

**PARTICIPATION AS A MEANS TO INTEGRATED COMMUNITY
ECONOMIC DEVELOPMENT (ICED): A CASE STUDY OF WINTERVELDT**

BY

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PRETORIA

Declaration

I declare that this mini-dissertation is my own original work and has not previously been submitted by me for a degree at another university. All secondary material used has been carefully acknowledged and referenced in accordance with University requirements. I am aware of the University policy and implications regarding plagiarism.

Signature

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ABSTRACT

Participation as a means to Integrated Community Economic Development (ICED): a case study of Winterveldt

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Community Economic Development (CED) in South Africa is shaped by the historical processes of the former Apartheid regime that discriminated the social and economic rights of the majority of people, thus disempowering them to participate in development. The notion of Integrated Community Economic Development (ICED) enhances the concept of participation in community economic development in that it advocates for an empowerment dimension in development. In order to facilitate this participation, the government has introduced the participatory mechanisms of the IDP and ward committee system. Paradoxically, inequalities in development persist in previously disadvantaged homelands which were excluded from participation in developmental initiatives of the former regime. Consequently, these mechanisms for ICED have not been able to achieve participation of communities in ICED. Winterveldt is one such area with a legacy of social exclusion through racial and ethnic discrimination.

The goal of the study was to explore the lack of participation of the Winterveldt community in ICED guided by the research question: "What are the reasons for the lack of participation of the Winterveldt community in ICED?"

A qualitative research approach was followed and the research design was a case study. Data was gathered through focus group interviews and document studies. The focus groups

were comprised of 13 community participants and 10 ward committee personnel from Winterveldt.

Research findings revealed various reasons for the lack of participation in the ICED of Winterveldt including role confusion, the lack of information and training on the IDP and political power abuse. The study concluded that participation flows along lines that safeguard the interests of local government with little respect for the community's capacity to make decisions concerning their development.

Recommendations towards the achievement of participation in the ICED of Winterveldt include training on the Integrated Development Plan (IDP), the development of a guideline for implementing the IDP and changes in attitudes of all actors in the ICED of Winterveldt.

Keywords:

Community Economic Development

Integrated Community Economic Development

Participation

Empowerment

Winterveldt

Ward committee system

Integrated Development Plan

Developmental Local Government

Socio-economic rights

Social exclusion

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CHAPTER ONE: GENERAL ORIENTATION

1.1 Introduction

As a component of social development, Wilson (1996:617) expresses that Community Economic Development (CED), has achieved some successes in communities. Traditionally, according to Wilson (1996:617), CED has been practised by non-governmental organisations (NGOs) and community-based organisations that emerged as a result of the relentlessly poor conditions in communities and the lack of government intervention to address them. Nthomang and Rankopo (1997:208) point out that CED came about as a response to the failure of capitalist economies to trickle down to the low-income sectors and communities, whose geographical locations make business unprofitable. In South Africa, the struggle against Apartheid compelled massive community mobilisation through civic associations and NGOs, geared not only to the political goals of freedom and equality but also the exclusion from decision-making and delivery at the local level (Everett & Gwagwa, 2005:1). Under the rule of the National Party government, Davids (2005a:18) maintains that Apartheid (referring to it as “separate development”) was perceived as the best manner in which the interests of each racial group could be promoted. In this way, he adds, development in those days was far from being people-centred. Cloete (1995:1) is of the opinion that it was at the local government level that the apartheid value system manifested itself most forcefully and caused what Nthomang and Rankopo (1997:209) term the ‘dependency syndrome’, a major trait of marginalised communities.

The term Integrated Community Economic Development (ICED) encompasses the empowerment dimension of CED (Nthomang & Rankopo, 1997:208). According to Adams (2008:17), empowerment is concerned with the capacity of individuals, groups and communities to take control of their circumstances, exercise power and achieve their own goals, by means of which, collectively and individually, they are

able to help themselves and to maximise the quality of their lives. This empowerment approach builds on the assumption of abundance and connectedness within communities, which Mohan and Stokke (2000) refer to as social capital. As an integrated approach to development, Davids (2005a:24) denotes that ICED argues that development has to relate to the meaning people attach to their living contexts. As Ife (1995:131) conveys, development is ecological, and developmental programmes should be geared to addressing the specific needs of a community. In response to the many problems under Apartheid, the reconstruction and development government policy following the democratic election in 1994 reflects an integrated, people-centred development approach (RSA, 1994).

As the first government policy to usher in participation, the Reconstruction and Development Programme (RSA, 1994:7) recognises that development in South Africa can only succeed if the people themselves are the voluntary participants in the process. The ANC government explains that the RDP focuses on meeting people's needs, and it relies heavily on their energies to drive the process of meeting those needs (RSA, 1994). The RDP also integrates growth, development, reconstruction and redistribution into a unified programme, echoing Mhone and Edigheji's (2003:219) notion that this is the important link between development, service delivery and citizen participation. In addition to his view of participation as a micro-level development strategy, Theron (2005:111) emphasises that participation enables the public to determine and control the allocation of development resources rather than merely influencing its direction. In other words, the people's participation is not limited to consultation alone, but is also a means of achieving social development.

The recognition of the RDP's failure to successfully achieve the goals for which it had been set (Pycroft, 1998:152) galvanised the South African government into coming up with a strategy that would ensure economic growth through employment and the redistribution of wealth to poorer sectors of the population. In turn, the

macro-economic Growth, Employment and Redistribution (GEAR) strategy resulted in massive unemployment and skewed redistribution of wealth to poorer communities (Cashdan, 2002:2). According to Kotze (1998:76), these outcomes prompted the South African government to turn to civil society to fill the gaps created by these setbacks. Local government is considered by the former President of South Africa, Thabo Mbeki, to be the sphere that works closest to the people and should therefore be an effective instrument for ICED (RSA, 2006).

In order to facilitate the re-administration of the local government as a third and independent tier of the government, the Constitution of the Republic of South Africa, Act 108 of 1996 (RSA, 1996) emphasised that local government should:

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

This meant that South Africa could adopt a developmental local government committed to addressing the needs of communities within the praxis of co-operative governance, thereby ensuring the participation of the entire community across the spectrum. Within the framework of the Constitution (RSA, 1996), the White Paper on Local Government (RSA, 1998a) articulated a vision for working with citizens, communities and groups in order to find sustainable ways of meeting their social, economic and material needs. The White Paper on Local Government (1998a) mirrors the central values of the Bill of Rights (Chapter 2 of the Constitution of the Republic of South Africa, 1996), based on the protection of human rights, dignity, freedom and equality, thus creating an enabling environment through which communities can participate in meeting their own needs, without the system of control and restriction exerted by the former regime.

Butler, Rotberg and Adams (1977:6) concur that the dispersal of the black African population into homelands was coupled with subordination and dependence on the white-controlled economy. Against this background, developmental local government in South Africa aims to:

- maximise social development and economic growth by ensuring that the social and economic conditions of communities are conducive to development;
- integrate and co-ordinate by providing a vision and leadership for all those who have a role to play in community development;
- democratise development by means of promoting local democracy through participatory processes and empowering the community through the redistribution of resources;
- lead and learn by building social conditions favourable to development in order to create a sense of common purpose within communities.

In discussing the enhancement of participation in ICED, Houston, Humphries, Liebenberg and Dichaba (2001:207) refer to the framework of mechanisms introduced into the workings of local government structures. These are Integrated Development Plans (IDPs) and the establishment of ward committees. IDPs are defined as plans that must be developed by municipalities over a five-year span. The White Paper on Local Government (RSA, 1998a) states that IDPs must assess the current social, economic and environmental reality of the community, then determine the needs of communities and thereafter develop a vision for development in the area using an audit of available resources, skills and capacities. This can then be followed by a prioritisation of needs and the development of frameworks, goals and strategies to meet those needs.

Fostering participation in communities is, however, not limited to IDPs. The Municipal Structures Act No 117 of 1998 legislates for the establishment of ward

committees as representative structures through which communities can and should participate in local government activities (RSA, 1998b). Everett and Gwagwa (2005:23) point out that these ward committees are chaired by ward councillors, whose role is to represent their wards in council and provide them with feedback. *The Resource Booklet for Ward Committees* (RSA, 2005a:38) establishes that ward committees are important channels acting to mobilise, educate and empower people. The Booklet (RSA, 2005a:38) also indicates that ward committees are structures that make it possible to narrow the gap between the local municipality and communities, as they have the knowledge and understanding of the citizens and communities they represent.

Given that IDPs were introduced in 1996 and implemented only post the second democratic elections in 2000, some communities are still struggling to explain the purpose of the IDP and hence foster the people's participation in the process. In a study by Tshabalala (2006:11), the writer reasons that the extent to which communities have influence in the IDP is unclear. Tshabalala (2006:104) maintains that there is a lack of understanding about the role of communities in the phases of the IDP. Another explanation is that the IDP seems to be more effective in areas of proper geographical locations (urban settlements) (*The Resource Booklet for Ward Committees*, RSA, 2005a), even though the Municipal Systems Act No 32 of 2000 (RSA, 2000) provides for the mechanisms that should take into account the diversity of communities. Everett and Gwagwa (2005:23) point out that most municipalities have struggled with the setting-up and functioning of ward committees. These authors indicate that there is a lack of clarity on the governance of ward committees. *The Resource Booklet for Ward Committees* (RSA, 2005a: 68) adds to this indication that the training and capacity building of ward committees has been event-centred rather than giving consideration to the unique nature of ward committees as fragile bodies in the process of exploring and building on this new model of participatory democracy. Everett and Gwagwa (2005:23) also point out that, as ward committees are chaired by ward councillors, the impression remains that they are an extension of formal local government

structures and not necessarily representatives of communities. Consequently, the people look to the municipality rather than to the participatory, people-centred approach of the IDPs and ward committees.

Winterveldt is a community situated in the previous homeland of Bophuthatswana, north of Pretoria. As an informal settlement, the area emerged from forced removals of black people during the Apartheid era in an attempt to carry out the segregation policies of the regime. As a result, the people of Winterveldt were never recognised as citizens of Bophuthatswana. The area has long been marginalised, with inadequate service provision in terms of housing, water supply, health services and education. People have been forced to build their own houses from corrugated iron and mud, and have to request water from the neighbouring township of Mabopane. Crime and unemployment are rife, as people struggle for a living in the most unacceptable conditions. Community participation took place through informal political structures (called the comrades), who terrorised most of the people of Winterveldt with their operations. However, people depended on them because they signified a general voice for the community's demands. In the new era of developmental local governance, Winterveldt is still struggling in the grip of poverty, waiting on the government for support.

According to a personal interview with George Ngobeni (2008), a former liaison officer in the ward committee personnel division of Winterveldt in the City of Tshwane municipality, efforts to encourage integration between relevant stakeholders and the community have been made possible through the appointment of ward committees and councillors, as well as community meetings, but with little involvement from the community as a whole. This reflects the fact that people in a community tend to hide behind the umbrella context of community as a symbol of their participation. In reality, only a few actually take part in processes within communities on behalf of the whole community. Ngobeni (2008) also reported that when people are involved it seems to be only in the development of infrastructure in terms of the provision of water, sanitation and electricity through

the mandate of the IDP encapsulated in the Municipality Systems Act, No 32 of 2000.

The researcher undertook this study to explore the reasons for the lack of participation by the people of Winterveldt in this framework of ICED. The underlying motive was that the research findings would benefit the community as a whole, as well as provide a point of departure for all parties involved in the participatory processes of the Winterveldt ICED.

1.2 Problem Formulation

Theoretically, ICED incorporates an empowerment dimension which holds that previously-marginalised communities have to be empowered from the inside out, in order for them to become self-reliant. It is important for the needs of a community to be fulfilled holistically to address the political, social and economic aspects of the community rather than focusing on a single aspect of social development.

As a mandate for a people-centred developmental local government, the White Paper on Local Government (RSA, 1998a) lays down that social development cannot be achieved in South Africa without the full participation of its people. Through this White Paper, the participation of people has been made central to all development initiatives. Devas and Grant (2003:308) emphasise that the successful achievement of integrated development depends on a vibrant civic infrastructure at and across multiple levels of society, where the government engages with citizens and local businesses. The RDP, as the overarching integrated, socio-economic development policy framework, mandates for participation as a component of integrated social development and emphasises that: development is not about the delivery of goods to a passive citizenry but is rather about active involvement and growing empowerment (RSA, 1994). The measures that have been put in place to facilitate the people's participation in their own development are the IDP and ward committees. Even though there is a broad mandate for these measures, none of them stipulates how participation can be

applied to facilitate these measures as an integral part of ICED in South Africa. In reality, Brynard (1996:40) argues that democratic expectations have been imposed on a government structure that was never designed to act democratically. He clarifies further that this conflict between structures of government and citizen participation concerns the fundamental problems of implementing citizen participation.

As far as the community of Winterveldt is concerned, the Commission for Justice for the Archdiocese of Pretoria and the Winterveldt Action Committee for the Pretoria Council of Churches (1993:1) concur that this area emerged from the division of people along tribal and racial lines, the quest for land and citizenship rights, harassment by officials and police, the continual struggle over housing, education, health, safety and social welfare and the fragmentation of people that makes unity impossible to achieve. It is against this background that the ward committees have to facilitate participation of the Winterveldt community in the IDP. With a mandate that does not stipulate how these bodies can facilitate this participation, poverty and inequalities still exist in Winterveldt. There seems to be a lack of clarity on these mechanisms for participation in ICED, i.e. IDPs and ward committees.

Another anomaly, according to Brynard (1996:39), is that the representation of ward committees is not clear. As pointed out in the introduction, ward committees are chaired by ward councillors and this creates the impression that they are an extension of formal government rather than representatives (Everett & Gwagwa, 2005:23). Hence people still look to them as the elected representatives working for the government but not necessarily for the people. Development still seems to be perceived as a top-down rather than a bottom-up participatory approach. At a public meeting on 8 May 2008, the researcher observed that the IDP was still in the process of being clarified to the ward committee personnel in the Winterveldt community and other nearby surrounding communities.

In summary, despite the IDP and ward committee personnel being in place in Winterveld, it does not facilitate community participation for ICED. The reasons for the lack of community participation in Winterveldt are not known. The intention of this study was therefore to gain insight into the lack of participation by the Winterveldt community in ICED.

1.3. Goal and Objectives of the Study

The goal and objectives of the study are as follows:

1.3.1 Goal of the study

The goal of the study was to explore the lack of participation of the informal settlement of Winterveldt in Integrated Community Economic Development (ICED).

