes sense of the fundamental standard of Ndwedwe Local Municipality. While this is not necessarily a perfect system for good governance and development, it will be the best invented mechanism for deepening and entrenching participation in the IDP preparation to the future and prosperity of Ndwedwe Local community.

Allocation of funds should cover the activities related to the development of local community in Ndwedwe Local Municipality. Local communities should be included to influence on the shaping of opinions, inspiring and furthering active participation, in that regard they would be promoting links between Ndwedwe Local Municipality, local community and other organs of the state. However, a greater campaign to promote transparency is required to strengthen debates and democracy. This underpins the right to access information and value of openness. This curbs opportunities for corrupt practices and promote constitutional enshrined rights. It further reduces challenges faced by Ndwedwe Local Municipality.

This study first explained some of the key conceptual and theoretical framework used in the study. It has placed community participation within concepts in the discourse of integrated

development planning as the planning movement evolved over time. Hence, the chapter reviewed what constitutes a community, participation, integration, development and planning.

Social development has been described in detail as the process of organizing human energies and activities at higher levels to achieve greater results. In the absence of the social development remains largely a process of trial and error, with a high failure rate and very uneven progress. This was discussed with focus on the increasing income gap between the most and least developed societies, and the distressing linkage between rising incomes, environmental depletion, crime and violence that reflect the fact that humanity is vigorously being challenged.

Community participation is defined in this study as a means of community involvement of people, with similar needs and goals, in decision making that affects their lives. Similarly, other definitions on community participation by other authors were explained to ensure thorough understanding of community participation, rationality, control and power in decision making process between the local government and local community.

It also discussed policies which mandate local government functions that focus on Integrated Development Plan and community participation that link stakeholders to each other, necessarily as part of Non Government Organizations and departments sectors in mutual support for negotiations in IDP preparation process.

The theories provided how and why local; national and international government established development planning or regional economies; different causes and factors which contributed to community-led development. This research further dwelled on the development initiatives in Europe, particularly Britain and Ghana in Africa.

The functionalist theory was viewed as an element with consequence of power delegation and lacking a motive for integration. Whilst neo-functionalism provides an explanation for how and why local governance developed.

The intergovernmentalist theory of integration was viewed as a critique of neo-functionalism. The intergovernmentalist theory argued that development initiatives should involve local stakeholders to reduce disarray and produce effective results and much credibility. These

theories were discussed to provide an understanding of the evolution of development planning.

The study suggests that South Africa should learn to avoid the means by which community participation is least adopted and the decision–making responsibilities. The dissemination of information should facilitate contact between the local planning authority and local community. This gives opportunity to comment on matters that affect both the Local Municipality of Ndwedwe and the local community. Empowerment of local government to manage and implement services appropriately was discussed with referral to the manner in which Britain and Ghana conducted its development planning.

The roles and the responsibilities of the government spheres namely national, provincial and local government organs of the state were discussed. The responsibility is to preserve the peace, secure the wellbeing of the people of the republic; provide effective, transparent, accountable and coherent government for the Republic as a whole; be loyal to the constitution, the republic and its people; respect the constitutional status, institutions, powers and functions of the government in the other spheres; not assume any power or function except those conferred on them in terms of the constitution; exercise their powers and performs their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in other spheres. This included officials such as town planners and councillors as community representatives.

The Integrated Development Plan is prepared in accordance to Chapter 5, Section 23(1) of the Municipality Systems Act No.32 of 2000 (MSA). It requires that a municipality undertake a development Plan that ensures objectives of local government are achieved as set out in section 152 of the Constitution. The municipal council must also prescribe a period and adopt a strategic plan for the development projects. Development projects integrate and coordinate plans. These plans form the general basis on which annual budget is based.

The study also highlighted that Ndwedwe Municipal Council prepares a five year plan that covers the development plans for that particular period which becomes a strategic plan for the development of Ndwedwe Municipality. This strategic document is the Integrated Development Plan that responds to the needs of the Ndwedwe residents premised on international, national and provincial strategic imperatives.

The IDP preparation processes include proper coordination between and within spheres of government and the local community (David's et al 2005: 143). This Integrated Development Plan determines priorities to satisfy local communities. This includes assigning responsibilities and improving communication means. The study also discussed the problems in implementing service delivery and development in traditional areas, starting from apartheid era to the current policies that integrate development initiatives in line with the South African Constitution. The lack of trust among traditional leaders and reluctance to adopt elite policies was observed and the Local Municipality powers to control and influence was defined.

