COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLAN OF THE CITY OF JOHANNESBURG MUNICIPALITY

by

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DECLARATION

I, Ndwakhulu Simon Mbelengwa declare that this dissertation is my own work. All secondary material used was carefully acknowledged and referenced in accordance with the requirements of the University of Pretoria.

I understand what plagiarism is and I am aware of the University's policy and its implications in this regard.

NDWAKHULU SIMON MBELENGWA   AUGUST 2016

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DEDICATION

I dedicate the completion of this research study to my late father Phungo Johannes Sikhwari Mbelengwa, who encouraged me to finish this work in the mist of pain.

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ABSTRACT

A qualitative research approach was utilised with the goal to explore the views and interpretation of community members concerning the participation in the Integrated Development Plan (IDP) of the City of Johannesburg Municipality. The objectives were to conceptualise the legal and policy framework for the implementation of IDP's in South African municipalities (with reference to community/public participation); explore the nature and extent of community participation in the IDP processes (understanding of the IDP process and its meaning to the community); explore community participation in relation to decision-making in the process of IDP consultation, and make suggestions for advocacy on meaningful community participation to optimise the success of IDP in the City of Johannesburg Municipality.

Using applied research made it possible for suggestions of meaningful community participation to optimise the success of IDP in the City of Johannesburg Municipality. A sample of 18 participants was drawn from Region E of which only 10 people participated, focusing on Alexandra as the population. The most suitable research design was a qualitative design with a collective case study. A focus group session was held with each of the two groups of participants. The focus group session with community representatives took place at the AlexSankopano multi-purpose main hall in Alexandra, whilst the session with the representatives of the City of Johannesburg municipality, took place at the boardroom of Region E offices in Sandton.

Data collected were analysed using Creswell's data analysis spiral. The findings of the research showed that, although participation in the IDP of the Alexandra community which forms part of Region E of the City of Johannesburg Municipality was acknowledged, it was not meaningful and effective to the community and municipal officials. The above finding seems to suggest that the value of community participation for sustainable development in the community, as well as for nation building has not been realised.

KEY CONCEPTS

- Integrated Development Plan (IDP)
- Community participation
- City of Johannesburg Municipality

LIST OF ACRONYMS

ANC: African National Congress

CBO: Community Based Organisation

CBPA: Community Based Planning Approach

COGTA: Co-operative Governance and Traditional Affairs

DPLG: Department of Provincial and Local Government

GDP: Gross Domestic Product

GTZ: German Agency for Technical Cooperation

IDPs: Integrated Development Plans

LED: Local Economic Development

NGO: Non-Governmental Organisations

SALT: South African Large Telescope

SANCO: South African National Civic Organisation

SMME: Small Medium and Micro Enterprises

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CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1   INTRODUCTION

South Africa has witnessed waves of reform and change since the democratisation of the country in 1994. Change became inevitable as a result of an attempt to transform the structural differences in South Africa's previously divided society within all levels of government. The White Paper on Local Government (1998:17) defines developmental local government as government committed to working with citizens and groups within the community, to find sustainable ways of meeting their social, economic and material needs as well as improving their quality of life. In his opening remarks and foreword, the former minister of provincial and local government, Sydney Mufamadi (DPLG and GTZ, 2005:10) said:

> When we introduced the new system of local government in 2000, we correctly positioned this as the sphere of government that is best placed to give practical meaning and substance to the basic political commitment that the people shall govern. We said to our people, through local government, together with you, we shall bring democracy to where you live. In our conceptualisation of local government, we placed it at the cutting edge of addressing such basic national challenges as underdevelopment, unemployment, stagnation and poverty.

Section B of the White Paper on Local Government (1998:30) takes it further, indicating that municipalities can render support to individual and community initiatives, by directing community energies into projects and programmes, which benefit the area as a whole. In Chapter Five of the Municipal Systems Act 32 of 2000 citizens are thus specifically required to participate in the preparation, implementation and review of the Integrated Development planning.   The researcher agrees with the above support from municipalities and is adamant that participation in the IDP should not be seen as a compliance exercise by the municipality, but should rather be viewed as a meaningful process that is going to affect their lives in the long run. Both stakeholders should work together as equal parts or elements of a system. Unfortunately, Weekly News Roundup

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(2011:17) indicated that the reality is that there are continuing service delivery protests by the very communities included or represented by the same IDP programmes they are protesting against, that is the very same IDP which is supposed to bring service delivery like water, sanitation, toilets, roads, housing, electricity, clinics, community halls, recreation centres. It thus seems that their participation and or processes may not have been effective enough or meaningful to them. Nkhwashu and Molefe (2012:5) take it further stating that residents were no longer interested in talking to officials from Gauteng Government.

This study will help the City of Johannesburg Municipality to have a better understanding of the importance of and role that community members can play in meaningful participation in the preparation, implementation, and review of the IDP. The following key concepts were of importance to the study: Integrated Development Plan, community participation and City of Johannesburg Municipality.

1.1.1 Integrated Development Plan

Chapter Five of the Municipal Systems Act 32 of 2000 states that IDP is "a process through which municipalities prepare a strategic development plan which extends over a five year period". It is a broad plan for an area, which gives an overall framework for development. It is a planning process and instrument, which guides and informs planning, budgeting, management and decision-making processes in a municipality. To Engelbrecht and Lambert (2014:51) planning is the most basic managerial function and starting point of a management process. When it is done properly, it sets the direction for the organising, leading and controlling functions of any project. Planning has to be done at all levels of the organisation by all managers and employees. The planning processes provide structure and direction for managers and staff members of an organisation, a unit or section, and for social workers working on micro, meso and macro levels. In the field of social development, planning enables organisations, community projects, groups, families and individual service users to respond consciously and pro-

actively to its environment by developing visions, strategies, and programmes to improve the quality of life of the people in the community.

The Institute for Democracy in South Africa (2006:1) explains that through the IDP planning efforts of different spheres and sectors of government and other institutions, are coordinated at local government level. It is clear for the researcher that the IDP brings together various economic, social, environmental, legal, infrastructural and spatial aspects of a problem or plan and is of the opinion that this process should take place in a way that enhances development and provides sustainable employment, growth and equity for short, medium and long term.

1.1.2 Community participation

In the process of involving local people in issues of governance, the researcher has experienced that, although these concepts are distinct, both the terms community and public participation can be used interchangeably. There is no universal agreement on the conceptualisation of community participation. Different authors interpret community participation differently and without laying a foundation it could remain elusive. For the purpose of the study the researcher referred to the involvement of the community in the IDP process as community participation/public participation due to the focus of the study on region E of the City of Johannesburg, and on Alexandra Township in particular. From the researcher's observations as one of the social workers employed by the Johannesburg City Council serving the mentioned area, often find himself trapped in service delivery protests. This prompted an interest to focus on Alexander Township as his research population.

Makgoba and Ababio (2004:273) noted that the concept community participation has a variety of meanings; on the one hand it describes the relationship between local government and the community, while on the other hand, it observes the extent to which the community influence decisions that affect their wellbeing. Community participation entails the involvement of the community in the planning process of the municipality to

ensure that such participation results in a meeting of their human needs. Tshabalala (2006:38) stated that it is also important that community participation needs to be integrated into the life of the nation and to enable them to contribute fully to national progress. This complex process consists of two essential elements: the participation of the people themselves in efforts to improve their standards of living, with as much reliance as possible on their own initiative, and the provision of technical and other services in ways that encourage initiative, self-help and mutual help in order to make participation more effective.

1.1.3 City of Johannesburg Municipality

Johannesburg is one of the metropolitan cities in the Gauteng Province. It is South Africa's largest and wealthiest city, accounting for 16% of the country's GDP and it is the headquarters of and host to the nation's' largest corporations, financial institutions, media houses, law firms, the Johannesburg Securities Exchange and many other organisations (City of Johannesburg, 2012:16). Also referred to as City of Joburg Municipality according to City of Johannesburg (2012:16), understanding both the age and anticipated population growth of the city assists in planning for the anticipated demand for services and job opportunities.

The City of Johannesburg (hereafter referred to as Joburg) has a population of approximately four million people, made up primarily of people aged between 30 and 39 years. This total population translates into roughly 1.3 million households. The city's population is projected to increase to about 4.1 million in 2015, implying an annual rate of growth of the population of about 1.3% per annum by 2015. Household projections further indicates that the number of households in the city is likely to increase from about 3 million in 2010 to about 1.5 million in 2015, with an average household size of about three people (City of Johannesburg, 2012:16). The City is divided into seven regions namely:

Region A (Diepsloot, Kya Sands, Dainfern, Midrand, Lanseria and Fourways);
Region B (Rosebank and Parktown);

Region C (Rooderpoort, Constantia Kloof, Northgate, Florida and Bram Fischerville.);

Region E (Alexandra, Klipfontein view, Wynberg, Sandton, Orange Grove and Houghton);

Region D (Greater Soweto);

Region F (Inner City, Johannesburg South);

Region G (Orange Farm, Weilers Farm, Ennerdale, Lenasia, Eldorado Park and Protea South).

Region D is the most densely populated region in the city, with 24.4% of its population, followed by regions G (16.7%), F (13.4%), A (12.6%) E (11.8%), C (11.6%), and B (9.4%) respectively (City of Johannesburg, 2010:16).

As the industrial and commercial heartland of South Africa, the City of Johannesburg has been a magnet for people from across the country. It has grown to become a cosmopolitan centre, not just racially, but also in terms of ethnicity and culture. However, massive challenges remain in the areas of urban poverty, inequality, social exclusion and underdevelopment (City of Johannesburg, 2012:17).

1.1.4 Region E: Alexander Township

Alexander falls within the jurisdiction of Region E of the City of Johannesburg. Services are currently the responsibility of various departments of the City of Johannesburg Council. Project spotlight, Alexandra Township (2000:1) mentioned that according to the report on the interactive planning workshop for the City of Johannesburg, Greater Johannesburg Metropolitan Council, during 27-30 September 2000, the township of Alexandra was established in 1912. It is close to the centre of Johannesburg and covers an area of over 800 hectares and its infrastructure was designed for a population of about 70000 people. Current population estimates vary widely and have been put at figures ranging from 18000 to 75000.

The original stand sizes of 500-600 square meters are characterised by sizeable houses of reasonable stock but usually with three to six additional separate rooms built in the original gardens, each usually housing an additional family who rent from the main householder. These extra housing are termed according to Project spotlight, Alexandra Township (2000:4) "backyard shacks" although many are of brick or block constructions of reasonable quality. There are an estimated 20000 shacks of which approximately 700 are located in "backyards". The significant, unplanned population has overloaded the infrastructure to such an extent that water pressures are low and sewers frequently block and overflow. Maintenance of such systems is very difficult because the high densities and congested nature of the backyard shark development makes access for maintenance very difficult or impossible in places.

In addition to backyard shack development, Project spotlight, Alexandra Township (2000:6) indicated that there also has been considerable population increase in Alexandra from within South Africa and from neighbouring countries seeking employment opportunities. This has resulted in not only overcrowding in hostels but also in informal settlements developed on the Jukskei river banks and its three tributaries which pass through Alexander. There are an estimated 7500 households living in these areas at very high densities with poor environmental conditions and in danger of flooding.

The study will focus on the process and role of community participation in the IDP of the City of Johannesburg, with emphasis on public participation and consultation within the local community of Region E. Participation in the study should go beyond the physical presence of community representatives at meetings and hence should focus on the extent of the effect that local people have on the IDP process.

1.2   THEORETICAL FRAMEWORK

In an attempt to understand the importance and role of community participation in the IDP of the City of Johannesburg, the social systems theory as explained by Grinnell and Unrau (2011:127) was utilised. Thyer (2010:04) states that in the social systems theory

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individuals and their environment are separate systems that are interconnected and interdependent and, according to James and Gilliland (2005:9), a change or a movement in one of the systems results in a change or movement in the others.

Kirst-Ashman (2010:10) defines the social systems theory as a set of elements that are orderly and interrelated to make a functional whole. The different parts or elements of a system do not function in isolation, but, according to Ambrosino, Hefferman, Schuttlesworth and Ambrosino (2005:50), function by depending on and interacting with each other to complete the system as a whole. These authors continue that the whole cannot be complete without the presence and participation of each of the elements, and thus, there is consequently "a relationship amongst them". Hepworth, Rooney, Rooney, Strom-Gottfried and Larson (2006:17) concluded that systems and individuals within the social systems theory influence each other.

In order to facilitate change in a system, one must assess how the system is currently operating. Teater (2010:23) indicated that social systems theory hypothesises that a system's operations include four basic steps: (1) input; (2) throughputs; (3) outputs; and (4) feedback. Input is what goes into the system in order to make it work; and could include physical or material resources needed in order to reach a goal or produce a specific result or information or communication as received by other systems. Throughput is how the system processes or uses the input. Output is what the system produces as a result of receiving and processing an input (that is, throughput). The output is transmitted to the environment and to other systems, and determines the success or failure of the system to reach the goal or produce a specific result, and then feeds back information to the system. The feedback is not only produced once as output has been submitted, but is produced throughout the whole process.

