

**ADMINISTRATIVE SUPPORT SERVICES FOR COMMUNITY  
PARTICIPATION IN THE IDP: A CASE STUDY OF THE  
OOSTENBERG MUNICIPALITY**

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(i)

## **DECLARATION**

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

Date: September 2000

(ii)

## ABSTRACT

This study explains community participation in the Integrated Development Planning (IDP) process and indicates that administrative support in the Oostenberg Municipality is not conducive for the facilitation of effective participation in this process. This resulted in poor attendance of the 1997/98 cycle of the IDP meetings. Certain improvements in this regard to the 1998/99 cycle did not show any significant difference. This situation did not allow the Oostenberg Municipality to achieve the objective of meaningful input from the community in the IDP policy process. It resulted in the budget not reflecting the priority needs of community specifically.

Data in the study was obtained by means of a questionnaire. Information derived at supports the researcher's hypothesis that administrative support is not conducive to effective participation. The study yielded various reasons for non-participation, *inter-alia* that:

- ▶ the community was uninformed about the IDP, preventing people from access to information and effective participation;
- ▶ community participation was undertaken by various directorates on a fragmented basis while no official plan for implementing participation in a coordinated fashion existed;
- ▶ the Oostenberg Municipality relied only on community meetings as a method of participation. The illiteracy factor in the Oostenberg community however, made this an ineffective method; and
- ▶ the community do not value their participation because of the perception that the municipality and it's officials do not regard the community input in a serious light.

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Based on these findings, criteria for supporting effective community participation processes were developed. Practical recommendations which can be used to overcome the problems of participation in the context of the study were formulated. The principle recommendations derived at in this study are the following:

- ▶ participation should be institutionalised by making one directorate responsible for it;
- ▶ incorporating a participation policy into the organisation;
- ▶ introducing alternative participation mechanisms, techniques and structures for the IDP;
- ▶ the establishment of better communication systems and processes for the IDP; and,
- ▶ the use of developmental-orientated officials and councillors (by providing them with ongoing training and development). If officials and councillors become development-orientated they will eventually value community participation.

(iv)

## OPSOMMING

Die studie verduidelik deelname in die Geïntegreerde Ontwikkelingsbeplanning proses (GOP) en dui daarop dat administratiewe steun in die Oostenberg Munisipaliteit nie bevorderlik is vir die ontwikkeling van effektiewe deelname in die proses nie. Dit het veroorsaak dat daar swak bywoning van die 1997/98 siklus van GOP vergaderings was. Verbeterings in hierdie verband tot die 1998/99 siklus het nie enige merkwaardige verbeterings getoon nie. Die swak bywoning het nie die Oostenberg Munisipaliteit toegelaat om die doelwitte van betekenisvolle insette van die gemeenskap in die GOP proses te bereik nie. Dit het gevolg dat die prioriteite van die gemeenskap nie in die begroting gereflekteer is nie.

Data in die studie was verkry deur middel van 'n vraelys. Afleiding gemaak vanaf inligting ondersteun die navorser se hipotese dat administrasie steun nie bevorderlik is vir effektiewe deelname nie. Die studie verskaf verskeie redes vir die swak deelname, onder andere dat:

- ▶ die gemeenskap oningelig was oor die GOP en dat dit die mense weerhou het van toegang tot informasie en effektiewe deelname;
- ▶ gemeenskapsdeelname onderneem was deur verskeie direktorate op 'n gefragmenteerde basis terwyl geen amptelike plan vir die implementering van effektiewe deelname op 'n gekoördineerde manier bestaan het nie;
- ▶ Oostenberg Munisipaliteit slegs op gemeenskapsvergaderings staatgemaak het as 'n metode van deelname. Die ongeletterdheid in die Oostenberg gemeenskap het dit 'n oneffektiewe metode gemaak; en
- ▶ die gemeenskap heg geen waarde aan hul deelname nie aangesien die persepsie bestaan dat die munisipaliteit en sy amptenare nie die gemeenskap se insette in 'n ernstige lig beskou nie.

(v)

Gebaseer op hierdie bevinding was kriteria vir effektiewe deelname ontwikkel. Praktiese aanbevelings wat gebruik kan word om probleme van deelname te oorkom was in die konteks van hierdie studie geformuleer. Die belangrikste aanbevelings is as volg:

- ▶ deelname moet ge-institusioneel word en een direktoraat verantwoordelik te maak daarvoor;
- ▶ die daarstelling van 'n deelname-beleid by die munisipaliteit;
- ▶ die bekendstelling van alternatiewe deelname meganismes, tegnieke en strukture vir die GOP;
- ▶ die vestiging van beter kommunikasie stelsels en prosesse vir die GOP; en
- ▶ die aanwending van ontwikkeling georiënteerde amptenare en raadslede (deur hulle te voorsien van deurlopende opleiding en ontwikkeling). Indien amptenare en raadslede ontwikkelings-georiënteerd is, sal hulle waarde kan heg aan gemeenskapsdeelname.

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## LIST OF ACRONYMS

AA	-	Alcoholics Anonymous
CBOs	-	Community-Based Organisations
CEO	-	Chief Executive Officer
EXCO	-	Executive Committee
FCR	-	Foundation for Contemporary Research
IDP	-	Integrated Development Plan/Planning
LGTA	-	Local Government Transition Act
MSA	-	Municipal Structures Act
NGOs	-	Non Governmental Organisations
RDP	-	Reconstruction and Development Programme
SALGA	-	South African Local Government Association
SANCO	-	South African National Civic Association
SANTA	-	South African National Tuberculosis Association



# CHAPTER ONE

## INTRODUCTION

### 1.1 BACKGROUND

The Department of Constitutional Development (1997 : 16) identifies participation as one of the principles which forms the basis of the Integrated Development Planning (IDP) by explaining that:

“Democracy is about participating. Each individual, and individuals coming together as institutions and bodies, have the right to participate in development, to address their own special needs and concerns, to raise consciousness and perhaps even to prick one’s conscience at times. Development depends on such participation, but development also can be hindered if participatory processes are unbalanced, unconstructive, selfish, superficial or manipulated”.

The new dispensation in South Africa which started from 1994 has led to an era of transformation on all spheres of government. The local government system has been radically transformed since 1994 by central governments’ policy directions. This transformation process resulted in the White Paper on Local Government (1998). The Municipal Structures Act, 1998 (Act 117 of 1998) and the Municipal Systems Bill (1999) resulted from the White Paper on Local Government. The first act deals with the institutional aspects of the local government transformation process while the latter seeks to establish the basic principles and mechanisms to give effect to developmental local government as determined by Sections 152 and 153 of the Constitution of South Africa (1996). These legislation identifies core elements that



are essential to realising a developmental local government system. These elements include IDPs and community participation. The legislation indicate participatory process as critical to the success of municipal planning.

The South African Constitution (1996) mandates local government to promote social and economic development. The Integrated Development Planning Process is a mechanism indicated by the Local Government Transition Act (1996) to achieve specific development challenges. The IDP is not a top-down process, but vice versa. The meaningful participation of stakeholders is an essential ingredient to determine the vision and the development priorities of a municipality and its residents.

It can be argued that for the IDP to be successful municipalities must establish participatory processes which are constructive and effective. Unconducive approaches to community participation by officials and councillors will not achieve the active participation of the community in the decision-making process which democratic and developmental local government requires.

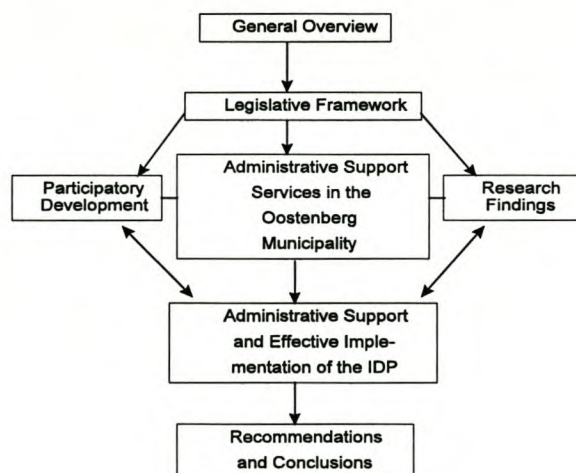
Under the previous constitutional dispensation, the internal structures of municipalities was designed for service delivery only, thus the promotion of social and economic development is a new responsibility. The new role of local government implies a process that is well managed in pursuance of these new goals and that the organisational structure and procedures will have to change accordingly (Koster, 1996 : 104). Previously, planning was primarily done by officials without the input of the community and other stakeholders. The necessary organisational and management capacity should be established to give effect to the IDP policy process.

Against the background of the democratic and developmental local government, effective participation in the Integrated Development Planning (IDP) process will be examined by using the Oostenberg Municipality as a case study in this assignment.

Local government is now mandated with development functions and obliged to work with local communities to find sustainable and informed solutions for improving their quality of life (White Paper on Local Government, 1998 : 17). This participation in local government affairs as a vehicle for democracy is essential for the success of the IDP.

## 1.2 THE STRUCTURE OF THE STUDY

The purpose of this study is to examine community participation in the IDP of the Oostenberg Municipality. In order to achieve this objective the research has been structured as follows. In chapter one the research problem and hypothesis as well as the methodology selected for the research are stated; chapter two examines the legislative framework for developmental local government. Chapter three focuses on participatory development, while the administrative support function in the Oostenberg is covered in chapter four. Chapter five identifies the requirements for effective implementation of the IDP, and chapter six provides recommendations for improving participation in the IDP process. Chapter seven is the concluding chapter.



**Figure 1.1 Schematic plan of research**

### 1.3 RESEARCH PROBLEM AND HYPOTHESIS

The topic for the study is administrative support for community participation in the IDP process: A case study of the Oostenberg Municipality. The case study method was appropriate to analyse the problem practically.

The lack of community participation in the IDP process in the Oostenberg Municipality has become a major problem. The 1997/98 consulting meetings in the IDP process reflected poor attendance by the community (*See Figure 1.2*). As a result of these poor attendances improvements to the 1998/99 cycle of community meetings were introduced. However, despite the improved efforts and financial expenditure, attendance by the community was still bad. It can be argued that this low attendance do not allow the Oostenberg Council to get meaningful input from the community in such a way that their priorities can be incorporated in the annual budget.

OOSTENBERG MUNICIPALITY IDP MEETINGS

WARDS (Average of 4500 voters per ward)		ATTENDANCE
1		3
2		0
3		0
4		2
5	} Meetings cancelled because of distribution problem	-
6		-
7		-
8		-
9		6
10		0
11	} Combined	14
12		10
13		0
14		0
15		0
16		8
17		0
18		3
19		22
20		28
21		0
22		0
23		0
24		0

**Figure 1.2 Attendance at the 1998/1999 Community IDP meetings**  
(*Source: Oostenberg Municipality*)

It can be argued that one of the determining factors of the poor attendance be linked to the administrative support services in the Oostenberg. To further investigate the possibility of this being the case a need transpired to determine whether a causal link exist between administrative support at municipalities and community participation.