Challenges that face Ndwedwe Local Municipality were discussed as an issue that requires government intervention. For instance the study found that traditional leaders are not inclined to relate with municipal council and needed to be incorporated into the new governance system. Other challenges were the language barrier and the unfriendly environment that obstruct participatory process.

The Ndwedwe Local Municipality's IDP which is a Process Plan and Strategic Plan of the municipality is the relevant doctrine; a guiding tool that creates certainty in the decision-making process of the municipality. It entails financial planning and budgeting. Thus funds are channelled to critical projects for implementation. Although the IDP is meant to be a guiding tool it has its flaws and many municipal staff are unable to translate it into practice.

The Mayoral Izimbizo and Ward Committees were regarded as part of public participation strategy that ensures that there is participatory process taking place in the local communities. This study observed, and evaluated the extent of community participation whether it entails weakness or strength and the dynamics that relates to participation were observed and the details were given ultimately.

The respondents that were interviewed were engaging and happy to share the information with the exception of a few. However, the analysis of the findings that entails the outcome of the study has been informative. This study discovered that the certainty of challenges in the IDP preparation process were much higher than expectations, therefore, participation in Ndwedwe Local Municipality was weak.

6.3 Recommendations:

- The municipality could deal with the issue of low participation seriously in Ndwedwe as most often as not, it is associated with lack of trust and disillusionment. It could lead to other forms of mobilizations.

- The municipality could renew its residents' confidence and meaningful participation that include transparency amongst the participants in the IDP, and a return to growth and development which is vital for the economy and social priorities in the IDP processes, since, South Africa have backlogs in service delivery.

- The municipality needs to address backlogs, a key issue that would involve budget that could bring the South African government closer to real issues.

- There is a need for a dedicated team to drive the participation process in the preparation of the IDP process.

7. References:

Abrams, C. (1964) Man's Struggle for Shelter in an Urbanising World, Cambridge: MIT Press.

Anderson, A. and Co. (1985). Guide to the Public Sector Strategies Planning, Arthur Anderson and Co, Chicago.

Assibey- Mensah, G.O. (2000). decentralisation on trial: case the case of Ghana's District.

Aston, B. (2004) How useful are theories of integration to understanding the development of the EU? Politics of Governance: The European Union.

Ayee J. (1992) Decentralization and Effective government: the case of Ghana's district assemblies. Africa Insight 22(1):49-56.

Avruch, K & Black P.W. (1999). "Cultural Relativism, Conflict Resolution, and Social Justice." Peace and Conflict Studies 6(1):21-36.

Arnstein, S.R. (1969), " A Ladder of Citizen Participation". *Journal of the American Planning Association* **35** (4): 216–224, retrieved 2010-06-12

Babbie, E. & Mouton, M. (2007). The Practice of Social Research. Cape Town: Oxford University Press.

Baines, D. (1992). Recovery from the Depression in Great Britain. Burlington: Ashgate Publishing Company.

Blakely E. J., Snyder M G. (1997). Fortress America: Gating Communities in the United States Washington DC: Brookings Institution Press and Lincoln Institute of Land Policy.

Black, F. & Scholes, M. (1974). From theory to a new financial product, Journal of Finance, 29,8:399-412.

Bless, C. Higson-Smith, C. and Sithole, S. L. 2013. Fundamentals of Social Research Methods: An African Perspective. Lansdowne: Jute.

Buccus, I. and Hicks J. (2007). Critical Dialogue, Local and Regional governance, A journal on public participation in governance Volume 3 No.1Center for Public Participation Durban.

Burke, E. (1969) Citizen Participation is a necessity. Journal of Housing, Vol. 11, pp. 399-602.

Burkey, S. (1993). Putting people first: a guide to self-reliant participatory and rural development. London: Zed Books.

Boachie-Danquah, Y. (2000). Human resource capacity building in Ghana's local government, Africa in sight 22(1).

Bandelow, N.C. (2005). *Directions in Economic and Social History Volume II* London: The Macmillan Press LTD. *Lecture about the British reaction on the proposed EuropeanConstitution.*

Brandes, O.M., S. Renzetti, and K. Stinchcombe, (2010) *Worth Every Penny: A Primer on Conservation-Oriented Water Pricing*. Victoria: POLIS Project on Ecological Governance, University of Victoria

Brennan and A. Hamlin. (1977). Expressive Voting and Electoral Equilibrium." Public Choice, 95(1-2):149{175, April 1998.Cambridge: Cambridge University Press.

Brynard D. J. and Barnes A. (2009) Project Communications Management, Only study guide for module DAPM12Q, University of South Africa, Pretoria.

