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Public Participation in the Integrated Development Plan: A Case of Madibeng Local Municipality, North-West Province

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Public Participation in the Integrated Development Plan: A Case of Madibeng Local Municipality, North-West Province

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Mmamodikwe Violet Pilane

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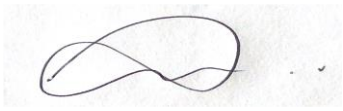
Supervised by Dr Hlengiwe Ndhlovu

This research report is submitted to the Faculty of Commerce, Law and Management in partial fulfilment for the degree of Master of Management in Public Policy.

Date: 23 October 2023

DECLARATION

I declare that this mini dissertation is my independent work submitted for the Master of Management degree in Public Policy at the University of Witwatersrand, Johannesburg. I have not previously submitted it for an examination or qualification at any other higher institution and that all sources I have used hare indicated and acknowledged as full references. All the interviews and informal conversations that were conducted with all the contributing participants for the purpose of this research report have been correctly cited and have not been incorrectly passed as my own suggestions.

Signature  **Date……..23 October…...2023**

Mmamodikwe Violet Pilane

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DEDICATION

To my little ngwana, I said I will do it and here we are, done and dusted. This is to you Kaone Tshwene.

ABSTRACT

This study is premised on the argument that the Integrated Development Plans (IDPs) remains an integral platform for engaging local communities through inclusive participation in the planning, implementation and reviewing of service delivery priorities. When processes, as outlined in the legislative prescripts, are not rolled out accordingly, there is a risk of public officials using IDPs as a compliance tool, while local communities consequently turn it into a platform for contestation of competing development interests. This research explores the role of public participation in the IDP processes with specific attention drawn to the Madibeng Local Municipality in the North-West province. I argue that; while public participation remains an important pillar for facilitating consultative governance within local municipalities; different understandings of its purpose and processes, coupled with longstanding service delivery challenges, have turned the IDP processes into a platform for interrogating service delivery needs for communities whereas public officials view it as a compliance process despite it not yielding positive results. This is regardless of the provisions in the South African Constitution and other acts that govern municipalities that provide processes for inclusive government and obligates local government to adhere to these. Thus, continued service delivery related protests in Madibeng Local Municipality, that are over a decade old, suggest that there is a disjuncture between the service delivery priorities as articulated by community members and the actual services that are delivered on the ground by the municipality. Therefore, the argument pursued in this report suggests that democratisation of IDPs to open up for meaningful participation by allowing communities to lead the process, has an opportunity to transform IDPs into an effective process for effective service delivery and development.

The study employs an explanatory research design to understand how and why Madibeng Local Municipality reports influx of service delivery related protests when it is not exempted from the local government legislative prescript that guide the processes of inclusive governance. Evidence presented throughout the report draws from a qualitative research design that triangulates semi-structured interviews, focus group discussions and participant observation as the main methods of data collection. Data was collected to interrogate the dislocation between what the legislation dictates insofar public participation in the IDP and the ensuing implementation thereof.

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To the Lord my savior, the one who gives liberally without reproach, You carried me by Your hand throughout this process. I would not have completed this study if it was not of the wisdom and sound mind You have bestowed upon me. For the courage, wisdom, perseverance and strength, You gave me throughout this research study, I would not be doing justice if I do not start with giving my heartfelt gratitude to You Lord..

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To my mentors Mr. Clement Mabe and Mr. Gaopalelwe Mofokeng, I silently said I am going to shadow you and I have never looked back. Thank you for being my motivation without even noticing.

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ACRONYMS AND ABBREVIATIONS

AGSA	Auditor General of South Africa
ANC	African National Congress
CoGTA	Cooperative Government and Traditional Affairs
GEAR	Growth, Employment and Redistribution
GDP	Growth Domestic Plan
IDP	Integrated Development Plan
MEC	Member of Executive Committee
MLM	Madibeng Local Municipality
MMC	Member of Mayoral Committee
MPRDA	Mineral Resources Petroleum and Development Act
OSP	Office of the Speaker
RDP	Reconstruction and Development Plan
SALGA	South African Local Government Authority
SACP	South African Communist Party
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SIU	Special Investigating Unit
SLP	Social Labour Plan

Chapter 1

Madibeng Local Municipality – a municipality for its communities?

1.1.Introduction

This study is premised on the argument that public participation is one of the pillars of service delivery on local municipalities and local officials should ensure proper inclusion of communities in their Integrated Development Plans (IDPs). Local municipalities exist for the socioeconomic development and wellbeing of their communities and are compelled to rely on their communities for their existence. Yet in contrary, evidence from Madibeng Local Municipality (MLM), particularly from the reported service delivery related protests, suggests that public participation does not inform socioeconomic development within the municipal area. Despite twenty-nine (29) years of the democratic transition in South Africa, Madibeng Municipality continues to witness service delivery related protests similar to those observed across the country. This is regardless of the provisions in the South African constitution and Municipalities Acts that provide for the inclusive local government to accelerate development through community participation in the IDPs. The continued service delivery related protests suggest that there is a disjuncture between the service delivery priorities as articulated by community members and the actual services that are delivered on the ground by local municipalities.

As enshrined in the Constitution of South Africa, Act 108 of 1996, under section 152(1)(e) which states that *"local government must encourage the involvement of communities and community organisations in the matters of local government",* one wonder why communities such as the Mothutlung community under the Madibeng Municipality in the North West province find themselves fighting for their service delivery needs in a form of service delivery related protests when the assumption is that they are an important stakeholder in the development of the IDP for the municipality. This research report is unpacking the role of public participation in the IDP processes of the Madibeng Municipality. It outlines the processes and procedures for the inclusion of the local communities in the IDP process; unpacks challenges experienced by the local government officials in the rolling out of the public participation processes, and presents some complexities raised by local communities that suggest some forms of exclusion from the IDP processes.

The research study emanates from the continuous service delivery related protests that continue to erupt under the Madibeng Local Municipality notwithstanding year-in-year-out public participation engagements, particularly on the IDP processes. An explanatory research design is thus employed to understand how and why Madibeng Municipality reports influx of service delivery related protests and the role of public participation in the IDP processes. Evidence presented throughout the report draws from a qualitative research design that triangulates semi-structured interviews, focus group discussions and participant observation as the main methods of data collection. Semi-structured interviews were conducted with seven (7) community members, four (4) municipal officials, with one (1) having served as a Party Representative councilor in the previous administration and currently serving as an official in the municipality. Another interview was also conducted with the Council Speaker of Madibeng who is also a political representative of the African National Congress (ANC), and one (1) political leader under the North-West Provincial government where Madibeng is located. A focus group discussion was conducted with officials of Madibeng, who presented their experiences in facilitating and conducting public participation engagements with the Madibeng community. In addition to these, I also attended one IDP review public participation engagement as part of observation, where I managed to observe how Madibeng Municipality conducts community engagements, how the community responds to the call for participation by the municipality and the extent to which the community participates in these engagements. All these data collection methods made it possible to draw some conclusions on the unintended consequences of the public participation platform for IDP processes.

The Municipal Systems Act, Act 32 of 2000 states that; "*it is the duty of the Council of a municipality to encourage the involvement of the local community about the level, quality, range and impact of municipal services provided by the municipality*", which is provided for under section 4(2) of the Act. This is a critical provision for unpacking the involvement of communities in the processes of service delivery needs and priories, and particularly in the IDP processes which is the main focus of this study. Considering that ward councillors and ward committees have direct contact with local communities as a link between municipal council and their communities, resolving grievances, challenges and dissatisfactions should be exercised through these local structures that include a comprehensive engagement between local communities and their local representatives. As such, understanding the channels of engagement within a municipal environment must be a responsibility of community members,

through the ward councillor and ward committees, such that the correct channels are followed to facilitate service delivery and community development.