Against this background the following hypothesis was formulated for this study:

*“Administrative support in the Oostenberg Municipality is not conducive for the development of effective participation in the implementation of the IDP”.*

This serves to investigate whether administrative support alone or in combination with other factors causes poor community participation.

#### **1.4 RESEARCH METHODOLOGY**

A plurality of research methodologies as explained by Brynard and Hanekom (1997: 30-39) have been used in this study. These include:

- ▶ the review of relevant literature;
- ▶ studying of the relevant government publications;
- ▶ qualitative research by means of a focus group consisting of seven (7) representatives of all the community structures in Wallacedene; and
- ▶ quali-quantitative research by means of a questionnaire completed by senior officials of the Oostenberg Municipality. The purpose of compiling the questions was to determine whether administrative support is conducive for effective participation in the implementation of the IDP and also to identify methods to improve the current situation.

#### **1.5 CLARIFICATION OF CONCEPTS**

For the purpose of this study the following concepts are defined.

### **1.5.1 Administrative Support**

Administrative support or secondary activities are those activities whose role is to support the primary activities (Robson, 1997 : 48). Primary activities are those that have a direct relationship with the organisations clients. The administrative support activities facilitate the smooth functioning and have a indirect relationship with the community. The administrative support activities of the Oostenberg municipality are represented by general administration, information technology, human resources, finance, public relations and logistical support. The primary activities are represented by community services, protection services, civil services, electrical services, economic development, planning and housing.

### **1.5.2 Community**

According to De Beer and Swanepoel (1998: 17-18) no general agreement on the meaning of community exist. Community is usually defined in terms of geographic locality, shared interest and needs or in terms of deprivation and the disadvantaged.

Swanepoel (1992:11) defines a community as a living entity and like its people it continuously changes physically and psychologically. In the South African context it is also difficult to define the term community because they are not homogeneous and do not share the same interest and needs. The implications for municipalities is that a thorough understanding of the socio-political and demographic characteristics of the community is essential for the planning of meaningful participation of the entire community in the development planning process.

### 1.5.3 Participation

According to Paul (1988:2) participation is a matter on which there is considerable disagreement. However, two definitions will be used to define the participation within the context of this study.

Firstly, Oakley *et al* (1991:6) defines community participation as a voluntary involvement of the community in decision-making, planning and implementation of projects so that they can influence the direction of projects and share the benefits thereof. The process of participation can thus be seen as not just consultation but the active involvement of the community from planning to implementation.

Secondly, Paul (1987: 95-96) defined participation as a process through which people are enabled to exercise varying levels of control over decisions and actions that affect their lives. It is clear from this definition that participation should be measured in terms of the degree that it influence the activities that affect people's lives.

Participation is accepted however as an empowering process, where people can influence development activities that influence their lives.

### 1.5.4 Planning

One can make the assumption that thorough planning is necessary to accomplish development goals. Conyers and Hills (1990: 62) defines planning as “ ... a continuous process which involves making decisions about alternative ways of using available resources to achieve particular goals at some time in the future”. On the other hand Robertson (1984: 4) sees planning as bringing together and formalising resources, interest and activities, and brings them to ends which differ from current practice. According to Theron and Barnard (1997: 3) the essential condition for true development planning is participation.

### 1.5.5 Development

According to White (1987: 11) development could be defined as a concern for basic needs, equitable distribution, participation by beneficiaries and also to enhance the capacity of people to choose and carry out their future. Esman (1991: 1) sees development as a process of societal transformation - political, social and cultural, as well as economic; it implies modernisation-secularisation, but not necessarily westernisation. In both these definitions the participation of those who must benefit from the development is essential. Burkey (1993: 56) agrees with this by stating that "... the process, whereby people learn to take charge of their own lives and solve their own problems, is the essence of development".

### 1.5.6 Sustainability

Sustainability have different meanings which is influenced by the perspective from which it is viewed. The environmentalist speak of sustainability when they refer to interaction between humans and the natural environment. However, within the context of this study sustainability will be defined as the ability to maintain improve standard and quality of life (Chambers, 1997: 170). Development interventions in this instance should not be a temporary relief for those who benefit, but should be a continuous flow of benefits (Honadle and VanSant, 1985: 2). Vawda *et al* (1995: 592) agrees that with the above by stating that sustainable development means "... continuously ensuring a never-ending supply".

### 1.5.7 Empowerment

The concept empowerment is used differently in various situations. When contractors use temporary local labour for instance in municipal projects, they refer to it as the empowerment of the local community. Although they provide temporary employment it can be promoted as empowerment of the beneficiaries. Burkey (1993: 59) views

empowerment rather as a process that makes power available to the community that can be used to gain direct access to resources necessary for development and some active involvement and influence in decisions affecting these resources. Empowerment within the context of this study can be viewed as the ability of the community via active participation to gain access to resources necessary for development by influencing the decision-making from which it is allocated.

### **1.5.8 Capacity Building**

Capacity building can be defined as the ability to anticipate and influence change, make informed decisions, attract and absorb resources and manage resources to achieve objectives in an efficient way (Morss and Gow, 1985: 135). Within the context of this study capacity building is viewed as the process of increasing the ability of the external stakeholders to influence, initiate and direct development activities.

### **1.5.9 Integrated Development Planning**

Integrated Development Planning is a process through which a municipality can establish a development plan by considering or integrating a range of sectors, development activities, and stakeholders to focus resources to achieve development aims (Department of Constitutional Development, 1998 : 3).

Integrated Development Planning can be viewed as a strategy to align all actions, economic, social, spatial and institutional to achieve particular goals for the short, medium and long term. The IDP is thus a management tool which establishes a common agreement on development goals. To ensure effective implementation of these developmental goals, it must be reflected in the municipality's budget in specific projects.



## 1.6 CONCLUSION

Local government has transformed from a racially based to a democratic institution which emphasise the participation of the community in the decision-making process. Democratic local government gets expression through active participation by the community in its affairs.

This chapter presented a background to the study and identified the research problem from which the hypothesis was formulated, a description of the research methodology as well as the clarification of concepts that will be used in this study.

Meaningful participation in the IDP process is an essential ingredient for the successful implementation of the IDP process. However, participation is not a spontaneous process. Municipalities must create conditions for participation by establishing effective participatory processes. Sustainability, empowerment and capacity building are interrelated and together with other concepts form the building blocks of development.

The next chapter will focus on the history of local government development in South Africa and the legislative framework for developmental local government.

## **CHAPTER TWO**

### **LEGISLATIVE FRAMEWORK FOR DEVELOPMENTAL AND PARTICIPATORY LOCAL GOVERNMENT**

#### **2.1 INTRODUCTION**

It is generally known that the structure of local government during the apartheid era in South Africa was highly fragmented and unresponsive to the basic needs and demands of society at large. Community participation in the activities of local government was non-existent for certain racial groups. Decision-making by the authorities was centralised, hence most policies were introduced to control and direct citizen action.

The process of reconstruction and development, aiming to enhance community participation and accountability was introduced to address these problems created by the legacy of apartheid. The legislative framework for developmental local government aims to develop a democratic non-racial society by promoting the participation of the marginalised groups in the affairs of local government.

In view of the above this chapter intends to give a brief review of the development of local government during the apartheid era. Secondly, it will provide the legislative framework for developmental local government with reference to the White Paper on Reconstruction and Development Planning (1994), the Constitution (1996), the Local Government Transitional Act (1996), the White Paper on Local Government, Local Government Municipal Structures Act (1998) and the Systems Bill (1999).

## 2.2 HISTORY OF LOCAL GOVERNMENT IN SOUTH AFRICA

During the 1950's local government became governed by racial regulations through the Group Areas Act (Swilling, 1996 : 170). This act allowed the government to divide the cities into four racial segments reserved exclusively for Whites, Africans, Coloured, Indians and the disempowerment of the large majority of the black constituency of the country. The Group Areas Act which is considered to be the key piece of apartheid legislation authorised residential segregation and compulsory removal of black people to these “own group” areas (White Paper on Local Government, 1998 : 1).

According to the White Paper on Local Government (1998 : 17) the “own management” structures during the later years of the apartheid era “was in part to compensate for restricted rights and in part to bolster the political and economic privileges of racial exclusion. The government’s idea was to shift the responsibility for townships from White local authorities to non-legitimate Black local authorities in order to minimise protest in the townships (Ismail *et al*, 1997 : 51).

It can be argued that democracy and development at local government level was mainly confined to the White communities. The government became increasingly unacceptable to the Black community. Reforms had been resisted by trade unions and community organisations while the government failed to allow Blacks to participate in the formulation of solutions to the crisis (Swilling, 1988 : 193).

In the early 1980s the National Party under the rule of Mr P.W. Botha announced constitutional reform which was seen by many as the creation of illegitimate structures, e.g, Black local authorities, and Coloured and Indian Management Committees. Craythorne (1997 : 3) stated that the above committees was “... on the one hand a partial loosening but not an abandonment of apartheid”, but also resulted in a cycle of violence. He further expressed that this violence led to a paradigm shift

and initiated the start of constitutional negotiations.

The organised boycott of rent and service charges in 1984 resulted in the collapse of many local authorities. In September 1992 talks were launched to establish a more representative mechanism for local government (Moosa, 1995 : 16). The outcome of these negotiations was the creation of the Local Government Negotiation Forum (LGNF). According to Moosa (1995 : 16) the LGNFs' activities resulted in three documents: the Local Government Transition Act of 1993 (LGTA), chapter ten of the Interim Constitution and the Agreement on Finance, Service and Service Rendering.

The Interim Constitution (1996) for the first time in the history of South Africa, constitutionally entrenched local government as a sphere of government, with legislative and executive powers and a constitutional right to an equitable share of revenue collected nationally (Craythorne, 1997 : 4).

Community participation was deliberately impressed under apartheid, however, participation developed in the structures that fought against the apartheid system. According to the Department of Constitutional Development (1998 : 1) the transformation process in local government and the associated legislation addressed the problems of a lack of democracy by placing participation and accountability at the very heart of the new system of Local Government.

In 1992 local forums collectively pushed for the establishment of a national forum, the Local Government Negotiating Forum (LGNF). It was in this forum that the national debate about the future transformed Local Government took place alongside the national negotiating process (White Paper on Local Government, 1993 : 3). The LGNF provided a platform for the government and those in opposition of the government to debate the form and functions of the process of transition to the new Local Government. The negotiations resulted in the introduction of the LGTA. The Local Government Transition Act arranged the democratisation process in three

phases (Cameron and Stone, 1995 : 32) namely:


- ▶ the Pre-Interim Phase: This phase commenced with the passing of the LGTA in February 1994 was operative until the first local government election. It involved the abolition of apartheid-based local government and its replacements by Transitional Local Councils (TLC) which integrates Local Government for different population groups.
  
- ▶ the Interim Phase: This phase started with the first local government elections which were held in 1995 and 1996 for members of Local Transitional Councils. These elections replaced the appointed members of the TLC's with elected members.
  
- ▶ the Final Phase: This phase will commence with the implementation of the final constitutional model at local level which coincides with the next local government elections to be held in 2000 (White Paper on Local Government, 1998 : 4). The changes regarding a fully transformed local government system are promulgated in the Local Government Municipal Structure Act of 1998.