1.3.2 Objectives of the study

The objectives of the study were as follows:

- To conceptualise and contextualise community participation in the South African context as a means to ICED in the community of Winterveldt;
- To explore the lack of participation in Winterveldt within the context of ICED;
- Based on the research findings and conclusions, make recommendations on how participation can be fostered as a means of implementing ICED in the Winterveldt informal settlement.

1.4 Research question

Creswell and Plano Clark (2007:129) indicate that in qualitative studies the intention is to explore a set of factors surrounding the central phenomenon and present the varied perspectives held by the participants. As the researcher intended to explore the lack of participation by the informal settlement of

Winterveldt, research questions rather than hypotheses guided the study. Neuman (2000:142) specifies that, in determining research questions, a researcher should ask him or herself what it is about the topic that is of great interest. In this study the lack of participation the community of Winterveldt in ICED was of interest to the researcher.

The key question for the study was as follows:

What are the reasons for the lack of participation of the informal settlement of Winterveldt in ICED?

The following sub-research questions informed the key question for the study:

- How do the ward committees within the Winterveldt community function as representatives for the community?
- How do the ward committees facilitate participation in the Winterveldt community?
- How does the community currently participate in the ICED mechanisms, that is, in the IDP and with the ward committees in Winterveldt?

1.5 Research methodology

In this section the research methodology is discussed briefly. The detailed discussion follows in Chapter 3.

This particular study was based on the qualitative approach, because the researcher was concerned with exploring the lack of participation in ICED of Winterveldt, from the participants' personal and thus inside perspectives (Fouché & Delport, 2005:73). It was an applied research study that was intended to produce some real-world effects (Babbie, 2001:333) by exploring and finding solutions to the lack of participation in the ICED of the community of Winterveldt.

An intrinsic case study (Fouché, 2002:276) strategy was followed, which ensured that the study was confined to the people – individuals, groups and organisations (Neuman, 2000:32) of Winterveldt and their lack of participation in ICED.

The population for the study was the Winterveldt community and the ward committee personnel of Winterveldt. This study utilised the probability sampling method which is based on randomisation (Alston & Bowles, 2003:83). In order to select the ward committee personnel group, the researcher made use of stratified random sampling by means of the simple random technique to ensure the inclusion of small subgroups (which ensured an equal chance of selection for everyone in the groups (Strydom & Venter, 2002:204).

The data gathering method was focus groups (Greeff, 2002:291). The interviews were semi-structured (Greeff, 2002:302). The researcher conducted a document study using archival material of previous minutes of Winterveldt IDP meetings in the Winterveldt Parliamentary Constituency offices (cf. Alston & Bowles, 2003:49). The analysis of the interview data was carried out by following Creswell's (1998:142) five steps for qualitative data analysis. The researcher compared the set of themes on the interview schedule with those found in the study of documents and noted similarities and differences that occurred in both. The researcher conducted a pilot test of the interview questions with a group of five people from a settlement that has characteristics similar to those of Winterveldt.

The researcher has considered a set of ethical issues, which will be discussed in Chapter 3.

1.6. Definition of Key Concepts

The key concepts of the study are as follows:

1.6.1 Participation

Participation describes that part of the continuum of involvement where people play a more active part, have greater choice, exercise more power and contribute significantly to decision-making and management (Adams, 2008:31). McLaverty and Morris (2007:73) elaborate on this notion by adding that the concept involves people gaining greater direct control over those areas of society that have a major impact on their lives. Coetzee, Graaff, Hendricks and Wood (2001:126) state that participation is a breakdown of knowledge, as it is an awakening of people at the grassroots level. For the purpose of the study, participation refers to the overall involvement of people as a collaborative effort of ensuring that Integrated Community Economic Development takes place at all levels of the community.

1.6.2 Integrated Community Economic Development (ICED)

Dauids (2005a:26) is of the opinion that the integrated approach to development is based on the understanding that development is a set of dimensions; economic, political, social, cultural, psychological and environmental, that must be approached holistically in communities in order for people-centred development to take place. Nthomang and Rankopo (1997:209) maintain that ICED is a holistic approach that seeks to address socio-political constraints preventing marginalised communities from attaining humane standards of living, adding that its objectives are personal and educational. The researcher concludes that the term ICED refers to an approach that focuses on the social, economic, political, cultural, psychological, educational, personal and environmental dimensions that must be dealt with holistically in order to address the needs of communities from the inside out.

1.7. Limitations of the Study

The researcher has identified the following limitation of the study:

- The desired number of 20 community respondents could not be reached as only 13 community members participated in the study. The researcher tried to get more participants from the streets, the community clinic and community library but these people were either disinterested, afraid or did not understand what the researcher was talking about.
- The co-interviewer was not available during the data collection process, which meant that the researcher had to deal with processing a large volume of data alone. The availability of the co-interviewer could have enriched the data collection and research findings. At the time of the research there was no other person suitable to replace the co-interviewer.
- Some documents could not be accessed as the City of Tshwane's IDP office has not updated its archives since 2008. This information could have captured some very crucial findings in the document study.

1.8. Contents of the Research Report

Chapter 1 constitutes the introduction and contextualisation of the study, the problem statement, the goals and objectives of the study, the research questions, a brief orientation of the research methodology, the definition of concepts and the limitations of the study.

Chapter 2 provides the conceptualisation and contextualisation of participation as a means to ICED in South Africa as well as a brief history of ICED in the community of Winterveldt.

Chapter 3 presents the research methodology, the relevant ethical aspects, the empirical study and the research findings.

Chapter 4 captures the conclusions from the findings and recommendations for fostering participation in ICED in Winterveldt.

CHAPTER TWO: PARTICIPATION AS A MEANS TO INTEGRATED COMMUNITY ECONOMIC DEVELOPMENT (ICED)

2.1 Introduction

Williams (2008:175) points out that community economic development in South Africa flows along the lines of political unrest and massive community mobilisation in the fight for rights and equality. Paradoxically, the demise of Apartheid in 1994 did not eliminate the years of entrenched inequality practised by the South African government and its majority population. Although the main objective of the RDP (RSA, 1994) was to achieve a participatory context for development that would include those who were previously marginalised, the transformation of local government in former black homelands has not been particularly easy. According to Theron (2005:11), it was in these geographic locations that the segregatory policies of the former apartheid system manifested the worst, thereby hampering social cohesion and trust in local government structures.

Consequently, and building upon the principles of the RDP (RSA, 1994), the South African government decided to strengthen grassroots participation by placing considerable emphasis on what it terms developmental local government (Binns & Nel, 2002:921). According to Nel (2004:23), the South African Government argues in the White Paper for Local Government (RSA, 1998a) that the premise for this developmental activity should be local government, and that the central responsibility for municipalities is to work together with local communities to find sustainable ways of meeting their needs, hence improving the quality of their lives. Davids (2005a:19) maintains that, in the context of South Africa's democracy-building and poverty alleviation initiatives, the empowerment of citizens is critical. For this reason, the ANC's vision for development is active, rather than being about a passive citizenry (RSA, 1994). Reiterating this emphasis, Davids (2005a:20) maintains that authentic participation at the municipal level

should result in transformed municipalities and a citizenry with real influence over public policy decisions.

In order to facilitate this, local government has had to introduce the Integrated Development Plans (IDP) and the ward committee system as participatory mechanisms at the forefront of development initiatives. In terms of policy processes in South Africa, Klijn and Koppenjan (2002:141) state that this is a form of interactive policy-making that uses participation during the problem definition and exploration of solutions phases. This is part of the attempt to generate innovative policy proposals that can be supported for implementation.

In this chapter, the researcher intends to explore the concepts and process of Community Economic Development and Integrated Community Economic Development in the context of South Africa. The empowerment concept in ICED will also be discussed, as well as the significance of participation as an empowerment component in Integrated Community Economic Development within the praxis of developmental local government in South Africa. The IDP and ward committee system will be outlined as participatory mechanisms in the ICED in South Africa, and there will be a critical discussion on the challenges to participation in ICED.

2.2 Conceptualising Community Economic Development (CED)

As mentioned in the introduction of Chapter 1, Nthomang and Rankopo (1997:208) emphasise that CED came about as a response to the failure of capitalist economies to trickle down their effects to the low-income sectors and communities, whose geographical locations make business unprofitable. The following point serves as a discussion of the concept of CED.

2.2.1 Community Economic Development

Building upon Nthomang and Rankopo's emphasis, Ife (2001:40) adds that the notion of CED recognises the importance of community-based economics and the

need for sustainable economic activity that benefits, strengthens and supports a community rather than simply serving the needs of the global economy. When explaining the historical context of CED, Shaffer, Deller and Marcouiller (2006:60) point out that economic development and community development have been regarded as two distinct concepts, in that the former tended to focus on jobs, income and business growth, while community development focused on equal rights institutional and political processes. However, in contrast with the former perception, these authors provide a contemporary definition of CED by explaining that it occurs when people in a community analyse the economic conditions of that community; determine its economic needs and unfulfilled opportunities and make decisions on what can and should be done to improve the economic conditions of that community. Following this, they proceed to achieve the agreed-upon economic goals and objectives. Community economic development is thus considered to be holistic and interdisciplinary, in that it comprehensively examines the different dimensions of a community.

According to Lovan, Murray and Shaffer (2004:2), CED implicitly assumes a democratic political system in which people have an opportunity to express their preferences. The participation of community members should therefore be as inclusive as possible. This implies fundamental changes in decision-making processes, and in the power exercised by users over agencies, thus challenging top-down systems with their emphasis on professional expertise, and their tendency to cancel out the richness and value of indigenous technical knowledge. For this reason, as Piper and Deacon (2009:418) strongly indicate, governments must trust citizens to be able to make decisions and mistakes, thereby learning from those actions.

The notion of Integrated Community Economic Development (ICED) enhances the concept of CED in that it advocates for an empowerment dimension in development. This notion of empowerment is discussed in the following section.

2.2.2 Integrated Community Economic Development (ICED)

Hardina (2004:31) accentuates the relevance of the empowerment component to community economic development by maintaining that the intent of an empowerment approach to community practice should be to foster social change at all levels, that is, for individuals, groups and organisations. For that reason, Hardina (2004:31) adds that the intermediate goal of empowerment should be to foster real social and economic change in low-income communities. This author's perspective echoes Wilson's (1996:617) analysis of community development from the inside out by adding that individuals are empowered when their self-efficacy is increased through forms of knowledge construction and analysis of problems acquired through shared experience.

In a similar tone, Burchy and Hoverman (2000:18) point out that, at an individual level, empowerment reflects a state of personal development or a state of mind whereby people engage in a learning process, increase their self-esteem and confidence and develop critical awareness. Referring to this perspective, Mubangizi (2003:142) emphasises that the capacity of communities to co-operate in such a manner depends on levels of social capital. Mubangizi (2003:142) defines social capital as a valuable community asset, which implies the existence of a homogeneous community with common interests and shared values, but, on the other hand, one in which there is an unequal distribution of power. While these authors acknowledge the importance of social capital, Stiglitz (2002:165) reminds us that if a government operates in secrecy and makes it impossible for ordinary people to have informed opinions that are critical to their development, this weakens accountability and reduces the quality of decision-making. These actions kill the asset of social capital and disempower communities.

Empowerment activities include engagement and dialogue with constituents, leadership development, and the creation of organisational structures that encourage decision-making by program beneficiaries. According to the Report to

DAC Network on Poverty Reduction (POVNET) (2008:5), empowerment broadens poor people's freedom of choice and action, expanding their assets and capabilities and enabling them to participate in, negotiate with, influence, control and hold accountable institutions that affect their lives. POVNET (2008:5) continues to say that empowerment is about power in the sense of redefining possibilities and options to act on them. It also refers to the power within that gives people the courage to do the things they never thought they were capable of and the power to work alongside others to claim what is rightfully theirs. According to Gaventa (2002:7), this depicts a shift from power over people to power to the people. In turn, people become the directors of development instead of subjects of development. Helling, Serrano and Warren (2005:6) stress that empowerment is more than participation in decision-making, in that it must lead people to the processes that enable them to perceive themselves able and entitled to make decisions. In this sense Adams (2008:31) reveals that participation is seen as both an end and a means, signifying it as a way of expanding people's capabilities, increasing their self-esteem, and improving their performance by obliging agencies to involve users in decision-making through participatory research, and by subjecting their activities to direct popular control. This term as an empowerment component in CED is explored in the following point.

2.2.3 Conceptualising Participation in ICED

The term 'participation' has been used interchangeably in various contexts, more particularly where it evokes and signifies anything that involves people (Cornwall, 2008:269). Theron, Ceaser and Davids (2007:3) point out that participation yields better policy outcomes, and leads to the effectiveness and efficiency rationale of promoting participation. Secondly, these authors maintain that it helps people develop their capacity for directing their lives towards the rationale of equity and empowerment. In a more radical definition of participation, McEwan (2003:472) stresses that participation not only emphasises community involvement in the processes of local government but also demands that social development lead to the empowerment of community members. McEwan (2003:472) continues to say

that the formerly disadvantaged groups must be the target for development. In fusion of the explanation of the empowerment role of participation in CED, Manor (2009:285) calculates empowering participation as that which not only reveals the preferences of ordinary people but also enables those preferences to shape outcomes. Manor (2009:285) furthers his emphasis by indicating that in order for empowering participation to become a reality in communities, the following should exist:

- Processes and forums through which ordinary citizens can voice their concerns and affect decisions;
- People should be sufficiently confident and capable of contracting bureaucrats, elected representatives and other powerful figures to obtain responses;
- People should be able to make some impact by lobbying or demonstrating collectively.

Manor's notion of empowering participation correlates with Arnstein's (1969) much written-about ladder of participation. Arnstein's ladder illustrates the empowerment concept in participation in terms of moving from less power in decision-making authority to more. The degree of involvement ranges from manipulation, at the lowest rung of the ladder, and consequently non-participation, to citizen control at the top of the ladder depicting degrees of citizen power. In line with the empowerment dimension in CED and with Arnstein's ladder of participation, Hung, Sirakaya-Turk and Ingram (2010:1) conceptualise an integrated model for community participation. In their explanation of the empowerment concept through this model, these authors point out that the means of influencing the level of participation in communities are motivation, opportunity and ability, without which community participation is barely possible. The authors' perspective reflects social capital as a valuable asset for development in communities and builds on the idea of empowerment, starting from the inside out.