The social systems theory was utilised in an attempt to understand the role of community participation in the IDP of the City of Joburg in Region E (Alexandra). There are several strengths and limitations to the social systems theory that are worth exploring before incorporating the theory into practice. Teater (2010:32) indicated that some of the

strengths include the fact that the social systems theory encompasses empowerment-based approaches as it seeks to enhance the identity of client's autonomy, competence and the relatedness to clients environments The theory stresses a collaborative relationship between the social worker and the client. Teater (2010:32) elaborated further that this collaboration is to enhance the client's power in order to obtain and use informal and formal resources aimed at maintaining a steady state or a positive person environment fit. The theory is anti-oppressive in the sense that it stresses trying to eliminate discrimination and oppression that may be causing disequilibrium or a negative person environment fit. The author adds that another strong point of the social systems theory is its potential to provide a trans-disciplinary framework. Ambrosino et al. (2005:50) also mentioned the conceptual framework as an advantage of the social systems theory as it can be applied in many different ways to many different situations. The mentioned advantage made it possible for the researcher to work in the environment of the City of Johannesburg Municipality for a critical exploration of the issues surrounding community participation in the IDP.

Teater (2010:33) stated that the limitations of the social systems theory include the fact that social workers or researchers may find themselves working with systems that will not allow them to intervene. Social workers and clients should collaborate in attempting to enter the boundary of the system that is reluctant to participate and, if unsuccessful, the social worker and client should explore other interventions that will move the client towards the end goal.

Fellin (2001:119) indicated that the system definition of community "focuses on the relationship of populations to their environment, especially in regard to how people and services are distributed". The author continues that a system perspective provides an understanding of the demographic development of communities as systems. Although the social systems theory is unusually complex, Fellin (2001:124) stated that its major concepts provide a guide for examining the structural and functional attributes of locality-based communities. To illustrate the specification of boundaries of the system in relation to its environment, Fellin (2001:125) defines a municipality in a metropolitan area as a

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community system with boundaries that are likely to be both geographical and psychological.

Any study of the community social system includes attention to the interaction of the system beyond its own boundaries with outside systems such as other communities and societies. Outside systems in this case refer to the inputs into and received outputs from a community system. The municipality is viewed as a system, whilst community members and related stakeholders for example: SANCO, women's forum, religious forum, and service delivery forums are participating sub-systems in the system which makes a functional whole, as a structural problem or change in one system (i.e., community service delivery protests) will affect the movement in other systems. Both the interaction and interdependence between individuals and the environment are used to explore social and environmental forces as indicated by Hepworth et al. (2006:386) that give rise to a crisis situation or event. Ambrosino et al. (2005:54) indicated that the social systems theory's inclusiveness incorporates the biological, sociological and cultural aspects of developing individuals and their interactions with the broader environment.

As Ambrosino et al. (2005:66) indicated that the social systems theory can be used to help understand issues at every level of the environment and across levels, the researcher made use of the system theory because he wanted to understand the importance and role of community participation in the IDP of the City of Johannesburg. These authors also state that the theory can also be used to determine types of intervention at all levels of the environment once the complex issues have been grasped.

1.3 RATIONALE AND PROBLEM STATEMENT

In an article entitled, "ANC has failed South Africans", political analyst Moeletsi Mbeki who spoke at a round table discussion in the City of Joburg, criticised the ruling party saying "it had little to be proud of after twenty years" (Rampedi, 2013:1). Mbeki further said there seemed to be community apathy and loss of interest with regard to participation in the IDP processes because only a few people attended IDP sessions,

whilst most of them saw it as a waste of time because their lives had never changed since 1994. Thwala (2009:48) asserted that apathy towards participation in development programmes can be attributed to a failure to ensure that there is an authority with a sufficient local community stake in the projects and in their continuing effectiveness (lack of community participation and ineffective local government), and in general, the projects have been overly ambitious, as a result of the lack of appreciation of time it takes to build the necessary individual and institutional capacities at various levels.

Rampedi (2013:2) further discussed that Mbeki mentioned that in spite of numerous local government elections or their participation in IDP sessions, each time a new mayor was appointed, the members' lives remained the same, and service delivery seemed lacking despite of their inputs and needs indicated in the IDP sessions. Mbeki concluded that IDP sessions had been reduced to talk shops, not yielding any results to the community of Alexandra, but rather serving as a scorecard exercise by council officials perpetuating the status quo.

A series of service delivery protests within the City of Joburg have been observed by the researcher and the following examples have been cited. In Weekly News Roundup (2011:17-21) the following quotes were recorded: "The fate of Sicelo Shiceka has been a major source of debate and speculation this week, with no clear outcome yet"; "Local government was afflicted by a spate of service delivery protests"; "In Gauteng, alarm bells again started to ring surrounding the impact of acid mine water"; "With COP17 as a background, the eThekwini Municipality this week assured residents and visiting delegates of the safety of its drinking water weekend flooding"; "The City of Joburg Municipality also faced a legal defeat this week, with the Constitutional Court declaring its housing policy unconstitutional". The above problems are not limited to the City of Joburg Municipality alone, as according to Nkwashu and Molefe (2012:5) there have also been protests in Kliptown and in the Free State, and ongoing allegations of political shenanigans in the Western Cape. These authors continue that residents' complaints include the fact that they still live in shacks with bucket toilets, schools have shack

classrooms and use bucket toilets, RDP houses have never been completed, people have title deeds but do not know where the houses are, the Zandspruit clinics are useless, the councillor must go, and they want unlimited water and electricity.

According to Thwala (2009:48) there are several problems that have hindered community participation in government programmes such as IDP and Urban Renewal Project in the City of Johannesburg, Alexandra Township. This include among other things; lack of clear objectives linking short and long term visions of the programme, lack of pilot projects with extensive training programmes. In the past, projects have seldom been scaled down to the magnitude of national manpower needs, and often they have been introduced in an unsystematic and fragmentary style. This often led to technical hastiness, compounded by incompetence and inappropriate technology selection.

Mafunisa and Xaba (2008:452-460) revealed that participation in the IDP seems to have become a sophisticated process, only meaningful to and understood by, the few educated elite, co-opted individuals, including senior municipal officials, but not including ordinary community members. Thwala (2009:50) agreed with the previous authors stating that in the past, the community of Alexandra had rejected government developmental projects and processes because they were not properly involved during the project initiation stage. The author emphasised that in practice, planning cannot be left totally to officials, specialists, administrators or experts. Thwala (2009:49-52) concluded that community participation in planning is essential, because development is not about delivery of goods to a passive community, it is about active involvement and enhancing empowerment. Community involvement must be based on community members who share the same common interests and goals.

The Alexandra community consist of permanent local residence and migrant workers who are mainly tenants. It is important to involve both of them in local development issues and programmes, however, permanent residents must be at the core of

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developmental programmes as they will derive long term benefits from such projects. The researcher focused on effective and meaningful participation by members of the community in Region E, in the IDP of the City of Johannesburg. Although participation in the IDP of the City of Johannesburg has been taking place annually since the year 2000, the specific problem and focus of the study is the challenge of meaningful and effective participation, despite the existence of good policies and all those pieces of legislations that advocate for public or community participation in the IDP.

1.4   GOAL AND OBJECTIVES

According to Fouché and De Vos (2011:94) the meaning of "goal" often implies the broader, more abstract conception of "something which you plan to do or achieve", while "objective" denotes the more concrete, measurable and more speedily attainable conception of such a "plan to do or achieve". The researcher planned to explore the role of community participation in the IDP process of the City of Johannesburg Municipality. As Kumar (2011:50) indicated that the objectives are the goals the researcher set out to attain, the study focused on the following objectives:

- to conceptualise the legal and policy framework for implementation of IDP's in South African municipalities with reference to community/public participation;
- to explore the nature and extent of community participation in the IDP processes (understanding of the IDP process and its meaning to the community);
- to explore community participation decision-making in the process of IDP consultation; and to make suggestions for advocacy on meaningful community participation to optimise the success of IDP in the City of Johannesburg Municipality.

As the study has been conducted under the auspices of Social Work Management, it has incorporated a management planning function as it looks at community participation in the IDP of the City of Johannesburg Municipality, with Alexandra Township as the population of study. The study also attempted to analyse public participation policy, processes and challenges within which the municipality operates, hence policy development and analysis is also a management function, although

policy development falls within political leadership of municipalities commonly referred to as municipal governance. According to Engelbrecht and Lambert (2014:51) leadership or leading also incorporates a management function or element at the highest level of political oversight; this is referred to as municipal governance.

It is therefore important to determine what role community participation plays in the IDP of the City of Joburg Municipality. The research question that guided the study was as follow: What role does community participation play in the IDP of the City of Johannesburg Municipality?

1.5   LIMITATIONS OF THE STUDY

Various challenges were experienced by the researcher during the execution of the study and those are discussed below.

- It was necessary to use some sources older than 10 years. The information in these old sources was essential and relevant to the study, especially concerning the discussion of some municipality systems and structures as well as community participation.

- It was not possible to involve some members of the senior management team from the City of Johannesburg Municipality or all representatives of the community structures because of their busy schedules and their involvement in other activities. This poor attendance may have compromised the in-depth data collection process as well as the possibility to claim any trustworthiness.

- Guarding against the sensitivity of political climate when engaging with both research groups was crucial as municipalities are highly politicised environments.

1.6   CHAPTER OUTLINE

The structure of the dissertation is set out below.

Chapter One: Introduction and general orientation of the study.

Chapter Two: A literature explanation of the IDP and the theoretical framework for
                    community participation in development.
Chapter Three: Research methodology.
Chapter Four: Data analysis and interpretation.
Chapter Five: Conclusions and recommendations.

1.7   SUMMARY

Chapter One focused on the definition and description of key concepts, developing a
theoretical framework, exploring the reasons for the study, indicating the specific ethical
considerations that might have an impact on the research and highlighting the study's
goal and objectives, together with the limitations that were experienced during the
implementation of the research.

In Chapter Two the literature review will outline community participation in the IDP of the
municipality in an attempt to create a better understanding of the research topic in
question.

CHAPTER TWO

COMMUNITY PARTICIPATION IN THE INTEGRATED DEVELOPMENTAL PLAN

2.1 INTRODUCTION

Chapter Two included an in-depth discussion on participation in the IDP of region E Alexandra Township, City of Johannesburg Municipality, where some service delivery protests were observed. The researcher conducted a review of the existing academic writing or body of knowledge to see how other researchers have investigated the topic of community participation in the IDPs of other municipalities in South Africa with reference to effective or meaningful participation. Both national and international experiences were highlighted.

A few definitions were provided and the discussion focused on whether participation is effective and meaningful to community members, influence on IDPs participation and decisions taken by both the community and the municipality. Chapter Two concluded with a discussion on the legislative framework for community participation in local government and challenges to effective community participation.

2.2 LOCAL GOVERNMENT GOVERNANCE

Atkinson (2002:2) asserted that government and governance are two separate concepts and can be defined as follows; government is an institution with a set of internal roles and relationships, rights, obligations, responsibilities and functions. An institution consists of people assigned specific positions, functions and roles within an organised structure. Governance in contrast, refers more broadly to the environment or political environment in which government functions and to government's relationship with outside stakeholders. Atkinson (2002:4) continues that a system of governance refers to government's relationships with the electorate, the public, the consumer of services, and non-state actors. Since the dawn of democracy is South Africa, progress has been made

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in designing development oriented government structures and governance systems. The most significant innovation has been the formal adoption of developmental local government as the cornerstone development policies and programmes, for example, the White Paper on Local Government (1998), the Municipal Systems Act, and the Municipal Structures Act. Clearly, South Africa is at the cutting edge of development debates.

According to Local Government Development (LGD) British Columbia Publication (2016:1) municipal governance is a term used to describe the political organisations of municipalities. It also concerns the on-going involvement of citizens and the accountability of council members. Each municipality consists of a Mayor and a varying number of councillors. The number of councillors depends on the population of the municipality and varies from municipality to municipality. All members of council or the mayoral committee are elected and serve a certain term of office. Municipal councils are empowered to address the existing and future needs of their community by making decisions that are recorded in bylaws or resolutions. Council members embody the public welfare of their communities which often means trying to balance their vision with the concerns expressed by the community or people and organisations affected by their decisions. Council also have the ability to manage the finances of their municipality by setting levels of expenditures and taxation. Ultimately they are also responsible for the management and delivery of services to their community.

Atkinson (2002:4) indicates that municipalities are at a critical juncture in their development. Since mid-2001, municipalities have been required to write IDPs. These IDPs are intended to be multi-sectorial programmes, including a wide variety of development, ranging from hard or basic services such as water, sanitation, electricity, housing, roads, to soft or human development issues such as land reform, poverty alleviation, tourism, and local economic development (LED). Many municipalities completed their IDPs during early 2002. The crucial question now is; Do they have the capacity to implement their IDPs in real practice or are these IDPs becoming dust-covered tomes that grace municipalities bookshelves?

This study has been done under Social Work Management which also covers governance and leadership as a function of management, and attempted to analyse the real practical implementation of IDP in the City of Johannesburg Municipality, "community participation in the IDP of the City of Johannesburg Municipality", focussing on Alexandra Township as a study population. There is therefore clearly a linkage between this study, Social Work Management and governance.