Despite legislation provided on laying channels for strengthening communication between the municipality and its communities, lack of proper communication between the two can lead to grievances in different forms. In their study, Mbandlwa & Mishi (2020) argue that good leadership contributes to improved service delivery. Ward councillors and ward committees are therefore tasked with bridging the gap between the municipality and the communities, playing a major role in resolving disputes and grievances encountered by community members and transparently providing relevant information to the communities – as per the understanding of good governance. The participation of communities in the IDP processes, therefore becomes part of the responsibility of the local government representatives.

Among other findings, the study shows that there is a gap between the community of Mothutlung and the ward councillors to an extend where communities find themselves not understanding the relevance of different engagements with the municipal officials, hence the purpose of each engagement becoming more irrelevant to the communities. This gap results to the misconstruction of IDP public participation engagements where the meetings are turned into a platform for airing out everyday grievances, while missing the opportunity for important inputs for the IDP processes. It is through the appropriation of the IDP engagements for service delivery-related grievances that the non-existent, or limited communication between the ward councillor and ward committee, and the Mothutlung community is exposed. Meetings that seek to discuss reprioritisation of service delivery needs are turned into chaotic service delivery meetings by community members expressing their dissatisfactions with the quality and level of services provided by the Madibeng Municipality. Furthermore, due to absence of continuous engagements between the community and the ward councillors, community members of Madibeng Municipality would hijack any platform where municipal officials are present, to submit dissatisfactions and grievances thereby rendering other consultation processes irrelevant, including those of the IDP processes.

1.2.Research Problem

Madibeng Local Municipality is part of the two hundred and fifty seven (257) local municipalities in South Africa entrusted with the developmental agenda of its constituency,

including providing basic services – as guided by the Municipal Systems Act (Act 32 of 2000) and the Municipal Structures Act (Act 117 of 1998) inter alia, which stipulate that: "*it is the prerogative of the municipalities to develop IDP through interaction and consultation with its communities."* Furthermore, a consideration is provided that the role of public participation in the IDP is to allow communities to act as drivers of the process to pronounce their needs, and ultimately drive the local development of their municipality. In essence, the Madibeng Municipality is reliant on the participation of local communities to submit their service delivery needs, to participate without interference in ensuring delivery of these needs and be able to access information on the progress of implementation and submission of dissatisfactions where there are any (Mohangi, 2014).

Notwithstanding the legislative framework that provides for the engagement between local communities and the Madibeng Municipality, as provided for by the processes of public participation, there is continuous dissatisfactions expressed through service delivery-related protests by the local communities. Some of the repertoires employed include holding official's hostage, stoppage of community projects and in other instances, barricading of roads to stop all operations within the municipal area. As was indicated under paragraph 1.1 above, Madibeng Municipality being located in the province that is rich in platinum, and surrounded by nineteen (19) mining industries around its jurisdiction, this raises questions of the involvement of different stakeholders including the mines, in the collaborative development project of the municipality and the creation of employment opportunities (Madibeng Local Municipality IDP Review 2018/19).

Despite clear provisions for community involvement in the IDP processes, protest actions continue to characterise community and municipality engagements, including those that have already been discussed of the Mothutlung community. The prevalence of protests raises questions on the link between what communities prioritise in their IDP engagements and services or lack of service delivery that they get to challenge through protests. It is to this effect that one questions the procedure of community participation in the IDP processes where service delivery needs are meant to be a collaborative engagement between target communities and the municipality.

The Constitution of the Republic of South Africa (Act 108 of 1996) promotes a local sphere of governance that is developmental and focused on sanctioning public participation in all its actions as a way of promoting a healthy and safe environment for all (Reddy, 2018). Over the

years, communities have turned IDP public participation processes into service delivery-related engagement sessions with an emphasis being on the fact that municipalities are answerable to its communities. In other cases, IDP engagement spaces have been turned into service-delivery related protests, sometimes rendering the process fruitless. The major reason for this turn is mainly because there seem to be minimal consultation between the municipalities and communities during the implementation phase of the IDP, where projects would have been prioritised accordingly and budget customised and componentised, leading to challenges in delivering of services in accordance with the approved projects as would be outlined in the approved IDP (Reddy, 2018). It is important to emphasise that the inclusion of community participation in the IDP process is part of the requirements of the legislation and ensuring that the communities can voice and prioritise their needs in a manner that takes account of their democratic right.

Mabuye, (2013) argues that research also suggests that issues around lack of transport to the meeting venues, lack of experts to interpret documents to the communities and the language translation mainly in the rural areas come as some of the major contributors to weakened fruitful public participation. This, therefore, questions whether efforts are made to bring communities to their understanding of their expected contribution in the IDP, collaboratively ensuring that a proper understanding of the public participation process is outlined through adhering to legislated procedures and actors that are part of the process. While it is an expectation that communication strategies between the municipality and its community members should be improved by the role of the council committees who are meant to be a direct link between the municipality and communities, it is questionable whether the strategies employed are being implemented when considering the level of dissatisfactions demonstrated (Mabuye, 2013).

There is considerable scholarly work on post-1994 service delivery-related protests and the betrayal of the hopes of the democratic transition as most communities got to realise that the democracy did not bring out what they expected (see Booysen 2007; Alexander 2010 and Von Holdt, and Kirsten, 2011). This is despite the promises of a better life for all as articulated through the campaign slogans of the African National Congress (ANC) – as an anti-apartheid liberation movement, and the continuous disappointments that are, oftentimes shown by communities through protests. Continuous service delivery complaints expressed through protests by the Madibeng community raise questions regarding the inclusion of local communities from the formulation to the implementation stage and processes that are followed

in the IDP public participation. Furthermore, these protests raise concerns on whether the final adopted IDP in the Madibeng municipality is in line with the services required by the communities as per their contribution during the IDP process. This study unpacks the tensions between the IDP processes, and community involvement in the processes and the service-delivery related protests that emerge after the implementation of the IDP recommendations.

1.3. Rationale to the study

This research report is based on a case study of continuous service delivery related protests in the Madibeng Municipality over the years, which date back as far as 2013, with the most recent one being that of 2023 (Ground Up 2022; Engineering News 2014). Characterised by closure of municipal offices by community members in fight for their service delivery needs, barricading of roads, disruption of economic activities, disruption of community meetings and holding councillors in hostage as a demonstration for their service delivery protest, Madibeng Municipality becomes a privileged space for studying the participation of local communities in the IDP processes that is responsible for shaping and championing service delivery issues in Madibeng.

Brits, a town under the Madibeng Municipality was found in 1924 and later gained its municipal status in 1944. It was renamed to Madibeng Local Municipality in 2001 after being joined with the Hartbeespoort. As a municipality located in what is known as the Platinum Province – the Northwest Province of South Africa, due to its richness in platinum, the municipality is surrounded by nineteen (19) mines where one of the mines is directly located in the Mothutlung community known as Vametco Alloys (Madibeng Local Municipality 2015 Spatial Development Framework). Considering that it is expected that the mining industries contribute towards local economy and job creation within a municipal area, it is surprising to see the state of development at Mothutlung and prevalence of service delivery-related protests twenty-two years since the renaming of the Brits town as Madibeng Local Municipality (Madibeng Local Municipality Integrated Development Plan 2018). One would assume that community participation in the IDP processes would improve the level of development and thereby reducing the prevalence of protests within the municipality. Yet, the persistence of protests and the deteriorating state of service delivery suggests, as per evidence from Madibeng, that there is a disjuncture between public participation in the IDP processes and the intended outcomes as provided for by the Municipal Systems Act, Act 32 of 2000.