Another development in support of the concept of participation as empowerment is Rocha's (1997) ladder of empowerment, as explained by Jackson (2009:50). According to Jackson, Rocha sets out five types of empowerment based on moving from individual to community empowerment. These types of empowerment are based on four dimensions namely, locus, process, goals and power exercise. Jackson (2009:50) quotes Rocha's conceptualisation of participation as empowerment according to this model in these words:

The locus of empowerment - the intended area of change - moves from individual to community. The processes of empowerment refer to the actual methods used to obtain the desired results. They range from individual therapy to state-challenging political action. The goals, the intended outcomes, of each empowerment type are situated along a continuum of intended change in skill or circumstance - from simply increased individual coping to altering institutional arrangements. Finally, the power experiences include all four stages in varying combinations (Rocha, 1997: 34).

The researcher is of the opinion that Rocha's ladder best sums up the idea of participation as empowerment as it covers empowerment at all levels and marries the individual's intraspecific or psychological dimension with his/her site-specific or social dimension.

In order to embrace empowering participation, the *Draft National Policy Framework for Public Participation* (RSA, 2005b:6) insists on the guidance contained in the following principles:

- **Inclusivity:** Embracing all views and opinions in the process of participation;
- **Diversity:** Understanding the differences associated with gender, race, religion, ethnicity, language, economic status and sexual orientation;
- **Capacity-building:** Being the active empowerment of role players so that they can fully and clearly understand the objective of public participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve the delivery of objectives;

- **Transparency:** Promoting openness, sincerity and honesty among all role players in the participation process;
- **Flexibility:** The ability to make room for change for the benefit of the participatory process. If built into participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the product;
- **Accessibility:** At both the mental and the physical level, collectively aimed at ensuring that participants in a public participation process fully understand the aims, objectives, issues and methodologies of the process and are empowered to participate effectively;
- **Accountability:** The assumption by all participants of full responsibility for their actions and conduct as well as willingness and commitment to implement, abide by and communicate all measures and decisions in the course of the process;
- **Trust, commitment and respect:** Above all, trust is required in a participatory process. Trust is used here to refer to faith and confidence in the integrity, sincerity, honesty and ability of the process and those facilitating the process;
- **Integration:** This means that public participation processes are integrated into mainstream policies and services, such as the IDP process and service planning.

In relation to Cornwall's (2008:269) explanation of the different contexts in which this term is used, Innes and Booher (2000:7) indicate that participation in development initiatives is referred to by using various terms, such as public participation, citizen participation and community participation. This following section discusses these different terms.

2.2.3.1 Public Participation

The Organisation for Economic Co-operation and Development (OECD, 2001) considers participation to be an active partnership in which citizens engage in defining processes and content with a recognition of capacity and the acknowledgement of equality for citizens, highlighting that the final responsibility for decisions rests with government. Innes and Booher (2000:7) concur that public participation is about getting legitimacy for public decisions. In other words, and in relation to the participatory processes in South Africa, this legitimacy is embedded in the institutionalisation of the participation of citizens in local government. In a discussion on the legitimacy of participation in the South African context and ricocheting of Manor's notion of empowering participation, Maphunye and Mafunisa (2008:465) argue that public forums such as Imbizos, village meetings and political party gatherings are regarded as legitimate. In contrast to these views on the legitimisation of participatory processes, Aitken (2010:6) points out that the institutionalisation of participation might be a means of control by the government to ensure desirable outcomes, especially where the public oppose certain policies. This author goes on to refer in particular to power relations in public participation, where the question is really: Who has the power and how is this power exercised?

The *Draft National Policy Framework for Public Participation* (RSA, 2005b:1) defines public participation as an open and accountable democratic process through which individuals and groups in communities can exchange views and influence decision-making, thereby playing an active role in the development and operation of services that affect their lives. This draft document goes on to say that public participation promotes the values of good governance, as it has been designed to narrow the social distance between the voting public and the elected institutions. This expression thus reflects the South African developmental local government participatory initiatives, that is, the IDP and the ward committee system.

2.2.3.2 Citizen Participation

The notion of citizenship in social development is firmly rooted in the rights-based approach embedded in the concept of developmental social welfare in South Africa. Williams (2001:24) points out that the Constitution of South Africa Act 108 of 1996 is the foundational agency for citizen rights in South Africa. According to Gaventa (2002:2), rights are met only when citizens are engaged in the decisions and processes that affect their lives. Cornwall (2000) also declares that, in order for arguments for participation and institutional capacity to be meaningful, they must be grounded in a conception of rights which, in a developmental context, strengthens the status of citizens from that of beneficiaries of development to being rightful and legitimate claimants. To be a citizen means to enjoy the rights of citizenship necessary for agency and social and political participation. To be a citizen means fulfilling the potential of that status. The researcher gathers from this statement that citizenship builds commonality, and hence contributes to the construction of social capital in societies.

These perspectives on citizenship reflect Cornwall and Gaventa's (2000:11) more active perception of citizenship, which recognises the agency of citizenship as makers and shapers rather than users and choosers of interventions designed by others. Also, according to Stiglitz (2000:165), understanding citizenship raises the question of how people perceive their rights of citizenship. The author's view relates to that of Patel (2005:106) on the rights-based approach in the specific indication that citizens have a right to know the extent of their rights in a democratic government system.

2.2.3.3 Community Participation

According to Aref and Redzuan (2009:68), community participation is one of the domains of community capacity-building, hence empowerment. McGee (2000) defines it as a process through which the community can influence and share control over developmental initiatives, decisions and resources that affect them.

It is evident in all the definitions of participation three similarities occur:

- that people are involved;
- their rights as citizens play a role in participation; and
- the relationship between the community or citizens and the state is also apparent as the driving force behind empowering participation or capacity-building.

In light of the conceptualisation of participation, the context of participation in South Africa is examined next.

2.3 The Context of Participation in South Africa: The Legacy of Apartheid and Transition

In examining the process of community economic development in South Africa, Buccus, Hemson, Hicks and Piper (2008:297) concur that participation in South Africa flows along lines that differ in important aspects from those of other developing countries, in the sense that the process of development can best be viewed in terms of the country's historical disposition. Prior to the attainment of democracy, social services in local government under Apartheid rule were rendered from what Davids (2005a:18) terms a separate development paradigm, based on the repression of the non-white majority groups of South Africa by the minority white government. Tapscott (2006:2) enlightens of the former South African Constitution Act of 1909, in accordance with which a train of legislative processes were born, culminating in the racial separatism of Apartheid. In the context of this historical discussion, Matube (2005:169) shows that the former legislative framework gave majority groups little or no opportunity of advancing to local and international competitive levels with the white minorities. Matube (2005:169) provides the following examples:

- The Land Areas Act of 1913 that prohibited the sale of land to black people in South Africa, so the country belonged to whites only;

- The Urban Areas Act of 1945 that limited the number of blacks residing in urban areas, thus forcing a majority of black people to reside in impoverished areas also popularly known as Bantustans or homelands;
- The Group Areas Act of 1950 that prohibited mixed living for black majorities and white minority groups.

In terms of the former constitution, Tapscott (2006:3) explains that the responsibility for the provision of services rested with the local government, although these authorities were seldom permitted to function alone. Tapscott (2006:3) continues to recount that the relationship between the provincial and local tiers of government was of an entirely different nature in comparison with the one that exists today, in that provincial governments represented regional branches of the national government, under the power of a Provincial Administrator. Concurring with Tapscott, Nel (2004:27) adds that the planning process was of a top-down nature, so rigidly hierarchical that municipalities were subservient to the authority of the Provincial Administrator. Thus, the researcher concludes that the past developmental context was epitomised by immense disempowerment of local government and consequently the citizens, entirely contrary to what the concept of ICED conveys. The ultimate result was a poor democracy with little or no participation by communities because of their dependence on a bureaucratic state. According to Burchy and Hoverman (2000:17), this disempowerment also reflects on the concept of power, in that participation ceases to be meaningful when there is no transfer or share of power in decision-making. Creating awareness in communities should be seen as an asset rather than a threat. Hence transparency is of prime importance.

The transition process and subsequently the beginning of ICED, was sparked by the White Paper for the Reconstruction and Development Programme (RDP, 1994). This policy gave momentum to social participatory democratisation in South Africa by emphasising two very important principles of democracy, namely representation and participation, which are inter-linked and interdependent. Therefore the RDP rhetoric implied a transformative people-driven process,

focusing on the most immediate needs of people and in turn relying on people's energies to drive the process of meeting those needs (RSA, 1994:5). This means that participation must aid social empowerment, the ultimate result of which is the release and transformation of the self-help skills of the community. Echoing Manor's (2009:285) conception of empowering participation (see point 2.3.2), Groenewald and Smith (2002) emphasise that, for participation to become an instrument of empowerment, it needs an infrastructure from where it can be initiated. Thus Davids (2005b:20) synthesizes that democratically-elected bodies should be fully representative and accountable, implying that representation forms an important part in the success of participation. How the government sees and responds to participation will be most decisive for attaining authentic participation.

In comparison with the discussion on the context and specifically in exploration of the area in question, the City of Tshwane (2008:3) Department of Tourism informs that the historical background of the Winterveldt informal settlement owes its existence to forced removals (under the Group Areas Act of 1950) of the black South Africans from white areas in the 1960s and 70s, who were dumped in Winterveldt, pending final settlement. The area was formerly under the independent homeland of Bophuthatswana, translated literally as the place that accommodates Tswanas under the Tswana Territorial Authority. When the Apartheid government persuaded the then Bophuthatswana President, Lucas Mangope, to accept the inclusion of Winterveldt into Bophuthatswana with a promise to fund its development, his attempts to impose citizenship on the outsiders were met with resistance by those who perceived it as potentially robbing them of their cultural and South African identity. Bophuthatswana continued to use Winterveldt as a resettlement area for people it regarded as incomplete Tswanas and denied them privileges afforded to Bophuthatswana citizens, such as business and land occupation permits. Winterveldt thus bears a legacy of exclusion: these people were rejected first by the bigger South African government and then by Bophuthatswana, whose policies of identity were based on racial and ethnic identity.

Thus, as De Clercq (1994: 379) states in a study of NGOs in the Winterveldt, the area was transformed into a resilient community, which continuously resisted segregationist homeland policies by means of adopting a policy of non-cooperation. According to Nelly Leseka (2008), a tourism information officer at the City of Tshwane, this was done through politically resistant representation aimed at serving the community of Winterveldt independently. De Clercq (1994:379) confirms this statement by adding that the government, NGOs and international development agencies have all tried to initiate versions of community development in the past, but their attempts failed because they were unable to get the full participation of the community as an active and equal partner.

In synthesis of this section, the preceding historical outline suggests that the nature of community participation depends to a great extent on the nature of organisation and mobilisation at grassroots level, as well as the programmatic purpose of such participation. Patel (2005:106) edifies that community development in South Africa is thus cast within the framework of rights and entitlements, and by law the municipality is required to operate as the efficient, frontline development agency for socio-economic mobilisation. Participation in local government takes place in terms of two main objectives. The first relates to upholding the principles and systems of participatory democracy and ensuring the legitimacy of the state at local level through citizens being encouraged to participate in formal political processes such as elections and referendums. In that light, the Municipal Systems Act no 32 of 2000 (RSA, 2000:19) views the IDP and ward committees as a means towards the achievement of developmental local government. In a speech on the launch of the Winterveldt Integrated Development Programme (WIDP) on 16 September 2010, the Gauteng Premier, Ms Nomvula Mokonyane, indicated that the area has been kept on the sideline of development and progress and consequently decay and rot have become synonymous with Winterveldt (RSA, 2010). As such through the IDP and ward committees as mechanisms of development, the government aims to change the social, economic and geographical landscape of Winterveldt.

The second objective relates to local government's development mandate to alleviate poverty through service delivery and localised socio-economic development initiatives. The mandate for development of local government in South Africa is explored in the next section.

2.3.1 Legislative Framework for Developmental Local Government: The Enhancement of Participation

According to Napier (2008:168), the legal framework for participatory governance owes its existence to the desire to preserve that dynamic and active civil society that emerged in the 1980s to resist Apartheid and can also be traced to the Freedom Charter drafted in 1955, which espoused the idea that "the people shall govern". Groenewald and Smith (2002:39) narrate that the transition of local government followed three well-defined phases, namely, the pre-interim, interim and final phases. In their account, these authors point out that the enactment of the Local Government Transition Act 209 of 1993 began with all existing statutory representatives from local government as well as those groups previously excluded from local government representation of local people.

As the overarching law from which all developmental policy emanates, the Constitution of the Republic of South Africa (Act 108 of 1996) section 152(1) (a), declares that local government should provide a democratic and accountable government for local communities and simultaneously encourage the involvement of communities and community organisations in the matters of local government. In contrast with the former constitution of 1909, the Constitution of the Republic of South Africa Act 108 of 1996 stipulates that one of the objectives of local government is to encourage the participation of communities and community organisations in matters of local governance. With this vision of development Groenewald & Smith (2002:39) convey that the adoption of the Local Government Transition Act of 1996 and the Development Facilitation Act of 1995 made way for a transformed local government

2.3.1.1 Municipal Structures Act no. 117 of 1998

Section 19(3) of the Municipal Structures Act 117 of 1998 as amended determines that a municipal council must develop mechanisms for public participation in performing its functions and exercising its powers, hence the innovations of ward committees alongside ward councillors and municipal representatives or administrators. Additionally, the Act stipulates that a municipality's executive has to give an annual report on the extent to which the public has participated in municipal affairs.

2.3.1.2 Municipal Systems Act no. 32 of 2000

Chapter 4 of this Act, Section 16(1) (a) determines that a municipal council must develop a culture of participatory governance and must for this purpose encourage and create conditions for residents, communities and other stakeholders in the municipality to participate in local affairs. This Act further stipulates its intentions by adding that it is the duty of a municipality to consult the community regarding issues and options for service delivery (RSA, 2000:20), hence portraying the ideal of having IDPs. The Act goes on to detail the government's commitment to participation by saying:

a fundamental aspect of the new local government system is the active engagement of communities in the affairs of municipalities of which they are an integral part, and in particular, service delivery and performance management...there is need to create a more harmonious relationship between municipal councils, municipal administrations and local communities through the acknowledgement of rights and duties (RSA, 2000:2-3)

Section 4(c) of this Act further stipulates that every municipality has the duty to

- encourage the local involvement of communities;
- consult the community about the level, quality, range and impact of municipal services.