Castells, M. (1998) the information age: Economy, society and culture. Volume 3. End of millennium. Oxford: Blackwell.

Chambers, R. (1988). Rural Development: Putting the Last First. London: Longmans.

Chambers, R. and Conway, G. (1992) Sustainable rural livelihoods: practical concepts for the 21st century. IDS Discussion Paper 296. Brighton: IDS.

Chambers, R. (1997). Whose Reality Counts? Putting the First Last London: Intermediate Technology Publications.

Chambers, R. Holland, J. Blackburn, J. (1998). Whose voice? Participatory research and policy change, Southampton Row: Intermediate Technology Publications.

Cini. M. (2000). European Union Politics. Oxford: Oxford University Press.

Creswell, J. (2003). Research Design: Qualitative and Mixed Methods Approaches. Thousand Oaks, California; Sage Publications.

Continuity and Change: The Evolution of the British Planning System, 1947-97 H. W. E. Davies *The Town Planning Review* Vol. 69, No. 2 (Apr., 1998: 135-152).

Cornwell, L., Du Plessis, N. Mazibuko S. De beer, F. (2010). DEVELOPMENT PLANNING only study guide for DVA3704 Department of Development Studies. Pretoria: University of South Africa.

Community Survey (2007) The RDP Commitment: What South Africans say. Statistics South Africa: Pretoria, South Africa

Conyers, D. and Hills, P. (1984). An Introduction to Development Planning in the Third World. Chichester: Wiley

Coates, K. and Topham, A. (1968). Industrial Democracy in Great Britain: a book of readings and witnesses for workers control. London: Cox & Wyman LTD. Fakenham and reading.

Cobb, R. W. and Elder, C.D. (1972). Participation in American Politics: The Dynamics of Agenda – Building. Boaston: Allyn and Bacon Inc.

Colvin, Alexander J.S. and Owen R. Darbishire. (2012). "International Employment Relations: The Impact of Varieties of Capitalism." In Gunter Stahl, Ingmar Bjorkman and Shad Morris (eds.) Handbook of International Human Resource Management Research. Cheltenham: Edward Elgar. 2ND EDITION.

Conyers, D. and Hills P. (1984). An introduction to development planning in the Third World, Chichester: Wiley & Sons.

Cullingworth, J.B. (1979). Town and Country Planning in Britain. Seventh Edition. London Boston, Sydney: George Allen & UNWIN.

Dale, R. (2004) Development planning: concept and tools or planners, managers and facilitators. London: Zed Books.

Davenport, M.A. & Anderson, D.H (2005). Getting from sense of place to place-based management: An interpretive investigation of place meanings and perceptions of landscape change. Society and Natural Resources, 18(7), pp. 625-641.

Davids, I. (2005). Voices from below – reflecting on ten years of public participation: the case study of local government in the Western Cape Province. Cape Town: Foundation for Contemporary Research.

Davids, I. Theron, F. and Mapunye, J.K. (2005). Participatory development in South Africa: a development management in perspective. Pretoria: Van Schaik.

De Visser, J. (2005) Developmental Local Government: A Case Study of South Africa. In Davids, I.(ed) Public and Development Management in action. Bellville: University of Stellenboch.

De Beer, F. & Swanepoel, H (eds). (2000). Introduction to development studies. 2nd ed. Cape Town: Oxford University Press.

Deighton, A. (2005). Devolution in Britain Today. Manchester: Manchester University Press.

Department of Constitutional Development. (1998). The White Paper on Local Government, Pretoria, CTP Book Printers.

DPLGA (KwaZulu Natal Department of Traditional and Local Government Affairs) (2001). Information Package on Integrated Development Planning, School of public Management and Administration, University of Pretoria.

Eilstrupp-Sangiovanni, M. (2006). Debates on European Integration, Palgrave Macmillan, New York.

Eyben, R. and Ladbury, S. (1995). 'Popular Participation in Aid-Assisted Projects: Why more in theory than practice?

Fagence , M. (1977). Citizen Participation in Planning, Paperback, Pergamon Press

Faludi, A. (1985). The return of rationality. In Rationality in planning: Critical essays on the role of rationality in urban and regional planning.

Faludi, A. (1973). Planning theory, Oxford: Pergamon Press.

FORUM FOR EFFECTIVE PLANNING AND DEVELOPMENT (FEPD) (1995) Documentary Volume One, Two and Three.

FORUM FOR EFFECTIVE PLANNING AND DEVELOPMENT)(1998) Documentary, Volume Four.