It is important to mention that I grew up at Madibeng and most of my family still reside in the jurisdiction of Madibeng Municipality. I was born and bred in Rabokala, a village under the Bakwena Bamogopa Tribal office situated in Hebron. I have direct experience with the municipality and have witnessed its development processes through the years. Although I have relocated to the other parts of North-West province, my mother still resides in Rabokala, and I do visit regularly and continue to experience Madibeng and its main highlight has always been non-delivery of water in the village. From my personal experience, the last time Madibeng Municipality provided Rabokala with clean running water from the taps was in 2011, around the local government elections. Since then, the community relied on mobile tanks supplied by the municipality. Consequently, in 2012/2013, the Rabokala community violently stopped the tankers from accessing the village and demonstrated through protests to show their dissatisfaction with lack of access to running water – basic right, and later resorted to self-indebting boreholes. The issue of access to running water remains one of the service delivery issues that continue to disrupt the IDP platforms that are meant to contribute towards the IDP document – a document outlining the five-year plan of the development trajectory in the Madibeng Municipality.

Considering that I am no longer a full-time resident of Madibeng Municipality, my research study included interviews of the community members as the directly affected participants in the Madibeng Municipality and the officials particularly in the public participation units and the IDP offices as the officials directly responsibility for the IDP processes within the Madibeng. In so doing, I was able to critique processes involved with the full inclusion of Madibeng communities in IDP processes to establish disconnections and provide recommendations. I also include my personal experiences, coupled with data collected from the interviews done with the community members, municipal officials and participant observation to provide all-inclusive findings and municipal documents sourced either from the municipality or the internet to make recommendations without being biased and always preserving reflexivity. In the following section I will provide research problem which outlines the gap of knowledge around public participation in the IDP.

Socioeconomically, a reflection is also made on the increased population stemming from employment opportunities from the mining companies in the area, increasing the demand for service delivery needs from the Madibeng municipality. Communities such as Mothutlung, Damonsville and other Brits areas house populations that include mine workers who are equally expected to benefit from services provided by Madibeng municipality. A need therefore arises

for the municipality to sustainably make provisions for basic services for the increased population, while subsequently the revenue collection for rates and taxes is expected to increase in such a way that the Madibeng Municipality is able to efficiently meet the needs of all its communities. It is therefore important to recognise all these communities as important stakeholders in the mapping of development and service-delivery needs of the broader Madibeng Municipality. The IDP process becomes an important space for inclusion of communities through public participation.

This research report presents findings on the involvement of communities in the IDP processes through public participation in order to establish the disconnection between what is set as IDP processes as a strategic development tool and the actual processes on the ground. Furthermore, findings in this study expose that there is lack of understanding of IDP processes and its intended role of public participation which also contributes towards experiences of service delivery related protests and increased grievances that tend to crowd the IDP public participation platforms as a form of demonstrations of dissatisfactions in the performance of the local municipality and its representatives at the local level. In *Chapter 3*, I respond to the questions related to what the IDP means to the community and Madibeng Municipality as a guiding document for service delivery and development. I bring the theoretical and practical understanding of the IDP process through the use of legislative tools that are directed towards the development of South Africa under which the IDP is anchored.

It is noteworthy to mention that the IDP was introduced, amongst the other policies and procedures, in 1996 from a national government sphere as a co-ordinating tool aimed at influencing development particularly at the provincial, district and local government spheres. Cognisance should be also given to the fact that the intensions of the IDP were to realise in a five-year cycle whilst aligning the strategic goals of the local government to its resources, with the main aim being to ensure that the relevant services are delivered to the communities (Reddy, 2018).

It is through the IDP document that the Madibeng community expresses its needs to guide the municipality to their priorities however, notwithstanding this development-oriented tool that is strategically placed to encore development at a local government, the ward councillors are also strategically placed to play the role of strengthening communication between Madibeng Municipality and its communities to curb misunderstandings in municipal processes and categorially assist in submitting grievances to the municipality.

In *chapter 4* I unpack the administrative role of the municipality for facilitating public participation engagements and processes followed in documenting the submitted community needs at all IDP public participation engagements. This was done to establish the efforts made by the municipality in including the community in its processes, understanding that the Madibeng's existence lies on the community it serves. This chapter further exposes disjuncture between what is submitted by community members at the IDP public participation engagements, what is subsequently implemented by the municipality.

In this chapter, I also argue the turnaround of implementation of projects for service delivery projects within the municipality noting that the IDP is confined to a five year-cycle and as such the municipality's responsiveness to these needs should be within the stipulated period. I argue the turnaround period through also considering that in the twenty-two years that Madibeng Municipality has existed, the coupled service delivery protests call for attention and analysis of alignment of the community needs and the municipal resources.

It is in this study that I unpack the exploration of the involvement of the community in the municipal affairs at the Service Delivery and Budget Implementation Plan (SDBIP) considering that it is at this stage that the Madibeng Municipality aligns its resources to the submitted service delivery needs and establish the level of needs its resources will meet and as such it must be at this point that the communities are also involved for openness and transparency purposes. It is through the SDBIP that Madibeng aligns its short-medium term strategic objectives to long term strategic intent (Final 2020/21 Madibeng Local municipality Service Delivery and Budget Implementation Plan). However, the fact that communities turn IDP public participation sessions into service delivery meetings, as was the case in the ward 20 IDP review public participation that took place on 23 October 2022, indicate that there is limited understanding of IDP processes.

The question of full inclusion of communities in IDP processes is realised and further unpacked in *chapter 5* which discharges the role of community involvement in IDP processes and lastly establish whether its full inclusion has a contribution to lessened service delivery related protests within the Madibeng Municipality. It is in this chapter that the roles of the councillors, politicians and municipal administrators mean to the realisation of full inclusion of the community in the IDP processes. Chaining the processes of linking service delivery needs submitted by communities to the actual implementation of these needs provides the processes around the inclusion of communities in the IDP processes.

1.4. Research questions

For this study, research questions are aligned to the problem statement and the research objectives this study is aimed at achieving. Thus, the main research question for this research is:

- What is the role of public participation in the Integrated Development Plan process?

In fully answering the above main question, the study will probe the following sub-question:

1. What is the role of the Integrated Development Plan in community development?
2. What is the role of the public participation office in facilitating community participation in the IDP processes?
3. What are the processes for community inclusion in the IDP?

1.5. Locating Madibeng Local Municipality

In the South African government structure, local government, and municipalities, as the lowest level of government are directly responsible for the delivery of basic services and ensuring the wellbeing of communities by addressing their day-to-day grievances and service delivery-related needs. However, the system of governance had to be restructured during the democratic transition to take into consideration the roles and responsibilities of the three spheres of governance (Madibeng Municipality IDP, 2014). The establishment of these levels of government was to fuel growth and development through the country while ensuring accountability at all levels.

Chapter 3, Section 40 of the Constitution of the Republic of South African provides that:

40. (1) In the Republic, government is constituted as national, provincial, and local spheres of government which are distinctive, interdependent, and interrelated.

(2) All spheres of government must observe and adhere to the principles in this Chapter and must conduct their activities within the parameters that the Chapter provides.

The North-West province, also known as 'the Platinum Province' due to its wealth in minerals, houses the Bojanala District Municipality which is a category B municipality as recognised by the Local Government Municipal Structures Act 1998, (Act 117 of 1998). Madibeng Local Municipality is part of the five (5) local municipalities under the Bojanala district municipality

and surrounded by nineteen (19) mining industries around its jurisdiction (Madibeng Local Municipality IDP review 2018/19).