Piper and Deacon (2009:417) demonstrate that consultation can occur through the receipt, processing and consideration of petitions, as well as notification of public

comment procedures, meetings and hearing and reporting back to the local community.

In Section 5 (a) the rights of communities are outlined in that:

- Communities must contribute to the decision-making processes of the municipality and submit written or oral recommendations, representations and complaints
- Communities must be informed of the activities of the municipality.

The IDP process is especially relevant to this Act.

2.3.1.4 Municipal Demarcation Act no 27 of 1998

The Municipal Demarcation Act no. 27 of 1998 sought to eliminate small and ineffective local councils by combining neighbouring local authorities under a single jurisdiction as well as assigning rural areas surrounding urban centres to the control of this single authority. This was carried out to ensure economic efficiency, so that within municipal boundaries the municipality would be capable of fulfilling its constitutional objectives, more specifically the promotion of social and economic development, integrated development and effective local governance.

The South African government has instituted legislative frameworks and processes for participatory consultation in the form of ward committees and community participation in the IDP (RSA, 2005b:3). The following section is a discussion of the IDP and the Ward Committee system as mechanisms of participation in South Africa.

2.4 The Integrated Development Plan (IDP) and Ward Committee System as Mechanisms for ICED in South Africa

In the *Handbook Series for Community Based Organisations*, Geyer (2006:1) describes the IDP as a process whereby the planning efforts of the different spheres and sectors of government and other institutions are co-ordinated at local government level. Echoing the conceptualisation of ICED, McEwan (2003:472) adds that IDPs should align all available resources towards development goals, integrate local activities, prioritise objectives, and be participative in nature, as well as environmentally sustainable. They should also aim at poverty alleviation. Maphunye and Mafunisa (2008:462) specify that the validation for developing IDPs is that the Apartheid spatial and development planning process left the country's cities and towns with racially- divided business and residential areas, vast discrepancies in levels of services between the rich and poor areas, expansive informal settlements and spread-out areas that make cheap service delivery difficult.

According to Napier (2008:167), the establishment of ward committees in South Africa is an attempt by means of legislation to create new space to complement existing spaces whereby citizens can exchange information and directly participate in political decision-making. Ward committees are thus discussed next.

2.4.1 Ward Committee System as a Mechanism for ICED

The ward participatory system, as it is referred to by the Department of Provincial and Local Government (RSA, 2005b), allows for the establishment of ward committees in order to facilitate and enhance participation in matters of local government. The *Ward Committee Resource Booklet* (RSA, 2005a:75) defines a ward as "a small unit of a local authority, like a neighbourhood under which a ward councilor can be elected". According to Putu (2006:4) ward committees serve as a communication cord to articulate the new system of local government to the majority of the people, more especially to previously disadvantaged communities. Hence according to *the Draft National Policy Framework for Public Participation* (

RSA, 2005b:2), ward committees play a pivotal role in linking elected institutions with the people and other forms of communication, including Imbizos, local government roadshows and makgotlas, which are gatherings made up of the executive mayor, councillors and ward committee members.

Piper and Deacon (2009:418) explain that ward committees, chaired by a ward councillor, are intended to consist of 10 people representing the interests of a ward. Section 74(a) of the Municipal Structures Act states that ward committees can make recommendations to the ward councillor on any matter that affects its ward. The process goes through the ward councillor to the executive committee or the executive mayor. However, this Act goes on to state that the duties and powers delegated to ward committees may not include executive powers, although their role in communication and mobilisation is deliberately emphasised. The researcher is of the opinion that this raises the question of whether true democracy and transparency really exist and whether this is merely a statutory disempowerment, as Piper and Deacon (2009:418) imply.

Participation in the IDP by ward committees and communities follows a particular process, which will be discussed next.

2.4.2 The Process of Participation in the IDP

The process of participation in the IDP by ward committees and communities takes place in the following stages.

Stage 1: Analysis of the needs and problems in a community

The purpose of the first phase is to conduct a needs assessment, the decisions of which must target real needs and problems of people. According to the *Ward Committee Resource Book* (2005a:57), it is the role of ward committees to identify the key development objectives of the IDP against the proposed needs and problems. Analysis focuses on identifying needs as diagnosed by communities and

finding available resources. Human, Marais and Botes (2009:13) point out that the level of participation in this stage is particularly high and refer to community meetings or imbizos and surveys as the forms of participation that take place.

Stage 2: Strategies for Defining the Local Vision and Objectives

Once the municipality has an idea of the problems that it must tackle, strategies for defining the local vision and objectives must be developed. With the comprehensive information gathered in the first stage, possible solutions must be explored and deliberated on with a view to deciding on the most powerful when it comes to the problems identified. Human, Marais and Botes (2005:13) indicate that the intensity of participation from the community is low at this stage, while that by the ward committees is significant.

Stage 3: Projects Designed to Meet the Needs Identified

In the project planning stage, projects are designed by specialised professionals to meet the needs identified. The projects are planned according to the inputs of the beneficiaries or community members with a long-term developmental vision in mind. The level of community involvement at this stage is dependent on the scope of planning.

Stage 4: Integration with Other Programmes

These projects are then integrated with other programmes in stage 4 in order to check their feasibility against the developmental vision in stage 3. Interrelations are pinpointed and synchronised to maximise the use of resources for greater impact. The level of community participation is relatively low, as this process takes place through the representative IDP forum.

Stage 5: Approval and Adoption of the Plan

In the approval stage, the level of community participation is stated as high, because participation occurs in broad public discussions and consultations. In this phase the proposed outcome from all the stages is adopted.

The outline of the IDP creates the impression that participation of the community in developmental local government is possible. However, based on the context of participation in development processes in South Africa, challenges continue to thrive. A discussion of these as informed by the literature study follows in the next point.

2.5 Challenges to participation in the IDP and the ward committee system

As mentioned in the introduction of this chapter and point 2.4, challenges persist against the context of participatory developmental government in South Africa. These are:

2.5.1 The Historical Challenges arising from the Developmental Context of South Africa

Theron, et al (2007:1) point out that context-specific features of the South African socio-economic-political landscape, such as poverty, the expanse of municipal areas, poor public transport, language barriers, illiteracy, patriarchal social structures, and a host of other factors continue to slow down the design and implementation of participatory development initiatives. This situation has fostered growing disillusionment amongst those South Africans who remain inadequately engaged and disempowered when it comes to service delivery at the level of local government. The existing local government of South Africa is a complex developmental environment shaped by the legacy of Apartheid-style social engineering, hopelessness bred of overwhelming poverty, an often disinterested and uninformed beneficiary community, inefficient governmental institutions and ineffective change agents, all at odds with the high expectations of frustrated citizenry.

In this study and according to Reitzes and Bam (2000:82), the area of Winterveldt is characterised by a history of social exclusion by the exercise of citizen rights of those who belonged to the homeland Bophuthswana against the outsiders from

the former. In light of this, Pycroft (1998:183) highlights the fact that, even after local government transition, fundamental elements of the homeland local government structure have remained intact and have proved stubbornly resistant to transformation.

2.5.2 Lack of Clarity on Participation

Compounding the above situation is the negative attitude towards participation, which stems from two chief sources: lack of clarity in the definitions used to describe participation and the use of inappropriate strategies for achieving it. In this sense, the *Ward Committee Resource Book* (RSA, 2005a:50) points out that the credibility of ward committees in the eyes of the public suffers greatly when the ward committees are distanced from key municipal functions like the IDP, or the ward committee is seen to have a narrow participatory function that is not connected to the municipality's main activities.

2.5.3 Issues of Power

Williams (2008:172) argues that community participation exercises in South Africa are mostly spectator politics, where ordinary people have become endorsees of pre-designed planning programmes, often the objects of administrative manipulation. In an earlier publication, Williams (2006:198) noted that councillors and officials are determined to impose their own truncated version of community participation. The author points out that this practice of participation gives the impression of a limited form of democracy that gives rise to an administered society instead of the desired democratic society. Williams (2008:198) stresses that the consent for governance is not earned through rigorous policy debates over social programmes but through political acquiescence manufactured with skilful manipulation of a host of self-styled experts.

The researcher identifies dependency as an emergent phenomenon in this instance and also refers to the style in which the ward committee system relates with ward councillors as far as authority is concerned. The roles of ward committee

members do not stretch to executive powers; hence they depend on ward councillors to channel the messages from the communities to the top structures.

2.6 Summary

CED in South Africa is shaped by the historical processes of the former Apartheid regime, which discriminated against the social and economic rights of the majority of people, thus disempowering them from participating in development. Subsequently, following the demise of Apartheid, the South African government saw fit to include all citizens in policy decision-making processes in order to empower them towards the achievement of developmental local government and ultimately phase out the problems experienced by communities at the local level.

In order to embrace empowerment in CED, the participation of citizens has been put at the forefront of all developmental activity, with the stipulation that development is not about a passive citizenry of beneficiaries and takers. Participation broadly involves people in decisions that affect their daily lives and is both a means (through participation methods such as forums and Imbizos) and an end towards development. This is empowerment in that it enhances motivation from the individual level and consequently empowers the entire community. In order to facilitate this participation, the government has introduced the participatory mechanisms of the IDP and ward committee system.

The IDP is a planning tool comprised of five phases, inclusive of the involvement of the ward committee system, community members and municipal staff. The challenges of participation in the IDP are emphasised by the differences between these actors in terms of power, knowledge of the participation process and the challenging background against which the participatory processes have to take place. These challenges are merely a starting point for recognising how they can be confronted in order to achieve meaningful participation.

CHAPTER THREE: EMPIRICAL STUDY AND RESEARCH FINDINGS

3. 1 Introduction

This chapter focuses on the empirical process that was undertaken to achieve the study goal, which was to explore the lack of participation by the informal settlement of Winterveldt in Integrated Community Economic Development (ICED).

The research was guided by the following question: What are the reasons for the lack of participation by the Winterveldt informal settlement in ICED?

This chapter will first provide an outline of the research methodology, the ethical aspects relevant to the study and the trustworthiness of the study, followed by the empirical research findings and interpretation of the study.

3.2 Research Methodology

The research methodology covers the research approach, its type, design, population and the sample. It also covers the data collection methods and analysis, the trustworthiness of the data and the ethical aspects of the study.

3.2.1 Research Approach

Within the context of the exploratory goal of the study, the researcher made use of the qualitative research approach, which, according to Fouché and Delport (2005:73), elicits participants' accounts of meanings and experience, thereby producing descriptive data in the participants' own written or spoken words. The respondents of the study verbally expressed their views, specifically relating to their experiences of participation in the ICED of Winterveldt.

3.2.2 Research Type

Applied research was suitable for the study because it was concerned with exploring a problematic issue. This was the lack of participation that was hampering the achievement of ICED and making it difficult for ward committees and other stakeholders to work collaboratively. Fouché (2002b:108) explains that applied research is the scientific planning of induced change in a troublesome situation.

3.2.3 Research Design

As the research approach is qualitative and concerned with exploring a problematic issue, a case study strategy was followed using focus groups (Greeff, 2002:291). The Winterveldt informal settlement was the case study in question, which is comprised of individuals, groups, organisations, events and geographic units (Neuman, 2000:32). The subtype of the case study strategy used is the intrinsic case study, which ensured that the study was confined to the people of Winterveldt and their lack of participation in ICED.

3.2.4 Population and Sample

Population is the entire set of people or participants who are the focus of the research and who have the specific characteristics sought by the researcher (Bless & Higson-Smith, 2000:84). The researcher considered two sets of population groups for the study, which were the Winterveldt community and the ward committee personnel, inclusive of ward councillors and ward committee members and one municipal representative.

The sample of participants included in the actual study was chosen randomly by means of the probability sampling procedure, which, according to Strydom and Venter (2002:203), means that each person in the sampling unit has the same known probability of being chosen.

As the general population of the Winterveldt informal settlement is approximately 4 million people, the selection of community respondents or members was limited to the community members who take part in public meetings.

Twenty (20) community members were selected for inclusion in the study. Winterveldt is comprised of four (4) wards, and the researcher made use of a combination of the stratified and systematic random sampling methods (Strydom & Venter, 2002:205). The stratified random sampling method ensured that the different segments of the population had sufficient representation, while the systematic random sampling method allowed for the persons included in the study to be chosen by selecting every *x*th subject (Alston & Bowles, 2003:85). The chief liaison specialist of Winterveldt gave the researcher lists of the attendees at public meetings. The lists had been acquired from the different wards in Winterveldt, and from these the researcher selected every fifth person who appeared on the list.

From the list of twenty (20) people selected for the community members' focus groups, only 13 people participated in the interviews. One focus group interview consisted of eight participants while five belonged to the second focus group interviewed. Four (4) were municipal community liaison officers, one (1) was the coordinator for the municipal Expanded Public Works Programme (EPWP) and community work programme (CWP), and eight (8) were ordinary community members. The interviews took place at the Winterveldt Parliamentary Constituency Office (PCO), which was within walking distance of the respondents' homes. The researcher provided refreshments in acknowledgement of the respondents' efforts in attending the focus group interviews.

The ward committee personnel sample was comprised of ten (10) respondents, inclusive of one (1) ANC political representative, four (4) ward councillors, four (4) ward committee members and one (1) municipal chief liaison specialist for the entire Winterveldt informal settlement. As this group of respondents came from a heterogeneous population, the researcher selected the sample by means of

stratified random sampling using the simple random technique. According to Strydom and Venter (2002:205), the stratified random sampling technique is suitable for diversified groups, as it ensures the proportional inclusion of small subgroups. In accordance with the study, a smaller portion or number of respondents was drawn from the smaller groups and larger numbers were drawn from the larger group of respondents. In order to ensure that everyone in the groups had an equal chance of selection for the sample, the researcher made use of the simple random sampling method by acquiring lists of the ward committee personnel from the chief liaison specialist and selecting the first person from each group of people. The interview with this group also took place at the PCO. This was opportune, as the respondents attend weekly meetings at this venue.

3.2.5 Pilot Study

A pilot study offers the researcher the opportunity of testing the practicability of the study by means of developing a draft or preliminary version of a measure i.e. the interview schedule, with the kind of respondent or interviewer to be used in the main study (Strydom, 2002:215).