2.3 KEY REFLECTIONS OF IDPs IN SOUTH AFRICAN MUNICIPALITIES

The Constitution of the Republic of South Africa Amendment Act 2 of 2003 provided for three spheres of government (National, Provincial and Local government) that are distinctive, interdependent and interrelated. These three spheres of government, through policies and legislation, are bound to foster a nation that is hands-on when it comes to matters affecting their well-being in their respective communities across the Republic. Tau (2013:152) took it further that through these policies and legislations provisions are made for citizens to be able to voice their concerns when their government embarks on any development projects in their locality. Subban and Theron (2012:21-29) indicated that these development processes and municipal planning are the responsibility of Local government through the Local Government Municipal Systems Act 32 of 2000 and Sections 152/3 of the South African Constitution Act 108 of 1996. It is important for the researcher to note that citizens' participation will in particular take place at the local sphere of government, which are municipalities.

In the South African context, public participation is, according to Draai and Taylor (2009:112), an essential component for enhanced and effective accountable governance. National government, therefore, intends to affect the level of accountability and confidence from citizens in respect of governance for improved service delivery. The authors argued further that local government is an important sphere of government to facilitate sustained accountability and confidence in government by engaging with the citizenry in a participatory manner to achieve improved service delivery. Local government has been constitutionalised as a sphere of government and this has signified

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a conceptual shift according to Mziwakhe and Reddy (2008:667), from serving as administrative service delivery agents to the promotion of developmental goals and principles, namely local democracy, sustainable development, a safe and healthy environment and co-operative government. Across all the municipalities in South Africa, governance is, according to Tau (2013:153), about ensuring that participation of stakeholders, community-based organisations, non-governmental organisations and civil society organisations takes place. It is clear to the researcher that all these stakeholders must thus ensure that everyone represented is involved in the affairs of government.

Subban and Theron (2012:21-29) indicated that two generations of IDPs were drafted and reviewed from 2001 to 2011 by various municipalities in South Africa. COGTA and its predecessors evaluated and measured legal compliance of drafting, approval, and submission processes. The authors mention further that a subsequent study on IDPs in KwaZulu Natal has observed factors critical to planning, evaluation of third generation IDPs for the period 2012/13 to 2016/17 municipal financial years, examine compliance with legislation instead of focusing on quality and improvement of IDPs.

Tau (2013:155-160) also mentioned that citizen participation means the involvement of communities and community organisations in the affairs of government to ensure that their voices are heard. Citizen participation is thus a community-based process, where citizens organise themselves and their goals at the grassroots level and work together through non-governmental community organisations to influence the decision-making process. The researcher is in agreement with Subban and Theron (2012: 29) who suggested that the next decade of planning in South African municipalities has to assess outcomes of IDPs and it requires municipalities to formulate and review IDPs.

2.4   INTERNATIONAL REFLECTIONS ON COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT PROGRAMMES

International experience has shown that citizen and community participation is an essential part of effective and accountable governance at local level, Department of

Provincial and Local Government (DPLG, 2002a:10). A great deal has been written about the legal and policy arrangements for citizen participation in different countries around the world. In 2004, research conducted by the Australian-South African Local Governance Partnership (DPLG and GTZ, 2005:11) suggested a few simple pre-conditions for the ward committee system to be successful. These pre-conditions include the need:

- for the process of participation to be meaningful and to be seen as meaningful for both parties, the municipality and the public have to listen to each other rather than just talk to each other;
- to make it clear at the outset who makes the final decision, for example, if the views of the community are different to that of council, whose view will prevail; and
- for resources to support the process (all examples of good practice), public participation is funded. In some cases public participation is the object of a special programme, such as the renowned participatory budgeting process in Porto Alegre, Brazil, which involves thousands of community members each year supported by a team of municipal employees dedicated to facilitating the process.

DPLG and GTZ (2005:12) further indicated the need to ensure that information relevant to the participative process is conveyed in a manner that is relevant and understandable to the communities involved, which may require the use of local languages. Communities also need to understand the distinction between providing information, consultation, participation and being clear which of those is being used in particular circumstances. DPLG and GTZ (2005:12) highlighted the importance of providing feedback on participatory processes and the final decision that emerges. DPLG (2002b) suggested the inclusion of officially elected councillors in the participatory process to ensure that policies exist that guide municipal staff in the manner of reasons or importance for community participation. DPLG (2002d) advised that meetings are only one form of participation and unless these are properly managed, input can be biased in favour of meetings that are vocal and or articulate.

The DPLG and GTZ (2005:12) also indicated that although people may say that South Africa's ward committee system already meets most of these conditions, what is more important is the extent to which these conditions are met, and this includes; the need for meaningful participation, that is the extent to which people in the community actually participates in the process of relevance to them so they can also make a valuable contribution to the municipality; recognising different levels of consultation and participation of the community, and where necessary, setting the right level of participation to make sure that there is effective government; and the need to be transparent about the link between the participatory process and actual decision- making, which is the link between consulting with the community and making a decision.

The above-mentioned qualitative aspects are according to DPLG and GTZ (2005:12) more difficult to achieve and can never be guaranteed through procedures and regulations. The importance of political culture and convention must then be recognised, the habits of municipalities or the way they usually operate as these mentioned aspects are often more important than the officially endorsed operating principles and policies. The White Paper on Local Government (1998) visualised a process where communities will be involved in governance matters, including planning, implementation and performance monitoring and review. For the researcher it is clear that communities will be empowered to identify their needs, and to set performance indicators and targets, and thereby hold municipalities accountable for their performance in service delivery.

2.5   LEGAL AND POLICY FRAMEWORK FOR COMMUNITY PARTICIPATION IN LOCAL GOVERNMENT DEVELOPMENT

Legislation has been put in place according to DPLG (2005:15) because it recognises that participatory democracy is a critical component of local government DPLG. Since the IDP is a legislative requirement which South African municipalities are compelled to implement, it has to function within the specific legal and policy frameworks that inform the IDP process. Mziwakhe and Reddy (2008:670) asserted that there are serious disparities between policy and practice as the success of public participation will not

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depend on the regulation of the system, but will only be achieved through innovative and creative local policies and legislation. According to the researcher legislation concerning community participation, relates to the rights of citizens in relation to municipal functioning.

DPLG and GTZ (2005:15) indicated that the legal framework includes mostly pieces of legislation that emphasise the importance and role of public or community participation and consultation in all developmental programmes that affect them. As early as 1998, The White Paper on Local Government (1998), which is often referred to as the "mini-constitution" for the local sphere of government, already mandates municipalities to involve communities in facilitating development. Chapter Seven (section 152) of the Constitution sets out the objectives of local government where public participation is an imperative with two objectives. The first objective is to provide democratic and accountable government for local communities, and secondly to encourage the involvement of communities and community organisations in matters of local government (Constitution of the Republic of South Africa Act 108 of 1996).

Participation is an integral part of local democracy and it is a legislative requirement for the local community to be drawn into the process through integrated development planning, budgeting, performance management and ward committees. The White Paper on Local Government (1998) defined Developmental Local Government as being local government committed to working with citizens and groups within the community to find long-term or sustainable ways to meet the social, economic and material needs and improve the quality of the lives of the community. To realise this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to engage continuously with citizens, business and community groups. It further states that municipalities must represent the interests of the people in the community, and must work with all sections of the community to build a shared vision and to set goals for development (The White Paper on Local Government, 1998).

Chapter Two, section 19 of the Local Government Municipal Structures Amendment Act 33 of 2000 requires a municipality to strive, within its capacity, to achieve the objectives set out in section 152 of the Constitution of the Republic of South Africa Act 108 of (1996). The objectives are; firstly to develop mechanisms to consult the community and community organisations in performing its functions and exercising its power, and secondly, to review annually the needs of the community and municipal priorities and strategies for meeting those needs and involving the community in municipal IDP processes. The Municipal Structures Amendment Act 33 of 2000 also requires that municipalities develop the mechanism, processes and procedures for community participation. Section 5 (1) of the Act specifically outlines the right of citizens to contribute to the decision-making process of the municipality, to submit written and oral recommendations, and to present complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality. Municipalities make responses to community's written or oral communications, including complaints to the municipal council. Citizens also need to be informed of the decisions of the municipal council, or another political structure or any political office bearer of the municipality, which may affect their rights, property and reasonable expectations. The Local Government Municipal Systems Act 32 of 2000, section 42, states that, through appropriate mechanisms, processes and procedures established in terms of Chapter Four, a municipality must involve the local community in the development, implementation and review of the municipality's performance management system. In particular, the municipality must allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality.

The researcher is in agreement that because it is a municipal IDP, the municipality must take responsibility for the leadership of and participation in the process. According to the Municipal Systems Act 32 of 2000 the municipality must not only drive the process and ensure participation, it must involve itself including councillors, staff and all departments. However, it is clear that internal arrangements for the management and execution of the process will differ from municipality to municipality, but these processes should all be as

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high profile and high-powered as possible. These internal arrangements will indicate the seriousness of the municipality's commitment.

2.6   CONCEPTUALISING COMMUNITY PARTICIPATION

According to Skidmore (in Makondo & Van Biljon, 2002:6) Social Work Management is the process of working with people in ways that release and relate their energies so that they release all available resources to accomplish the purpose of providing needed community services and programmes.   Tshikwatamba (in Tshabalala & Lombard, 2009:396) highlighted some of the elements that contribute to community solidarity, and defines a community as "a cluster of people living together and sharing common cultures and values". This author emphasised the importance of culture and values as indicators of who will be accepted as a member of the community.   Tshabalala and Lombard (2009:397) further highlighted that aspects of common culture and values were placed at the periphery by colonialists, but that in the African communities they are very important. The researcher agrees that the sharing of common cultures and values plays a crucial part in the IDP process, principally because the IDP process calls for agreement on a common vision and where common values exist, consensus on priorities might be more obvious than when communities are diverse.

The researcher understands that as with the description of "a community", participation does not have a universally acceptable definition although there is some degree of understanding what it entails. As early as 1995, Fox and Meyer (1995:20) defined community participation as:

> "the involvement of citizens in a wide range of administrative policy-making activities including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to orient government programmes towards community needs, build public support and encourage a sense of cohesiveness within society".

The researcher is in agreement with the view of Tshabalala (2008:401) who described participation as an organised process, which means that people themselves should be the drivers in ensuring that the process does not become limited or dominated by a

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certain section of a group. It includes the process of deciding on how resources will be used. The researcher is of the opinion that this description is useful in the context of the IDP since community participation should inform the allocation of resources. This conceptualisation thus denotes the involvement of the community in processes that determine the agenda and focus of development. Van Rooyen (2003:135) agreed that in order for community participation to succeed, a working relationship between all stakeholders in local government should be established. A participatory culture should therefore, according to Mziwakhe and Reddy (2008:673) be inculcated and appropriate and relevant mechanisms, processes and procedures should be developed.

South Africa's post-apartheid government entrusted the delivery of some services to its local sphere of governance, which is in close contact with the local community. Guided by the Constitution of the Republic of South Africa Act 108 of (1996), local municipalities are required to render basic services and to address existing backlogs that have accumulated over years of separate development. In order to eradicate the legacy of the past, Tshabalala and Lombard (2009:396) indicated that the South African democratic government adopted a developmental approach to local government. This necessitated a commitment on the part of local government, through the IDP to facilitate community participation by finding sustainable ways of meeting social, economic and material needs and improving their quality of life. Madzivhandila and Asha (2012:369) are in agreement with the two previous authors that instruments such as the IDP have been adopted to enhance local municipality delivery of such services.

Tshabalala and Lombard (2009:396-409) discussed a study on the role of community participation in the first of five phases of the IDP, i.e. needs identification. The study concluded that the municipality had not created an enabling environmental for meaningful community participation, and had consequently limited the impact of community engagement on the IDP. Gunter (2005:32-38) indicated that many municipalities do not have the capacity to effectively draw up an IDP, and often simply use IDPs as wish lists of what they would like to achieve but cannot within the current

budget. The IDPs are a potential lever for enforcing national government policy on local government as a strategy to gain control over local government.

Within the South African context, the efficacy of public participation and its role in service delivery were examined. Masango (2009:123-132) concluded that civic awareness and continuous control in policy making and implementation could contribute towards sustainable democracy and effective service delivery. The author further argued that residents are not aware of their rights and duties as citizens of the municipality and community participation in municipal affairs is lacking. Madzivhandila and Asha (2012:369-378) argued that despite its inherent good intentions, the IDP process has introduced unprecedented challenges in service delivery for local municipalities. These authors asserted that most municipalities do not conduct IDP processes as required by legislation. It is thus evident to the researcher that the reason for the apparent half-hearted application of the IDP process varies from one municipality to another.

Madzivhandila and Asha (2012:371) also stated that in practice though, it has become evident that rendering services such as clean water, proper sanitation, electricity and health facilities has remained a major challenge for municipalities across South Africa. However, Reddy and Sikhakhane (2008:688) indicated that residents have not been educated on when, why and how they should participate which has also impacted negatively on the process and as a result, they do not hold municipal functionaries accountable for their actions or inaction. Madzivhandila and Asha (2012:378) stated that for the majority of local municipalities the IDP has apparently become business as usual rather than an enabling instrument and process.

Madzivhandila and Asha (2012:378) argued that service delivery challenges faced by municipalities in South Africa could be addressed if clear strategies are formulated to strengthen community participation and integration with other stakeholders in the IDP processes. Draai and Taylor (2009:122) examined additional legislative prescriptions that give effect to meaningful and effective public participation and creating an enabling environment for the enhanced facilitation of public participation in the local sphere of

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government with specific reference to the role that ward committees can play. In a case study of ward committees in the Buffalo City Municipality, Reddy and Sikhakhane (2008:680-697) observed that ward committees have not been effective as members do not receive information, capacity building and guidance from the council. This has impacted negatively on service delivery in the city. The ward councillors are further not co-operative and do not seem to have a good working relationship with committee members.