As indicated earlier, Madibeng Local Municipality was newly named in 2001 from a town known as Brits, a town that was founded in 1924 and later gained its municipal status in 1944. Madibeng Local Municipality has existed from 1924 as Brits and was only renamed in the year 2001 after being joined with the Hartbeespoort **(**Madibeng Local Municipality IDP review 2018/19).

The map below depicts the study area of Madibeng which also locates the villages and towns around the jurisdiction of Madibeng:

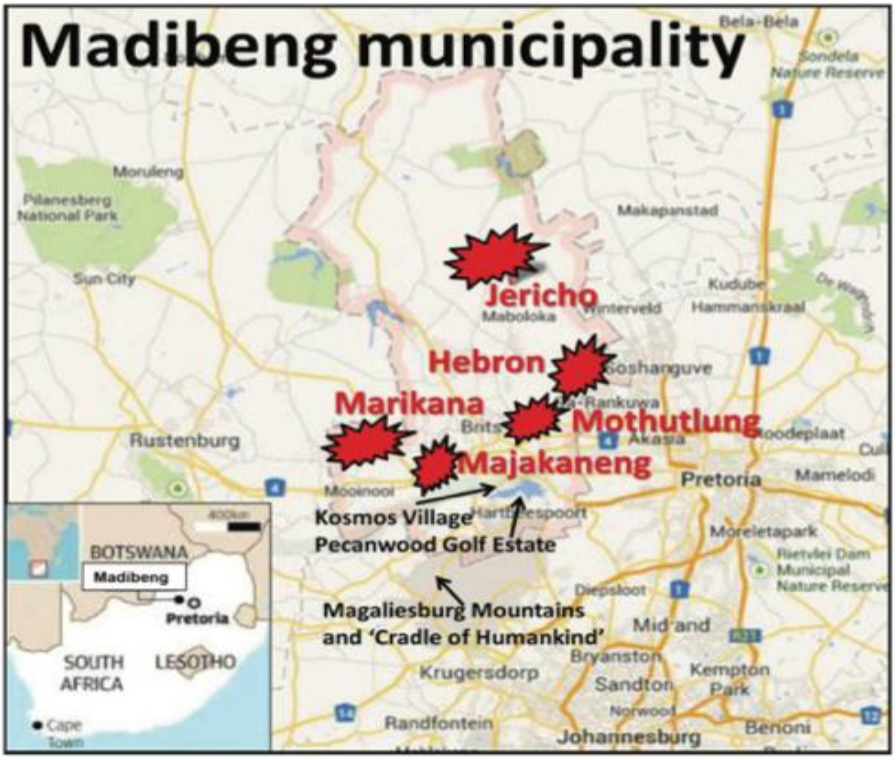


Figure 1: Madibeng local Municipality map (Mukonza, 2020)

The Madibeng Municipality 2020/21 Service Delivery and Budget Implementation Plan (SDBIP) provides that Madibeng is made up of Brits and Hartebeesfontein towns, 9000 farms and forty-three villages. The SDBIP further stipulates that municipality is in an area with the world's third largest chrome producer as witnessed through the nineteen (19) mining industries that are around the municipal area. The Madibeng municipality is also located less than 100km away from Rustenburg as the economic hub of the province, it has active economic activities and a high contribution to the Growth Domestic Plan (GDP) of the province. However,

notwithstanding the suggested economic status, the Spatial Development Plan of the Madibeng Local Municipality states that the municipality consists of four main towns and forty-three villages (Madibeng Local Municipality Spatial Development Framework, 2015) suggesting that it is more rural than urban in nature.

Land distribution in the Madibeng Municipality is 50% farmlands; 14% urban; and 28% owned by tribal authorities. The 2011 census provided that Madibeng had a population of 477 381 with the larger part of the population concentrated in the areas of Lethlabile, Brits, Bapong, Majakeng, Kgabalatsana, Elandsrand. The population distribution is 89% black Africans, 9% white and 1% coloured, where in overall, 53% are men and 47% being women. The region is predominantly populated by Setswana speaking people. This demographic information is important for the study and findings that suggest complications within the IDP public participation processes, especially in issues related to documentation and their translations during community engagement meetings. Considering the richness of the municipality as characterised by diverse economy, its state of underdevelopment remains an intriguing factor, with communities experiencing water challenges, dilapidated roads, limited recreational facilities, to mention a few – demonstrating minimal development since its renaming in 2001 (Madibeng Local Municipality Spatial Development Framework 2015).

Understanding the geographical location of the Madibeng Municipality is important for a case study approach as it paints a picture of both the municipality and communities being researched and to understand the dynamics and complexities of the struggles of the local communities and the question of public participation in the IDP processes. Furthermore, the geographic mapping shades some light in understanding everyday service delivery needs and the challenges faced by these communities – given that majority are in rural setting, in accessing basic services.

1.6. Understanding the legal prescripts on Public Participation and IDP

1.6.1. The Constitution of South Africa 1996 (Act 108 of 1996)

As the supreme law of the country, the Constitution of South Africa implores the Madibeng Local municipality under Section 195(1) to adhere to certain provision such that:

"*1. Public administration must be governed by the democratic values and principles:*

(c) Public administration must be development oriented.

(e) People's needs must be responded to, and the public must be encouraged to participate in policymaking.

(g) Transparency must be fostered by providing the public with timely, accessible, and accurate information".

In response to the extract from section 195 (1)(c), (e) and (g), Madibeng Municipality has a responsibility to run a municipality that is development-oriented by ensuring that its development goals and plans become a collaborative effort between the municipality, its local communities and the business sectors through public participation and continuous engagements. As such, the role of public participation in the IDP processes should allow communities to give effect in the decisions taken by the municipality and in particular, those that relate to community needs.

In the development spectrum, public participation can be used as a tool that determines whether the adopted development programs will produce the desired outcomes. Not only should service delivery needs be documented through an IDP document, but it is a requirement, as provided in section 195(1)(e) that community inclusion must be ensured through municipal processes that they are involved in IDP documenting and policy making. Furthermore, Madibeng municipality is required by the constitution to ensure that the IDP document is made transparent and available to the community as outlined in section 195(1)(g). Findings from Madibeng Municipality suggests that despite the existence of these constitutional processes, the municipality continues to struggle with the inclusion of local communities in the IDP processes owing to many challenges that I unpack further in the following chapters.

Chapter 6 of the Constitution provides an outline for the provincial governments as the middle and second level of governance and provide for their legislative authority vested in the provincial legislature. Chapter 7 then focuses on local government as the final sphere of governance (Constitution of the Republic of South Africa 1996, Act 108 of 1996). At the local level of governance, municipalities exercise the role of democratising processing of governance by being accountable to the communities. Local municipalities must exercise measures that encourage public participation to ensure successful provision of services in matters that relate to local government as prescribed in Section 151(1).

From the national government, down to the lowest level of the municipalities, the constitution stresses the importance of a transparent government that allows stakeholders to have access to processes that govern them, and to participate in these processes (South African Constitution,

1996). In a state that allows for an open relationship between government and its stakeholders, accountability is a priority. This requirement is provided in the Constitution under Section 152(1)(e) which states that the objectives of local government are:

> *"…to encourage the involvement of communities and community organisations in the matters of local government".*

Considering the above outline on the establishment of different spheres of governance and responsibilities entrusted to them through the constitution, it is key to understand the role of the Madibeng as a local municipality and how it relates to its communities and facilitate public participation on IDP processes within the frameworks that are provided for by the constitution and its different mechanisms. As I show in the following chapters, participants to the study have highlighted many challenges associated that hinder their participation. Public officials have also indicated that they do try to include communities in strategic decision. Yet, the processes continue to face some challenges. This suggests that while public participation remains an important pillar in the development of local communities, the IDP processes continue to fail to reflect community needs and local communities turn the platform to a service delivery-related grievances platform.