The pilot study could easily be carried out in a community whose characteristics are similar to those of the Winterveldt community. This community was Block A (also known as Boekenhout) in Mabopane This pilot aided the researcher in terms of providing insight into relationships and roles among community members, ward committees, councillors and municipal representatives. This insight also allowed the researcher to test whether or not the questions prepared for the interview schedule would yield meaningful findings. Changes were made with regard to the use of simple English.

3.2.6 Data Collection Methods

The researcher used two methods of data collection applicable to qualitative studies, which were interviewing and document analysis.

3.2.6.1 Interviewing

The researcher interviewed three focus groups. Greeff (2005:92) states that, as the predominant method of data collection in qualitative studies, interviewing involves both the participants' description of experience and reflection by the researcher on the participants' description. The three focus groups were made up of thirteen (13) participants (community members) from Winterveldt and ten (10) participants of ward committee personnel of Winterveldt. The interviews were semi-structured in that a schedule of questions (see Annexure F) was prepared for the interviews to explore the lack of participation by the community of Winterveldt in ICED.

3.2.6.2 Document Analysis

As per the letters of permission to the municipality (see Annexure B), the researcher could access internal internet records of 2008/2009 IDP meetings held in Winterveldt and IDP documents from 2006 to 2009. Copies of the minutes of community meetings with the ward committee personnel could be accessed through the ward committee member, also appointed as the administrator at the Winterveldt Parliamentary Constituency Offices.

3.2.6.3 Data Analysis

The aim of data analysis is to look for trends and patterns that reappear in the data-collection method (Greeff, 2002:318). As two methods of data collection were used, each had a different method of data analysis.

3.2.6.4 Analysis of Interview Data

The researcher used text analysis and analysed the data through the following five steps of data analysis as introduced by Creswell (1998:142):

- **Collecting and Recording the Data**

The researcher made use of a tape recorder to record the interviews at the PC offices in Winterveldt. The interviews took place in English and Setswana, as the researcher and the participants understood both languages. While the interviews were being recorded, the researcher took notes, as the co-interviewer could not reach Winterveldt on the dates of the interviews.

- **Managing the Data**

Once the interviews had been recorded and the notes taken, the data was transcribed into written format to preserve it in a way that made retrieval easy. The tapes and notes were safely stored.

- **Reading and Writing Memos**

The researcher read through the notes and transcripts in order to sift through the information recorded and to identify data that was significant to the study.

- **Describing, classifying and interpreting**

As the themes were identified, the researcher classified them in accordance with the context of the study.

- **Representing and Visualising**

The researcher's findings are presented in this chapter transcribed directly from the participants' own words. Certain biographical information on participants is presented graphically.

3.2.6.5 Analysis of the Documents

As per content analysis, following the interviews the researcher reviewed minutes of community meetings and internal documents on 2008/2009 Winterveldt IDP meetings in order to detect recurring features relevant to the participation by the Winterveldt community. This process revealed similarities and differences in both

forms of data-collection. Some information could not be accessed, as the City of Tshwane's IDP office has not updated its archives since 2008.

3.2.7 Trustworthiness of Data

Since the researcher was working independently during the data-collection process, the authentication of data or the "truth value" of the research was important. The researcher therefore adopted Lincoln and Guba's (1985) model on trustworthiness, as discussed in De Vos (2002:351). Lincoln and Guba (1985) refer to the measures that ensure trustworthiness and these are: credibility, transferability, dependability and confirmability.

3.2.7.1 Credibility

Lincoln and Guba (in De Vos, 2002:351) maintain that credibility in qualitative research suggests how well themes cover data, selecting the most appropriate method of data collection, the amount of data necessary to answer a question and the illustration of participants' gender and age. The researcher identified the research participants by means of the population and sampling methodology and made illustrations of their identity in their biographical information. The participants' verbal responses to the interview questions are represented by means of quotations from the transcribed data. The data-collection and analysis process have produced themes that are relevant to the context of the study and reflect a collective view of the participants' contributions.

3.2.7.2 Transferability

As methods of data-collection and analysis have been clearly described, the researcher is of the opinion that the findings can be transferrable to another context for further similar or different interpretations. Lincoln and Guba (1985) (in De Vos, 2002:351) indicate that triangulating multiple sources of data also enhances the transferability of a study. The researcher has been able to refer to other researchers who have conducted similar research (see Tshabalala &

Lombard, 2009) by comparing findings. Documents on the Winterveldt IDP archives in the City of Tshwane, meetings held in previous community IDP meetings and references from liaison officers who work in the community of Winterveldt have also been used to elaborate on findings of the study.

3.2.7.3 Dependability

Lincoln and Guba (1985) (in De Vos, 2002:351) refer to dependability as an alternative to reliability in quantitative studies, a concept with which the researcher concurs when it comes to accounting for changing conditions in the phenomenon selected for the study. This also applies to changes in the design for understanding settings. Little research exists on community participation in the IDP and on ward committee personnel in social work practice. There is therefore an opportunity for social workers to explore further this not-so-familiar phenomenon in the developmental paradigm. The researcher has been able to compare some similarities and differences between this study and the study by Tshabalala and Lombard (2009). In addition, other scholars could further the research by analysing and comparing the findings of these studies.

3.2.7.4 Confirmability

Lincoln and Guba (1985) (in De Vos, 2002:351) stress the need to ask whether another researcher who analyses the data could confirm the findings of the study, while Graneheim and Lundman (2004:110) add that the intent is not to verify that data is labeled and sorted in the same way, but rather to determine whether or not various researchers or experts would agree or differ with the way in which this was done. The researcher has tape recorded all the participants' information and has kept transcripts of their verbal responses. Representation of the research report in the form of an article in a scientific journal means that it can reach a broader scholarly audience to stimulate further debates on the research topic. The MSW research dissertation could also be used as a reference, while the storage of the data also means that it could be analysed by other researchers, with the informed consent of the participants.

3.2.8 Ethical Aspects

The following ethical aspects of the study were taken into consideration:

3.2.8.1 Informed Consent

Williams, Tutty and Grinnell (1995:30) maintain that informed consent implies that all information on the goal of the study and the procedure that will be followed must be revealed to all participants in the study. Babbie (2001:438) calls this voluntary participation.

The researcher obtained a signed informed-consent form (see Annexure C) from each participant interviewed. The participants were informed of the research topic, the interview, the use of the tape recorder and transcripts, as well as the publication of the findings in a scientific journal for future reference. The researcher also verbally indicated that she had planned to conduct the interviews with a co-interviewer, who unfortunately at the time of the research was not available. The participants were also told that they could withdraw from the study whenever they wished.

3.2.8.2 Avoidance of Harm

Strydom (2005:58) emphasises that, before participants engage in a study, the researcher must make certain that they are thoroughly aware of any potential harm they might experience. This gives participants the opportunity of withdrawing from the study if they choose. Babbie (2001:471) explains that this ethical norm concerns the revelation of information that could endanger the participants' jobs, even their lives. As a preventive measure, the researcher fully informed the subjects about the study and its possible implications for them. The participants were also given the option of withdrawing from the study at any time. Although no emotional harm was envisaged, the researcher debriefed the participants to find out what they thought about the interviews and also gave them the opportunity of raising any questions about the study (Neuman, 2000:95).

3.2.8.3 Deception

Neuman (2000:95) advises researchers to follow the principle of voluntary consent, never forcing anyone to participate in research. The right of the individual becomes a critical issue whenever the researcher uses deception or disguises the research by using a covert method. The researcher therefore informed the participants of all the intentions of the study prior to the interviews. Participants were told about the use of tape recorders, the analysis and the publication of the findings in a scientific journal.

3.2.8.4 Violation of Confidentiality

Confidentiality refers to handling information in a confidential manner (Strydom, 2005:62). Rubin and Babbie (2005:79) indicate that, as in social work practice, the researcher should refrain from disclosing the names and addresses of respondents. The researcher did not include any personal particulars of the participants, such as names and addresses. The participants were instead referred to in terms of their representation, for example, 'ward committee member' or 'community member'. The researcher kept the tapes, as indicated, in a locked filing cabinet accessible only to the researcher. In addition to this clause, participants were also informed that the researcher would make the tapes available to the study supervisor at the University of Pretoria, should they be requested.

3.2.8.5. Actions and Competence of Researchers

Strydom (2002:69) maintains that researchers should ensure that they are competent and adequately skilled to undertake the proposed investigation. The researcher was competent to carry out the research, as she had completed theoretical training in research methodology and was thus familiar with the research procedures. An expert supervisor from the University of Pretoria also guided the researcher through the entire study.

3.2.8.6. Release or Publication of Findings

The research subjects should receive the findings in a written or visual format (Strydom, 2002:71). To this end, the researcher submitted the research report to the Department of Social Work and Criminology at the University of Pretoria. In addition, the research findings will be published in a scientific journal.

3.3 Findings of the Study

This section represents the findings of the empirical study with the participants in the study, i.e. community members of Winterveldt, and ward committee personnel. The biographical information on the groups of participants will first be illustrated graphically and discussed.

The themes that emerged from the research will then be presented and discussed. Extracts from the participants' own words will be quoted to substantiate the findings and, where applicable, literature will be integrated to verify the research findings.

3.3.1 Biographical Information on Community Participants

The biographical information (see Annexure D) on the 13 community participants includes their sex distribution, age distribution, years of involvement in the IDP of Winterveldt and ward representation.

3.3.1.1 Sex Distribution of Community Participants

The gender distribution, which is demonstrated in Figure 3.1 below, reflects that most of the participants were female. Ten (77%) were female, and three (23%) were male.

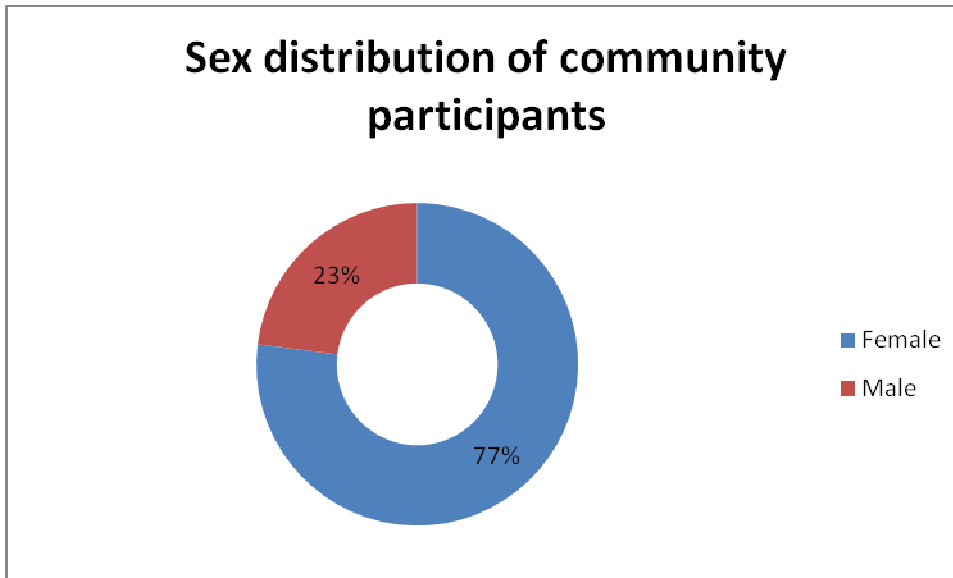


Fig 3.1: Sex distribution of community participants

The majority involvement of women appears to be a normal pattern which is reflected in community participation initiatives. Manuh (1998) asserts that African women's fundamental contributions in their households, food production systems and national economies are increasingly acknowledged within Africa and by the international community. This author continues that this is owing to African women's own energetic efforts to organise and articulate their concerns, and make their voices heard.

3.3.1.2 Age Distribution of the Community Participants

The age distribution of the community participants varied from 18 years to 60 years. Figure 3.1 shows that the majority of the participants were young. Six (46%) were between 18 and 25 years of age, four (31%) were in the 26 - 30 years range, while the age groups of 31 – 41 were represented by three (23%) of the participants. The age distribution is summarised in the following figure.

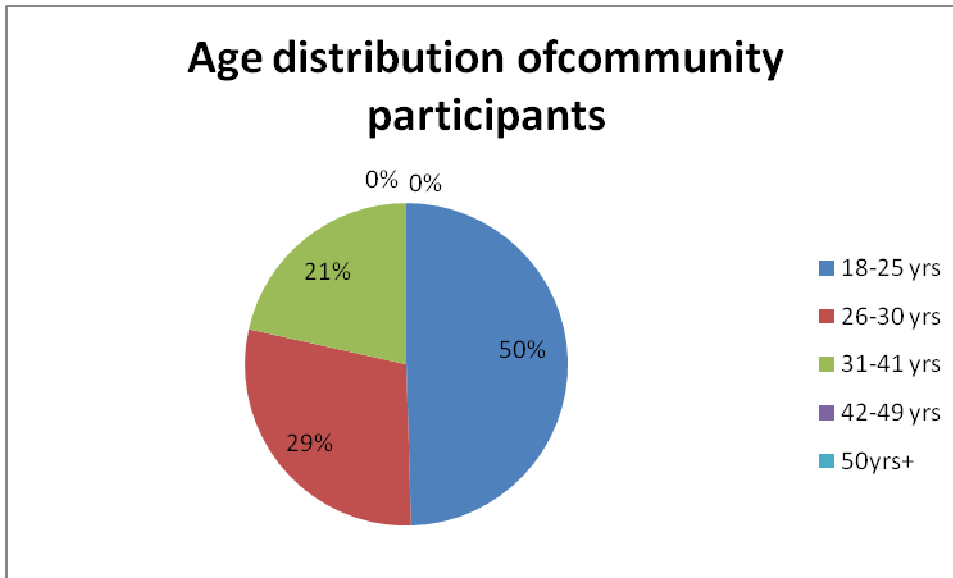


Fig 3.2: Age distribution of community participants

The majority involvement of young people reflects Ginwright and James’s (2002:31) view that young people of colour have always been at the forefront of community and social change amidst serious social conditions and unconstitutional processes.

3.3.1.3 Years of Involvement in the IDP

Although all the participants reside in the Winterveldt community, the majority of those interviewed had less than a year’s experience in the IDP. Figure 3.3 below shows that four (31%) respondents reported 4 years’ involvement, two (15%) reported two years and seven (54%) had had little involvement with the IDP.