Flyvbjerg, B. (1998). Rationality and Power: Democracy and Practice, Chicago, University of Chicago Press.

Fehily, J. and Grist, B. (1992). 'Ireland', in A. Dal Cin and D. Lyddon (eds) International Manual of Planning Practice (second edition), The Hague: ISOCARP.

Forss, K. (1985). Planning and evaluation in aid organization. Stockholm; Stockholm School of Economics.

Foucault, M. (1980). Power/ Knowledge: selected interviews and other writings, Edited by C. Gordon. Brighton: Harvester.

Frazer, N. (2000). 'Rethinking Recognition. Overcoming Displacement and Reification in Cultural Politics', in New Left Review 3 May-June 2000: 107-120.

Friend, J.K., and Jessop, W.N. (1969). "Local Government and Strategic Choice". Second edition Pergamon, Oxford: Oxford University Press.

Friedman, J. (1992). "Empowerment: The politics of alternative development". Blackwell: Cambridge.

Furstenburg, F.F. JR. (1993). How families manage risk and opportunity in dangerous neighbourhoods. Cleveland: Case Western University.

Gaventa, J. (2004). 'Towards Participatory Governance: Assessing the Transformative Possibilities', in S. Hickey and G. Mohan (eds), From Tyranny to Transformation, London: Zed Books

GLC (undated) London's Future- Meetings. Mimeo. Internal memorandum. DG/RI/R/61303.

Gildenhuys J.S.H. (1999) PublicFinancial Management. Pretoria: J.L.van Schaik Publishers.

Government Gazette. (2005). Guidelines for the Establishment and operation of Municipal Ward Committees Department of Provincial and Local Government.

Government Communications. Formeset, Cape Town.

Government Policies, Legislations and Publications Constitution Act 108 of 1996.

Greighton, M. (2005) Cross-National Correlations of Quantifiable Societal Health with Popular Religiosity and Secularism in the Prosperous Democracies Volume 7 (2005) ISSN 1522-5658 Baltimore, Maryland.

Habermas J. (1984). The Theory of communicative Action; Volume 1: Reason and the Rationalisation of Society Translated by T. McCarthy (Polity Press, Cambridge).

Habib, A. and Kotze, H. (2003) Civil society government and development in an era of globalisation: the South African case. In Mhone, G. and Edigheji, O,. Governance in the new South Africa: the challenges of globalisation. Cape Town: UCT Press.

Hague, C. & Jenkins, P. (2005). Place identity, participation and planning. Oxfordshire, OX: Routledge.

Hamdi, N. & Goethert, R. (1997). Action Planning for Cities: A Guide to Community Practice New York: Chichester

Harper, E. H. and Dunham, A. (1959) Community Organization in Action. ... Hillery, George A., Jr. 1972,"Selected Issues in Community theory," Rural Sociology.

Harris, R. (2002). The State of the Special Relationship. *Policy Review.* Accessed 28/07 2011,

Harrison, K. (2002). Social capital and local government. In Parnell,S., Pieterse,E., Swilling, M. and Wooldridge, D. Democratising local government :the South African experiment.Lansdowner: UCT Press.

Haynes, J. (1991). The PNDC and political decentralisation in Ghana. The Journal of Commonwealth and Comparative Politics 29(3):175-193.

Healey, P. (1997). Collaborative Planning: Shaping Places in Fragmented Societies Basingstoke: Macmillan.

Held, G. (1972). Citizen Involvement in Local Government Decision –Making Mimeo. Internal Staff Paper, Department of Health, Education and Welfare. New Mexico: Albuquerque.

Hix. S. (1999) The Political System of the European Union, Macmillan.

Hobsbawm, E.J. (1968). *Industry and empire: an economic history of Britain since 1750.*

Hogget, P. 1997. Contested Communities: Experiences, Struggles, and Policies. The Policy Press.

Hofferbert, R. (1974) citizen influences on state policy priorities: the interplay of public opinion and interest groups, Michigan State University

http// www.Scribd. Com /doc //16249343/everything-abc. Accessed 27/06/2010

http//:www.un.org/esa.sustdev/documents/ agenda21/index.htm Accessed 27/06/ 2011.

http//:un.org/esa.sustdev/documents/agenda21/index.htm Accessed 27/06/2011).

(http://da-academy.org/idp. html integrated development plan Dominica.

Ife, J. 1995. Community Development: Community-Based Alternatives in an Age of Globalisation. USA: Longman.