1.6.2. White Paper on Transforming Public Service Delivery - Batho Pele

Batho Pele is a Sotho phrase that can be directly translated to 'People first.' Using this approach, the government seeks to adopt a governing strategy that puts its citizens first. Batho Pele was first introduced through the White Paper on Transforming Public Service Delivery (Notice 1559 of 1997) – fashionably known as Batho Pele White Paper where a participatory government was to be characterised by a responsive South African Government. The intensions of the Batho Pele White Paper were to promote professionalism and accountability in provision of basic services to the citizens, thereby ultimately improving and bettering the lives of citizens and communities (Phendu, 2019; Minimum Standards for Batho Pele, April 2021).

Noting that the Batho Pele principles were introduced along with the democratic transition, the idea behind the introduction of a government that is focused on participatory democracy, the notion behind was to move from a bureaucratic government that was a result of apartheid thereby shifting to a government that is central to putting the needs of the citizens first (Ward Committee Resource Book, 2005b:21). Almost three decades post the democratic transition in

South Africa, evidence from Madibeng Municipality suggests that despite effects to democratise governance and making processes accessible to people, the role of public pupation remain one of complex practices that continue to include communities as important stakeholders from participating in the IDP processes that shape their development needs.

In relation to section 195 of the Constitution of South Africa and the outlined principles of Batho Pele, the table below depicts the process towards the efforts by government into ensuring a People first government tailored for the Madibeng Municipality:

Principles of public administration (section 195 of the constitution	**Batho Pele principles**	**Minimum Standards**
Public administration must be accountable	Consultation	At least 10% of basic service recipients are consulted annually about the quality, cost, and timing of municipality's specific services they are entitled to receive.
Public administration must be broadly representative of the South African people	Service delivery standards	On an annual basis, service recipients are informed about the level, cost (if any), and quality of municipality's-specific services they will receive through the publication of a service charter that is reviewed annually.
Good human-resource management and career-development practices, to maximise human potential, must be cultivated	Access	All service recipients should have equal access to municipality's specific services on an ongoing basis.
People's needs must be responded to, and the public must be encouraged to participate in policymaking	Courtesy	Service delivery recipients should be always treated with respect.
A high standard of professional ethics must be promoted and maintained.	Information	Service delivery recipients should be given full, accurate, and user-friendly information about the services they are entitled to receive on a continuous basis.

Transparency must be fostered by providing the public with timely, accessible, and accurate information	Openness and transparency	Service delivery recipients should be informed how departments are managed, how much is spent on service delivery to the public, and who is in charge through an annual report to citizens.
Public administration must be development-oriented	Redress	If the promised standard of service (or product) is not delivered, service beneficiaries should be offered an apology, a full explanation, and a speedy and effective remedy within 30 working days of their complaint.
Services must be provided impartially, fairly, equitably and without bias	Value for money	Services provided are in line with service user's needs and financial capability.

Table 1: Principles of public administration and Batho Pele principles.

It is through the Constitution and the Batho Pele principles that Madibeng municipality is guided on how to consider inclusive engagements in delivering basic services. These principles are expected to act as a guiding measure to engaging communities, yet community members who participate in this study suggest that their engagement with the municipality does not reflect some of these guidelines.

1.6.3. Municipal Systems Act, Act 32 of 2000

The Municipal Systems Act 2000 (Act 32 of 2000) is the most comprehensive Act on the legislated systems that municipalities across the country should follow and comply with. It provides the main mechanisms and processes that allow municipalities to progressively move towards the social and economic upliftment of local communities and to ensure common and adequate access to essential services. It also makes a provision for community participation within the municipal systems (Municipal Systems Act 2000, Act 32 of 2000). Municipal

Systems Act, in line with the adoption of a developmental local government as adopted in 1998, was established to make use of limited resources for development purposes (Mbuyisa, 2013).

1.6.4. Municipal Structures Act, Act 117 of 1998

Local Government recognises the Municipal Structures Act 117 of 1998 as an act that exists to:

"...provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities and to further regulate the internal systems, structures and office-bearers of municipalities".

The same Act provides for municipalities to have a participatory system with its sub council or ward participatory system. Furthermore, it stipulates that it is the responsibility of the mayor to report, on an annual basis, on the involvement of communities and in the affairs of the municipality. Section 19(2)(c) of the Act further provides that on an annual basis, it is a prerogative of a municipal council to review its processes, this is insofar as community involvement is concerned. The Municipal Structures Act provides for the structures that are established at the municipal level to ensure effective governance, and these include council committees, members of mayoral committees, ward councillors and other structures that exist to ensure that community needs are being addressed. The Municipal Structures Act (1998) therefore provides a platform for the Madibeng local municipality to establish structures that facilitate public participation by including its broader communities into the municipal system. As I show in *Chapter 4*, local officials who participated in the study maintain that there are mechanisms that exist to facilitate public participation. However, they have also highlighted some challenges related to the 'abuse' of IDP platform – as a form of public engagement, and have argued that this platform is abused for expressing service delivery frustrations that local communities believe should be prioritised.

1.6.5. Draft National Policy Framework for Public Participation (2007)

In his work, Phendu (2019) provides that the Draft Framework for Public Participation was introduced as a guidance to municipalities on the processes, mechanisms and approaches to be followed, with an aim of achieving enhanced public participation by communities. This policy framework is developed to *"build on commitment of the democratic government to deepen democracy which is embedded in the constitution of South Africa and above all in the concept of local government as comprising the municipality and the community"* (Draft Policy Framework for Public Participation, 2007: 1). Through this framework, Madibeng Municipality must commit towards participatory government which is focused at encouraging community to make submissions to the municipality and the municipality to ensure empowerment of these communities in a manner that is not manipulative. This framework further affords Madibeng Municipality an opportunity to establish structures that are focused at ensuring efficient communication between the municipality and the community. For planning, implementation and monitoring of projects within Madibeng Municipality, the ward councillors are essential to ensure participatory governance through the involvement of local communities in municipal issues. This also assists in supporting local activities in a form of community development workers (Govender and Reddy, 2011: 62).

The Draft National Policy Framework for Public Participation (2007) also sets out assumption of public participation as follows:

- *"Public participation is designed to promote values of good governance and human rights;*
- *Public participation acknowledges a fundamental right of all people to participate in the governance system;*
- *Public participation is designed to narrow the social distance between the electorate and the elected institutions;*
- *Public participation requires recognising the intrinsic value of all people and investing in their ability to contribute to governance processes; and*
- *People can participate in a number of ways, for example, as individuals, interest groups or communities;"*

It is further important to note that ward committees are elected and entrusted with holding community engagements through "*imbizos", "makgotla"* and road shows in order to ensure continuous engagements with the communities. As part of what the policy framework stands for, it further provides principles that are aimed at guiding public participation in South Africa (The Draft National Policy Framework for Public Participation 2007).