Mziwakhe and Reddy (2008:679) cited a case study of eThekwini Municipality which has created an environment for active participation through ward committees. However, active participation of the rural population has been problematic as there were challenges not addressed. Given the fact that the largest percentage of developmental backlogs were in rural areas, and were inhabited by the disadvantaged communities, it was essential that they were actively involved in the process of addressing these backlogs through the formal structures of effective community participation that had been established. However, the core challenges for almost all the municipalities are in the integration of community participation and the prioritisation of people's felt needs in the municipality's IDP.

In a case study done by Ingle (2010:85) the author observed that the Karoo-Hoogland Municipality, South of the Northern Cape, developed a distinctively home grown IDP with a view to assessing its strength and weaknesses as a strategic planning tool. His evaluation has employed a range of criteria that local government practitioners may find useful in performing similar exercises. It was found that notwithstanding an undue emphasis on the tourism potentials held out by South African Large Telescope (SALT) for Sutherland, the municipality was remarkably prescient in identifying its tangible assets and astute in positioning itself to capitalise on these. Ingle (2010:85-102) concluded that Karoo-Hoogland IDP embodies the spirit of real local engagement which the IDP processes aspires to nurture within local communities.

Draai and Taylor (2009:114) however, argued that, despite a variety of legislative prescriptions pertaining to participation, a degree of apathy remains amongst communities. Thwala (2009:49) stated that the following three reasons form part of Alexandra community's apathy towards participation in municipal developmental programmes like IDP and ARP (Alexandra Renewal Programme).

- Lack of commitment from all community members, it must be emphasised that Alexandra community is not homogenous and this lead to different views on how development should be undertaken in the area. Other members view development as necessary whilst others view it as unnecessary and this poses a challenge for the Urban Renewal Project and IDP as the process is not accepted by all community members.

- Another challenge is that the community of Alexandra consist of both local residents and migrant workers. Some of the migrant workers do not stay in the area and instead move to another place, as a result, new community members must be introduced to development programmes and processes so that they may be involved. The process of community participation then becomes expensive as it will take longer than the time agreed upon.

- Another historical challenge has been poor communication regarding the community participation process, leading to poor meeting attendance. Methods of community participation employed, must be appropriate to Alexandra community as it is important for the community affected to assist in deciding on the appropriate methods of communication and participation within Alexandra community, including structures effective for community participation to be successful. Draai and Taylor (2009:112-122) concluded that there is a need for the constitutional objectives that indicate the necessity for public participation.

2.7   THE IDP PROCESS IN THE CITY OF JOBURG

IDP participation is also referred to as the IDP Regional stakeholder summit or the Community Based Planning Approach (CBPA). The community participation process in

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the City of Joburg is modelled according to the CBPA which gives guidance to the IDP. The City of Joburg adopted CBPA as basis for a bottom-up planning process of participation in the budget and IDP formulation and processes (City of Johannesburg, CBPA, 2012/16:2-9).

The DPLG and GTZ (2005:10) stated that structured and institutionalised models of participation generally work when citizens see these models as legitimate and credible, where there is political commitment to their implementation and they have legal status. Structured and institutional models of participation will not work when municipal officials co-opt independent and legitimate voices within civil society. There is no definite political commitment to the model because although the systems exist in principle (that is, it sounds good on paper), when it comes to action, the necessary resources are not available. The City of Johannesburg (2012:50) acknowledged that the City of Johannesburg has acknowledged, from the year 2000, that, in order for the city to address its developmental challenges, it requires a meaningful partnership amongst all stakeholders, communities, civil society organisations, all spheres of government and business.

The following mechanisms were employed by the City of Johannesburg as an attempt to ensure meaningful participation namely, mayoral road shows, regional and stakeholder summits and cluster engagement. However, the City of Johannesburg acknowledges that there are a number of challenges that need to be addressed to fully realise meaningful participatory planning.

Although the next table never recorded the number of participants, it summarises the IDP sessions/activities through previous regional summits in the 2010/11 financial year (City of Johannesburg, 2010:52).

Table 1: Overarching Regional Summit

Region	No of Wards	Dates	Venue
B	11	13 March 2010	Metro Centre-A level theatre, Braamfontein
C	12	13 March 2010	Roodeport Civic Centre
D	36	13 March 2010	Pimville Community Centre, Soweto
E	14	13 March 2010	Patterson Park, Norwood
F	15	13 March 2010	South Rand Recreation Centre, Inner City.
A	9	20 March 2010	Midrand Primary School, Midrand.
G	12	20 March2010	Finetown Multipurpose Hall, Orange Farm.

According to the City of Johannesburg (2010:52) the following concerns were submitted by most communities/stakeholders across the regions, including Region E (which is the focus area of this study).

- **The need to address the question of toilets and sanitation in Alexandra**

Due to the fact that the originally developed area of Alexander has now a population probably in excess of four times the number for which it was designed, the waterborne sewerage system has become overloaded and thus frequently blocks and surcharges. The informal areas built on the riverbanks and tributaries are not connected to the formal waterborne sewerage system and are served by banks of chemical toilets. These are not only unpleasant to use but costly to service. In addition, the banks of toilets are placed on the periphery of the informal clusters, because of space constraints within the areas and threat of crime, dwellers do not venture out in the night to use the facilities, hence, overnight containerisation of wastewater is required which is disposed of the next day.

- **Request for development of new parks**

As part of the relocation plan, arrangements should be made to avoid further squatting. Some open spaces need to be cleared to be used for the development of parks or recreational areas to address the shortage of parks.

- **Creating job opportunities and skills development for youth, women and people with disabilities**

Most people from the category of youth, women and people with disabilities are unemployed in the community of Alexandra. There is a need for targeting the poor and women, as well as addressing the issues of institutional training, appropriate technology choices, community participation, community communication and cost recovery. The use of contractors formed within the community should assist in the co-ordination as well as providing employment opportunities.

- **Relocation of people living in houses that are built below the flood line**

Informal settlements below the flood line need to be relocated. Many of those shacks (approximately 3000 families) constructed along the banks of the Juskei river are in danger in times of flood.

- **Installation of storm water systems**

Installation of storm water systems is needed to reduce flows in the tributaries during storms and reduce flooding risk. The possibilities of modifying storm water drainage arrangements such as diverting floods along streets, or into underground storm drains along the street with appropriate out-falls at the river should be considered.

- **Coordinated efforts in addressing crime**

Since Alexandra consists of mainly local residents and migrant workers from South Africa and foreign countries, there seems to be crime prompted by scarce resources, unemployment and xenophobic tendencies.

- **The need to intensify community engagements**

Recognising the importance of communities and involving them at key stages of project planning, implementation and review (which is also requirement for the municipal IDP) will further reduce the possibility of continued disruption and protests in community including the use of local entrepreneurs and skills.

- **The need to address the housing problem and corruption**

Most of the community members have applied for RDP housing since 1994 and they are still on the waiting list, whilst others including foreigners have already received RDP houses. This tendency prompted service delivery protests and xenophobic attacks as community members suspected corruption from officials. The middle class on the other hand do not qualify for either housing mortgage from the banks and at the same time are over-qualified for RDP houses, which require monthly earnings of below R3000 per month.

- **Extension of service hours at clinics and shortage of clinic staff**

The current population of Alexandra is too big in numbers compared to the four municipal clinic services that are available. There are always long queues and some patients are turned away only to return the following day because clinics staff leave at four o'clock in the afternoon. There is therefore a need to find some ways of extending important health services.

- **Illegal taxi ranks**

Illegal taxi ranks are mushrooming all over the Alexandra Township and need to be regulated and controlled.

- **The lack of feedback to communities**

Lack of feedback to communities need to be attended to, especially feedback on progress made in previous IDP programmes or needs prioritised, not only during local government election time, but on-going feedback and challenges should be explained to the community.

After the stakeholder summit, the City of Johannesburg (2010:55) reported that the department tabled detailed issues and responses raised by communities at their relevant section 79 portfolio committee meetings, held in April 2010. From this entire process of consultation, the City of Johannesburg became much more sensitised to the challenges and the insight of communities. As part of the on-going engagement, the City of Johannesburg intends holding further consultations with communities in various regions after the council approval of Budget and 2010/11 IDP. However, the researcher noted that no practical actions were carried out relating to concerns submitted, except the above-mentioned broad concluding statement.

The next table summarises the activities and number of participants involved in the IDP and Budget outreach process (City of Johannesburg, 2012:52). The situation on the ground remains the same, which is a cause for concern, as well as a recipe for more service delivery protests.

Table 2:   IDP Regional engagements schedule

Region	Date	Venues	Confirmed number of stakeholders/participants
A	21 April 2012	Ivory Park	500
B	22 April 2012	Parkview Recreation Centre	200
C	4 May 2012	Discovery Recreation Centre	427
D	4 May 2012	Pimville Multipurpose Centre	900
E	5 May 2012	Patterson Park Recreation Centre	426
F	22 April 2012	Klipriviersberg Recreation Centre	254
G	5 May 2012	Orange Farm Community Centre.	600

As Region E community concerns were the focus area of the study, the following data were captured. City of Johannesburg (2012:57) indicated that Region E consists of

Sandton, Alexandra, Klipfontein View/Mayibuye, Marlboro, Rosebank, Bramley and is made up of the following wards; 32, 72, 73, 74, 75, 76, 81, 103, 105, 106, 107, 108, 109, 115 and 116. Councillor Ngalonkulu chaired the plenary session. Member of Mayoral Committee Lemao delivered the keynote address, which was followed by a regional overview delivered by the Regional Director, Liziwe Ntshinga Makoro.

From the Region E summit, City of Johannesburg (2012:59) indicated that stakeholders and citizens specified that Alexandra is overpopulated and the infiltration of foreign nationals was raised as a concern due to the mushrooming of informal settlements in Alexandra. Issues of ageing infrastructure as well as maintenance of facilities, service delivery failures and the council's responsiveness remain a challenge. Billing issues and the responsiveness of the council's call centre was raised as a major challenge for most customers and the need for the council to have on-going stakeholder and community participation. Lack of support for small, medium and micro enterprises (SMME) and young people were also raised. City of Johannesburg (2012:59) continued that perceived corruption around housing allocations, perceived council's bias in favour of Soweto and Orange Farm at the expense of other areas such as Alexandra and a need to rationalise clinics in order to improve access (Riverbank) were the other issues mentioned.

Concluding remarks alluded to the fact that, broad aims of the outreach were to build on the work commenced in the previous term of office around strengthening participatory planning and budgeting in the City of Johannesburg, and according to City of Johannesburg (2012:59) to ensure that the City of Johannesburg approves an inclusive and responsive IDP as well as a credible budget. The researcher has noted the new developments with interest, whilst practical implementation and resolution of the abovementioned community concerns has remained unchanged at this stage, for the past 15 years.

2.8 IDP PARTICIPATION AND DECISION MAKING

Rapid organisational transformation in South African municipalities has, according to Du Plessis (2008:657), meant fundamental changes in the character of these organisations. Du Plessis (2008:657) further stated that what has remained as a constant factor amid these changes is the requirement for municipalities to render services to promote development within local communities. Vivier and Wentzel (2013:239) examined public perceptions of community engagement with local government, on the one hand, and public perceptions of service delivery on the other, through the analysis of data from a qualitative study comprising in-depth focus group sessions with local residents.

Furthermore, according to Du Plessis (2008:657) strides have been made in terms of establishing a framework within which municipalities should exist and operate in order to fulfil their constitutional mandate. The author also argued that continuous questions about service rendering in South African local government exist, whilst there are persisting views that municipalities are not producing desired results amidst the progressive framework established for South Africa's new local government system. From four areas in the Cape Town metro Vivier and Wentzel (2013:239-250) have explored the diversity of views and motivations amongst residents regarding the need for engagement with local government, a possible link between the interests in improved engagement and level of satisfaction or dissatisfaction with service delivery. It was observed that, whilst the level of satisfaction with services varies across the focus groups, an overwhelming majority of participants noted a lack of engagement between residents and local government.

Du Plessis (2008:657-666) asserted that some of the reasons for this state of affairs are amongst others: lack of resources, political and managerial inability or incapacity to manage local issues and the nature and context of local problem created by the previous political dispensation. The author observed the need to examine some of the main obstacles attached to the new system of local government in South Africa with a specific focus on organisational change in municipalities. Furthermore, interests in improved

engagement with local government varied amongst participants, with perception of service delivery contentment influencing on this interest positively, negatively or nothing at all. Vivier and Wentzel (2013:239) further argued that interest in engagement is sometimes influenced by quality of service rendered whilst sometimes, it is independent of perceptions of the quality of service delivery. Vivier and Wentzel (2013:250) observed the diversity and complexities of governance across South African cities, as well as the importance of factors or influence such as trust in government officials. Key stakeholders, such as the municipality and community that played a pivotal role in influencing decision-making on the IDP, will be discussed below.

2.8.1 The influence of municipalities on IDP decision-making and participation

Valeta and Walton (2008:373) indicated that the local government sphere plays a significant developmental role in the provision of public goods and services to the communities of South Africa. Moreover, the effectiveness of municipalities in this sphere, to deliver on their mandate is largely dependent on their ability to plan and allocate public resources in a developmental and sustainable manner. According to Malefane and Mashakoe (2008:473) the gap for which both IDP and LED as municipal interventions have been designed, is to respond to the distortions and the characteristic features of apartheid planning. These features are the ones that left most South African cities, towns and villages with profound developmental challenges.