Ife, J. and Toseriero, F. (2006). Community development : community-based alternatives in an age of globalisation, USA: Longman

Jaap De Visser, J. W. (2005). Developmental local government: A case study in South Africa, Community Law Centre, University of the Western Cape and Institute of Constitutional and Administrative Law, Utrecht University.

Jenks, C. (1996). "Medium housing in Melbourne; The management of sustainable and democratic local communities under global pressure for increased urban efficiencies". RMIT University, Melbourne.

Jenkins, P. Harry, S., Wang, Y. (2007). Planning Housing in the Rapidly Urbanising World, The Bartlett School of Planning. London: University College London.

Johnson, G. and K. Scholes. (1993). Exploring corporate strategy - Text and Cases. Hemel Hampstead: Prentice-Hall.

Jordaan, T., Pureng, K., & Roos, V. (2008). The Meaning of Place-Making in Planning: Historical Overview and Implications for Urban and Regional Planning. Acta Structilia, 15 (1), 91-117.

Kaviraj, S. (1991). On state, society and discourse in Indi; in J. Manor (Ed.). *Rethinking Third World Politic*s, New Delhi: Sage, pp.225-50.

Kent G. (1981). "Community-based Planning: A Better Approach to Development" in National Development, Middle East, Mrica, Asia, June/July.

Khan, F. & Cranko, P. 2002: Municipal-community partnerships. In E.Pieterse et al. (eds). Democratising Local Government: The South African Experiment, Cape Town.

Kothari, U. and Minogue M. (2002) Development Theory and Practice: critical perspectives, London: Palgrave.

Kotze, D. A. (1997). Development administration and management: A holistic approach. Pretoria: J.L. Van Schaik Publishers.

Kumar, S. & Chambers, R (2002). Methods for Community Participation: A Complete Guide for Practitioners, Southampton Row, London, ITDG Publishing.

KZN Provincial Planning & Development Commission. 2008. Institutional Linkages between Traditional Leadership and Local Government with reference to Planning.

KZN Provincial Planning & Development Commission. (2008). Institutional Linkages between Traditional Leadership and Local Government with reference to Planning.

KZN Provincial Planning & Development Commission: Land Use Management Systems Guidelines 2004.

KZN Provincial Planning & Development Commission: Land Use Management Systems, KZN, AN UPDATE 2004. Standard Series Report, Volume 66.

Ledwith, M. and Springett, J. (2010). Practice; Community –Based Action for Transformative Change Policy. Portland: Policy Press.

Lindberg. L & S. Scheingold, S (1970). Europe's Would-Be Polity – Patterns of Change in the European Community. Hamel Hampstead: Prentice-Hall.

Local Government: Municipal Structures Act, 2000 (Act No. 32 of 2000) Pretoria: Juta

Local Government: Municipal Structures Act, 1999 (Act No. 58 of 1999) Pretoria: Juta

Lowenberg, F. and Dolgof, F (1982). Ethical decision for social work practice. 2nd Edition. ITASCA: Peacock.

Lusk, M.W., & Mason, D.T (1992). Development theory for rural practice. Human Services in the Rural Environment, 16 (1), 5-10. Liverpool: Liverpool University Press. http://www.jstor.org/stable/40113491 Accessed 28/07/2011.

Mabin, A. (1995). Urban crises, growth management and the history of metropolitan planning in South Africa, Urban forum 6.

May, J. (1998). Poverty and Inequality in South Africa: a summary report, Durban: Praxis Publishing.

Mayer, R.B. (1985). Policy and planning: a a developmental perspective, Englewood Cliffs, NJ; Prentice-Hall.

Mazibuko, S, Hart, T, Mogale, M, Mohlakoane, N & Aliber. (2008). Baseline information on technology – oriented initiatives in rural areas to promote economic development. Pretoria: HSRC.

Mazirow, J. (1991). Transformative dimensions of adult learning, Adult Education Quarterly, 44(4)222-232.

McCann, G. and McCloskey, S. (2003). From the local to the global: Key issues in development studies. London: Pluto Press.

McClosekey, M. (2009). Visual reflection and its implication New York: Oxford Scholarship. Online:http://www.oxfordscholarship.com/view/10.1093/acprof:oso/9780195168693.001.0001/acprof-9780195168693.

McMillan, D. (1976). Sense of community: An attempt at definition. Unpublished manuscript, George Peabody.College for Teachers. Nashville: George Peabody College for Teachers.

McMillan, D.W., & Chavis, D.M. (1986). Sense of community: A definition and theory. American Journal of Community Psychology, 14(1), 6-23.

McPherson, J.M. and Rotolo, T. (2003) Focus on U.S. Mexico Borders Issues, Volume40, Issue 4, Pages 523-680.