- *"Inclusivity - embracing all views and opinions in the process of community participation;*
- *Diversity - during a community participation process it is important to understand the differences associated with race, gender, religion, ethnicity, language, age, economic status and sexual orientation. These differences should be allowed to emerge and where appropriate, ways sought to develop a consensus. Planning processes must build on this diversity.*
- *Building community participation – capacity-building is the active empowerment of role players so that they clearly and fully understand the objective of public participation and may in turn take such actions or conduct themselves in ways that are calculated to achieve or lead to the delivery of the objectives.*
- *Transparency - promoting openness, sincerity and honesty among all the role players in a participation process;*
- *Flexibility - the ability to make room for change for the benefit of the participatory process. Flexibility is often required in respect of timing and methodology. If built into the participatory processes upfront, this principle allows for adequate public involvement, realistic management of costs and better ability to manage the quality of the output.*
- *Accessibility – at both mental and physical levels - collectively aimed at ensuring that participants in a public participation process fully and clearly understand the aim, objectives, issues, and methodologies of the process, and are empowered to participate effectively.*
- *Physical levels - collectively aimed at ensuring that participants in a public participation process fully and clearly understand the aim, objectives, issues and methodologies of the process, and are empowered to participate effectively. Accessibility ensures"*

The above principles serve as guidelines on how Madibeng should incorporate public participation in the municipality through establishment of Public Participation policy which must be in line with the principles stated above.

1.7. Background of IDP processes and its relationship with public participation

The IDP emerged in 1996 following the introduction of the Reconstruction and Development Plan (RDP) which did not cover all the social and spatial inequalities that came with the pre-1994 government. Therefore, the IDP was introduced as a strategy to be implemented at the local government level with the aim of redressing the social and spatial disparities that resulted from the apartheid system. The IDP is an integrated planning approach that was launched after the 1994 South African national elections as a five (5) year strategic plan that was introduced through the national sphere of government to enforce development at the local level, hence being implemented at the local government through municipalities. Richard Gueli (2007) indicates that IDPs were developed with the intention to function as an assistant tool to assist municipalities in channelling successive achievement particularly in their developmental mandates and to subsequently give guidance to any other institution or agency operating within the jurisdiction of the municipality on their operating activities Richard Gueli (2007)

Furthermore, the IDP seeks to allow the national, provincial, and local spheres of governance to engage on the long-term development strategies over a period of twenty-five years for national and provincial governments and five years for local government (Gueli, 2007). According to the White Paper on Local Government (1998), the IDP is one of the key tools that the local government has in coping with its new developmental role. As such, the IDP forces local governments to strategically plan local development, thereby sustainably ensuring that services are effectively and efficiently delivered to communities. As a peacebuilding measure, the IDP focuses mainly on increasing the rate of service delivery and enforcing sustainable local development and economic growth nature of its economy (Gueli, 2007).

Public participation is one of the key practices of a democratic government as it facilitates a healthy relationship between local government/municipalities and its communities (Maloba, 2006). In the South African legislation, Section 4(2) of the Systems Act (2000) states that:

"It is the duty of the Council of a municipality to encourage the involvement of the local community about the level, quality, range and impact of municipal services provided by the municipality".

Section 51(1) of the same Act further states that:

"Members of the community have the right to contribute to decision-making processes of the municipality and to also be informed of the decisions of the municipal council affecting their rights".

Taking into cognisance that the main reason to foster swift response to community needs positively contributes to development at the local level, the constitution provides for an open relationship between the community and the municipality to directly respond to their needs, the legal prescripts that require Madibeng Municipality to build relationship with its community are meant to work towards development of Madibeng area. The constitution goes further to provide that community members are expected to participate in the processes of ensuring that their basic needs are known and documented by the municipality (South African constitution, 1996). The IDP document is subject to review process and the review is expected to take place at an annual basis; this is aimed at ensuring that there is improvement in the quality of services delivered while ensuring sustainable delivery of these services and the efficacy of the administration in the municipality in relation to servicing communities (White Paper, 1998).

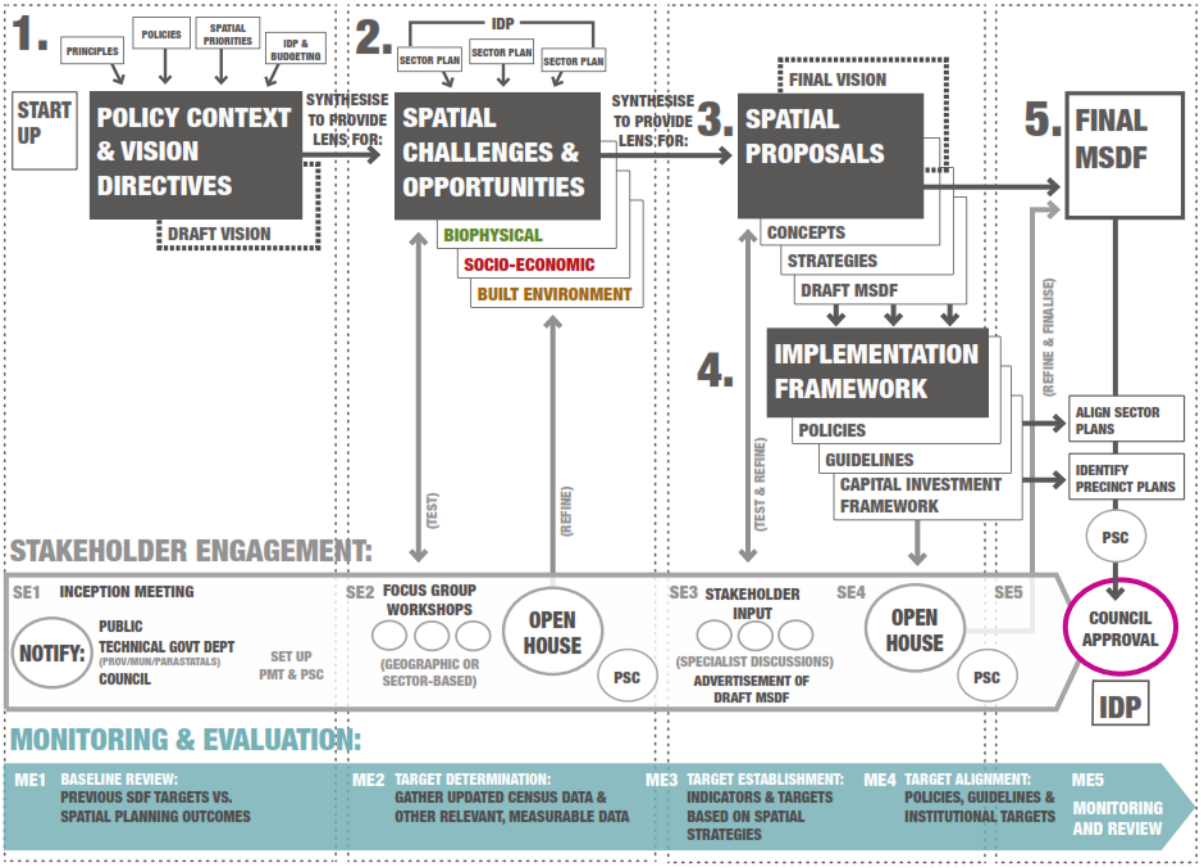


Figure 6: Madibeng Local Municipality Spatial Development Draft process (Extracted from MLM SDF 2015)

Madibeng also adopted a process plan that respond to the need to involve participants in its processes. This thus allows the community to understand their relevance in municipal processes, however in this instance in its Spatial Development Framework. This diagram also indicates how Madibeng responds to inclusive governance through public participation platforms.

The literature presented above suggests that the IDP is an important document for the strategic planning of delivering services by the municipality. It is therefore important for the Madibeng Municipality to put effective measures to make sure that local communities and other stakeholders have access to the process of developing the IDP document. Evidence presented in the following chapters, and *chapter 5* in particular, suggests that while the IDP remains an important strategic process, communities seem to be not afforded a fair opportunity of participating the process. The processes of public participation seemed to be marred by challenges that hinder community participation and thereby diverging from the constitutional provisions that demands that local communities be included in the processes.