Valeta and Walton (2008:373-384) further emphasised the importance of the relationship which exists between a municipality's IDP and the budget process (the budget) and that it is considered necessary at the outset, to operationalise the context of a municipality's legislative mandate, vision, the principles and also the milieu within which the IDP exists, as well as the policy framework within which a municipality's budget is framed and adopted. Malefane and Mashakoe (2008:473) have further asserted that these municipal interventions of IDP and LED (Local Economic Development) are seen as power-twins within which the country's development agenda can be achieved. According to these authors, some of the aspects that explain these municipal interventions as power-twins

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are their dominance over other municipal programmes and interventions. These two factors, LED and IDP, possess common characteristics that serve as a means by which integration at municipal spheres of government can be achieved. Malefane and Mashakoe (2008:482) concluded that LED and IDP are intertwined, and these authors also put more emphasis on the essence of the relationship between the IDP and LED, the conceptualisation and contextualisation of the IDP and LED theoretical framework, the link between the IDP and LED, including those characteristics common to both IDP and LED.

2.8.2 The influence of communities on IDP decision-making and participation

The Constitution of the Republic of South Africa Act 108 of (1996), made provision for public participation in policy making and implementation in South Africa. Although there are indications that South Africans are utilising the opportunities offered by the Constitution and legislation in this regard, Masango (2009:123) asserted that some authors such as Buccus have questioned the efficacy of public participation as it is imperative for sustainable democracy and effective service delivery. Van Rooyen (2003:135) further emphasised that participation should move beyond "mere" demands associated with protesting politics by incorporating a mere involved and participatory role. This calls for a more realistic and appropriate concept of participation based on a closer relationship between the state and civil society.

According to Mafunisa and Xaba (2008:452) the municipal ward committees and IDP Representative Forums are the arenas within which integrated development planning takes place, and the end-results are IDP documents that have to be reviewed annually to incorporate social learning, emerging priorities and new resource opportunities. The key assumption is that decisions on development are more viable, effective and sustainable when the people they affect are integrally part of the decision-making and the implementation thereof. These authors conducted a study on a variety of channels and IDP processes in the Limpopo Province. The study also looked at the policy and legislative framework underpinning public participation in the IDP process, whilst the

legislation reaffirms its requirement that the voice of communities affected must be incorporated. Mafunisa and Xaba (2008:460) concluded that public participation is central to the IDP. However, despite the opportunities that have been created for public participation in the IDP processes, the poor and the marginalised groups still have far less influence on governing and policy-making processes than other more organised interest groups.

2.9   SUMMARY

Chapter Two included an in-depth discussion on community participation in the IDP with reference to Alexandra Township which forms part of region E of Johannesburg Municipality. The legal framework and policy within which the IDP operates were contextualised. A further review of the existing literature on public participation in the IDP was presented. It is clear that an enabling environment for effective and meaningful participation in the IDP's still remains a challenge. Chapter Three will explain the research design and methodology implemented in the study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1   INTRODUCTION

Chapter Three provided an overview of the research methodology which was utilised to contextualise the empirical research of the study. This was followed by the presentation and discussion of the findings. To contextualise the research findings, the chapter first provided an overview of the research approach, the design and methodology applied in the study.

3.2   ETHICAL CONSIDERATIONS

Ethics were the basis upon which the researcher followed a process of self-introspection and; according to McLaughlin (2007:50), evaluated his own conduct throughout the research process. Strydom (2011a:115) extended the idea that the researcher will be guided by ethical aspects, morals and standards, ensuring the sensitive treatment of participants and avoidance of harm. Before the start of the study, the researcher received permission in writing from the City of Johannesburg Municipality to conduct the research. This was in line with the requirement of the University of Pretoria that all researchers should obtain approval from the institutions where research would be conducted (See Appendix 1). After ethical clearance had been obtained from the Research and Ethics Committee of the University of Pretoria (See Appendix 2), the researcher considered the various ethical aspects in his study. Literature and the application of ethical considerations were discussed in an integrated manner in order to prevent the duplication of information.

3.2.1 Informed consent

In order to ensure that the researcher's actions are deemed ethical, McLaughlin (2007:59) suggested that participants must provide informed consent to participate in the study. Participants were requested to sign the consent form to confirm acceptance of their participation in the study (See Appendix 3). The researcher included the following in the consent form as suggested by Horrocks and King (2010:110):

- ➢ the right of the participant to withdraw voluntarily from the study at any time;
- ➢ the central purpose of the study and the procedure to be used in data collection;
- ➢ the participant's right to confidentiality;
- ➢ a statement about known risks associated with participation in the study;
- ➢ expected benefits to accrue to the participants in the study; and
- ➢ the signature of both the participant as well as the researcher.

The researcher gave all the relevant and accurate information regarding the goal of the study, the procedures to be followed, any possible risks involved, the credibility of the researcher and the advantages and disadvantages of voluntary participation in the study.

3.2.2 Voluntary participation

Strydom (2011a:116) mentioned that participants need the freedom of voluntary participation. Employees were given the freedom to choose whether they wanted to be part of the study, as participation was voluntary and no one was forced to participate in the study concerning community participation in the IDP process in the City of Joburg Municipality.

3.2.3 Deception of participants

Strydom (2011a:118) is of the opinion that no form of deception should ever be inflicted on participants. The researcher gave information in an honest and transparent manner. Employees were not coerced into participating in the study by deceiving them, misleading them or giving distorted information or making unjust promises.

3.2.4 Violation of privacy/anonymity/confidentiality

The researcher ensured that the confidentiality of participants was not violated, by not revealing the participants' names in the research report as suggested by Strydom (2011a:119). The researcher safeguarded the privacy of each participant by treating personal issues in a sensitive manner. It was not possible to maintain anonymity, as all the participants were involved in focus groups.

3.2.5 Debriefing of participants

There was no reason for the researcher to believe that the participants could be harmed by the study. The study did not deal with the private details of the participants' lives or probe into information which might relate to any unjust behaviour or attitudes. Therefore, as suggested by Babbie (2005:68) it was not necessary to conduct any debriefing sessions at the end of the study as

3.2.6 Actions and competence of researcher

Strydom (2011a:123) stipulated the importance of competence of the researcher. The researcher is competent in doing research as he has completed a module in research methodology at the University of Pretoria. Moreover, the study has been conducted under the guidance of the supervisor at the University of Pretoria.

3.2.7 Publication of findings

Upon completion, the mini dissertation will be made available to the University of Pretoria, the City of Johannesburg Municipality, as well as all the participants in the study as suggested by Strydom (2011a:126). The taped discussions of data collected will be stored in the Department of Social Work and Criminology in accordance with the policy of the University of Pretoria for 15 years.

3.3   RESEARCH APPROACH

McLaughlin (2007:36) is of the opinion that the qualitative approach is appropriate when a researcher is interested in the views of ordinary people. A qualitative approach was utilised because the researcher was interested in the views and interpretation of community members of their participation in the IDP process of the City of Johannesburg Municipality.

Fouché and De Vos (2011:95) stated that if a researcher wants to gain insight into a community, an exploratory study needs to be undertaken. The study was of an exploratory nature as the researcher wanted to gain insight into the role of community participation in the IDP of the City of Joburg Municipality. Babbie (2005:487) mentioned that the qualitative approach examines data without converting these to numerical format. By using a qualitative approach, the researcher was able to explore the views and interpretation of community members of their participation in the IDP process of the City of Johannesburg, not by relying on numbers, but on words.

Babbie (2005:23) explained that the distinction between quantitative and qualitative data in social research is essentially the distinction between numerical and non-numerical data. When seeking people's input on a subject, it is according to Bless, Higson-Smith and Kagee (2006:43) important to interact with them and establish their opinions in their own words. Having applied the qualitative approach, the researcher was able to explore the views of community members on their participation in the IDP process, not by relying on numbers but relying on words expressed by participants. The choice of a qualitative approach for the study was in line with the view of Fouché and Schurink (2011:321) who stated that the case being studied may refer to a process, activity, event, programme or individual, or multiple individuals.

3.4 TYPE OF RESEARCH

Applied research is according to Fouché and De Vos (2011:94) motivated by a need to solve practical problems or to answer useful questions regarding programmes, projects, policies or procedures. Bless et al. (2006:181) described the aim of applied research as finding solutions to specific concerns of problems facing certain groups of people. Applied research in the study was aimed at solving specific legal and policy problems with reference to public participation in the IDP. In spite of the community members' annual participation in their agreed-upon service delivery programme, community members still take part in the service delivery protests. The focus was thus on the above-mentioned challenge in practice, and the findings and recommendations could possibly lead to resolving this challenge.

Kumar (2011:10) indicated that gathered information can be used for policy formulation. Applied research was utilised as it has assisted the researcher to address both legal and policy problems with reference to community participation in the IDP. As researchers can be motivated by "application", Babbie (2005:25) indicated applied research allows researchers to see their knowledge put into action. Applied research has made it possible for the researcher to suggest meaningful community participation as a way of optimising the success of IDP in the City of Johannesburg Municipality.

3.5 RESEARCH DESIGN AND METHODS

3.5.1 Research design

The researcher used a qualitative design to explore the views of community participation in the IDP of the City of Johannesburg municipality. Creswell (2007:53-74) identified the following five approaches of inquiry that could be used to design qualitative research; narrative, phenomenological, grounded theory, ethnographic and case study research. Fouché and Schurink (2011:320) stipulated that as qualitative researchers are primarily interested in the meaning subjects give to their life experiences, they have to use some

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form of case study. The authors take it further and distinguish between three types of case studies one of which is the collective case study. The collective case study is, according to Fouché and Schurink (2011:322) extended to a number of cases.

The most suitable research design for the study was a qualitative design with a collective case study, as the collective case study furthered the understanding about the social issue of community participation in the IDP process of the City of Johannesburg Municipality. If a researcher is primarily interested in a collective case study, the interest in an individual case is, according to Creswell (2007:73), secondary to the group of cases because it offers in-depth insights and an opportunity to establish rapport with the research subjects. The researcher's interest in a collective case study was crucial. It has offered him an in-depth insight into the subject as well as the opportunity to establish rapport with the research participants.

3.5.2   Research population, sample and sampling method

The population set boundaries on the study units (Strydom, 2011b:223) and so the research was limited to Region E, focusing on Alexandra Township, which falls under the City of Johannesburg Municipality as the population, as the most IDP service delivery protests and some social cohesion related protests motivated by such factors as xenophobia, were observed in this township. The researcher made use of two groups of representatives within the population, namely the Alexandra community representatives and the City of Johannesburg Region E municipal representatives. From the Alexandra community representatives, nine community structures were targeted for participation. These were: the Women's Forum, the local SANCO, the Youth Forum, NGO's, the Business Forum, the Religious Forum, the Aged Forum, the Disability Forum and the Ward Committee. The City of Johannesburg Region E municipal representatives also consisted of nine participants from senior managers namely: Regional Manager Programme and strategy, the acting assistant director Citizenship relationships, Specialist community based planning department, Director environmental health management, Strategic support community-based planning, Operational Manager

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Revenue, Manager Urban Management, Assistance Director Human Development and Assistance Director Human Resources. Eighteen participants were thus selected from the two representative groups.

Strydom and Delport (2011:391) indicated that there are no rules for sample size in a qualitative inquiry as the size depends on what researchers want to know or what will be useful. Creswell (2009:178) added that the idea behind qualitative research is to select participants purposefully, but it does not necessarily suggest the selection of a large number of participants. Strydom and Delport (2011:391) mentioned that non-probability sampling is the most accepted form of sampling in a qualitative enquiry. The authors further mention that the selection of a relevant sampling technique is important.

Non-probability sampling was selected for this study whereby the probability for each member to be drawn into a sample was not known as stated by Strydom and Delport (2011:391). Grinnell and Unrau (2011:237) indicated that purposive sampling may be a key informant survey, which targets individuals who are particularly knowledgeable about issues under investigation. Purposive sampling was used and found to be most appropriate within non-probability sampling as the researcher was interested in key information by targeting individuals knowledgeable in participation in the IDP and willing to talk. The researcher chose purposive sampling based on the fact that Babbie and Mouton (2006:166) and Kumar (2011:207) have indicated that this type of sample is based on the judgement of the researcher. Bless et al. (2006:122) however cautioned that participants need to be carefully selected according to explicitly stated criteria. The criteria for purposive sampling were based on the following, as determined by the researcher:

- ➢ men and women who participated in the IDP in Alexandra;
- ➢ have lived in the community for more than five years;
- ➢ were over the age of 18 years and
- ➢ are in the employment of the municipality (for the representatives of City of Johannesburg participants).

In order to have the participants who would yield the most relevant and plentiful data in the study, Yin (2011:88) suggested the use of volunteer sampling to identify and target the employees who answered to the above sampling criteria. The researcher used volunteer sampling within purposive sampling to select the 18 participants, by issuing invitations aimed at participants who met the above-mentioned criteria from various stakeholder forums or structures as a way of recruitment. The researcher believed that this would give members the confidence that they were not coerced into being part of the study and that their right to privacy would not be violated. Strydom and Delport (2011:394) suggested the researcher should guard against hidden agendas that might at times motivate the personnel into volunteering to be part of the study. Therefore, the researcher guarded against hidden agendas such as for example, political motivations that might at times motivate members volunteering for a project. Unfortunately, only 10 participants were involved in the study.