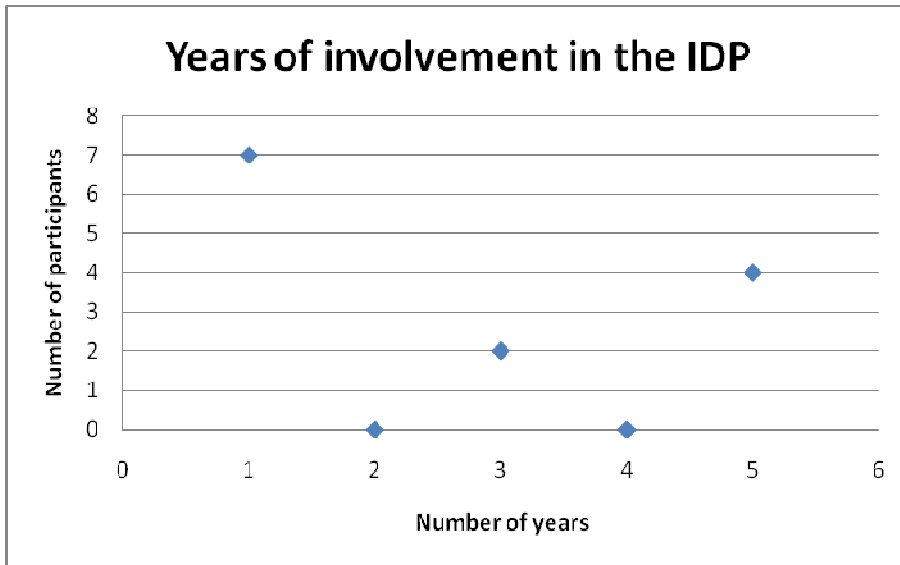


Fig 3.3: Years of involvement of community members with the IDP

3.3.1.4 Ward Representation of the Community Participants

All four wards in the Winterveldt community were represented. Ward 9 and Ward 24 (Greater Winterveldt) were represented by the majority of the participants. Figure 3.4 below demonstrates that five (38%) of the participants were from Ward 24 while Ward 9 was represented by four (31%). One (8%) of the participants was from Ward 22, while three (23%) came from Ward 12 of the Winterveldt community.

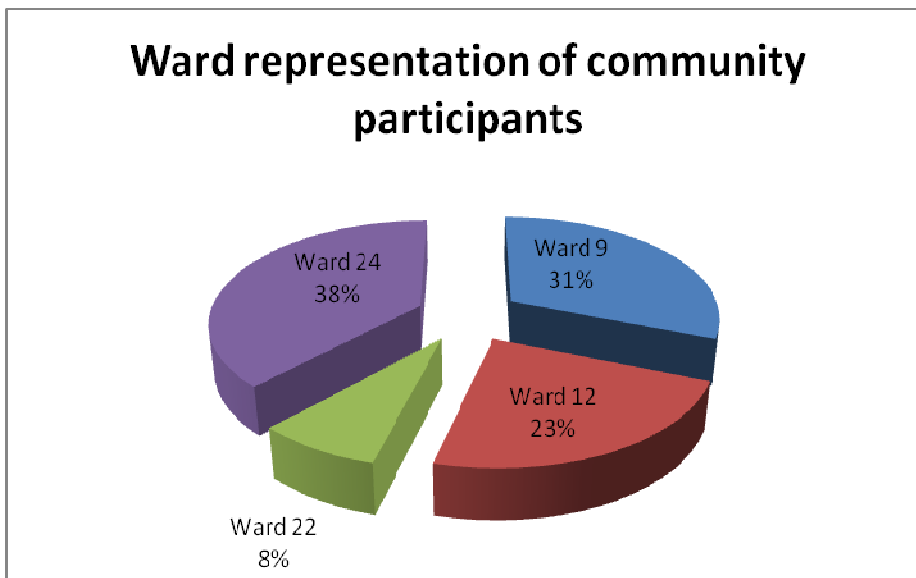


Fig 3.4: Ward representation of community participants

3.3.2 Biographical Information on the Ward Committee Personnel

As the researcher initially intended, she was able to obtain the full participation of 10 participants for this group, inclusive of four (4) ward committee members, one (1) politician, one (1) municipal chief liaison specialist and four (4) ward councillors. The biographical information on ward committee personnel (see Annexure E) includes their age distribution, years of involvement and the nature of their involvement in the Winterveldt IDP.

3.3.2.1 Age Distribution of Ward Committee Personnel

Figure 3.5 below shows that the mature age group of 34 - 41 was represented by three participants (30%) and 50+ also by three participants (30%). Only one participant (10%) who was in the 18 - 25 age range participated, while the age range of 26-33 was also represented by one (10%) participant. The age group 42-49 was represented by two (20%) participants.

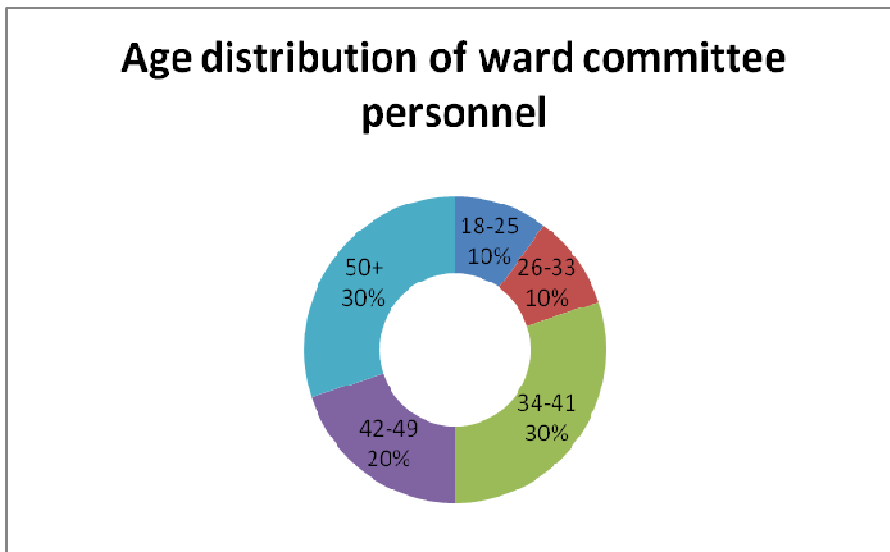


Fig 3.5: Age distribution of ward committee personnel

3.3.2.2 Years of Involvement in the IDP

As shown in Figure 3.6 four (40%) participants had two years' experience in the IDP whilst three (30%) had 15 years, dating back to when IDPs came to

prominence. Two (20%) reported at least three years' involvement in the IDP. Only one (10%) participant had less than a year's experience.

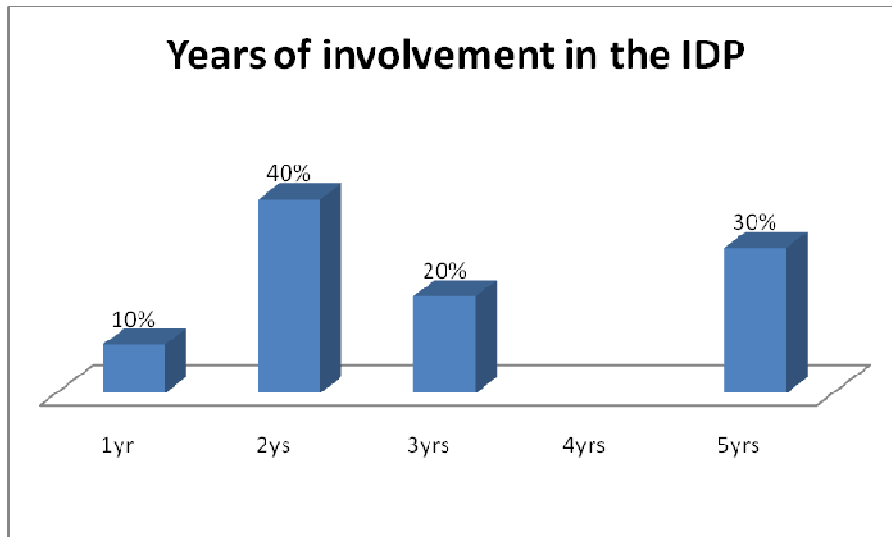


Fig. 3.6: Years of involvement of ward committee personnel

The long-term involvement of the same people in the ICED of Winterveldt reflects Taylor's (2003:105) perception that positions of power appear to remain under the control of the same people, who are trusted to drive government ideals.

3.3.2.3 Nature of Involvement of the Ward Committee Personnel in the IDP

Figure 3.7 below illustrates that five (50%) of the participants were ward committee members of the four wards in Winterveldt and four (40 %) were ward councillors. One (10 %) participant was an ANC political representative and one (10%) was the municipal chief liaison specialist for the community of Winterveldt.

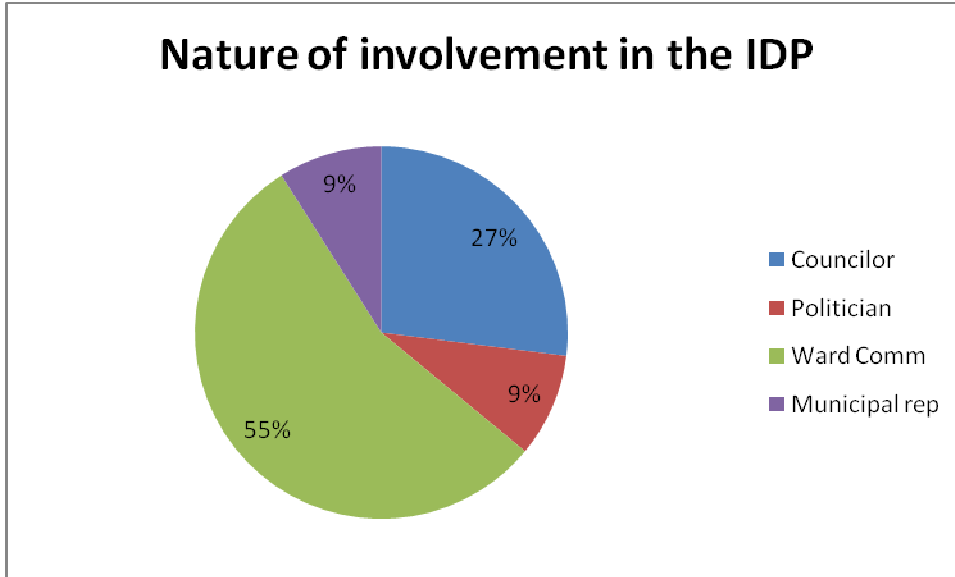


Fig 3:7 Nature of Involvement in the IDP

3.4 Themes Derived from the Findings of the Study

During the data analysis process, themes and sub-themes emerged from the participants' responses and the document study. As the patterns of response from the community and ward committee personnel groups were comparable, the findings are presented in an integrated manner. The views of the respective participant groups will be presented separately under the respective theme or subtheme. The following are themes identified from the interviews and document study:

Table 3.1 Themes and Sub-themes

Themes	Sub-themes
1. Role confusion	1.1 Lack of understanding of the role of ward committees and community in the IDP
2. Poor understanding of the IDP	2.1 Lack of information and training on the IDP 2.2 Communication barriers

3.Power struggles	<p>3.1 Political power abuse</p> <p>3.2 Lack of co-operation by officials and politicians</p> <p>3.3 Manipulation to endorse government’s decisions</p>

3.4.1 Theme 1: Role Confusion

A pattern of role confusion was prevalent in the accounts presented by the majority of participants in the study, in that they could not agree or decide on a universal role. The responses also indicated the subtheme of lack of understanding of their participatory roles in the IDP.

Sub-theme 1.1: Lack of Understanding of Roles

When explaining their roles, participants were critical, indicating that they were vague and they did not really understand them. Further, the lack of understanding of roles could be linked directly to lack of knowledge on the part of the ward committee member personnel in the community. One ward committee personnel participant voiced her lack of understanding of her participatory role in these words:

“...I think the ward committee has been chosen just to pass time during the term of office. I do not see what our role is.

When it came to the ward committee personnel members in the community and their lack of knowledge, a member summarised it as follows:

“Our people don’t even know us. If you go around asking people who is their councillor or ward committee members they won’t be able to tell you.”

This view was echoed by the majority of the community members in these words:

“We do not know the roles; we don’t understand ..., we cannot confidently say that we know what their role is in the community.”

‘We elect them but we don’t see their role.’

“I see ward committees as a structure that someone is controlling, as a body they can’t decide on what happens in the community.”

The participants’ responses reflect Smith and De Visser’s (2009:16) perception that ward committee members’ operations are fundamentally flawed. These authors also say that the representivity of these structures is hampered by flawed nominations and elections, in the sense that communities are not certain whether they are branches of political parties or an extension of government. The message implicit in these responses is confirmed on the website for the City of Tshwane municipality in the statement on the functions of ward committees, which says that ward committees are merely advisory bodies designed to support the ward councillor and inform Council of the needs of communities at the community level.

3.4.2 Theme 2: Poor Understanding of the IDP

A generally poor understanding of the IDP was identified in the responses of the majority of participants. Three subthemes emerged from this theme:

Sub-theme 2.1: Lack of Information and Training with regard to the IDP and Ward Committees

Most of the respondents pointed to the lack of information and training on the part of the IDP as a reason for their non-participation in the IDP of Winterveldt. This is linked to resources.

One ward committee personnel participant's view reflects a summary of the views of ward committee personnel, as follows:

'Our people [the Winterveldt community] need very serious education, they do not know what is happening hence they don't know who to go to, what information to get, how we can help them...'

Ward committee personnel participants related their poor understanding of the IDP to their having received no training on the facilitation of IDPs in the community and the lack of resources for doing their work. They expressed their views in these words:

"We have never been trained to work as ward committees; we don't have resources to carry out the work that is required."

"I don't remember receiving any training. I just filled some forms. I do not know what the IDP is or means, so I can't perform adequately. I would know if we were trained on it."

Community respondents also said that they had not been prepared for or informed about what the IDP entailed. This also applied to the role of ward committees and their role as community:

"I don't understand what the IDP is for."

'Please explain to us what is meant by the IDP.'

Smith and De Visser (2009:19) point to the lack of funding at the local municipality level as a significant impediment to the capacity-building of ward committees. These authors continue to stress that the capacity of ward councillors and ward committees for participating in the IDP is important in terms both of understanding

the process and of having the resources for participating. The view of these authors correlates with the findings by Tshabalala and Lombard (2009:403), which revealed that participants agreed that training on the IDP is fundamental to capacity-building, as it would lead to empowerment. Brickenhoff and Crosby (2002:78) emphasise the impact of the lack of capacity on the quality of the participation by a given group.