Meyer I. and Theron, F. (2000). Public Participation in Local Government. Goodwood: NBD.

Mhone, G. & Edigheji, O. (2003). Towards developmentalism and democratic governance in South Africa. In Mhone, G. & Edigheli, O. (eds). Governance in the new South Africa: Challenges of globalisation. Cape Town: UCT Press.

Miraftab, F. (2001). Risks and opportunities in gender gaps to access shelter: a platform for intervention: International Journal of Politics, Culture, and Society, 15 (1):143-60.

Miraftab, F. (2003). The perils of participatory discourse: housing policy in post apartheid South Africa; Journal of planning Education and Research, 22(3): 226-39.

Mogale, T. (2005). 'Local governance and poverty reduction in South Africa' in Progress in Development Studies Vol. 5.

Mohan, G. (2000). Contested sovereignty and democratic contradictions: the political impacts of adjustment, in: G. Mohan et al. (Eds) Structural Adjustment: Theory, Practice and Impacts. New York: Routledge.

Moser, C.O.N. (1989) 'Community Participation in Urban Projects in the Third World', Progress in planning vol. 32 pp 73-133.

Moser, C. (1993). Gender Planning and Development: Theory, Practice, Training. London: Routledge.

Mosse, D. (1994) 'Gender and knowledge: theoretical reflections on the practice of Participatory Rural Appraisal', Development and change vol. 25(3) pp457-525.

Mouton J. and Marais H.C. (1990). Basic Concept in the methodology of the social sciences South Africa: Human Sciences Research Council.

Mouton, J. (1996). Understanding social research.Pretoria: J.L. van Schaik.

Mouton, J. (2001) How to succeed in your Master's and Doctoral Studies. Pretoria: Van Schaik Publishers.

Nelson, N. and Wright, S. (1997). Power and Participatory Development: Theory and Practice, London: British Library Cataloguing in Publication Data.

Newman, P. and Thornley, A. (2002). Globalisation, World Cities, and urban planning: Developing a Conceptual Framework, Ashgate: Aldershot.

Ndwedwe Local Municipality Integrated Development Plan 2007-2012   Review 2009-2010

Ndwedwe Local Municipality Integrated Development Plan, 2007-2012.

Neal, R.S. (1981). Class in English History 1680 – 1850. Basil Blackwell Publisher, England.

Nghikembua, S. (1996). From Draught- Relief Recipient to Community – based Development Organisations: A Case of Participation in Human Settlement Development Namibia: Windhoek, Multi- disciplinary Research Center, and University of Namibia.

Ntsebeza, J. (2006). Personal communication of the former chairperson of the Hacop (Fairbain Branch). Fairbain: Mpofu District 2006.

Ntsebenza, L.A.R. (2007). The land question in South Africa: The challenge of transformation and redistribution, CapeTown: HSRC Press.

Oaklely, P. (1991). Project with People. The Practice of Participation in Rural Development. Geneva: International Labour Office, Coventry: University of Warwick

Parsons, T. (1969). Politics and social structure. New York: The Press.

Payle, K.D. and Lebakeng, T.J. (2006) The Relevance of Indigenous Knowledge for Sustainable Socio-Economic Development in South Africa: Is Globalisation a Threat? Africa Insight, 36(1):40–46.

Parnell, S., Pieterse, E., Swlling, M. & Wooldridge, D. (eds). 2002. Democratising local government: the South African experiment. Lansdowne: UCT Press. http://www.hoover.org/publications/policyreview/3460326.html Accessed 23/10/2012.

Pretty, J.N. (1994). 'An alternative systems of inquiry for a sustainable agriculture' *IDS Bulletin* vol.25 (2) pp.19-30.

Pretty, J.N. and Scoones, I. (1995) Institutionalising adaptive planning and local – level concerns: looking to the future, in power and participatory development, edited by N Nelson and Wright. London: Intermediate Technology Publications.

Pycroft, C. (2000). 'Democracy and Delivery: The Rationalization of Local Government in South Africa' Public Administration and Development Vol. 19, No.3, pp. 233-245.

Pycroft, C. (1999). 'Integrated development planning or strategic paralysis? Municipal development during the local government transition and beyond' , Development Southern Africa, 15, 151-63.

Pycroft, C. (1999). Reconstruction non – metropolitan local government in South Africa' , International Review of Administrative Sciences, 66,143-59.

Rakodi, C. (1993). "The urban challenge Harlow". England: Scientific and Technical.