3.5.3 Data collection

Greeff (2011:360) indicated that focus groups are group interviews and a method for information collection during qualitative research, and should be used when a researcher is looking for a range of ideas or feelings that people have about an issue, product or service. Neuman (2003:396) indicated a group of 6 to 12 people as sufficient in a focus group. For this reason the focus group method of data collection may turn out to be extremely comfortable for many people and may for this reason be the method of choice as Bless et al. (2006:123) explained that many African cultures make constant use of small groups to address concerns within their communities. Focus group interviews were conducted as a method to explore the participants' experiences, opinions, and feelings about the IDP process with reference to meaningful and effective participation in the process.

Bless et al. (2006:123) mentioned that there are many potential dangers in using focus groups, such as lack of opportunity to contribute, dominating members, lack of confidence to express opinions and bias. The researcher has used his skills in group

work processes and has tried to avoid bias by involving passive members and not focusing only on active members alone. The researcher explained the importance of maintaining the value of confidentiality to both groups' participants, and also shown interest in all participants unconditionally by involving each member in the process. Greeff (2011:373) indicated the strength of relying on focus groups is their ability to produce concentrated amounts of data on the topic of interest. Participants were able to produce concentrated amounts of data on the topic of participation in the IDP and the interaction in the group made it possible to uncover important constructs which could have been lost through individually generated data.

Bless et al. (2006:124) suggested the use of open-ended questions for effective data gathering. Hennik, Hutter and Bailey (2011:118) extend this notion and advise against leading questions and directing participants' stories. The distinctive features of the questions in the interview schedule were open-ended questions to avoid a simple yes or no answer (See Appendix 4). The interview schedule was administered to both focus groups as the questions were applicable to both the community and municipality participants. Although it is very important to know beforehand whether the study intended will deliver the information, Greeff (2011:370) mentioned that pilot testing focus group questions is difficult and therefore the true pilot test is the first focus group with the participants. There was no need for the adjustment of the questions for the focus groups as it appeared that the participants were able to understand those questions and responded appropriately in the first session.

Bless et al. (2006:122) indicated a focus group should consist of between four and eight participants. The researcher made numerous attempts to involve all nine senior management from the City of Johannesburg Municipality, but unfortunately only five participants were involved due to their busy work schedules and other commitments. Nine community representatives were invited, but unfortunately only five representatives were available to participate. Some of the community participants, who did not participate, stated payment, food or a t-shirt as a condition for participation. The researcher respected the informed consent to participate or withdraw from the study.

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The right of the participants to withdraw from the study at any time was upheld as suggested by Horrock and King (2010:110). Strydom (2011a:116) indicated that participants must be given the freedom of voluntary participation and no one should be coerced or forced to participate if they have changed their mind.

The focus group session with community representatives and the representatives of the City of Joburg municipality respectively, took place at the AlexSankopano multi-purpose main hall in Alexandra and at the boardroom of Region E offices in Sandton. As Greeff (2011:371) has suggested that the group facilitator must ensure the readiness of the room, both facilities were comfortable with non-threatening settings. The two focus group sessions lasted for nearly two hours each as suggested by McLaughlin (2007:38). Kumar (2011:161) advises on the use of audio-taped discussions and Greeff (2011:372) suggested the involvement of an assistant. The researcher involved an assistant who managed the recording equipment as well as taking notes during both the focus group sessions. The latter also assisted in ensuring that there were no distractions. The assistant was informed about the importance of confidentiality and signed an agreement in this regard.

While Greeff (2011:367) indicated that the greatest amount of new information comes in the first two sessions, Babbie and Mouton (2006:292) mentioned considerable repetition thereafter while Kumar (2011:128) indicated the researcher needs to determine whether interviews should be terminated, or more group interviews should be scheduled with participants, reaching saturation on the discussion or the inability thereof. The researcher conducted a focus group session with participants from each group at different dates and venues suitable for both groups. Focus group sessions offered participants an opportunity to share their story, experience, knowledge and a better understanding of how they feel and think about participation in the IDP.

3.5.4 Data analysis

Merriam (2009:176) stated that data analysis is the opportunity to make sense out of data by consolidating, reducing and interpreting what has been said. Schurink, Fouché and De Vos (2011:397) took it further indicating that through data analysis, order, structure and meaning to the mass of collected data can be accomplished. Furthermore Creswell (2009:189) indicated that a final step in data analysis involves making an interpretation of the data. The researcher was circumspect in making sense of the data captured and moved from raw data by consolidating and reducing this data to evidence-based interpretations that were the foundation for his report.

In data collection the researcher was guided by the analytical spiral of Creswell (1968) as discussed by Creswell (2007:151), which involves planning and recording of data, data collection and preliminary analysis, managing and organising data, reading and writing memos, generating categories, themes and patterns, coding the data, testing emergent understanding and searching for alternative explanations and representing and visualising. The process of data collection, data analysis and report writing are interrelated and can occur simultaneously as suggested by Creswell (2007:150). The researcher did not follow the guidelines rigidly like a recipe, as some steps overlapped, whilst some were done before others. The guidelines are discussed below.

- **Planning and recording of data**

According to Schurink et al. (2011:404) the researcher should plan a system for easy retrieval for analysis and suggest the use of audio recorders and colour-coding of notes. Recording of data took place by means of shorthand note-taking techniques as well as audio-recording. Whilst using this technique, the researcher tried not to inhibit the session process. Notes were colour-coded to keep track of dates, tittles and description of settings that were important for piecing together patterns and defining categories for data analysis.

- **Data collection and preliminary analysis**

Data capturing and analysis occur simultaneously because the two go hand in hand and have an inseparable relationship that builds a coherent interpretation of data (Schurink et al., 2011:405). Data analysis commenced during group sessions as well as away from the site after the focus group sessions.

- **Managing and organising data**

The management of data is, according to Schurink et al. (2011:408) the first step in data analysis away from the site. In managing data, Creswell (2007:152) suggested that the notes and tape-recorded data should be organised into file folders, which can be converted into text units using a key word or a sentence to ensure easy analysis. The researcher organised data into file folders and converted the files to appropriate text units made up of sentences for analysis by hand.

- **Reading and writing memos**

After the organisation and conversion of data, analyses continued as the researcher will read transcripts in their totality for several times, in order to gain a sense of the focus group session before breaking it into parts (Schurink et al., 2011:409). After the organisation and conversion of data, the researcher continued the analysis by getting the feeling of the whole database. The transcripts were read and listened to more than once to become completely familiar with the data before breaking it into parts. De Vos (2005:337) correctly indicated that, "reading, reading, and reading once more through the data forces the researcher to become familiar with the data in an intimate way". Therefore the researcher continued to write notes in the margins of field notes in the initial process of exploring a database. According to Schwandt (2007:147) the memos were short phrases and key concepts that occurred to the researcher.

- **Generating categories, themes and patterns**

Creswell (2007:153) mentioned that after notes of phrases, key concepts and ideas have been made, the classification and generating of categories and identification of themes

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and patterns, will take place. As suggested by Schurink et al. (2011:410), the researcher generated categories, themes and patterns by identifying salient themes, recurring ideas or language or patterns of beliefs. The researcher generated categories, themes and patterns by identifying salient themes, recurring ideas or language and patterns of beliefs. Data was reduced to small, manageable set of themes to be written into the final description. An interpretation was created by making sense of the data and thus formed a bigger picture relating to meanings attached to participation in the IDP process by both the community and the municipality.

- **Coding the data**

Data were coded by using abbreviations or key words during focus group sessions as suggested by Schurink et al. (2011:411). According to Gibbs (2007:38) coding can be applied to the categories and themes by the researcher. During the process of open coding, data was broken down into separate parts, closely examined and compared for similarities and differences.

- **Testing the emergent understandings and searching for alternative explanations**

Schurink et al. (2011:416) explained that following the coding, data are evaluated for usefulness and centrality. As categories and patterns are discovered, the authors further indicate that the very patterns that seem so apparent will be challenged and other plausible explanations for data will be searched and linkages between them, to demonstrate why the explanations offered are the most plausible of all. The researcher determined the usefulness of the data at his disposal in illuminating the research question and how central the data were to that story that is unfolding about community participation in the IDP of the City of Johannesburg Municipality.

- **Representing, visualising (writing the report)**

Schurink et al. (2011:418) specified, representing and visualising are the final phase of the spiral in which findings will be presented in a written report in such a way that other people beside the research subjects can have a clear image of the information. In this

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research, tables were used to present demographic information concerning the profiles of the participants. Data were also presented and interpreted in words. The researcher formulated the meaning of the research findings by grouping the same key words and themes together. The researcher will present the data in Chapter Four.

3.6   SUMMARY

Chapter Three presented a description of the research process that was undertaken to conduct the study. The researcher used a qualitative research approach which relied more on words to gain insight into the opinions, views, and feelings about participation in the IDP of the City of Johannesburg Municipality, limited to the Alexandra Township.

Chapter Four will analyse the responses of participants. Interpretations arising from the responses will be used to generate themes. These themes will be linked with the theoretical framework and literature reviewed in Chapters One and Two of the study.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1   INTRODUCTION

The goal of the study was to explore the role of community participation in the IDP process of the City of Johannesburg Municipality. The study used focus group interviews to collect the empirical data. The focus groups consisted of participants from the community as well as from the City of Johannesburg Municipality. One focus group session was conducted with each of the two representative groups at different times.

The purpose of Chapter Four is to present, analyse and interpret the data collected in the study, based on the themes identified from the participants' responses.

4.2   PRESENTATION OF DATA

The demographic information of the participants is presented in tables followed by a discussion and analysis of the information presented. The first section, Section A, provides the demographic details of the participants with regards to gender, age, years living in Alexandra and the years of experience of participants from the City of Joburg Municipality in administering the IDP. Section B offers a discussion of the themes that were identified.

The research findings revealed that similar patterns of themes emerged from both the municipality and community participants' groups. The findings from both groups are therefore presented in an integrated manner. The findings are supported by verbatim quotations of the respective participants groups' views which were obtained during the focus group interviews.

SECTION A

4.2.1 Demographic information

4.2.1.1   Gender

- **Table 3:   Gender distribution**

Gender	Number of participants	Percentage (%)
Male	7	70
Females	3	30
TOTAL	**10**	**100**

Table 3 shows that only three of the participants were female, while seven were male, which means the majority (70%) of the participants were male. The data show that more men than women are involved in the IDP process in the City of Johannesburg Municipality.

4.2.1.2   Age

- **Table 4:   Age distribution**

Age	Number of participants	Percentage (%)
Age 18-25	0	**0**
Age 25-30	2	**20**
Age 30-40	5	**50**
Age 40 or above	3	**30**
TOTAL	**10**	**100**

Table 4 indicates that the highest single proportion of the participants (50%) was in the age range of 30 to 40 years old, followed by 30% in the age group of 40 years and older, whilst those in the age range of 25 to 30 years constituted only 20% and 0% for the age range 18 to 25 years. These data indicate that participants from both groups (municipal employees and community representatives) were not younger than 25 years of age.

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4.2.1.3 Years lived in Alexandra

- **Table 5: Years lived in Alexandra**

Years	Number of participants	Percentage (%)
0-5 years	1	**10**
5-10 years	6	**60**
10 or more	3	**30**
TOTAL	**10**	**100**

Table 5 shows the majority of participants (60%) have been living for five to ten years in Alexandra Township. Those participants living in Alexandra Township for more than 10 years were 30% and those living for five years or less in Alexandra Township are represented by 10%. The data from Table 5 make it clear that the participants lived long enough in their township to know their community.

4.2.1.4 Years of experience in administering the IDP

Table 6: Years of experience in administering the IDP

Officials	Years of experience	Percentage (%)
Official 1	4	7.7
Official 2	5	9.6
Official 3	18	34.6
Official 4	15	28.9
Official 5	10	19.2
TOTAL	52	100

Table 6 shows that the officials in this study have more than 50 years of experiences in administering the IDP of which the majority of participants (83%) have 10 or more years of experience in administering the IDP. However, those employed between the years nil to five years represent only 17%. The data from Tables 6 make it clear that the majority of the workforce have administered the IDP process for more than 10 years.

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4.2.2 Themes

Thematic analysis is implemented as a strategy for data analysis (Creswell, 2007:75). De Vos (2005:338) maintains that "identifying themes, recurring ideas or language patterns of belief that link people and settings is the most intellectually challenging phase of data analysis". Information gathered from the main study was categorised into six themes as Schurink et al. (2011:410) suggested five or six themes need to be reported in qualitative analysis. The following six themes are presented in Table 7 below.

Table 7:   Themes

	Themes
1	Knowledge of the IDP
2	The role of the community in the IDP process
3	Functioning of ward committees in the IDP process
4	Consultation and decision-making in the IDP
5	Challenges in the IDP process
6	Suggestions to enhance the IDP process

4.2.2.1   Theme 1:   Knowledge of the IDP

Almost everyone expressed the opinion that there is a gap in terms of knowledge of the IDP process itself, particularly from participants representing the community.   The following quotes are an indication of the responses from the participants.