The above responses also correlate with Theme 1, in that the community does not know the ward committee personnel or how ward committees function in the participatory processes of the IDP. This is knowledge or understanding without which the community cannot participate effectively in the IDP, and it therefore has an adverse effect on their capacity. The Centre for Public Participation (2007:6) explains that communities' lack of understanding of the roles in governance processes is exacerbated by the complex nature of policy processes. Participation is linked to having a voice, which is supported by policy, and if people do not have access to information, they will not know about the policies that could build their capacity and hence give them a voice. The lack of understanding further perpetuates the marginalisation of disadvantaged groups, as they find it hard to communicate their views, thereby reducing their chances of being heard.

Sub-theme 2.2: Communication Barriers

All the participants agreed that there were communication challenges in the participatory process of the IDP in the form of limiting the information that is shared with the community. There are also language barriers. One ward committee personnel participant expressed this view aptly:

They don't tell us anything, we just see things happening. We just go to the tent to hear and see what is happening."

As is the case with local government Imbizos in the Winterveldt, Williamson, Sithole and Todes (2006:7) maintain that participatory processes appear to have

been limited to informing and sharing information, despite the lack of understanding of the process. Interactive and in-depth discussions have been replaced by organised public events [usually represented by the white tents and food parcels] which tend to be dominated by presentations of technical information [projector screens, statistical information] that allow little opportunity for meaningful participation. A related factor preventing public participation is the type of language used at these events. One ward committee personnel member expressed this as follows:

“There are also some language barriers. I don’t think many understand the language that is used in the IDP.”

The majority of community participants summed up the linguistic challenge in these words:

“The language used is above us, we don’t understand, we just see it as something beyond us, like they are not talking to us or about us.”

This finding reflects Masango’s (2002:62) suggestion that the technical language and jargon used at IDP meetings affects people’s participation. The fact that Winterveldt participants simply cannot comprehend the IDP process because of the language constraint draws a comment from Williamson et.al (2006:7), who warn that people will be likely to see the IDP process as irrelevant, with the concomitant feelings of exclusion and apathy. The consequence will be their non-participation in the process. A document analysis of the 2009 IDP for the City of Tshwane indicated that the language used in the explanation of the IDP is technical English and cannot be considered user-friendly to an impoverished and underdeveloped community such as Winterveldt. The researcher maintains that the IDP would thus exclude the voices of the illiterate, conveniently leaving the responsibility for decision-making to ward councillors and authorities.

Friedman (2006:14) concurs that the lack of participation by the poor in formal structures is not because of their inability to represent themselves on these platforms. Rather, the problem lies in the capacities expected of participants in government-structured participation exercises. Friedman (2006:14) points out that, even if the voices of the poor were to be heard, it would be dangerous to assume that poor communities have the ability to engage (usually in English) with technical issues in contexts where a degree of technical background is expected. The structured atmosphere of these meetings and the way in which they are run conspire to make these forums occasions at which the voice of the poor cannot be heard. Friedman (2006:14) adds that it is paramount to realise that the poor speak with multiple voices and if policy is to reflect grassroots preferences, these voices need to be heard in conversation with each other in open, democratic processes. Here, multiple voices compete to win the argument, and the voices of the poor engage in negotiation and compromise with one other and with those who command power and wealth.

Overall, the participants' responses reflect on the empowerment approach to ICED in Hardina's (2004:31) view that individuals are empowered when their self-efficacy is increased through forms of knowledge construction and analysis of problems acquired through shared experience. Without the empowerment of individuals involved in the participatory process of the IDP, participation is hardly achievable.

3.4.3 Theme 3: Power Struggles

The majority of the respondents said that participation in the IDP is characterised by power struggles. The following sub-themes emanated from this theme:

Sub-theme 3.1: Political Power Abuse

The view of the participants on the prevalence of the abuse of political power in the participatory processes is linked to the non-visibility of ward councillors, corruption and participatory control measures.

The majority of the participants' views can be expressed in these words:

“Ward councillors and MMCs (Members of Mayoral Committees) withhold important information from us. These people only care about themselves and their own interests.”

“There is no communication that will come to you easily, unless you are favoured. Access to information goes according to face, whose face deserves to know what is happening.”

“My ward councillor is never available to talk to the community and according to protocol we cannot convene meetings without the presence or knowledge of the councillor.”

In relation to these responses, Trotter (2005:6) points out that the influence of political power creates a very wrong impression about the IDP process, in the sense that there are political power games which ensure that certain people are not heard in policy processes. She further affirms that the structure of South African society still privileges the participation of certain actors who control resources or possess strategic knowledge and the capacity to act on that knowledge (Trotter, 2005:6). Non-visibility of the ward councillors is also a deterrent factor in participation in the IDP of Winterveldt. Qwabe and Mdaka (2011:68) maintain that, if ward councillors do not convene regular meetings, it paralyses the functioning of the ward committee structure.

The Centre for Public Participation (2007:6) adds corruption as another hindrance to participation. The majority of the community participants said this was related to political power games as captured in the following quote:

“We don't know who elects ward committees. We just hear by word of mouth that so and so are ward committees. We don't have a right to access that information.”

This finding reflects the truth in Taylor's (2003:105) argument that the positions given to individuals because of their affiliation with the ruling party can be seen as the latter's strategy of driving their ideals, even reinforcing inequalities where the participation benefits those who are already in power at the expense of those without power. This is done by assigning costs and benefits in accordance with the pre-existing local distribution of power. Taylor (2003:105) continues that, even though participation may seek to confront marginalisation and domination by some people over others, it may also be used as a way of entrenching the power inequalities described by the participants. Colebatch (2002:27) echoes the same sentiments, arguing that top officials exercise power in a discriminatory way which makes it difficult for some to participate, while allowing others to do so freely.

The responses further show that the government may impose order in public participation as a way of preventing too much participation, in this case by creating "protocol". Colebatch (2002:31) suggests that government's main concern with this protocol is to make participation stable and predictable rather than deepening participation. In this way the state determines the kind of participation and the extent necessary, as well as how it is going to happen. Peter (1998:25) maintains that other ways of using power to control how people participate may be imposed. The time allocated for participation to take place is described by one ward committee personnel participant in these words:

" It's always the municipality that wants the participation but the IDP Office is always late hence we hit the ground running, we end up just adhering to the council directive instead of satisfying the needs of the really needy."

Peter (1998:25) refers to this phenomenon as gate-keeping, explaining that limiting time for participation appeals to those involved in the process, so they fast-track the participation process, in this way limiting the extent of public participation in

decision-making. In other words, participants are allowed to participate in policy processes mainly to endorse government's decisions (Arnstein, 1969:217).

Sub-theme 3.2: Lack of Co-operation by Politicians and Government Officials

Embedded in this subtheme are the lack of feedback, poor relations among officials, apathy in participatory processes and unsatisfactory community participation. The majority of the ward committee personnel indicated that their relationships as mechanisms for driving the participatory process in the IDP were hampered by the lack of co-operation as reflected in the following views:

“The municipality is failing us...we get into trouble with the community because the municipality does not give us feedback when we have submitted community's needs in the IDP.”

“We have poor relations with municipal officials, we do not know about how we can use our roles in an integrated manner to achieve community participation in the Winterveldt IDP.”

For example, Himlin (2005), in Smith and De Visser's (2009) study of ward committees in the City of Johannesburg, noted a sense of frustration on the part of ward committee members because the council was not responding to many of their ideas and proposals for improvements in their wards. As Himlin (2005) in Smith and de Visser (2009) observes, where members feel they are not making an impact, they may sense that their considerable investment of time in ward committee work is wasted and apathy may easily set in.

Apathy was also identified in the following responses by three ward committee personnel participants about participation by the community of Winterveldt:

“People lose hopes in the government because today government says this and the next day they don't deliver and they never get back to us.”

“Level of participation is decreasing, these people say the same things every time and they are not happening or changing...”

“It takes time until responses can be given; it may even take up to 5 years. You will find that by the time local government wants to respond the community is no longer interested.”

Regarding these views on apathy, all the participants agreed that when local government fails to co-operate, the community takes matters into their own hands. Two ward committee personnel voiced their views on their own enactment:

“When there is no response people end up making their own uninformed decisions.”

“The community is fickle and there are lots of trouble-makers. Myself and another ward committee member were once forcefully held at the community hall when we could not give the community answers to their questions. It was scary.”

A consideration of these responses shows that instead of participation promoting the liberating sentiments of self-governance in Winterveldt, the process rather accentuates Popple’s (1995) cited in Taylor (2003:105) point that participation can create the opposite of a democracy, in that it can eventually antagonise citizens when they are frustrated.

Sub-theme 3.3: Manipulation

The research findings indicated that government officials can become inhibitors of participation by manipulating the participatory process to garner support for the IDP and policies in general. Manipulation was also seen in the limitations on the opportunity to express concerns and in false promises. This finding was confirmed by a majority of ward committee personnel which can be captured in these words:

“We don’t give people the opportunity to express themselves, when we get here we arrive with a guiding document, without feedback from the other years’ demands.”

‘When we present the IDP to the Winterveldt, it always narrates information from the whole of Tshwane and not necessarily Winterveldt. It is always like we tell them of achievements that have happened elsewhere without paying specific focus on development in the Winterveldt.’

This practice of manipulation identified by the participants is echoed in Lando’s (1999:113) suggestion that mechanisms of participation tend to anticipate problems and formulate policy solutions for the public to rubber-stamp, instead of fully engaging them in the process. Lando (1999:113) further maintains that the role of these officials in this regard is to invent “the best solution” that will safeguard the political interests of the ruling party to secure control over citizens. This speculation mirrors the truth in Arnstein’s (1969) conception of the influence of manipulation on power relations in policy processes, in that, despite the fact that the community participates, they lack the power to influence decisions. Arnstein (1969) explains that spaces for participation are opened but the power to make decisions is retained. Drawing on the work of Arnstein (1969), Greenberg and Mathoho (2010:8) refer to this kind of participation as ranging from manipulation to therapy (a form of tokenism which involves consultation and placation). These authors broaden their explanation by saying that this means that the participation of South African communities is legitimised by state control only to delegitimise the voices at the grassroots level. In light of these arguments, Friedman (2006:11) notes that the most significant condemnation of state institutionally-structured participatory mechanisms is that they have not enabled the state to understand the needs of the poor.

Consequently, the community of Winterveldt voices its awareness of the manipulation endemic to participation in these words:

“There are a lot of false promises which means they are undermining our intelligence. These people need to stop talking without action...all they offer is invisible action.”

This finding indicates that the community is involved in the identification of problems and priorities but not in the development of strategies for dealing with these problems. The decisions are instead institutionalised, thereby confirming the reality that decision-making in policy processes is not a level playing field. According to Arnstein (1969:219), manipulation relies on mechanisms of participation that are meant to gather information, promote the public image of government, garner support for government’s policies and “educate” citizens. Contrary to the principles of ICED, it can be deduced that there is manipulation of the empowerment of communities in IDP participatory processes.

3.5 Summary

In this chapter the researcher provided a profile of the participants. Three themes emerged from the research data, namely: role confusion, poor understanding of the IDP and power struggles. The findings overall indicate that participation in Winterveldt is practiced against a background where a lack of understanding of roles in the participation process prevails. This is coupled by the lack of information and training on the mechanisms of ICED and communication barriers in terms of the language and technical jargon used during participatory processes. There is also a prevalence of political power abuse linked to the non-visibility of ward councilors in their respective wards, corrupt government officials and participatory control measures such as protocol. Also indicated, is the manipulation of the participatory process to garner support for the IDP and policies in general.

Based on the empirical findings, as verified by the literature findings, the researcher will discuss the final conclusions and recommendations in Chapter 4.

CHAPTER FOUR: CONCLUSIONS AND RECOMMENDATIONS

4.1 Introduction

This chapter draws conclusions and recommendations based on the findings derived from the literature review in Chapter 2 and the empirical findings in Chapter 3.

The goal of the study was to explore the lack of participation by the informal settlement of Winterveldt in Integrated Community Economic Development (ICED).

The goal was realised through achieving the following objectives:

- To conceptualise and contextualise participation in the South African context as a means to ICED in the Winterveldt community.

This objective was met in Chapter 2 (see 2.4), which outlines the context of participation in South Africa and in point 2.6, which addresses the historical challenges associated with participatory processes in the Winterveldt community.

- To explore the lack of participation by the community of Winterveldt in ICED.

This objective was met in Chapter 3 (see 3.2), where the empirical findings of the study are presented in themes and validated by quoted sections of the participants' spoken words.

- Based on the research findings, make conclusions and recommendations regarding enhancing participation in ICED.

In this chapter, the researcher draws conclusions and provides recommendations towards encouraging participation as a means of enhancing ICED.

4.2. Key findings and conclusions

This section presents the conclusions based on the key findings of the study. The respective key findings are presented first, followed by the conclusions.

-The findings revealed that there is role confusion when it comes to the roles played by the community and the ward committee personnel in the participatory process of the IDP of Winterveldt.

It can be concluded that, although ward committees have been placed at the forefront of ICED, their participatory role has not been clearly defined for communities, nor do ward committees understand what they are supposed to do. This questions the credibility of ward committees and causes uncertainty as to whether they are extensions of political parties or branches of government (Smith & de Visser, 2009:16).

-A lack of understanding of the IDP brought about by the dearth of information and training, compounded by barriers to communication, was shown in the research findings to be a continuing problem in implementing the IDP. The findings also revealed that certain information could not be accessed, as the City of Tshwane has not updated its Winterveldt IDP archives since 2008. Furthermore, the research findings indicated that the history of Winterveldt's discriminatory development continues to affect community participation in development initiatives in terms of the community's literacy levels and attitude towards participatory development.

-It can thus be concluded that compounding the role confusion is the lack of or limited information sharing among the different actors involved in the IDP participatory processes. The researcher concludes that these findings are contrary to Williamson et.al (2006:7) notion that information-sharing in the IDP processes in

South Africa is structured in various ways and involves different contexts, including:

- training;
- updating and accessing information;
- ensuring adequate literacy levels; and
- changing attitudes on participation.

-The findings revealed that there are certain political power struggles within the participatory processes of the IDP in Winterveldt, which include an element of statutory disempowerment with regard to the limited powers assigned to ward committees under ward councilors.

It can be concluded that there are inconsistencies in the implementation of the mandate of the IDP that directs the functioning powers of the ward committee system.