1.8. Background to service delivery related protests



Figure 2: Mothutlung community 2014 protest for water (Image from Mail and Guardian, Sosibo & Ebrahim 16 January 2014)

The article titled *"Notes on Madibeng's water delivery record and service protests in Northwest"* documents Madibeng Municipality's four major protests dating back to 2013. Evidence presented in the article and supported by the 2011 census, raise issues around water challenges within the municipality. This further raises questions around Madibeng's fitness in facilitating the delivery of basic services such as access to running water – as indicated in the introductory section of this research report. Furthermore, continuous engagements between the municipality and the community tend to be fruitless as the grievances of the local communities tend to be ignored or experience delayed responses – as suggested by the prevalence of protests such as those that wrecked Madibeng around 2013.

The period following the 2013 protests saw the escalation of challenges related to access to running water as reported by local residents. This prompted the response from the national level as documented in the article *"Mothutlung water challenges shrouded in murk."* This saw the police minister, Nathi Mthethwa, the National police commissioner Riah Phiyega and the Minister of Water and Environmental Affair Edna Molewa visiting the Mothutlung village following further intense service delivery protests that led to two deaths being reported (Mail and Guardian, Sosibo & Ebrahim 16 January 2014).

As part of the measures taken by the provincial government to intervene in the instability witnessed in Madibeng, in a meeting between Madibeng, Member of Executive Committee (MEC), Auditor General of South Africa (AGSA), South African Local Government Authority (SALGA) and Cooperative Government and Traditional Affairs (CoGTA), it was indicated that Madibeng has been placed under section 139 of the Constitution with an aim to provide intervention by the provincial government. An indication was further made that the municipality had been put under administration, section 139(1)(b) of the Constitution, for the fifth time as a result of political instability and oftentimes, weak administration (Parliamentary Monitoring Group, Cooperative Governance and Traditional Affairs 26 August 2020). The non-performance of the Madibeng Municipality has resulted in it achieving consecutive disclaimer audit opinion from the AGSA. Evidence gathered through this start cite some of the issues presented here as major challenges to continued service delivery changes. Consequently, the IDP processes continue to be a platform for airing service delivery related concerns, while diverting from its intended purpose. In this research report, I argue that while public participation remain an important aspect of developing the IDP as a strategic document guiding service delivery and development, structural challenges related to the processes challenge the

constitutional provisions and thereby leading to the escalation of service delivery-related protests that continue to cloud Madibeng Municipality.

This then raises questions on whether the municipality has capable officials and councillors to carry out the mandate of the municipality which is basically service delivery. The performance of Madibeng Municipality is measured by the AGSA and as such, consecutive disclaimer audit outcomes indicate poor performance within the municipality which effects on the communities and ultimately result in frustrated community members who showcase through protests (Parliamentary Monitoring Group, Cooperative Governance and Traditional Affairs 26 August 2020).

The Madibeng community has been protesting for over seven (7) years for poor service delivery by the municipality notwithstanding the intervention by the Department of Water and Sanitation in upgrading the reported water purification plant. The Madibeng Municipality is characterised by ANC political and councillor interference in service delivery project implementation which subsequently delay the overall service delivery in the municipality (Mail and Guardian 16 January 2014).

Despite the efforts taken by government institutions in resolving the challenges experienced in Madibeng related to delivery of basic services with provision of water being the top of the complaints by Madibeng community, in 2022 the community of Kgabalatsane and Hebron took to the streets to protests against the municipality. This marks it eight (8) years following the service delivery related protest showcased above, continuous engagement and interventions by government to address and resolve the challenges Madibeng Municipality is faced with. The image below depicts the most recent service delivery protest by the community of Kgabalatsane and Hebron who took to the streets, blocked the roads with rubbles and burnt tyres as a show of their dissatisfaction with the Madibeng Municipality.



Figure 3: Community of Kgabalatsane and Hebron service delivery related protest (Gilili 28 June 2022)

While most of these challenges are true, it is puzzling how local communities have turned IDP platforms to service delivery issues and sometimes used the space to protest. Considering also that the legislative prescripts provide for the channels of communication between the municipality and the communities, wherein ward councillors are entrusted with ensuring effective and efficient communication between the municipality and the communities it riddles when communities take to the streets to demonstrate their dissatisfactions with the municipalities.

Despite the more witnessed challenges that continue to characterise council committees, councillors are expected to make important decisions that include taking council resolutions on council issues, approval or municipal budgets and adoption of the IDP. However, Mbuyisa (2013) argues that municipalities are accountable to their communities however opposition councillors are excluded from key decisions that have the opportunity of revealing true intentions and plans of specific policies.

1.9. Theoretical and conceptual framework

As a preliminary note, the concept of public participation is used as the community involvement in the policy processes and decision making for the purposes of driving deliverables in a manner that includes the people. McKenenzie and Mostafa (2017) note that

the term public participation and community participation provide for the same meaning, as such, can be used interchangeably. It is important to note that, in this study both terms (community participation and public publication) will be used interchangeably for the same meaning. Public participation is used as a concept that provides for community inclusion and involvement in the municipalities' affairs but particularly service delivery related matters. Understanding that the constitution vouches for an inclusive government that is transparent to its customers, thus, public participation provides platform for local communities to have a voice in their specific service delivery needs. Secondary, the Integrated Development Plan (IDP) is a five-year strategic development plan used by municipalities to align service delivery needs to its resources. Through the IDP, local communities are given an opportunity to state their service delivery needs through interactions and engagements between the municipality and the community it serves (Hulst, Van Montfort, Haveri, Airaksinen & Kelly 2009; Harrison 2001; and Chess & Purcell 1999).

Notwithstanding the availability of the IDP, of which its processes assumes the participation of all stakeholders and identification of service delivery needs and priorities, dissatisfactions from community members are still expressed through protest action and disruption of IDP meetings. The theoretical framework for this study seeks to locate the gap in the relationship between service delivery related protests and the IDP processes to understand the role of local communities. As such, it is critical to provide the concept of service delivery related protests which is more often than not, a result of non-inclusion of communities in service delivery engagements through the IDP. It is through service delivery related protests that communities showcase their dissatisfactions with service delivery or questioning of the quality of services provided by the Madibeng local municipality. (Hulst, Van Montfort, Haveri, Airaksinen & Kelly 2009; Harrison 2001; and Chess & Purcell 1999).

The post-1994 period has been characterised by protests some of which have used the same strategies and repertoires as those of the apartheid regime. This is despite having the government elected by the majority into power. Most of the protests were related to service delivery issues. As cited above, the shift from the RDP policy to GEAR has posed a lot of challenges to the local government by cutting down budgets and reducing the capacity to service their communities (Batyi, 2009). Madibeng Municipality as one of the municipalities located in the poor province with smaller budgets, has also been a victim of these policy shifts

and budget cuts, opening it up to criticisms and attacks from the local communities due its challenges in delivering basic services such as water (Ranngu and Mukonza, 2020).

The post-1994 democratic state saw influx of analysis and arguments central around it being characterised by different forms of contestation and challenge, especially by communities protesting lack of service delivery. Taking into consideration the fact that South Africans had hoped to change their socioeconomic situation through voting for candidates of their choice, especially at the local government level, Susan Booysen (2007) have analysed the strategy as '*with a ballot and a brick'*. Similarly, Alexander (2010) has focused on most of the people taking to the streets to protest access to basic services and has characterised the post-1994 protests as 'a rebellion of the poor.'