## **2.3 THE LEGISLATIVE FRAMEWORK FOR DEVELOPMENTAL LOCAL GOVERNMENT**

In South Africa there are various pieces of legislation that emphasise the new developmental local government. The legislation highlights the importance of community participation in development planning. The most important legislation indicating participation will be discussed in this section.

### **2.3.1 The Constitution**

The Constitution 1996 (Section 152) specify the objectives of Local Government as to:

- 
- ▶ provide democratic and accountable government for local communities;
  - ▶ ensure the provision of services to communities in a sustainable manner;
  - ▶ promote a safe and economic development;
  - ▶ encourage the involvement of communities and community organisations in the matters of local government to become developmental by;
  - ▶ structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community; and
  - ▶ to participate in national and development programmes.

It can be concluded from the above that Local Government as the government “nearest to the people” has a vital role to play in the upliftment of the community.

### 2.3.2 The White Paper on Reconstruction and Development

The White Paper on Reconstitution and Development (1994) which forms the basis of development in South Africa have a big impact on development planning on local government. The first two sentences of this document describes how the context of the Integrated Development Planning (IDP) should function:

*“The RDP is an integrated coherent socio-economic policy framework. It seeks to mobilise all our people and our country’s resources towards the final eradication of apartheid and the building of a democratic non-racial and non-sexist future”* (RDP, 1994 : 4).

From the above it can be inferred that the RDP is a vision for the fundamental transformation of our society by mobilising the people of South Africa and the resources in an integrated and coherent manner to address the underdevelopment created by apartheid.

The RDP emphasises the development role of local government and concentrates on:

- ▶ integrating areas which were once divided under apartheid;

- ▶ providing and maintaining affordable infrastructural services;
- ▶ strengthening the capacity of local government to provide services;
- ▶ ensuring a more equitable role for women; and
- ▶ encouraging meaningful participation by residents and stakeholders (RDP, 1994 : 22; Department of Constitutional Development, 1998 : 18).

These objectives are operationalised by the key principles of the RDP, namely:

*“A sustainable and integrated approach; a “people-driven” process; promoting peace and security; nation-building; meeting the basic needs and building infrastructure and democratising the South African society”* (RDP, 1994 : 8).

It is clear from the above that the RDP guides the implementation of development activities in South Africa by giving effect to social and economic upliftment of the people.

### **2.3.3 The Local Government Transition Act**

The Local Government Transition Act (LGTA) of 1996 (Second Amendment Act), attempts to help give effect to the Constitution by requiring that all municipalities prepare Integrated Development Plans (IDPs).

According to Section 10 G(1) of the Act every municipality shall:

- ▶ conduct its affairs in an effective, economical and efficient manner;
- ▶ conduct its financial affairs in an accountable and transparent manner;
- ▶ prepare a financial plan in accordance with the IDP;
- ▶ give priority to the basic needs of the community;
- ▶ manage its financial resources to meet and sustain objectives;
- ▶ regularly monitor and assess its performance against its IDP; and
- ▶ annually report to and receive comments from its community regarding the objectives set out in its IDP.

The IDP provides local government with a strategic management tool to focus its resources on its objectives as agreed by the residents through a public participation process.

## **2.4 THE WHITE PAPER ON LOCAL GOVERNMENT**

The White Paper on Local Government (1998) gave effect to the new constitution provisions for a complete transformation of the local government system. According to Moosa (1998:5) “the White Paper on Local Government spells out the framework and programme in terms of which the existing local government system will be radically transformed”. The White Paper on Local Government (1998) establishes the basis for a new developmental local government within the framework of the constitution.

The second section of the White Paper (1998: 17) concentrates on “developmental local government”. According to the White Paper on Local Government the central responsibility of municipalities is to work together with local communities to find sustainable ways to meet the needs and improve the quality of their lives. The following important aspects relevant to the study can be drawn from the above policy document, namely:

- ▶ that municipalities need to promote participation by actively encouraging and removing obstacles to participation;
- ▶ a commitment to work in partnerships with stakeholders e.g business, trade unions and community-based organisation; and
- ▶ the implementation of the IDP process to align financial and institutional resources behind agreed policy objectives (White Paper on Local Government, 1998 : 17;36)



The White Paper on Local Government is a broad policy document. Legislation such as the Local Government Demarcation Act (1998), and the Local Government Municipal Structures Act (1998) was published to enact the policy directions contained in the Local Government White Paper. These two pieces of legislation collectively chart the transition to the final local government dispensation and provides for the processes to be followed in the period leading up to the next local government elections to be held in December 2000. A Systems Bill (1999), has also been published which gives expression to the policy direction of the White Paper.

The Local Government Structures Act and the Local Government Municipal Systems Bill will be briefly discussed in the following sections.

## **2.5 LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT (ACT 117 OF 1998)**

The Municipal Structures Act (MSA) is the second in a series of legislation flowing from the White Paper on local government which clearly spells out the vision for a developmental local government. It makes provision for the new structure of local government to accomplish its developmental goals.

Section 44(C) and 56(C) of the MSA give expression to the concept of developmental local government by empowering local governments to “address priority needs through the integrated development plan and estimates of revenue and expenditure, taking into account any applicable national and provincial development plans” (1998 : 40).

Community participation is an important provision in the Act. Section 19(3) of the MSA of 1998 states that: “a municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers”.

It can be concluded from the above that the MSA will provide the structures for developmental local government.

## **2.6 THE LOCAL GOVERNMENT SYSTEMS BILL**

The purpose of this Bill is to establish systems to assist local government to achieve its constitutional mandate and create livable integrated cities, towns and rural areas. The Bill describes the core processes or elements that are essential to realising a truly developmental local government system by:

- ▶ setting up systems to drive the IDP process;
- ▶ determining basic requirements for public accountability and participation;
- ▶ requiring from municipalities to establish performance management systems for measuring performance with regards to the municipalities' development priorities; and
- ▶ making the municipal manager as head of the administration responsible for the implementation of the municipalities integrated development plan, and the facilitation of participation between council and the community.

There is also Provincial legislation which have a specific bearing on local government development planning and community participation.

## **2.7 PROVINCIAL LEGISLATION**

The Development and Facilitation Act (DFA) (Act 67 of 1995) requires that every local government body must establish land development objectives except those in the Western Cape and Kwazulu-Natal. In the Western Cape, the Western Cape Planning and Development Act (1999) (Act 7 of 1999) has been promulgated to provide general planning and development principles which is similar to those in the DFA.

### **2.7.1 The Western Cape Planning And Development Act (Act 7 Of 1999)**

The Western Cape Planning and Development Act (Act 7 of 1999) has been promulgated to provide general planning and development principles for the province (CSIR, 1998: 32). Section 4(3)(a) of this Act requires from “municipalities subject to regulations and after consultation with the development councils concerned, shall prepare and submit to the Provincial Minister for approval and Integrated Development Framework in respect of the area of jurisdiction”.

Community participation is also an important requirement for compilation of these development framework. Section 55(1) of the Act determines that “the Provincial Minister shall by proclamation in the Provincial Gazette make regulations and issue guidelines on public participation when dealing with land development management, urban and rural development”. The Act also stipulates in Section 55(2) “that council of a responsible municipality shall draft and approve a policy for public participation”.

### **2.7.2 Regulations PN 366/1999 Made In Accordance With The Western Cape Planning And Development Act Of 1999 (Act 7 Of 1999)**

These regulations determine a list of principles that must be taken into account when municipalities must decide on the most appropriate method of obtaining and facilitating public participation. Some of the most important principles which is relevant to this study are:

- ▶ which two of the three official provincial languages are more frequently used by the residents to which an application relates;
- ▶ the level of literacy of residents most likely to be affected by the applicant’s proposal;
- ▶ what forms of municipal assistance could be rendered to the disabled and illiterate persons who wish to comment on/or lodge objections against

applications;

- ▶ what form of direct municipal involvement in facilitating conflict resolution could be employed.

The above principles must ensure that the previously marginalised groups, e.g, the disabled, illiterate and women are also considered when the municipality determines methods of participation.

## 2.8 CONCLUSION

The following important imperatives are entrenched in the above legislation and are important for local government to implement, namely:

- ▶ to encourage involvement of the communities and community organisations in the matters of local government;
- ▶ the promotion social and economic development;
- ▶ the preparation a financial plan in accordance with the IDP;
- ▶ to give priority to the basic needs of the community;
- ▶ to regularly monitor and assess its performance against the IDP;
- ▶ to annually report and receive comments from the community regarding objectives set out in the IDP;
- ▶ to develop mechanisms to consult with the community;
- ▶ to setting up systems to drive the IDP process; and
- ▶ to determine principles for the most appropriate methods of obtaining and facilitating public participation.

It can be concluded that a legislative framework in South Africa now establish the foundation for developmental local government of which the central responsibility is to work together with the local community to find sustainable ways to meet their needs and aspirations and ultimately improving the quality of their lives.

## **CHAPTER THREE**

### **THE IDP AND PARTICIPATORY DEVELOPMENT**

#### **3.1 INTRODUCTION**

Integrated Developmental Planning (IDP) has become the main focus of developmental local government in the post-apartheid era. According to the Department of Constitutional Development (1998 : 45), the “IDP process is an integrated approach to development planning with all sectors and functions working together in pursuit of a common vision”.

The IDP within the context of this study will be viewed as a process that links, integrates and coordinates all the plans of the municipality in a single inclusive plan. The integrated plan will focus the resources and capacities on the objectives of such a plan.

The various Acts, Bills and Provincial regulations which stipulate the requirements with regards to community participation in support of the IDP has been discussed in chapter two. However, it is important to emphasise the IDP as an arena in which public participation should be initiated by the municipalities.

#### **3.2 LOCAL GOVERNMENT AND THE IDP**

Section 153 of the Constitution (1996) explains the developmental duties of local government, requiring each municipality to structure and manage its administration and its budgeting and planning process to give priority to the basic needs of the community. The White Paper further defines the concepts of developmental local government by identifying four interrelated aspects maximising economic growth and

social development, integrating and coordinating the development activities of other role players, democratising development by facilitating and encouraging participation by citizens and by leading and learning the encouraging local solutions to local problems (Ministry of Provincial Affairs and Constitutional Development, 1998).

The IDP is the tool by which development local government is expressed through a process of community participation. It will play a central role in integrating different planning strategies of the municipality thus simplifying the planning process. The IDP will transform the municipality to fulfill its new developmental role.

In addition to providing many of the traditional municipal services, municipalities must now lead, manage and plan for development (Department of Constitutional Development, 1998 : 3). The purpose of development should be focused on improving the standard of living and quality of all sectors of the community. To establish agreement on development goals the participation of stakeholders in the process is essential.

The development backlogs, institutional fragmentation and spatial separation of apartheid local government has been well documented (Pycroft, 1998 : 4). Today many townships bear witness of apartheid planning where the town planning profession was coopted into legitimating urban and regional apartheid. This type of plan occurred without the participation of the community. Central government prescribed to local government how to plan while officials plan without consulting with the community. Today participation by the community in the planning process is compulsory and officials are obliged to take the community input into consideration.