Rauch, T.R. (2003) Principles of integrated development planning and assessment of the process 2001-2002. Decentralised Development Planning Task Team.

Robinson, P. (2009). Future, Change and Choices: Strategic planning methods for built environment professionals. School of Architecture, Planning and Housing, University of KwaZulu Natal.

Robbins, S.P. (1996). ORGANISATIONAL BEHAVIOR concepts- controversies- applications, seventh edition, A Simon and Schuster Company, Englewood Cliffs, New Jersey.

Robinson, P. (2009). Future Change and Choices: Strategic planning for built environment professionals. Osborne- Porter Literary Services, Westville.

RSA (Republic of South Africa) (2000c). Local Government: The Municipality systems Act (No. 32 of 2000). Pretoria, Government Printer.

Rosamund. B. (2000). Theories of European Integration. London: Palgrave.

 http://www. Gpplatform. Ch/ pbguide/organisation /UN Habitat. Org.

Sarason, S. B. (1974). The psych. San Francisco: Jossey-Bass.

Shabangu, M.H and Khalo, T. (2008). The Role of Traditional Leaders in the Improvement of the Lives of Communities in South Africa. Journal of Public Administration.

Sidorenko, A. (2006). Empowerment & participation in policy action on ageing. UN Program on Ageing. Unpublished paper presented at the The International Design for All Conference 2006, Rovaniemi, Finland.

Sjoberg, G. (1955). Urban Community Theory and Research: A partial Evaluation, American journal of Economics and Sociology.

Slim, H. (1996) What is development? In Eade, D.(ed.) Development and social diversity: a development in practice reader: United Kingdom: Oxfam.

So, F.S. (2004). "Strategic Planning: Re-inventing the Wheel? Planning: American Planning Association.

Stern, M., and D. Dillman. (2006). "Community Participation, Social Ties, and Use of the Internet." City and Community, 5(4): 409-424.

Stewart, P. (1997). The Reconstruction and Development Programme, 1994- 1996. In Liebenberg, S. & Stewart, P. (Eds), Participatory Development Management and the RDP. Cape Town: Juta.

Stewart, P. (1997) What is development? In Kotze, D.A. (ed.). Development Administration and management: a holistic approach. Pretoria: Van Schaik

Stone-Sweet, A. (2004). The Judicial Construction of Europe. Oxford: Oxford University Press.

Swanepoel, H.J. and De Beer, F.C (1998). Introduction to development studies. Pretoria: Van Schaik Publishers.

Taylor, J. (2000). So now they are going to measure empowerment, Community Resource Association, Department of Adult and Community Education, University of Natal.

The Constitution of the Republic of South Africa (1996). Juta Law. Pretoria: Juta.

The Constitution of the Republic of South Africa, (1996). Chapter:3 Co-operative government (8th Edit) Juta South Africa.

Theron, F. (2003). Confusion of Concepts Rules out Blanket Participation Strategy.Cape Times, 9 October. Pretoria

Theron, F. and Barnard D. (1997) Participation and development planning. In Liebenberg, S. and Stewart, P. (Eds.) Participatory development Management and the RDP. Cape Town: Juta.

Thomas, J.C. (1995). Public participation in public decisions: New skills and strategies for managers. San Francisco: Jossey – Bass.

Thompson, A.A. and Strickland A.J. (2003). Strategic Management: concepts and cases (13th edition) Boston: McGraw- Hill Irwin..

Thompson, S. (2003). Planning Theory and Practice, Vol. 4 (3) pp. 275-293, London: Routledge,

Todaro, M. P. (1985). Economic Development in the Third World.
London: Longman.

Turok, I. (2001). Persistent polarization in post- apartheid? Progress towards urban integration in Cape Town Urban Studies.

Treurnich, S. (1997) Sustainable development. In Kotze, D.A. (Eds.), Development Administration and Management: a holistic approach. Pretoria: Vn Schaik.

UN Habitat (2011) United Nations Human Settlements programme: www.un org/Africa/osaa/2011-un-system/UN-HABITAT

Von Kotze, A. (1998). Monologues? Missed learning opportunities participatory rural appraisal. Convergence, Vol. XXX1, No 4, p. 47-55.

Vukuzenele. (2006). "Programme of Action For 2006: Asgisa – The Accelerated and Shared Growth Initiative for South Africa" in Vukuzenele, Volume1, Number 4- March 2006. Government Communications. Formeset, Cape Town.