> *"I do not know a lot about these IDPs." "How do I tell others about things I am not sure of?" "I doubt if my ward councillor knows about IDP, where it starts and ends."   "It is true we are supposed to create an enabling environment for the community to know about get involved in the IDP, but we are also under pressure to implement our performance targets."*

The above quotes seem to indicate a lack of knowledge concerning the IDP process and concur with the opinion of Human (2007:67-68) who states that, as part of capacity

building on IDPs, an enabling environment should be created for members of the community to participate meaningfully in the IDP. The quotes also support the view of Reddy and Sikhakhane (2008:688) who believe that, if residents are not educated on when, why and how they should participate in the IDP, it will impact negatively on the process.

Participants from the community participants' focus group took it further stating the following criticism:

> *"All they do is to come here and give us T-shirts and food, so that we vote for them, but they do not explain it to us in detail." "These municipality officials are always in a hurry." "The problem with municipal officials and politicians, is that they tell you about these IDPs now, and you will see them again after five years; no feedback, nothing." "They make us sign the attendance registers and in a short while they are gone." "They speak, heavy and complicated English and political terminology to us, and expect us to understand these IDPs."*

Human (2007:67-68) explained as part of capacity building an executive summary should be made available, preferably in an African language for public comments, and it should facilitate broader community participation as most IDP documents are too bulky and technical for ordinary citizens to absorb. As part of on-going capacity building the participants suggested:

> *"They should come here all the time, not only when we are closer to the election, to encourage us to participate in the IDPs." "Just like they campaign for votes, they must also do that with IDPs in our communities." "The more they raise awareness, the more we will be interested and take it seriously." "We need to do more awareness campaigns on IDPs in the community." "Well, from the side of the municipality, we know about IDP, but we need to educate the community about it."*

From the responses of participants it is clear that more awareness campaigns regarding IDPs should be conducted in the community by both municipal officials and politicians to enhance the knowledge about the IDP process of community members. The above

statements correlate with the suggestion of Njenga (2009:23) that as community members are encouraged to participate, some of the conditions should include essential public events within the IDP process, making use of councillors to make communities aware of IDP processes. These quotes are also in line with the DPLG IDP guide-packs (2002a-d) that put emphasis on the importance of involving and training all stakeholders at each stage of the IDP planning processes. As Hepworth et al. (2006:17) concluded that systems and individuals within the social systems theory influence each other, awareness campaigns will thus make it possible for all stakeholders to broaden their knowledge about the IDP to influence each other to implement a successful process.

4.2.2.2 Theme 2: The role of the community in the IDP process

The second theme identified was the role of the community specifically in needs identification in the IDP formulation. Both the municipal and community participants' groups acknowledged the importance of the role of community participation in the needs identification phase, and the listing of priorities during the initial phase of the IDP process. The community participants' group perceived their role as one of identifying needs in their respective areas or wards. The following are statements from participants in the groups indicating the importance of being included in the needs identification phase of the IDP process within Region E (Alexandra Township) of the City of Johannesburg Municipality.

> *"They must involve us in the needs identification phase." "Sometimes we do not have enough resources to achieve all these IDP needs, but in reality our programmes should be informed by the needs of the community." "They (local government) must find out from us, regarding the basic services we need first in our area."*

Both groups of participants agreed that both stakeholders need each other and should therefore be involved in the needs identification phase of the IDP. These statements support the legislation of the Municipal Systems Act of 32 of 2000 which stated clearly that citizens must participate in the preparation, implementation and review of the IDP. Njenga (2009:23) takes it further stating that as community members are encouraged to participate, some of the conditions should include informing residents on the entire IDP

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planning process. The above statements confirm the view of James and Gillilland (2005:9) that in the systems theory, a change or a movement in one of the systems results in a change or movements in the others. In other words, for the IDP programme to be credible and functional, both the community and municipal officials should work together as early on as in the need identification phase. Although the participants indicated the importance of dual participation in the needs identification phase, they also expressed their feelings of isolation in the process saying:

> *"We always tell them what our needs are in our areas, but after we elect them and they get positions they never come back to us." "The ANC has failed us; they do not listen to us anymore." "They do not listen to anyone when it comes to development of our area, they do not stay here anyway, but in suburbs." "They only come during election time, and we will never see them again." "These comrades have now become very arrogant."*

The above statements reveal clearly that there seems to be a feeling of isolation and apathy among the community towards participation in the needs identification phase of the IDP process in this particular township of Alexandra. This feeling of isolation correlates with Draai and Taylor (2009:114) who argued that, despite a variety of legislative prescriptions pertaining to participation, a degree of apathy remains amongst communities. For the IDP process to be successful, Ambrosino et al. (2005:50) stressed the importance of the different parts or elements of a system not to function in isolation, but to function by depending on and interacting with each other to complete the system as a whole.

Flowing from the participants' feeling of isolation, they were able to elaborate on the need for a working relationship amongst the shareholders. The following are statements from participants in the groups indicating their urgency to participate.

> *"We know what we need in our areas, and we need a platform to participate in telling them the things that we need in our areas." "They must give us a chance to tell them what we need in our area." "We know what our needs are, they must not decide for us." "We may not be educated, but we know the most pressing needs needed to be attended to in our community." "How*

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would you feel if I came to your house and started imposing my rules in your house?"

The above statements reveal clearly that there seems to be a need from the community workers to work with municipal workers in achieving their goal of a better community. This is in line with the view of Van Rooyen (2003:135) who indicated that in order for community participation to succeed, a working relationship between all stakeholders in local government should be established. Mziwakhe and Reddy (2008:673) referred to this relationship as a participatory culture. The above discussion concur with the authors Ambrosino et al (2005:50) concerning the systems theory, indicating the whole cannot be complete without the presence and participation of each of the elements, and thus, there is consequently "a relationship amongst them".

4.2.2.3   Theme 3:   Functioning of ward committees in the IDP process

The third theme identified was the functioning of ward committees in the IDP process. Participants felt that a ward committee approach is a good mechanism that allows the community to be well represented and encourage participation in the IDP. During the focus groups participants expressed the view that:

> *"The plan for ward committees is a good one." "As the municipality, we invite everyone in the IDP regional stakeholder summit, to ensure that we comply with the legislation." "In the ward committee we need each other, no one person is more important than others."*

The above quotes indicated that participants are in agreement that ward committees are good mechanisms which support the White Paper on Local Government (1998) that ward committees are a legislative requirement for the local community to be drawn into the process of participation. However, as responses from both groups of participants indicated, the practical implementation thereof seems to be a challenge.

> *"The problem is that sometimes it serves the interests of only those who are loyal to the ward counsellor." "Some of these comrades have elected each other in this ward committee." "How do you trust such committees?" "If you are a minority party in the community, your views will never be taken seriously." "I do not even know them; who are they?"*

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These responses illustrate the poor involvement of community workers in the ward committees in the community which may lead to a poor working relationship. These responses are in line with the observation of Reddy and Sikhakhane (2008:697) that community members are not co-operative and do not seem to have a good working relationship with committee members. These responses are in line with the systems theory as stated by Thyer (2010:04) who indicated that individuals and their environment are separate systems that are interconnected and interdependent, and a change or movement in one of the systems results in a change or movement in the others. Thus for the ward committees to be successful in functioning as a whole, the view of Kirst Ashman (2010:10) who indicated that the system theory is a set of elements that are orderly and interrelated to make a functional whole, cannot allow individuals to function in isolation in the process of participation. This seems to suggest that the ward committees, the community and municipal officials in charge of the IDP, should work together as equal partners to ensure successful implementation of the IDP.

4.2.2.4 Theme 4: Consultation and decision-making in the IDP

The fourth theme identified was the participants' views relating to consultation and decision-making in the IDP process. The participants showed their despondency concerning the lack of consultation and involvement in decision-making, by staying:

> *"Municipal officials do not consult us as the community when it comes to decision-making in the IDP; they make their own decisions without us."* *"They want us to rubber stamp what they have already decided in their boardrooms, they want to use us as tools."* *"This is the sickness of our ruling party the ANC."* *"They no longer consult with the people; they have now become very arrogant."* *"Municipalities are so corrupt, they don't consult when it comes to major decisions, and they award contracts and tenders to their fellow comrades for almost all projects in our community."* *"As opposition parties, we need each other."*

It is clear that consultation during decision-making is either not adequate or not taking place at all between the community and authorities from the municipality. These excerpts correlate with the view of Botes and Van Rensburg (in Human, 2007:49) who

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state that real participation entails more than just informing communities of decisions already taken or selling proposals. These excerpts also reiterate what Arnstein (in Mphahlele, 2010:24) maintains, namely that inviting citizens' opinions can be a legitimate step towards full participation, but if consultation with residents is not combined with other modes of participation, it can become problematic, because it offers citizens no assurance that individuals' concerns and ideas will be taken into account. The implementation of such collaboration in IDP decision-making correlates further with the systems theoretical framework as Teater (2010:23) indicated in order to facilitate change in a system, one must assess how the system is currently operating. The author explained four basic steps of which input is what goes into the system in order to make it work and could include physical or material resources needed in order to reach a goal or produce a specific result or information or communication as received by other systems. In order for the decision-making process to work the community workers need to be seen as part of the resource structure to reach the goal of successful decision-making in the IDP.

4.2.2.5 Theme 5 Challenges in the IDP process

Participants from the community and the municipality's focus groups have different views concerning budget issues in theme five. The following responses concerning budget constraints experienced in the IDP process, indicating:

> *"Some of the community demands cannot be achieved overnight, it takes time and money." Remember, as municipality employees, we rely on the budget allocation." "Our needs prioritisation relies on the budget allocated to us." "The community have the people, but we have the money, development programmes should be prioritised according to the budget and resources allocated." "It is true we are supposed to create an enabling environment for the community to get involved in the IDP, but we are also under pressure to implement our performance targets." "We take decisions based on budget allocation and the community need to understand this."*

From the above excerpts there seems to be conflicting views between the community participants and those representing the municipality, especially with regard to the budget.

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These excerpts correlate with the view of Tshabalala (2006:88) whose findings indicated that there seem to be conflicting views within the municipality regarding the involvement of the community in the prioritisation of needs and that this can be ascribed to budget constraints. Human (2007:68) is also of the opinion that budgetary constraints should be made known during the prioritisation of projects, in order to avoid creating expectations which cannot be met immediately. Unfortunately some of the community's participants showed a lack of knowledge concerning budget issues indicating:

> *"The municipality does not have money; that is our money (meaning the community)." "We pay rates and taxes."*

These quotes just emphasise the importance of Tshabalala's (2008:401) view that the municipality must ensure that information relating to the budget for prioritised projects or programmes, is well communicated and understood by the community as well. This will ensure that needs prioritisation in the IDP is accepted, credible and functional, and not just a top-down approach. It is clear from the systems theory as stated by Grinnel and Unrau (2011:1271), for both groups of participants to function successfully as a whole, all parts of the system need to contribute equally, whilst a change in one system results in a change in others or movement.

4.2.2.6   Theme 6   Suggestions for enhancing the IDP process

There seems to be an agreement amongst both groups of participants in theme six that public meetings are a mechanism that should be used to give public or community members an opportunity to participate in the IDP by saying:

> *"We need a workshop on how the IDP works." "Together we can achieve more and stop sabotaging each other, or pushing one party's agenda." "These meetings and mayoral IDP imbizos or road shows can be good." The ruling party must also accommodate us in these meetings".*

The participants also suggested ways to improve involvement in these meetings by indicating:

> *The problem is that meetings take place during the day, whilst some of us are at work." "It would be best, if we can have them on weekends, and they also provide transport."*

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From the above citations it is clear that community meetings are a common method of community participation and that the participants are in agreement with the DPLG and GTZ (2005:11) that indicate, for the process of participation to be meaningful and to be seen as meaningful for both parties, the municipality and the public have to listen to each other rather than just talk to each other. Mphahlele (2010:23) takes it further that meetings are an opportunity for municipalities to invite the community to attend council meetings, where anything from development to reports, to the community on the progress of projects taking place in the area, can be discussed. The above excerpts from both participants' focus groups clearly reveal that there is a need for working together as a team from both the ruling party within the municipality as well as the community and minority parties who happen to be opposition in this instance, in order to make a difference in IDP meetings. These concur with the view of Teater (2010:23) who states that within the social systems theory a system's operation includes four basic steps namely input, throughputs, outputs and feedback. How the IDP processes or uses the output is then transmitted to the environment and to other systems. This then determines success or failure of the IDP in reaching the goal or required results in the community.

Another suggestion to enhance the IDP process was ownership of the IDP by community members. The community members' focus group specified that:

> *"We must feel that this programme belongs to us and that it is not imposed on us." "They must involve us from the beginning to the end, and in that way, it will be successful." "They must use our local people in these projects and not their friends from other areas."   "If we are part of the IDP programme, from the beginning to the end, you will not experience service delivery protests because how can we destroy things that belong to us?"*

Even the municipal officials' focus group agreed with the above by saying:

> *"As municipal officials, we want to involve everyone, but we operate within a limited time frame, and so, we are always under pressure to finish." "We can always learn from mistakes, but community ownership of this programme is*

very important, because without community buy-in, it will not be accepted and credible."

It is apparent that participants feel that all stakeholders should be involved in the IDP from the beginning to the implementation phase, and this will give community members a sense of ownership and accountability. These citations concur with the view of Njenga (2009:36), who states that ownership of decisions and policies improves effectiveness of policy as relevant information is shared in the decision-making process which will empower and increase the capacity of beneficiaries. The above statements are in line with the systems theory outlined by Kirst-Ashman (2010:10) who presented it as a set of elements that are orderly and interrelated to make a functional whole, and that elements of a system do not function in isolation. In other words, both the municipality and the community need to work together for the successful implementation of the IDP.