According to the White Paper on Local Government (1998 : 27) the IDP provides strategic frameworks to help municipalities to fulfill their developmental role by:

- ▶ enabling municipalities to align and direct their financial and institutional

- resources towards agreed policy objectives and programmes;
- ▶ being a vital tool to ensure the integration of local government activities;
  - ▶ serving as a basis for engagement between local government and community and with various stakeholders and interest groups;
  - ▶ enabling municipalities to weigh up their obligations and systematically prioritise programmes and resource allocations. In the context of great inequalities, IDPs serve as a framework for municipalities to prioritise their actions around meeting urgent needs while maintaining the overall economic municipal and social infrastructure;
  - ▶ assisting municipalities to focus on the environmental sustainability of their delivery and development strategies. By which basic social and economic services are delivered to all without threatening the viability of the ecological and community systems upon which these services depends; and
  - ▶ helping municipalities to develop a holistic strategy for poverty alleviation.

It can be argued that the above-mentioned objectives can only be realised if the municipalities' budgetary programmes are linked to the strategic themes of the IDP.

### **3.3 THE PURPOSE OF PARTICIPATION IN THE IDP**

In order to derive at criteria for effective participation, consideration must be given to identifying the purpose of community participation in the IDP process. Hence the outcome of participation in development projects should be measured against it to determine the outcome of participation. The different views on participation, namely, the liberal and radical views also determine the outcomes of people expectations of participation. According to Swanepoel (1997 :5) the liberal view see participation as a way of coopting people into development efforts and use them for local knowledge base which is necessary for development. The radical view sees participation as a way of ensuring equity and as a democratic right for people to be part of the decision-making mechanism affecting his/her development. It is therefore important to create

an enabling environment to engage the community in effective participation.

From personal experience it seems that both views exist amongst the officials and councillors of the Oostenberg. Both views should be taken into consideration when determining the benefits and goals of community participation in the IDP process. The purpose of participation will be identified next by linking it with specific elements in the development process.

### **3.3.1 Empowerment**

Participation of the community in the IDP process empowers them to have an increasing control over their own development. According to Bryant and White (1982 : 17) development means increasing people capacity to make choices about their future. Participation in the IDP process should allow the community to influence the decision makers in council by putting their issues on the agenda where budget allocations are made. Burkey (1993 : 59) agrees with the aforesaid statement by stating that “meaningful participation is concerned with achieving power - that is power to influence the decisions that affects one’s livelihood”.

The stakeholders in the IDP process have a right to participate in the process to address their own special needs and concerns. The objectives of participation in the IDP process is to gain access to resources and to ensure the utilisation of these resources in achieving the development objectives.

### **3.3.2 Sustainability**

Sustainability can be achieved in the Oostenberg by empowering people of the community and other role players to participate in the IDP process. Participation in the IDP process will build support for the development priorities which is needed for sustainable development.



### **3.3.3 Capacity Building**

Participation which is an essential ingredient in any development activity should contribute to the building of capacity of communities to manage and control their own development and sustained basis. Participation in the development process should enhance the capacity of the communities to manage their own environment (Garcia-Zamor, 1985: 20).

### **3.3.4 Self-Reliance**

Participation by communities in projects which embrace empowerment, capacity building and sustainability will make such a community self-reliant. According to Burkey (1993) self-reliance means doing things for oneself, while maintaining confidence in making independent decisions.

### **3.3.5 Participation promotes democracy**

Democracy is the mechanism by which diverse social needs and wants can be integrated and prioritised (Stewart, 1997: 4). According to Brynard (1996: 143) participation provides a mechanism to ensure the democratisation of the process of planning.

### **3.3.6 Participation as a learning process**

When people participate in the IDP process they become aware of the environment by identifying problems, needs, mobilise resources and assume responsibility for their own development. It also becomes a learning process when officials gain insight from the local people. According to Brynard (1996: 134) the benefit of this education is that the citizen is able to exercise judgement, contribute to the policy debate, is aware of the societal problems and the difficulties of findings solutions. Participation by the community in the development process should be a learning experience for the community as well as for the officials and councillors.

### **3.3.7 Inclusivity**

It means that every individual or group who wish to get involved in the process must be allowed to participate. This will help to ensure that everyone brings their commitment and resources to development programmes.

### **3.3.8 Reduces Apathy**

Involvement in IDP process should overcome the sense of powerlessness among the community. Community participation activities reduces psychological suffering and overcomes the apathy of ordinary citizens (Clapper, 1996 : 75). The researcher is of the opinion that if the council of Oostenberg makes the residents aware that they value community input, apathy will be reduced.

### **3.3.9 Information Dissemination**

Community participation requires that the community be well informed about council issues, problems and strategies (Clapper, 1996 : 73). The effective and efficient distribution of accurate information is necessary for community participation. This encourages transparency at Local Government level.

### **3.3.10 Build agreement on commonly shared goals**

The purpose of participation in the development process is to identify community needs. The IDP is the tool available to municipalities to overcome the problem of competing claims on limited resources by building agreement and consensus around commonly shared goals (Department of Constitutional Development, 1998 : 4). Conflict within the community can be reduced if there is an agreement on what needs should enjoy priority.

### 3.4 OBSTACLES TO COMMUNITY PARTICIPATION IN THE IDP PROCESS

The identification of constraints to the promotion of effective participation is necessary for identifying more appropriate institutional change that may be required for making effective participation in the IDP process possible.

The following obstacles to community participation can be cited.

- ▶ participatory processes takes time. The IDP process is tied to the budget cycle which have a specific and completion date;
- ▶ lack of enabling environment for participation. According to Swanepoel and De Beer (1997 : 26) appropriate structures are necessary for enabling participation;
- ▶ participation is limited to specific phases in the planning process. At most municipalities community participation was limited to inputs around visions and missions (FCR, 1999 : 47);
- ▶ the vicious circle of poverty: it is difficult for members of the community which is caught up in the poverty trap to participate meaningfully in the development process. Poverty results in the community and organisations lack the capacity to participate;
- ▶ negative attitudes of public managers: there exist among public officials a general dislike for, and suspicion of increased public participation (Clapper, 1996 : 73). The attitude of managers influence the extend that they will engage with the community; and
- ▶ reluctance of people to be involved in the process of participation. Their unwillingness to participate are influenced by their approach towards the process of participation. Milbrath and Goel as quoted by Clapper (1996 : 57) identify these approaches as:
  - apathetics who withdraw from the political process as they are disinterested and less informed about political life and issues; and
  - spectators who sporadically involve themselves in politics.

### 3.5 STAKEHOLDERS IN THE IDP PROCESS

One of the features of the IDP is the involvement of a wide range of stakeholders in the process. The following internal and external stakeholders with their respective responsibilities are identified:

- ▶ the Mayor and/or the Chair of Exco, to take a strong leadership role within the IDP process to encourage maximum political support and participation by political interest groups;
- ▶ the Chief Executive Officer (CEO) in close liaison with the Chair of Exco to take on overall logistical responsibility for the IDP, ensuring that his/her officials fully participate in formulating and implementing the IDP;
- ▶ Directors/Heads of Departments to play a key role in implementing the IDP strategies;
- ▶ Non-governmental Organisations (NGOs) to provide logistical and moral support and assist with enabling meaningful participation by residents and stakeholders;
- ▶ certain institutions, bodies and organisations to play a key role because of their economic, social, political and moral position within the area. They can promote advice, support and even resources towards achieving the objectives of the IDP;

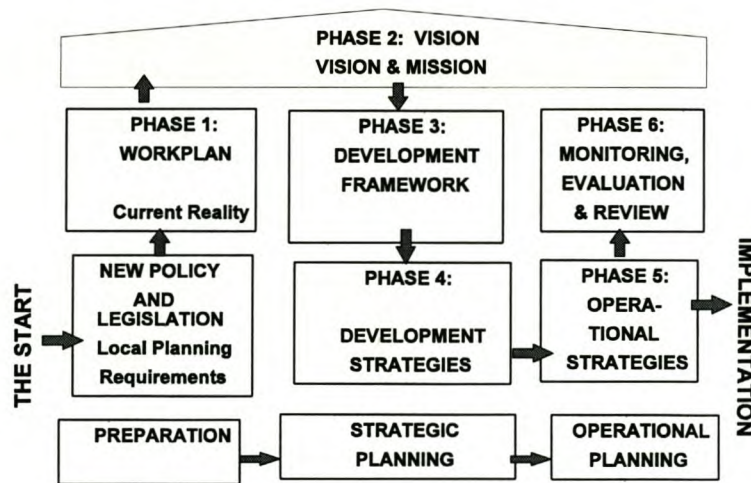
Other stakeholders who should also be included are:

- ▶ women, the elderly, the disabled and long-time unemployed people should also be involved. The vital role of women in the community should be acknowledged and their support and participation be secured;
- ▶ community leaders who should mobilise community involvement and support; and
- ▶ the media, including the local press who should promote debate and dialogue around key development issues facing the communities.

### 3.6 THE IDP PROCESS

The IDP process represents a comprehensive planning process which must in terms of the legislation be undertaken by every local authority, the purpose being to compile a two to five years policy document which brings together a number of separate plans and strategies for planning and management. However, the legislation is not prescriptive on how the IDP process should be implemented.

The IDP introduces a new approach to planning in local government, hence it is not a “blueprint: but serves as a guideline for municipalities to implement. The IDP User Friendly Guide emphasises the importance of a flexible approach to the IDP process to accommodate and respond to any changes in the planning process. This approach links with the learning-process approach of Kotze and Kellerman (1997 : 43). According to them the learning-process approach tries to bring together the planning and design, the organisation for implementation as well as the people who are to benefit from the programme.



**Figure 3.1 Phases of the IDP**  
(Adapted from CSIR, 1998)

The IDP process deviates from “blueprint” planning approaches where decisions was taken at the central level of a municipality. The IDP process emphasises the participation of the community in the drafting of the IDP. The involvement of the community in the IDP process gives them direct access to the resources necessary for development and some active involvement in the decisions affecting those resources (Burkey, 1993 : 59).

The phases outlined in Fig. 3.1 do not necessarily follow on one from the next but begin and end in cycles, allowing the plan to be constantly updated and improved (Department of Constitutional Development, 1998 : 21). This links up with the key aspect of the learning process namely the ability to evaluate and adjust rapidly (Korten in Kotze, 1997 : 44).

### **3.6.1. Phase 1: Current Reality**

The IDP process starts with the assessment of the municipalities current reality. The purpose of the process is to analyse the present situation in order to determine the nature and scope of current planning, mobilisation of resources, external and internal skills and capacities. One way of achieving a broad assessment of your current reality is with a SWOT Analysis which stands for strength, weakness and opportunities (Department of Constitutional Development, 1998 : 24).

The analysis should provide the following information (Department of Constitutional Development, 1998 : 24):

- ▶ the needs or demands from the community;
- ▶ the current efforts of council to satisfy that need;
- ▶ the capacity or under-capacity of council;
- ▶ the environment; and
- ▶ local, external, resources, skills and capacity.

The Oostenberg Municipality has developed a comprehensive development profile which is in line with this phase.