-The findings indicated a lack of co-operation among and between politicians and government officials, which engenders feelings of apathy and frustration among all the actors in the participatory processes of the IDP.

The researcher concludes that the lack of cooperation in the participatory process challenges working relationships between politicians and government officials and their attitude towards the achievement of ICED, the result of which further impacts on the participation of the community in ICED.

-The findings revealed the use of power and manipulation to endorse government's decisions at the expense of what the community indicates as their needs.

It can be concluded that participation flows along lines that safeguard the interests of local government with little respect for the community's capacity to make decisions concerning their development. Community participation per se is thus not

an indication that the community will necessarily influence decisions. Open spaces for the community to participate prevail while the power to make decisions is retained (Arnstein, 1969).

4.3 Recommendations

Based on the above conclusions the researcher recommends the following relating to the enhancement of participation as a means to ICED:

-IDP policy review: Generally, policy development processes in South Africa appear flawed in terms of the actors in the process and the flow of information among them. The assumption that the effects of the umbrella mandate for participatory democracy will trickle down from the top to the grassroots levels is unrealistic, judging by the research findings. Local government ought to pay serious attention to policy monitoring and evaluation during the implementation phases so as to develop policies that are relevant and unique to communities, rather than adopting the developments from other communities that do not reflect the same degree of development.

-Training at all levels on the IDP: The researcher recommends that training workshops on the IDP be developed for everyone involved in participatory processes, with ethnic integrity and skewed literacy levels in mind. This training should include a component on role clarification by means of a detailed and inclusive description of all the phases of the IDP, and all the jargon associated with participatory democracy in developmental local government should be defined. Specific attention should be given to the budget process. The training may be costly but it would empower the most marginalised, and may also eradicate the perceptions that participation is fully controlled by government, and that there is no transparency. It may also be a control measure against corruption. The ANC door-to-door policy could be effective in this regard. The use of this door-to-door policy for information-sharing would also dispel the impression that ward committee members only visit people's homes at election time.

-Improvement in feedback processes: It is essential to provide feedback at all stages of the IDP process, be it positive or negative. As it appears that organised public events like Imbizos are not sufficiently effective in arousing participation in poor communities, the local government could consider establishing municipal information centres where ongoing progress on local policy development could be publicised by means of an e-portal or manual submissions from the public. This would in turn indicate a shift in control from the policy-makers to the users. Feedback to the community should include the latest progress on previous submissions, an analysis of the newly-identified needs against the previous ones for prioritisation and progress evaluation and progress on the budget.

-A change of attitude from all the actors in participatory processes: It is recommended that government officials, elected ward committees and ordinary citizens in the participatory process adopt a changed attitude towards participation. The researcher believes that, with positivity, it would be possible to shift from apathy to a more productive mode. The municipal employees and politicians should develop respect for one another's duties in communities. They should also respect what they have been called to do for their communities. However, it appears that this state of mind will be reached only once everyone is certain of their role and understands how they could dedicate their strengths to ICED. A pilot study/programme is recommended in this regard for local municipalities at both the political and administrative levels, as well as in the IDP workshop as part of the training content. An evaluative report should be written on the proposed pilot study to measure the impact of the recommended guidelines on participation in ICED in local communities.

-The researcher recommends that local municipalities adopt the following proposed guideline that expands on Tshabalala and Lombard's (2009:407) rather brief proposed framework to encourage participation in the IDP to achieve Integrated Community Economic Development (ICED):

Table 4.1: Guideline on participation in the IDP to achieve Integrated Community Economic Development (ICED):

Phases of participation in the IDP	Steps involved in the participation process
Stage 1: Need Identification	<ul style="list-style-type: none"> -IDP office provides feedback on the latest reports on the community concerned and addresses concerns raised through the information centre; -Integration of needs identified through the municipal information centre; -Analysis and consensus on the needs identified (prioritisation); -Budget review against the needs identified; -Opportunity should be given for community feedback on the process; -Ward committees publicise the process through the information centres.
Stage 2: Strategies to define local vision	<ul style="list-style-type: none"> -Ward councilors encourage the integration of submitted solutions (analysis of solutions adopted for pilot and phasing out of non-feasible solutions); -Ward councilors should provide a realistic way forward; -Ward councilors provide feedback on the process to the community; -Opportunity must be given for community to comment; -Ward committees submit comments to redefine vision and objectives.

<p>Stage 3: Project design</p>	<ul style="list-style-type: none"> -Specialised professionals address identified needs and meet with the community to discuss these needs. (This eliminates the “us and them” theory, when the top level is able to come down to the grassroots in order to get an understanding of the poor people’s needs and not decide what is best for them.) -These professionals should plan with the community and acknowledge their inputs in the planning; -Feedback on the process through the information centre and through the ward councilor; -Opportunity for feedback from the community.
<p>Stage 4: Integration with other programs</p>	<ul style="list-style-type: none"> -Community should identify needs and gaps arising from existing projects when planning new ones (interrelations and harmonising by both the community and IDP officials); -Upon reaching consensus or otherwise, ward councilors should provide feedback; -Opportunity for feedback from the community.
<p>Stage 5: Approval and adoption</p>	<ul style="list-style-type: none"> -Proposed plans are adopted and there are no sudden announcements of community Imbizos. The community at this stage is fully aware of what is happening, as they have been involved in the entire process.

-Finally, the researcher recommends participatory and evaluative research on the implementation of the above proposed participatory process to determine the impact on Integrated Community Economic Development.

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ANNEXURE A

Ethical clearance and Approval



22 January 2010

Dear Prof Lombard

Project: Participation as a means to Integrated Community Economic Development (ICED): a case study of the Winterveldt
Researcher: TM Tladi
Supervisor: Prof A Lombard
Department: Social Work and Criminology
Reference number: 23103575

Thank you for the application you submitted to the Postgraduate Committee of the Faculty of Humanities.

It is my pleasure to inform you that the Postgraduate Committee formally **approved** the above study on 19 January 2010. Please note that this approval is based on the assumption that the research will be carried out along the lines laid out in the proposal. Should the candidate's actual research depart significantly from the proposed research (as sometimes happens for a variety of possible reasons), it would be necessary to apply for a new research approval and ethical clearance.

The application will be submitted to the Research Ethics Committee for consideration of the ethical implications of the research. Please note that data collection may not commence prior to approval by the Research Ethics Committee.

The Committee requests that you convey this approval to Ms Tladi.

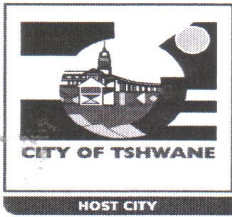
We wish you success with the project.

Sincerely

Prof John Sharp
Chair: Postgraduate Committee
Faculty of Humanities
UNIVERSITY OF PRETORIA
e-mail: john.sharp@up.ac.za

ANNEXURE B

Letter of Permission from the City of Tshwane



Office of the Speaker
Public Participation

Room 703 | 07th Floor | HB Phillips | Bosman Street | Pretoria | 0002
PO Box 440 | Pretoria | 0001
Tel: (012) 358 1137 | Fax: (012) 358 1066
Email: Velileb@tshwane.gov.za | www.tshwane.gov.za

My ref:
Your ref:
Contact person: V.H. MOKWENA
Division/Section/Unit: WARD COMMITTEES

Tel: 012 358 9215
Fax: 012 358 1066
Email: Velileb@tshwane.gov.za

25 September 2009

**AUTHORISATION TO LIAISE WITH WARD COMMITTEE AND WARD
COUNCILLORS THROUGH WARD COMMITTEE MEETINGS AND INDIVIDUAL
MEMBER INTERACTION**

Dear Ward Councillor (chairperson)

This letter serves as authorisation for Ms. T Tladi to conduct a study/research regarding her studies of MSW: Social Development and Policy registered with the University of Pretoria.

You are kindly advised to make yourselves and related ward committee material such as (establishment of Ward committee document, attendance registers, agendas of the meeting, minutes of the meeting etc) available.

Ms. Tladi will make arrangements with the local office of the Speaker for scheduling of meetings and confirm such with yourselves.

Conditions:

1. We would appreciate to be given a copy of the final product to enable the enhancement of public participation.
2. That the schedule of ward committee meetings must not be changed
3. The Speaker may request an interview with Ms. T. Tladi when necessary.

Kind regards

Velile Mokwena
ADD: Ward Committees

On request, this document can be provided in another official language.

ANNEXURE C

Letter of Informed Consent



Faculty of Humanities
Department of Social Work & Criminology

08/06/2009

RESPONDENT: INFORMED CONSENT

Researcher: Tryphinah Tladi

Co-Interviewer: Matshidiso Modipane

Address:

Address:

785 Block U

100 Duxbury Road

Mabopane

Hatfield

0190

Tel: 078 331 2202/072 519 3799

078 751 0007

Dear Respondent

Title of study: *Participation as a means to Integrated Community Economic Development (IECD): a case study of the Winterveldt*

This research study is aimed at exploring the lack of participation by residents of the Winterveldt community in Integrated Community Economic Development (ICED). As a participant, you will be asked for your opinions and impressions of the Winterveldt community's participation in the Integrated Development Plan (IDP) and with the ward committees as mechanisms for ICED in Winterveldt.

Participation will be in the form of two focus groups of ten people, which the researcher will arrange. The interviews should take about 45 minutes of your time. They will be recorded on tape and transcribed later for purposes of analysis. Only the researcher (Tryphinah Tladi) will have access to the tapes, which will be kept in a locked office. The researcher will make the tapes available only to the study supervisor, who will be guiding the study. After the interviews have been transcribed, the tape recordings and transcripts will be stored in a secure place by the University of Pretoria for a period of 15 years and will be used for research purposes only by the researcher. The data will not be used for further research without your consent.

You have the right to refuse to answer any questions you do not wish to answer, and any information you give that you do not wish to be published will be erased. Your participation is completely voluntary, and you can withdraw from the study at any time you wish, without explanation.

All the information collected in the study will remain confidential and your names will not appear in any of the published results, i.e., the research report and a scientific journal. Individual responses will be published by means of code numbers or letters to identify information received from individual subjects.

There will be no financial gain or any other form of compensation for participation in the study. Your responses will form an important part of the study, as they will provide insight into the participation by the community of Winterveldt in ICED.

By signing below, I..... (participant's name) acknowledge that I have read the contents of the consent letter for participation in the study entitled *Participation as a means to Integrated Community Economic Development (ICED): a case study of Winterveldt*.

I fully understand that I will participate in a focus group interview and that I will not be prevented at any time from freely withdrawing from the study. I understand that the information collected will be kept in a safe place and will be accessible only to the researcher and the study supervisor. I further understand that my name, personal information or any other information that I do not want published will not be disclosed in the publication of the findings. I also understand that I will not be compensated in any way for participating in the study.

.....
Participant's signature Date

.....
Researcher's signature Date

.....
Co-interviewer's signature Date

ANNEXURE D

Biographical Information on Community Participants

BIOGRAPHICAL INFORMATION OF COMMUNITY PARTICIPANTS

Goal of the study: To explore the lack of participation by the Winterveldt informal settlement in Integrated Community Economic Development (ICED).

1. Are you male or female?

Male	Female
------	--------

2. Age distribution (indicate)

18-25yrs	26-33yrs	34-41yrs	42-49yrs	50+
----------	----------	----------	----------	-----

3. Which ward do you represent?

4. Period of involvement with ward committees in the IDP:

.....

5. Nature of involvement:

.....

ANNEXURE E

Biographical Information on Ward Committee Personnel

BIOGRAPHICAL INFORMATION OF WARD COMMITTEE PERSONNEL

Goal of the study: To explore the lack of participation of the informal settlement of Winterveldt in Integrated Community Economic Development (ICED)

1. Are you male or female?

Male	Female
------	--------

1. Age distribution (indicate)

18-25yrs	26-33yrs	34-41yrs	42-49yrs	50+
----------	----------	----------	----------	-----

3. Which ward do you represent?.....

4. Period of involvement with the Winterveldt community in the IDP:
.....

5. Nature of involvement with the Winterveldt Community in the IDP:
.....
.....
.....
.....

ANNEXURE F

Interview schedule

SEMI-STRUCTURED INTERVIEW SCHEDULE: COMMUNITY PARTICIPANTS

2. The community's knowledge of the IDP, ward committees and municipal representatives

For the purpose of developmental local government to flourish, Integrated Development Plans (IDP) and ward committees have been put in place as mechanisms of ICED. As a resident of the Winterveldt community:

- What is your understanding of the IDP and ward committees in the developmental local government of Winterveldt?
- What is your understanding of the ward committees and municipal representatives' role in facilitating the IDP with the community?

2. The community's role in the IDP and with ward committee representatives

- The democratic government of South Africa requires ordinary citizens to participate in developmental local government, specifically the IDP and ward committees. What is your understanding of the role of the Winterveldt community as participants in the IDP?
- Given the poor social and economic conditions of the Winterveldt community, what is your experience of participation by the community with ward committees in facilitating the IDP?
- Specifically regarding your experience, what are your views on the nature of representation of ward committees of the community of Winterveldt?
- In your opinion, how has the extent of the participatory role by the community in the IDP and with the ward committees and municipal representatives been defined?
- How does the extent to which this participatory role has been defined affect participation by the Winterveldt community with the ward committees and municipal representatives in the IDP?

3. Encouraging participation by the community in ICED

- In your opinion, what could be done to encourage participation by the Winterveldt community in the IDP and with ward committees?

SEMI-STRUCTURED INTERVIEW SCHEDULE: WARD COMMITTEE PERSONNEL

1. Ward committee personnel's role in the community

- As a ward committee personnel member in the Winterveldt community, how do you function as a representative of the community's participation in the IDP?
- What is the nature of your relationship with one another in facilitating participation of the community in the IDP?
- As far as the nature of your relationship is concerned, what is the extent of the participation by the Winterveldt community members with ward committees and municipal representatives in the IDP?

2. The IDP was introduced in 1996 and implemented post the second democratic election in 2000. Against this background:

- How would you describe your capacity as a ward committee member in facilitating participation of the community of Winterveldt?
- How would you describe the current state of the community's actual involvement in the IDP?
- In the context of the current state of participation by the community, to what extent is your representation a reflection of the community of Winterveldt's participation?

3. Encouraging participation by the Winterveldt community

- In your opinion and experience of working in the Winterveldt community, what could be done to encourage participation by the Winterveldt community in the IDP and with ward committees?