Watson,V.(1998)."Planning under political transition: lesson from Cape Town's metropolitan planning forum" in International Planning Studies University of Cape Town: Sage Publications

Watson, V. & McCarthy. M (1998). Rental Housing policy and the role of the household rental sector: evidence from South Africa. Habitat International. University of Cape Town: Sage Publications

Welton, M. (2002). Listening, conflict and citizenship: towards pedagogy of civil society, International Journal of lifelong Education Vol 21, No.3.

William, G. (1986). Rural development: partners and adversaries. Rural Africana: 25-26.

Wint, E. (2002). Introduction to Community Development (DAE1CD1) RESOURCE PACK. Center for Adult and Community Development, material developer & education consultant. Durban, University of Natal

Appendix A
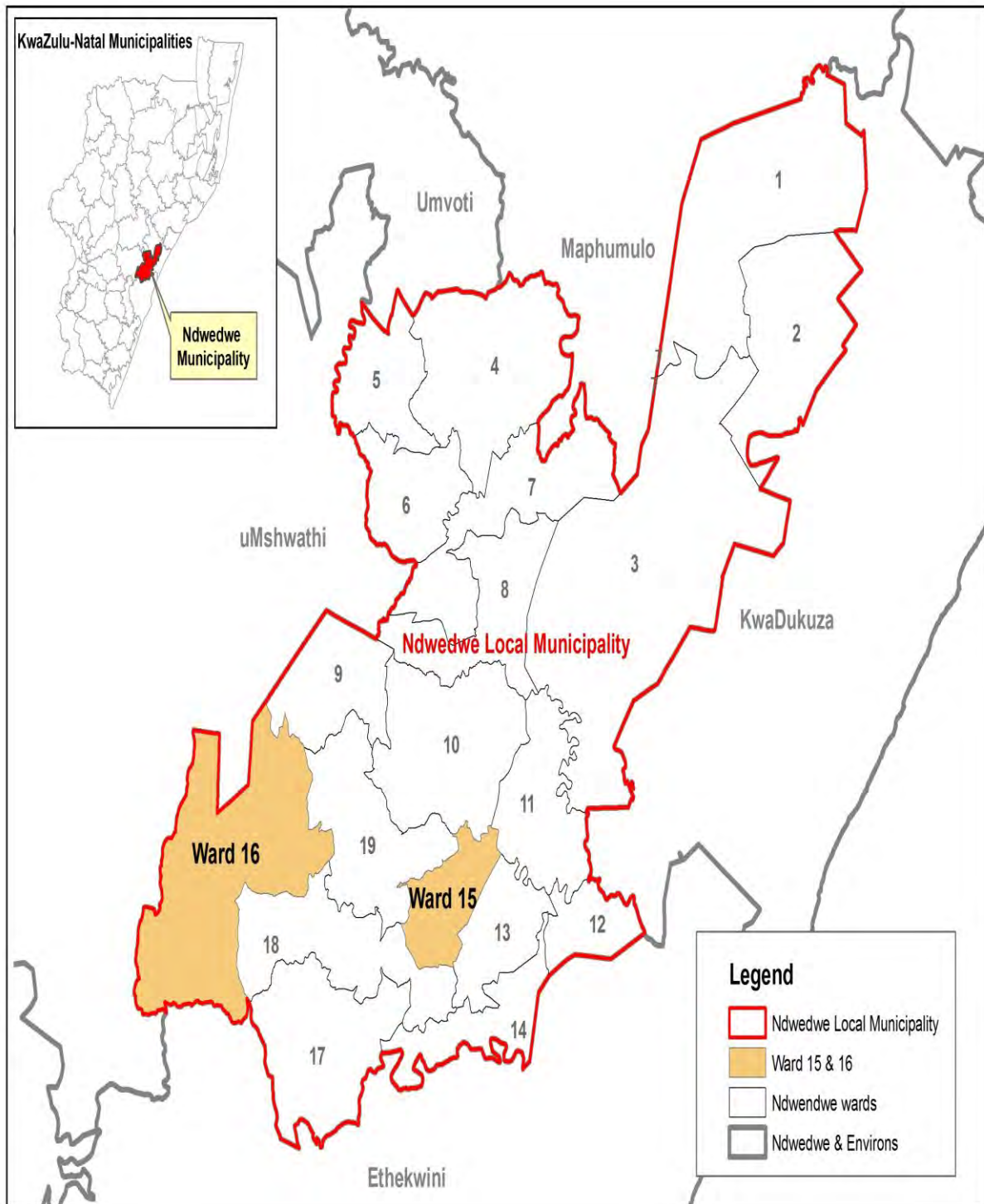
The Map of KZN Municipalities showing the location of Ndwedwe local municipality and ward 15 and 16-