The development profile is an integral part of the IDP process and is a requirement of the Western Cape Planning and Development Act (Act 7 of 1999). The purpose of the development profile is to present an overview of the level of development within the boundaries of the Oostenberg Municipality. (See Appendix E: Map of the Oostenberg Municipality). It is an assessment of the current reality of the Oostenberg which focus on the spacial context, the demography, infrastructure, local economy, the social environment and service delivery facilities of the area. The development profile will provide the stakeholders with the necessary information and knowledge to participate effectively in the IDP process.

The SWOT Analysis must involve all the stakeholders and not only councillors and officials. Participation of all the stakeholders will improve the objectivity of the process and will allow those stakeholders an opportunity to contribute meaningfully to the strength, weaknesses, opportunities and threats of the municipality.

### **3.6.2 Phase 2: Vision and Mission Statement**

In order to get consensus about the general direction the municipality should go, it is necessary to establish a vision and mission for development. A vision can be regarded as a broad realistic statement of what can be achieved in the future.

The vision statement represents consensus on the general direction of development of a municipality. For this reason the key stakeholders in the area of a municipality should participate in the vision and mission phase in order to recognise the different aspirations of the community. In addition, a stakeholder's participation in the vision phase will foster ownership of the development planning process by the community.

The development of a vision and mission statement for the Oostenberg was completed at a strategic management session which was held for councillors and officials under the guidance of Dr Ivan Meyer and Johan van Baalen of the University of Stellenbosch in 1997. The participants agreed upon the following vision: “Oostenberg Municipality strives to be a leading municipality which reflects civic pride through dynamic partnerships”. The Oostenberg Municipality embarked on a marketing strategy to develop official and community “buy-in” on the vision. The vision was advertised in the external and internal newsletters, displayed at council buildings. Apart from this marketing strategy it appears that there is no shared vision in the Oostenberg.

Once the vision and mission has been formulated the next phase will look at the development framework that will identify the main goals of the municipality.

### **3.6.3 Phase 3: Development Framework**

This phase involves setting the direction for strategies over a medium term. These are the key issues that needs to be addressed to bridge the gap between the vision for the municipality and the current reality.

This framework should contain principles and priorities which will inform decision making. The researcher is of the opinion that the principles and priorities of such a framework should guide the development strategies. The development strategies should have the following principles:

- ▶ the strategies should take into account National and Provincial frameworks;
- ▶ strategies should be based on the needs and priorities as identified by the stakeholders;
- ▶ strategies should ensure optional utilisation of human resources and the building of organisational capacity;
- ▶ strategies should be informed on the basis of new information and facts and not on outdated assumptions; and
- ▶ strategies should be more needs orientated and outcome driven.



Once the development framework is in place, the next step will be to formulate development strategies.

#### **3.6.4 Phase 4: Development Strategies**

This phase bridges the gap between current reality and the vision by determining strategies on how to achieve it. Strategies are the means by which objectives will be achieved (David in Fox *et al*, 1991 : 227).

According to the Department of Constitutional Development (1998 : 10) this phase will consist of the following process:

- ▶ the drawing up of alternative development strategies to address each goal;
- ▶ appraisal of these strategies and selection of preferred strategies;
- ▶ complete a local policy appraisal for each preferred developing strategy;
- ▶ define and prioritise activities;
- ▶ undertake environmental and spatial impact assessment; and
- ▶ complete a set of delivery targets.

In this phase there should be an integration between the strategic priorities, financial and organisational strategies to ensure that duplication is minimised and focus on priorities is maintained.

#### **3.6.5 Phase 5: Operational Strategies**

During this phase strategies which were identified in the development goals are implemented. According to Conyers and Hills (1990 : 154) “goals and objectives have to be translated into action and it is implementation which provides the crucial mechanism that permits this progression from plan to action ...” The same author also indicated that the implementation of plans must clearly indicate what role stakeholders are expected to play in the implementation process and how they will be affected by it (Conyers and Hills, 1990 : 158).

Kellerman (1997 : 50) states that development objectives has to blend with grass-root actions and a range of interrelated actions have to be combined in order to secure sustainability of the development investment.

In view of the above one may say that community participation input plays a critical role in this phase.

The municipality needs to determine appropriate institutional and financial plans to support the implementation of the IDP (Department of Constitutional Development, 1998 : 40). This plan of action will spell out how the municipality with the resources available, implement the IDP. According to the White Paper on Local Government (1998 : 29) the municipality should develop a financial plan involving a medium term projection of capital and recurrent expenditure. The medium term financial plan forms the basis on which annual budgets can be drawn up.

The relationship between planning and budgeting is shown in Fig.3.2

	<b>PLANNING</b>	<b>BUDGETING</b>
<b>Long term</b> (up to 25 year)	<b>Vision</b>	-
<b>Medium term</b> (up to 5 years)	<b>Integrated Development Plan</b> (Including LDOs)	<b>Financial Plan</b> (Including infrastructure investment plan on capital side)
<b>Short term</b> (1 year)	<b>Key Projects</b> (Annual Action Plan)	<b>Annual Budget</b>

**Figure 3.2 Relationship between Planning and Budgeting**

*Source: (White Paper on Local Government, 1998 : 30)*

The annual budget must be based on the medium term financial plan. The benefit of this is that the municipality will be able to utilise its resources in a more focused way.

The annual budget should reflect the development priorities as identified in the IDP process. It is also essential that the budget reflects community needs and priorities.

### **3.6.6 Phase 6: Monitoring, Evaluation and Review**

The IDP planning process concludes with a process of assessing a performance against the agreed targets and revising the direction, strategies and/or implementation plans in light of such a review. This phase also involves a report back to the stakeholders and the community in general.

A range of performance indicators for every development initiative which is implemented during the operational phase needs to be developed. These indicators will be used to evaluate the outcome of the development initiatives (Dept. of Constitutional Development, 1998 : 39).

The IDP should be reviewed annually as part of the budgeting process. This should however, be done before the annual budget cycle is completed so that changes can be reflected in the annual budget (Department of Constitutional Development, 1998 : 38). The IDP annual process is illustrated in Appendix E.

The review process aims to assess the development initiatives in order to make appropriate modifications and to establish new plans against (Cusworth and Franks, 1993 : 40). The IDP process is a tool which empowers a municipality to address the urgent needs and aspirations of its community. In addition it allows municipalities to take advantage of its strength and opportunities in a manner that maximises the impact of scarce resources. It also provides a basis for the institutionalisation of community participation.

### 3.7 CONCLUSION

This chapter focus on the IDP as the main focus of developmental Local Government. The Constitution entrenched developmental local governmental by monitoring municipalities to structure and manage its administration, budgeting and planning to prioritise the basic needs of the community and to promote social and economic development.

Developmental Local Government stresses the importance of public participation and focuses, amongst others, on empowerment, sustainability, capacity building, self-reliance, efficiency, effectiveness and participation as a learning process.

The obstacles to effective participation identified in this chapter provides municipalities with some reasons for non participation in the IDP process.

The IDP comprising of a long term and medium term development strategy and an annual planning, budgeting and reporting, and review process will also be:

- ▶ a tool for integrating the outputs of various plans in order to improve needs and improve outcomes;
- ▶ a framework for partnership initiatives with business community, other spheres of government and other stakeholders to achieve the development objectives of the municipality ; and
- ▶ a key mechanism for community participation for defining priorities and for securing community mandate.

The next chapter focuses on administrative support services in the Oostenberg Municipality.

## **CHAPTER FOUR**

### **ADMINISTRATIVE SUPPORT**

#### **4.1 INTRODUCTION**

As indicated in the previous two chapters local government is also obliged to perform activities to enable communities to meaningfully contribute towards their own development.

To comply with the statutory obligations as stipulated in the relevant Acts, the Oostenberg Municipality engaged in the process of formulating an IDP framework.

The town council appointed an external consultancy firm as facilitators of the IDP process. The IDP process started off with a workshop between councillors and officials of the Oostenberg Municipality in November 1997 (Strategic Plan and IDP Report, Municipality of Oostenberg, 1997 : 5). The aim of the workshop was to formulate a vision and mission and development objectives of the Oostenberg Municipality.

This process aims at transforming the Oostenberg Municipality to effectively manage development in the area. A process of community participation was initiated to get input from the community. The IDP focuses stakeholders on the multi-dimensional nature of the development by enforcing the coordination and integration of different development plans. The IDP furthermore makes community participation an integral part of the development process of the municipality, and creates conditions for communities to participate in the preparation, implementation and revision of the IDP. The implementation of the IDP implies that there should be an evolution of the systems, structures and processes of municipalities in order to create an “enabling”

setting which is conducive to development.

This concept is used by Kotze and Kotze (1997 : 71) to refer collectively to mechanisms on mediums which make development possible.

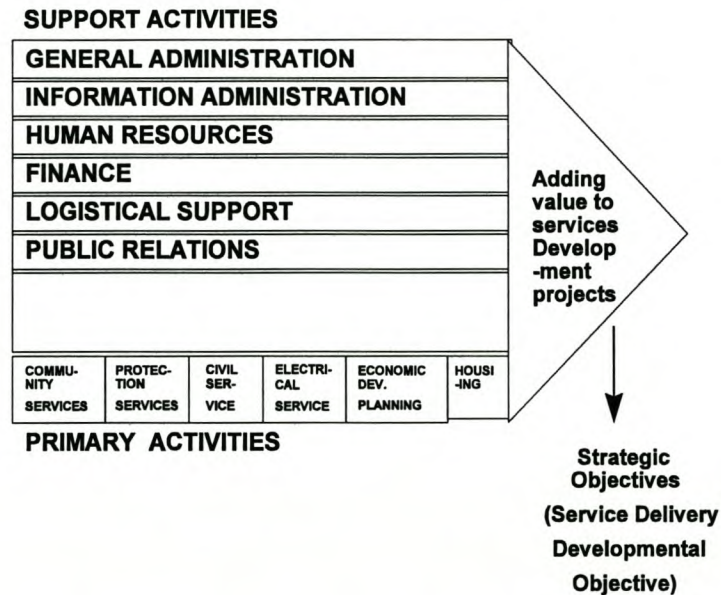
The various Acts and Bills and provincial regulations as described in chapter two stipulate requirements with regards to community participation in support of the IDP process. Community participation must be implemented to enhance interaction, cooperation and coordination between various stakeholders (CSIR, 1998 : 9).

The resources and capacities available to the municipality will influence the planning of the public participation process. This chapter will focus on the administrative support which provides this capacity and resources which are necessary for the participation process in the implementation of the IDP. It will also describe the implementation of the IDP process in the Oostenberg.

#### **4.2 ADMINISTRATION SUPPORT AT THE OOSTENBERG MUNICIPALITY**

In order to illustrate the administrative support activities a macro overview of the Oostenberg's internal structure is presented using an adaptation of Porters Value Chain Analysis. This model is used by the external auditors of the Oostenberg to identify the core and support activities of the municipality. By modeling the activities of the municipality it is possible to distinguish the primary activities from the secondary or support activities. The primary activities as indicated in the vertical column of Figure 4.1 can be described as those activities that contribute to getting services directly to the community. The secondary or support activities facilitate the smooth functioning and have an indirect relationship with the community.