4.3   SUMMARY

This chapter presented the research findings of the empirical study along different themes. These themes were: knowledge of the IDP, the role of the community in the IDP process, functioning of ward committees in the IDP process, consultation and decision-making in the IDP, challenges in the IDP process and suggestions to enhance the IDP process. Where applicable empirical findings were linked with the theoretical framework and literature from Chapters One and Two of the study.

In Chapter Five conclusions and recommendations will be provided, drawn from the study.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1   INTRODUCTION

This chapter concludes the research report. As a point of departure, the researcher indicated whether the goal and objectives of the study have been achieved. In Chapter Five conclusions were based on the key findings of the study as presented in Chapter Four. This was followed by recommendations based on the conclusions and finally recommendations for further research were motivated.

5.2   RESEARCH GOAL AND OBJECTIVES

The goal of the study was to explore the role of community participation in the IDP process of the City of Johannesburg Municipality. The goal was achieved through the realisation of the following four objectives.

The first objective was to conceptualise the legal and policy framework for implementation of IDPs in South African municipalities with reference to community/public participation. The first objective was attended to first in chapter one and then in chapter two through an in-depth literature review which focused on exploring the nature and extent of community participation in the IDP processes, the understanding of the IDP process and its meaning to the community. The researcher also explored community participation in relation to decision-making in the process of IDP consultation. In addition, there was also a description of the legislation governing the IDP implementation in South Africa, focusing on the Municipal Systems Act of 2000, the Municipal Structures Act 117 of 1998, the Constitution of the Republic of South Africa Act 108 of 1996 and the White Paper on local government (1998).

The second objective was to examine the nature and extent of community participation in the IDP processes (understanding of the IDP process and its meaning to the community), while the third objective was to examine community participation in the decision-making process within IDP consultation. These objectives were both achieved in Chapter Three where the researcher used a collective case study with focus group interviews to collect rich data. The data collected through the focus group interviews were clearly interpreted and analysed and the results were presented in table form and also within themes. Furthermore, these results were linked to the theoretical framework and the literature review discussed in Chapters One and Two of the study.

The last objective was to make suggestions for advocacy on meaningful community participation to optimise the success of IDP in the City of Johannesburg Municipality. To achieve this objective, Chapter Five dealt with the key findings and conclusions of the study. The necessary recommendations based on the findings, have been made to address the challenges and how to expand the research in future in order to obtain a better understanding of the research topic.

The researcher will therefore conclude that the goal and objectives of the study have been accomplished through the research.

5.3   KEY FINDINGS

Successful implementation of acceptable and credible IDP programmes in the Alexandra community remains a challenge as illustrated by the following key findings.

Participation in the IDP process in the Alexandra community which forms part of Region E of the City of Joburg Municipality, has been acknowledged, but has not been meaningful and effective to either municipal officials or the community.

The community members are ignorant concerning budget issues and the IDP processes due to a lack of knowledge and training.

Community meetings are a common method of community participation. However, there is a lack of awareness campaigns in the community by both municipal officials and politicians to enhance the knowledge about the IDP process of community members.

An important factor in the needs identification phase and the listing of priorities during the initial phase of the IDP process, is the role of community participation. Community members are of the opinion that their participation in the IDP is not generally valued and meaningful and there seems to be a feeling of isolation from the community towards participation in the needs identification phase of the formulation of IDP processes.

There is a need from community workers to work with municipal workers in achieving their goal of a better community.

Ward committees are good mechanisms that allow the community to be well-presented and encourage participation in the IDP process. The practical implementation thereof however, seems to be a challenge.

Consultation is not adequate, as well as not being meaningful to the community or it is done wrongly consciously or unconsciously. There is a feeling of discontent concerning the lack of consultation and involvement in decision-making.

It is essential for community members to have a sense of ownership and accountability in the IDP process.

5.4   CONCLUSIONS

After careful consideration the following conclusions are made, based on the findings of the study.

Community participation in the IDP of the Alexandra community which forms part of Region E of the City of Joburg Municipality is still very limited.

As part of capacity building on IDPs, an enabling environment should be created for members of the community to participate meaningfully in the IDP.

For the IDP to be successful, all stakeholders should be consulted before a decision is taken to help ensure that all decisions taken relating to IDP, will be accepted.   The community members and municipality officials should be involved in IDP decision-making from the beginning up to the implementation phase, which will give community members a sense of ownership and accountability.

To optimise the successful implementation of the IDP, both the municipal officials and the community members should work together as a team in planning, needs identification, implementation and review of the IDPs.

Public meetings are important mechanisms to give community members an opportunity to participate in the IDP process.

5.5   RECOMMENDATIONS

The recommendations from the study are presented in two parts. Firstly, recommendations are made to the management of the City of Johannesburg Municipality which could guide the IDP planning and needs assessment, implementation and a review of its IDP programme in light of the above-mentioned conclusions.   Secondly, some recommendations for future research are proposed.

5.5.1 Recommendations to the management of the City of Johannesburg Municipality

The following recommendations are forwarded to management to guide the IDP programme in its planning, needs identification, implementation and review.

It is clear from challenges emanating from the findings that community participation in the IDP process should not be seen as a way of compliance with legislation, procedures and performance scorecards by municipal officials, but rather an effective and meaningful process for sustainable development.

Efforts to achieve effective and meaningful participation need to be improved through training which will ensure that the whole IDP process is credible and accepted in the community.

Capacity building in the form of training of ward councillors, ward committees and on-going IDP awareness campaigns is essential for successful implementation of IDP programmes in the community.

For ward committees to function effectively, all stakeholders' views need to be accommodated and respected.

Financial constraints should be made known during prioritisation of key projects in the community to avoid creating expectations which cannot be met immediately.

On-going feedback or progress made and challenges faced should be clearly explained to the community to avoid anger and frustration during the IDP process.

More awareness campaigns regarding IDPs should be conducted in the community by both municipal officials and politicians.

Community members need to have an opportunity to participate in the IDP through public meetings.

5.5.2 Recommendations for future research

It is suggested that the same research may be conducted in other regions of the City of Johannesburg Municipality, or other municipalities in South Africa. The research could go to the extent of exploring some rationale behind apathy towards community participation in the IDP programmes, including service delivery protests, civil unrest and vandalism of key municipal infrastructural development projects by community members.

Finally, mechanisms for community participation in the IDP processes should be evaluated to see if the IDP is indeed achieving the purpose for which it was designed.

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APPENDIX 1:   Letter of permission from the City of Joburg

Joburg

a world class African city

City of Johannesburg
Group Strategy, Policy Coordination and Relations

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YOUR REFERENCE: DR FLORINDA TAUTE (RESEARCH SUPERVISOR)
OUR   REFERENCE: IDP RESEARCH STUDY.

15 February 2013

Department of Social Work and Criminology
University of Pretoria.
M.SD. (C/W Management)

Attention: Mr. N.S. Mbelengwa (Student no;23275635)

**RESEARCH STUDY: COMMUNITY PARTICIPATION IN THE INTERGRATED
DEVELOPMENT PLAN OF CITY OF JOBURG MUNICIPALITY**

I refer to your request to conduct the abovementioned research with our Council.

We confirm acceptance of your proposal to conduct the abovementioned research with our
municipality subject to the following conditions:

1. City of Joburg will not be liable for any cost regarding the project as per your request.

2. You will work through the Office of the Executive Mayor, in the Group Strategy, Policy
    Coordination & Relations Department.

3. All information to be requested will be given in good faith and Council or
   its employees will not be held responsible for any mistake or delays
   which may occur during the research period

Thank you

T./MUNDALAMO
ACTING HEAD (Integrated (IDP) & Community Based Planning)
083 272 1241

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APPENDIX 2: **Ethical clearance from the Research and Ethics Committee of the University of Pretoria**

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Humanities
Office of the Deputy Dean

1 July 2013

Dear Prof Lombard,

Project:	**Community participation in the Integrated Development Plan of the City of Johannesburg Municipality**
Researcher:	**NS Mbelengwa**
Supervisor:	**Dr FM Taute**
Department:	**Social Work and Criminology**
Reference number:	**23275635**

Thank you for the application that was submitted for review.

I am pleased to be able to tell you that the above application was **approved (with comment)** by the **Postgraduate Committee** on 11 June and by the **Research Ethics Committee** on 27 June 2013. Data collection may therefore commence.

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 actual research depart significantly from the proposed research, it will be necessary to apply for a new research approval and ethical clearance.

The Committee requests you to convey this approval to the researcher.

We wish you success with the project.

Sincerely

Prof Sakhela Buhlungu
Chair: Postgraduate Committee &
Research Ethics Committee
Faculty of Humanities
UNIVERSITY OF PRETORIA
e-mail: sakhela.buhlungu@up.ac.za

APPENDIX 3:   Informed consent

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Humanities
Department of Social Work & Criminology

16/05/2013

Name of researcher: Simon Mbelengwa

Contact details: Tel: 011 582 1641, Cell: 078 661 2544/ 082 705 3439

E-mail: SimonMbel@Joburg.gov.za

Respondent's Name: ………..……….…………………….…

Informed consent

Title of the study: Community participation in the Integrated Development Plan of the City of Johannesburg Municipality.

Purpose of the study: To explore the role of community participation in the IDP process.

Procedures: Participants will be part of a focus group interview that will take place at the Alex Sankopano multi-purpose main hall in Alexandra. The focus group session will last for one to two hours.

Risks: There are no risks or any form of discomfort involved in participating in the study.

Benefits: There is no financial gain in participating in the study, however, participation in the study will assist in expressing and identifying suggestions for meaningful community participation to optimise the success of IDP in the City of Joburg Municipality.

Participants' rights: Participation in the study is voluntary and the respondent may withdraw from participating in the study at any time without any negative consequences.

Confidentiality: The information received will be treated confidential and no identification will take place. Should the participant withdraw from the study, his/her data will be destroyed. Only the researcher and the supervisor have access to the data before it is published. The results of the study may be published in the researcher's final research document, a professional journal or presented at professional conferences, but no records or the identity of a respondent will be revealed unless required by law.

My signature below indicates that I have given my informed consent to participate in the above-describe project and further indicates that:

- I have been given the opportunity to ask questions about the described project and my participation and that my questions have been answered to my satisfaction.
- I have been permitted to read the document and have been given a signed copy of it.
- My participation in the study does not require giving up any legal right.

I understand that if at any time I would like additional information about the project, I can contact the researcher.

_____   _____
Signature of participant   Date

N.S'Mbelengwa
_____   _10/05/13_____
Signature of researcher   Date

_____   _____
Signature of supervisor   Date

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APPENDIX 4:   Interview Schedule

INTERVIEW SCHEDULE

Biographical Information

1   Gender

2   Age

3   How many members' does the structure you represent consist of

4   How long you have been employed as a municipal official at City of Joburg
     municipality?

Discussion

1   Explain your understanding of effective and meaningful participation of
     community members in the IDP.

2   Explain the influence of organisations in the IDP process.

3   What is the purpose and role of the community participation in the City of
     Joburg IDP process?

4   What is your experience of community participation in the IDP process in the
     City of Joburg municipality?

5   To what extent does community participation affect decision-making in the
     municipality, in particular with regards to the IDP process?

6   At which stages of the City of Joburg IDP process does community
     participation occur?

7   What are the challenges facing community participation in the IDP process in
     the City of Joburg municipal area?

8   What suggestions do you have to enhance community participation in the IDP
     process in the municipality?

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APPENDIX 5:   **Letter from the editor**

BERNICE BRADE EDITING Member of the Professional Editors' Guild

FREELANCE WRITER, PROOF READER AND EDITOR
WEB RESEARCHER AND RESEARCH STRATEGIST
ENGLISH SPECIALIST
ESTABLISHED 1987

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23 April 2016

P O Box 940
LONEHILL 2062
South Africa

To whom it may concern

This letter serves to confirm that in April 2016 I did the
proofreading and the language editing for the Dissertation of
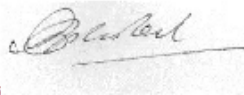**NDWAKHULU SIMON MBELENGWA**
Student Number 23275635
Titled: *Community Participation in the Integrated Development Plan of the City of Johannesburg Municipality*
This document is being submitted in fulfilment of the requirements for the degree
MASTER OF SOCIAL SCIENCE (Social Work Management)
In the Department of Social Work and Criminology of the Faculty of Humanities
At the UNIVERSITY OF PRETORIA.

I have proofread and edited the work from the introductory pages through to the list of References and also some of the Appendices. This editing principally involves proofreading, language, style and grammar editing, and also checking the text for clarity of meaning, sequence of thought and expression and tenses. I have also noted any inconsistencies in thought, style or logic, and any ambiguities or repetitions of words and phrases, and have corrected those errors which creep into all writing. I have written the corrections on the hard copy and have returned the document to the author, who is responsible for inserting these. Please note that this confirmation refers only to editing of work done up to the date of this letter and does not include any changes which the author or the supervisor may make later.

April 2016

Bernice McNeil

Member of the English Academy of Southern Africa
Member of the Classical Association of South Africa

Proprietor: Bernice McNeil BA Hons, NSTD
http://www.angelfire.com/journal/edit/aboutbba.html

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