The support activities are those shown horizontally in Figure 4.1. the support functions role is to support the primary activities of the Directorates which deliver services directly to the residents of the Oostenberg Municipality.



**Figure 4.1 Porter Value Chain Model**

*Source: (Adapted from Robson 1997)*

According to Robson (1997 : 49) this model focus on the links between the activities in order to highlight the areas of strategic strength or weaknesses and competitive opportunity or threat. In order to determine if the administrative support is conducive to effective participation it should be assessed in terms of its current operation. The support activities including its current task in relation to community participation process is described in Figure 4.2.

The Porter Value Chain (See Figure 4.1) which portrays the organisation as a connected chain of activities each of which relates in some different way to the delivery of the strategic objectives of the organisation. This model can be used to assess the degree of effectiveness of the resources used in the value chain.

SUPPORT ACTIVITIES	DESCRIPTION OF SUPPORT PROCESSES	CURRENT TASK IN TERMS OF COMMUNITY PARTICIPATION
<i>Administration</i>	The task comprise of general administration, secretariat, legal services, advertising, printing, archives, procurement, external and internal communication - switchboards	Printing of notices. Recording and minute taking of community participatory meetings
<i>Information Technology</i>	Development of systems in support of other directorates' tasks - e.g accounting system and personal data capturing	None
<i>Human Resources</i>	These are all the activities associated with recruitment, training, skills development, appraisal, post evaluation	Training of external facilitators
<i>Finance</i>	Credit control, finance budgeting and information. Expenditure control, rates and valuation. Responsible to link IDP and budget process	Provide information about the budget of Council to community participatory meetings. Analyse community input. Report to council about community input as part of the budgeting process
<i>Public Relations</i>	External and internal newsletter, advertising of council events. Keep a list of community organisations. Press/media releases	Information of IDP in newsletters. Report annually on the IDP process

**Figure 4.2 Administrative Support Activities of the Oostenberg Municipality**

In addition to directorates functional tasks they also perform administrative support functions. Some Directorates are physically located far from the Directorate Administrative Services and have to rely on their own support structures. The support activities add value to those primary service delivered by the directorates on the vertical access of Figure 4.1.



PRIMARY ACTIVITIES	DESCRIPTION OF TASK	CURRENT TASK RELATED TO COMMUNITY PARTICIPATION
<i>Directorate: Community Services and Facilities</i>	Health and welfare, libraries, management of halls, sport grounds, recreation facilities and community development	Arrange IDP public meetings, coordinate community participation, notify the community
<i>Protection Services</i>	Fire control and rescue. Civil protection, traffic, security and law enforcement	None
<i>Directorate: Civil Services</i>	Street and storm water drainage, water and sewerage, parks, project management, refuse collection	Refuse collection team distributes notices of community meetings
<i>Electrical Services</i>	Power distribution, operation and maintenance, technical services, telecommunication, mechanical engineering	None
<i>Economic Development and Planning</i>	Marketing and planning, land use management, building control, tourism, economic development, IDP management	Preparation of the IDP process
<i>Housing</i>	Housing development, housing administration	Facilitate community participation only related housing projects

**Figure 4.3 Primary Activities of the Oostenberg Municipality**

#### 4.3 THE STRATEGIC MANAGEMENT COMPONENT

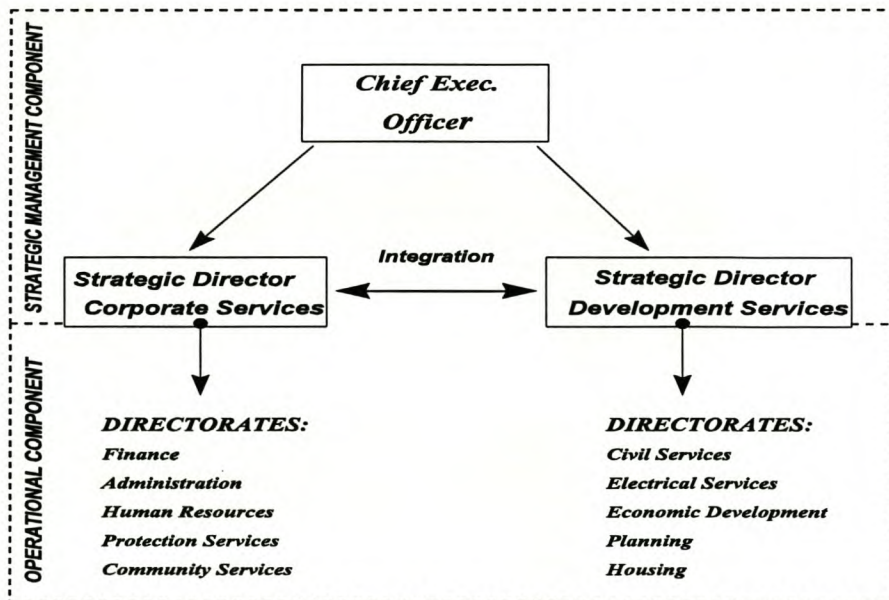
During the determination of the organisational structure in 1996 it was recognised that such structure must reflect the strategic purpose and focus of the Oostenberg Municipality. According to the White Paper on Local Government (1998: 8) the additional developmental functions require new capacities, attitudes and approaches. Taking the new mandates into consideration the key focus areas of the Oostenberg

Municipality were identified as:

- ▶ effective service delivery
- ▶ community development
- ▶ regulation and facilitation of economic development and job creation

Gildenhuys (1997: 4) states that local government system must be organised around goals and objectives which must be based upon public needs. The councillors and officials endeavor to take into account the needs of the community and the provision of legislation related to local government. However, the final organisational structure was also influenced by affordability and accommodation of specific persons and personnel.

Two structural layers called the Strategic Management Component and Operational Component was determined. This can be illustrated as follows:



**Fig. 4.4 Strategic Management and Operational Component**

The responsibility of the strategic executive directors is to ensure by means of specific programmes that directorates are strategically focused. A further responsibility is to ensure that interdepartmental project teams function effectively and concentrate on the objectives of the Oostenberg Municipality. The key tasks of the strategic directors have been identified as:

- ▶ strategic planning in consultation with the CEO;
- ▶ coordinate, monitor and evaluate the functions of the directorates;
- ▶ coordinate the IDP processes of the different directorates;
- ▶ evaluate and monitor planning;
- ▶ performance management of functional departments in terms of performance standards and objectives; and
- ▶ institutional transformation and change management

The strategic management component must facilitate the integration of the economic development and social economic development so that the growth provided by the one benefits social development.

The White Paper on Local Government (1998) concludes that transformation for developmental local government requires a further process of administrative reorganisation to gear municipalities to meet considerable challenges of social and economic development.

The directorate responsible for economic development and planning are tasked with the preparation of the IDP (See Figure 4.3). This directorate exercises considerable influence over the Oostenberg's development agenda. The directorate community services is responsible for organising community participation in the IDP. This department has ongoing contact with Non Governmental Organisations (NGOs) and Community-based Organisations (CBOs), as well as members of the community in their operational responsibilities. Other departments, e.g. housing deal with community participation on an adhoc basis.

The Directorate Community Services is responsible for community and social development. This includes:

- ▶ facilitation of development of community facilities and events which support community development such as primary health services, sport and recreation etc.; and
- ▶ support community development organisations which promote social and economic development.

#### **4.4 GAPS IN THE INTERNAL STRUCTURES AND SYSTEMS**

Although there have been attempts to synergise the management structures and systems, it is still not geared for their development responsibility. The organisational structure consist of nine (9) functional directorates each which deals with a functional area of a service delivery. The current organisational structure encourage fragmentation and hinders integration and coordination of activities. Kotze and Kotze (1997 : 74) describe this situation as not having a fit between the development programme and the organisation. This fit can be established in terms of rules of the development game, conventions and collective action.

Other problem areas that prevent establishing a fit between the IDP process and the systems and structures can be identified as: (Strategic Choices Document, 2000 : 7)

- ▶ poor linkages exist between strategic decisions and operational implementation;
- ▶ lack of strong leadership which prevents consensus on agreed development strategies;
- ▶ there is a lack of integration and limited cross functional working;
- ▶ service delivery is characterised by limited community participation and lack of needs assessment;
- ▶ performance management is non-existent;
- ▶ lack of information systems to manage effectively;

- ▶ there is a concern about capacity and competency of staff to deal with participation and development activities; and
- ▶ systems and structures are characterised by an inwardly focused bureaucratic culture which is unresponsive to citizens' needs, is rule-driven and not focused on performance.

According to Brinkerhoff (1991:171) chances for successful performance improvement increase when different stakeholders in the program structure are concerned with addressing the performance gap. There should be consensus among stakeholders to what the problems of the Oostenberg municipality is. In addition to above problems identified in the research analysis will bring forth other gaps which will be discussed in Chapter 5.

#### **4.5 IDP IMPLEMENTATION CONDITIONS**

The IDP serves as a basis for engagement between municipalities and communities. It serves to transform the local government from an undemocratic and control orientated structure to one which is democratic and participatory. The principles contained in the legislative framework is aimed at guiding development and participation process in local government.

The CSIR (1998 : 8-15) identifies the following conditions for municipalities:

- ▶ integration of strategic, operational, sectoral and spatial planning. The integration of various developmental processes such as planning, management implementation, monitoring and review;
- ▶ structures and processes must be adaptable and flexible. The planning processes must be designed in such a way that it can respond to and accommodate change in all its facets;
- ▶ local government should strive to develop synergy by achieving the maximum impact and benefits through the combining of available resources. The

combination and alignment of certain development interventions and resources will assist local government to achieve synergy;

- ▶ local government should optimise their resources by ensuring that they are applied in the most effective and efficient manner; and
  - ▶ democratising the planning process by the full participation of all the stakeholders in the determination of the development priorities of the area.
- According to the FCR (1999 : 45) the IDP holds the following potential for democratising local government:
- **representation** through broadening the range of stakeholders that need to be involved in the IDP.
  - **responsiveness** by promoting planning in partnership with the community. IDP makes local government more responsive to unique local problems and needs.
  - **promoting accountability.** IDP's are proposed as a means for public assessment and prioritisation of needs of the community. Local authorities are made accountable to citizens by having to demonstrate the extent to which they have acted on these priorities.

#### 4.6 CONCLUSION

This chapter described the administrative support structures within the Oostenberg Municipality by using the Porter Value Chain Model.

The municipality attempts to manage the community participation process by allocating different tasks to administrative support structures and to those directorates which execute the primary activities. However, the researcher observed that there is poor coordination between the Directorates in executing the activities. The strategic component (see Figure 4.4) represents the leadership structure of the municipality. The key task of the strategic component has been clearly defined. However no evaluation and monitoring their performance are in place. The gaps in the systems

and structures does not established the enabling environment for effective community participation. While the IDP implementation conditions should create a fit between the IDP process and the internal structures and systems.

The research finding on community participation will be discussed in the next chapter.

<p style="text-align: center;"><b>CHAPTER FIVE</b></p> <p style="text-align: center;"><b>RESEARCH FINDINGS ON COMMUNITY</b></p> <p style="text-align: center;"><b>PARTICIPATION</b></p>
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## **5.1 INTRODUCTION**

After the literature regarding community participation in development planning was reviewed it was necessary to establish empirically if the administrative support function is conducive for the development of effective participation in the implementation of the IDP process.

This chapter explains the research results of the study based on a sample design, focus group, data results and a conclusion.

## **5.2 SAMPLE DESIGN**

The questionnaire was formulated for the senior management of the Oostenberg. The aim of the questionnaire was to determine whether senior management agree that administrative structures are conducive to effective community participation and also to give them a chance to provide strategies to change the present situation. (*See Appendix B*). The results are discussed in section 5.4.

## **5.3 FOCUS GROUP**

In order to generate information to formulate a questionnaire, a focus group consisting of 7 members, composed out of all the structures in Wallacedene was used. The researcher who facilitated the session, focused the discussion on the low participation of attendance of the Wallacedene community at the council's public



meetings. A summary of the responses of the focus group as attached (*Appendix A*).

## **5.4 ANALYSIS AND DISCUSSION**

This section then provides an overview of the responses to the questionnaire used to determine an understanding, specifically at management level at the Oostenberg Municipality, of perceived functional responsibilities with regards to the implementation of the IDP.

### **5.4.1 Question 1**

All the respondents agreed that participation in the IDP has become a major problem.

### **5.4.2 Question 2**

- (i) Officials do not realise the importance of community participation.
- (ii) Community not informed about the IDP process.
- (iii) Method of participation should be an ongoing process.
- (iv) Community do not value their participation.
- (v) No political will from Council to participation.

### **5.4.3 Question 3**

- (i) Utilise existing structures in community.
- (ii) Improve internal and external communication.
- (iii) Centralised community participation.
- (iv) Build leadership

#### 5.4.4 Question 4

Sixty six percent (66%) of the respondents felt that Council do not allocate specific resources for public participation while 34% agreed with the statement that Council allocated specific resources.

#### 5.4.5 Question 5

Eighty five percent (85%) of the respondents indicated that council do not encourage suggestions from the community while 15% said that encouragements occurs but not on a structured basis.

#### 5.4.6 Question 6

The responses of the respondents relating to this question can be summarised as follows:

- (i) Community should be convinced that input is considered.
- (ii) Utilise ward / ward councillors to get their feedback from communities.
- (iii) Suggestion boxes to get feedback from communities.
- (iv) Community workshops.
- (v) Centralised community participation.
- (vii) Utilise different methods of participation.
- (viii) Participation approach in implementation of projects.

#### 5.4.7 Question 7

On this question, 56% used community meetings as a mechanism for feedback and 42% agreed that no meaningful feedback mechanisms were in place. Two percent (2%) of the respondents utilised existing community structures as feedback from the community.

#### **5.4.8 Question 8**

On this question 88% of the respondents agreed that time was a constraint on development planning and that participation should be an ongoing process. Two percent (2%) of the respondents indicated that time was not a constraint but that the method of public participation was wrong.

#### **5.4.9 Question 9**

More than one response was required. Therefore responses of the respondents can be summarised as follows:

- (i) Council must value their input.
- (ii) Council must build a trust relationship with them.
- (iii) Council must co-opt them on Adhoc committees.
- (iv) Council must build their capacity.
- (v) Council must show that they represent community interest.
- (vi) Council must promote partnership with NGOs.

#### **5.4.10 Question 10**

Fifty percent (50%) responded that councillors must consult more frequently and create opportunities for feedback to their wards. Thirty one (31%) of the respondents stated that councillors should be more visible and available to the community. Nineteen percent (19%) stated that councillors should promote community interest more than political party interest..

#### 5.4.11 Question 11

The response was as follows:

**Strength**

Existing community structures  
Stable environment  
Strong leadership

**Weaknesses**

Poverty  
Illiteracy  
Apathy towards participation  
Lack of Information  
Non payment of services  
Lack of trust

### 5.5 CONCLUSION

The fact that all respondents agree that participation in the IDP process is a problem, and 66% were of the opinion that Council fail to allocate specific resources for public participation is a clear indication that there should be a different approach by the Oostenberg Municipality in making contact with the community. Although 56% of the respondents use community meetings as a mechanism for feedback, 42% felt that there were no effective mechanisms in place.

Only 15% of the respondents indicated that Council encourages participation from the community although not on a structured level. This implies that to improve participation Council should change its administrative structures to accommodate meaningful participation. The fact that 88% of the respondents suggested that in order to overcome the time constraint on development planning, participation should be an ongoing process to emphasise the importance of changing the administrative structures to accommodate it.

The research however, indicated that in order to accommodate participation, not only are changes needed in the administrative structure but a complete mind-shift is necessary by the relevant political representatives. Furthermore, 50% of the respondents revealed that councillors should consult more frequently with their

specific wards. This implies the concept of governance where councillors should be more accountable and responsible to their constituents.

The respondents disclosed that the social characteristics of the Oostenberg community is that of poverty, illiteracy, and multicultural which signifies that the Oostenberg Municipality cannot only rely on public meetings as a method of participation but should also make use of different methods of participation.

The respondents disclosed that one of the strengths of the Oostenberg community is the existence of well established community-based organisation which are currently being under-utilised.

In the view of the above analysis, it becomes clear that effective participation in the IDP process can be accomplished if the administrative structures undergo change. If participation is an ongoing process, councillors would become more accountable and responsive to their wards and value community input and employ different methods of participation. The administrative support requirements which can influence effective participation will be formulated in the next chapter.

<p style="text-align: center;"><b>CHAPTER SIX</b></p> <p style="text-align: center;"><b>ADMINISTRATIVE SUPPORT AND EFFECTIVE IMPLEMENTATION OF THE IDP</b></p>
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## **6.1 INTRODUCTION**

Notwithstanding all the problems identified in the previous chapter, the author still believes that the Oostenberg Municipality can develop effective participation in the IDP. This could be made possible by making adaptations to the administrative structures and its approach, as well as working on the attitudes of officials towards community participation.

In this chapter criteria for the effective implementation of the IDP process will be formulated by taking into consideration the literature review, the administrative support function of the Oostenberg Municipality and the research findings.

## **6.2 CRITERIA FOR EFFECTIVE PARTICIPATION**

### **6.2.1 Participation institutionalised**

Participation in the Oostenberg should be institutionalised by allocation of resources for public participation, making one department responsible for it as well as adoption of a participation policy. The participation policy should include the following:

- (i) a language policy;
- (ii) methods of participation to accommodate the illiterate and the disabled;
- (iii) facilitation of workshops;
- (iv) conflict resolution; and
- (v) monitoring the effectiveness of community participation.

Community participation is not a spontaneous process and can only be encouraged and sustained if it is institutionalised (Kellerman, 1997: 53).

### **6.2.2 Coordination between Departments and effective Management**

Although there have been attempts to improve the management structure of the Oostenberg Municipality, there is a lack of integration and limited cross-functional working which lead to duplication and ineffectiveness. An IDP needs a proper management system that:

- ▶ links strategic decisions in the IDP to operational implementation;
- ▶ a performance management system that links strategic objectives in the IDP with an operational team and individual performance; and
- ▶ encourage joint working through project management.

The support structures and the functioning of the municipality should be adjusted to achieve the above so that it can facilitate communication and participation.

### **6.2.3 Alternative participation mechanisms techniques and structures**

To be able to promote effective participation the Oostenberg Municipality cannot only rely on public meetings for interaction with the community. Effective participation will require a wide range of participation techniques such as establishment of a research unit and utilisation of street committees, field workers and the development of a structured channel of communication between political representatives at ward and council level.

### **6.2.4 Development of a communicating organisation**

To enable the Oostenberg community to play a meaningful role in the IDP, effective communication channels should be established which will equip the community with

the necessary information and knowledge to participate in the process.

The success of the IDP process depends largely on the ability of the municipality to communicate effectively with its stakeholders (Department of Constitutional Development, 1997: 62). The Oostenberg should establish a strategic communication plan which should consist of the following aspects (Strategic Choices Document, 2000 : 26):

- ▶ an external communication strategy links to key strategic messages from the IDP; and
- ▶ new and focused communication channels that facilitate a two-way communication system between the municipality and the stakeholders.

### **6.2.5 Valuing of Community Input**



Officials and councillors sometimes view participation as causing unjustifiable delays in decision-making. However, community participation should add value to the decision-making process.

It is argued that the community will only participate if they see their participation as authoritative (FCR , 1999 : 46). The management and councillors need to prove to the various groups in the community that they value their views and input and that it forms part of the municipalities functioning. As soon as the council's budget reflects the input from the community, then value will be added to their participation.

### **6.2.6 Development orientated officials and councillors**

It is not a spontaneous process for officials and councillors to become developmentally orientated. Both officials and councillors should undergo training to understand the philosophy and reasons for developmental local government as well as the benefits of effective community participation. They must have an understanding why they should focus their efforts and Councils' resources on



improving the quality of life of communities who were previously marginalised, including the poor, women and the disabled. Development orientated officials and councillors will not only see participation in the IDP as a legislative obligation but as one that is beneficial to developmental local government (see chapter 3). If officials and councillors become developmentally orientated they will eventually value community participation. However, one cannot rely on training alone. According to Brinkerhoff and Klauss (1985: 155) the challenge of developing social development managers is to discover which aspects of the job can be trained successfully and which minimum set organisational changes are required in order for the managers to apply the knowledge acquired.

### **6.2.7 Information Management**

An effective participation process requires transparent and accessible information. Currently information is scattered in different departments and cannot be located at one central point. Each department separately collects and administer its own information which often leads to frustrated citizens whom are being passed from one directorate to another. This makes the search for information difficult. The public participation process requires and generates information. The information needs to be managed efficiently and should be incorporated into the Oostenberg's information systems.

Guidelines for the capturing and management of development information should be determined as part of the community participation policy framework. The Department of Constitutional Development provides the following principles that can be used as a guideline:

- ▶ a development information system should grow in parallel to the planning process;
- ▶ the current reality should be updated on an annual basis, based on both technical and public participation inputs to the IDP process;

- ▶ the collection and capturing of new information should take place systematically around priority issues (strategic themes) identified within the IDP process;
- ▶ a responsible body or person needs to be appointed to verify information and provide guidelines on standards and compatibility of information;
- ▶ cooperation between directorates with regards to the management of information needs to be promoted; and
- ▶ standardised guidelines for the submission of information.

### **6.2.8 Political Will**

Political will to engage with all in the community is critical for sustainable development and effective participation. The perception that civil society is in competition with the elected political authority who controls development in the area remains in the minds of some councillors (Dept of Constitutional Development, 1998 : 38). However, effective participation in the IDP requires from councillors to work along with NGOs and CBOs that do not share their political views.

## **6.3 CONCLUSION**

It is important to point out that the criteria for effective participation is not an exhausted list but it will depend on the particular circumstances of a municipality and the environment in which it operates. This criteria envisage adjusting the institutional structure and functioning of the municipality to better meets its development role. But it also indicates a need for the “change of heart” of officials and councillors towards participation and development.

## **CHAPTER 7**

### **RECOMMENDATIONS AND CONCLUSIONS**

#### **7.1 INTRODUCTION**

The aim of this study was to determine if the administrative support is conducive for the development of effective participation in the implementation of the IDP. A few recommendations aimed at ensuring effective participation is proposed in this Chapter.

#### **7.2 RECOMMENDATIONS**

**The first recommendation concerns the establishment of a local development forum.** A Local Development Forum (LDF) which should be inclusive, drawing members from political, labour, civic, youth and women's organisations, as well as sport, business, cultural, education, health and the disabled should be established. The formation and running of the development forum however, requires considerable organisational, financial, technical and legal support. The above support should come from business, NGOs and the Oostenberg Municipality. The role of the LDF should be clearly defined especially in relation to the Oostenberg Municipal Council.

The LDF will serve as a coordinating structure for all the community organisations in the Oostenberg with membership which is open to any group or individual. The LDF's main function will be to determine the development priorities of the community within the framework of the IDP. The idea is to combine all local structures into a single body to make public participation more effective.

**A second recommendation is the establishment of a community service and information centre.** The establishment of a multi-functional service centre which is aimed at bringing together the services of all the directorates and community services should be considered. (See *Annexure C*). Some of the aspects to cater for, should be:

- ▶ access to housing information;
- ▶ access to existing community and social structures inter alia, AA, SANTA, SANCO, etc.;
- ▶ access to community assistance schemes;
- ▶ access to training programmes;
- ▶ environmental awareness programmes, e.g anti-litter drives, Masakane programme etc.;
- ▶ major community upliftment programmes;
- ▶ information kiosk from council; and
- ▶ access to services of all the directorates - approval of building plans, paypoints and hiring of halls.

**A third recommendation relates to monitoring public participation.** The Oostenberg Municipal Council should appoint a public participation ombudsman to monitor the effectiveness of and make recommendations for the improvement thereof. This body or institution should be independent from Council and report to Council on a quarterly basis.

**A final recommendation involves the issue of continuous training and development.** The integrated development planning process requires new skills such as: development and planning; planning participation techniques, interpretation and analysis of data; project and programme management, feasibility studies and financial management. The Oostenberg Council should form a partnership with an educational institution to equip the officials and councillors with the above skills on a continuous basis.

### 7.3 CONCLUSION

The legislative framework for developmental local government makes community participation in the IDP an obligation, but to mobilise the community to participate is not a spontaneous process. This was evident when the Oostenberg Municipality organised ward meetings as part of the IDP. In most of the wards less than 1% of the estimated 4000 people (per Ward) attended the meetings. This demonstrated that the Oostenberg Municipality needs to embark on new approaches to develop meaningful participation in the IDP.

The above resulted in the administrative structures being analysed to determine how it can be improved to develop effective participation. The research revealed that the administrative structures did not focus on the establishment of effective participation.

After analysing the research findings criteria for inclusive participation was identified. These criteria which seemed to stimulate effective participation were: participation should be institutionalised; there should be coordination between departments and effective management; alternative participation mechanisms, techniques and structures should be used; a communicating organisation should be developed; input by community should be valued and development orientated officials and councillors should undergo training in this regard. The study also recommend practical intervention that can improve participation in the Oostenberg namely, the establishment of a LDF; a community service and information centre, a monitor for public participation and development of skills through continuous training and development. The above new structures and the capacity building of councillors and officials will facilitate effective participation in the Oostenberg Municipality.

In conclusion it is important to mention that although this research is confined to the Oostenberg, further research in this regard could be made applicable to the new Unicity.

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## **RESPONSE OF FOCUS GROUP TO COMMUNITY PARTICIPATION IN THE OOSTENBERG**

*The group consisted of seven members of all the community structures in Wallacedene*

The reason for non-participation by the Wallacedene community can mostly be contributed to the fact that council fail to consult with the structures before arranging public meetings. Everyone must work through the structures which were elected by the community. Residents feel that Council take the liberty of arranging meetings in Venues (e.g Kraaifontein Civic) which presented an obstacle for effective community participation. Another problem is the use of facilitators who are not representative of the community (i.e it is important that Xhosa speaking facilitators from Wallacedene community be used at these meetings since these persons are trusted by the community and are familiar with its problems). Concerns were raised by the community that their input is disregarded by Council which results in distrust by the community. The community structures informed the meeting that they lack the necessary resources like telephones and fax machines, etc and suggested that Council should support them by providing the infrastructure. Other suggestions emanating from the meeting were that the Oostenberg Council should apply different methods to inform the community of current and new developments in the area. For example, newsletters must be provided in at least three official languages (e.g English, Afrikaans and Xhosa), and that public address systems (P.A. systems) should be used in the informal settlements because of the high rate of illiteracy among the residents. The community also raised concerns that officials fail to understand them and is not always helpful (i.e. it is a common feeling amongst them that their input on housing projects in particular, is not considered seriously).

**QUESTIONS : INTERVIEW**

1. Do you agree with the statement that participation in the IDP process of the Oostenberg has become a major problem?

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2. If you agree with the above statement, give reasons for non-participation in the IDP process.

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3. How can the administrative structure and decision making process be improved to accommodate meaningful participation?

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4. Does the council of the Oostenberg set aside or allocate specific resources for public participation?

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5. Does the council of the Oostenberg encourage suggestions from the community? If so, name a few examples.

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6. If not, how can suggestions from the community be encouraged.

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7. What mechanisms are in place to get feedback from the community, e.g surveys?

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8. Development planning occurs within certain timeframes and the annual budget process is also subject to legal timeframes. Do you think that time is a constrain on development planning? In your opinion how can this be overcome?

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9. How can the existing structures (area committees, NGO and CBO) in the community be utilise to encourage meaningful participation?

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10. How can councillors contribute to effective participation in council matters in the Oostenberg?

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11. What will you consider to be the strength and weaknesses of our community?

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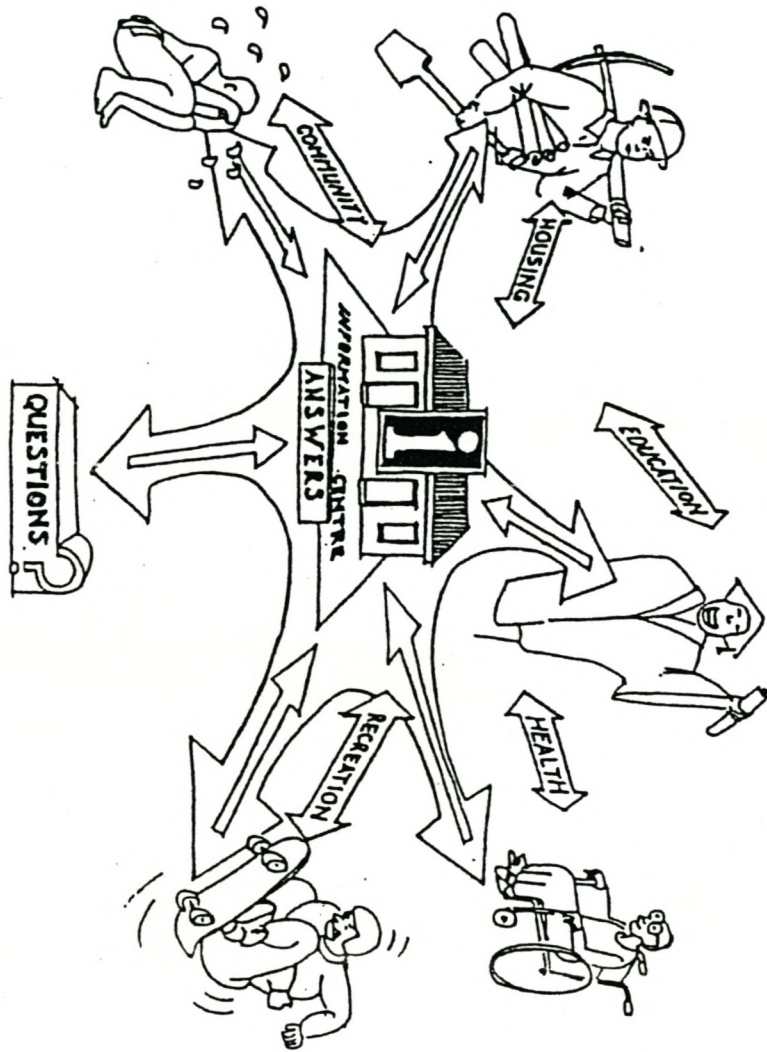
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<b>TEMA / STRATEGIE</b>	<b>NO.</b>	<b>DOELWIT</b>
<b>T1. Finansiële oorlewing.</b>	T1.1	Finansiële langtermynbeplanning, opstel van voorsieningsfondse.
	T1.2	Groei en ontwikkeling, bemarking, bevorder ekonomiese voordelige ontwikkeling.
	T1.3	Verantwoordelike bestuur van bates.
	T1.4	Invorderingsbeleid, nuwe inkomste bronne, eenvormige tariewe, Masakhane program, bekostigbaarheid van dienste.
	T1.5	Impak van behuising.
<b>T2. Gemeenskapbetrokkenheid en -tevredenheid.</b>	T2.1	Kommunikasie met publiek.
	T2.2	"Governance": Burgerskapsprogram, deelnamebeleid, Masakaneprogram.
	T2.3	Prakties: Gebruikersvriendelike Diens.
	T2.4	Sigbare Dienslewing.
<b>T3. Doelgerigte dienslewering.</b>	T3.1	Dienste ondersoek.
	T3.2	Registers opstel van agentskapsoreenkomste, delegasies, beleid en verordeninge.
	T3.3	Tegnologie benut.
	T3.4	Ondersoek: diensleweringvlakke, behuising, gesondheid.
	T3.5	Effektiewe wetstoepassing.
	T3.6	Spesifieke behoeftes aanspreek.
<b>T4. Omgewingskwaliteit.</b>	T4.1	Beeld van Stedelike Omgewing.
	T4.2	Omgewingsbewaringsbeleid, besoedelingbeheerbeleid.
	T4.3	Integrasie van gemeenskap.
<b>T5. Ontwikkeling en groei.</b>	T5.1	Opstel van ruimtelike-fisiese ontwikkelingsplan, groeipuntplan, struktuurplanne.
	T5.2	Meesterbeplanning van dienste en geriewe.
	T5.3	Vroegtydige voorsiening van hoofdienste om groei te akkommodeer.
	T5.4	Bemarkingsbeleid en aksies, toerismebeleid, SMME, Vennootskappe met privaatsektor.
<b>T6. Organisasie- Ontwikkeling.</b>	T6.1	Kultuur van strategiese bestuur vestig.
	T6.2	Roluitklaring: Raad, amptenary, UD'e, Spanbenadering.
	T6.3	Opleiding, motivering.
	T6.4	O&M studies, pligtestate, diensvoorwaardes.





SKAAL 1 : 120 000

-  KRAAIFONTEIN AREA
-  BRACKENFELL AREA
-  KUILSRIVER AREA
-  BLUEDOWNS AREA