For Alexander (2010), the poor people are taking to the streets because the post-apartheid state and consequently, local municipalities, have failed to live to their promises as outlined in the RDP policy – to address the inequalities of the past. As a result, people are taking to the streets to demand that the local government representatives should pay attention to their grievances and address them. Failure to get a response from the municipality, local communities sometimes resort to burning buildings and von Holdt and Kristen (2011) have characterised these protests as 'a smoke that calls.' Given that the IDP is supposed to be a guiding document in implementing service delivery plans, and that local communities are supposed to be part of these processes, it is therefore surprising why would local communities rise against their local government. Some of the scholars have alluded the failures of government and local municipalities in particular, to problems related to mismanagement of public funds and corruption by politicians and public servants (Chipkin, 2013).

As the literature cited above has indicated, service delivery-related protests are usually organised around issues of access to basic rights including water, electricity and houses, which when properly linked to the municipalities, is the reason for establishment and/or existence of municipalities. Coining these themes to the study, communities under the Madibeng Municipality demonstrate, as the following chapters will show, for lack of delivery of basic services such as water as was seen in the Rabokala village. Interviews conducted in Madibeng highlight issues related to tender processes and political influence in municipal processes as having a direct negative effect on service delivery (see *Chapter 6*). This exposes the challenges cited by residents of Madibeng around the IDP processes as a tool that is meant to respond to community needs.

1.10. An overview of the chapters

Chapter One has presented the background to the study of the Madibeng Municipality's public participation in the IDP processes and linking it to service delivery protests as the effects flawed inclusion of communities. The research questions and theoretical tools for understanding this research project were also outlined. *Chapter two* focuses on the research approach and overview of research methods through providing data collection methods used for collecting data for this research study. As this study follows a qualitative approach, methods that were used to collect data are semi-structured interviews, participation observation and focus-group interview. The interviews were conducted with both the community members and officials of Madibeng Municipality to gather experiences from both the municipality and the community and how the two relate.

Findings of this research project are provided for under *Chapter Three, Four and Five* where *Chapter Three* discusses contradicting meanings and processes of the IDP for both the Madibeng public officials and Madibeng community and how these contradictions may have have an impact on the deteriorating state of service delivery in the Madibeng Municipality. I explore also the responsibility of the mining companies around Madibeng in contributing towards community development, i.e., use of the Social Labour Plan to accelerate development.

Chapter Four presents mechanism adopted by Madibeng municipality in promoting public participation and the yet the procedures and processes are being followed by public officials for community inclusion. This chapter also outlines compliance strategies to respond to shortcomings of inclusive governance.

Chapter Five outlines the provisions for the IDP as a participatory framework. This chapter shown how the Madibeng Local Municipality has used the IDP process as a compliance tool more than allowing it to be a participatory space for democratic governance. I present some evidence to demonstrate how local community tend to 'hijack' the IDP processes and turn them into a space for venting their service delivery related frustrations.

Chapter Six I conclude that public participation in Madibeng Local Municipality is one of the pillars of service delivery and officials should ensure proper inclusion of communities in their Integrated Development Plans.

CHAPTER 2

Research Methodology

2.1. Introduction

Initially this research study was strictly based on the case study of Madibeng Local Municipality as the second richest municipality in the North-West province, and its reputation for continuous service delivery related protests. However, during the data collection stage where I engaged with the affected communities in the process, I was intrigued by the slow level of development within the municipality considering the mining sector around the area. As such, I had to broaden the exploration towards the extent to which the community is involved in the municipal processes in the Madibeng Municipality – as a goal towards development of the municipality. This broadened scope was motivated by the constant mentioning of the involvement of the mining industries in the municipal processes and community inclusion by community members. The study is therefore conceptualised around the extended case study as a preferred research design as it provides a focused, yet broad approach to the understanding of the disjuncture between IDP processes and public participation.

In *Chapter 1*, I cited the involvement of the mining industries around the Madibeng Municipality. The expectation would be that these mining companies are playing a significant role in the development of the local communities within the municipality. Contrary to this expectation, the Madibeng local communities continue to experience development challenges where the state of service delivery also continue to deteriorate, including the dilapidation of the existing infrastructure. The lack of involvement by local mining businesses coupled with the failure to provide basic services by the Madibeng Municipality has led to the escalation of service delivery related protests, rendering the processes of public consultation for the IDP purposes fruitless. This case study approach has allowed the data collected to reflect challenges related to public participation in the IDP processes o Madibeng Municipality to cover the depth of the specific issues raised by local communities, while illuminating broader question around the question of public participation and IDP processes across the country. The views presented in the following chapters are those of local communities and public officials under the Madibeng Municipality.

In presenting the theoretical and conceptual understanding of the case study, it was key that I engage in participant observation where I attended a scheduled IDP review public participation engagement at ward 20 (Mothutlung) of the Madibeng Municipality. This broadened my understanding of the community frustrations which I witnessed being expressed through conversions of the scheduled IDP review engagement session into a service delivery session. Semi-structured interviews were conducted with both community members and officials of Madibeng Municipality to get their experience with municipal processes in achieving an inclusive environment for the community. In these interviews both the community members were given an opportunity to provide their experience with the Madibeng Municipality in providing inclusive processes particularly for the IDP purposes whereas the officials provided their involvement in community inclusion in IDP processes of the municipality. The officials further provided their experiences with the actual public participation engagement sessions by Madibeng Municipality.

Supplementary to the data collection methods were the focus group interviews which I managed to conduct with the Madibeng municipal officials who provided their experiences with the IDP community engagements and added to provide their experience with demonstrations by community members. This chapter therefore provides methods used to collect data in the Madibeng Municipality and also included the challenges experienced which follows a qualitative design.

2.2. Accessing Madibeng Local Municipality and Mothutlung community

Access to the Madibeng Municipality was negotiated through a formally written request. The request was submitted together with the ethics clearance certificate provided by the Wits School of Governance Ethics committee as part of the requirements for formally requesting permission to conduct research in Madibeng. After successfully securing permission, I then negotiated my access to different departments and political offices within the Madibeng Local Municipality. Securing appointments with Madibeng Municipality officials was a challenge and delayed the process of data collection. Where appointments were set some would decline or not be available at the agreed times. In some instances, proposals for virtual interviews were made, but never honoured by officials in question. I had to make some considerations of the fact that the municipality was under audit and most officials were engaged in the audit

processes, and thus moved interviews towards the dates of the scheduled IDP review public participation engagements.

As was intended in the study, from the municipal officials, I managed to interview the Council Speaker from an informal gathering that was not scheduled for interviews. I had an opportunity to interview the Speaker at a community funeral we both attended in ward 14 (Kroomdaail) and she provided a verbal consent to the interview to use the information provided as she was noted as one of the speakers in the funeral programme. At the same funeral as provided above, I managed to get inputs from other keynote speakers that were part of the funeral programme. One of the important participants was the South African Communist Party (SACP) Northwest Secretary General who provided important insights that contributed to some of the major findings of the study. After the funeral, I had an opportunity to request consent from the participant to use the information gathered from his input for the study and a formal consent was granted.

In proceeding with the data collection, I started to collect data from the community members whilst waiting for the availability of public officials. My data collection from municipal officials was scheduled at the peak of audit within the municipality and as such securing appointments with the officials was a challenge. The wait delayed the process of collection and I could not proceed without the relevant officials, especially those from the mayoral office, public participation which is under the Speaker's Office and IDP offices. In the period of waiting to secure appointments with the Madibeng Municipality officials, I collected data from available community members within ward 20 and 21 in Mothutlung community. I specifically sampled Mothuthlung as the ward that continuously experience protest action as a sign of dissatisfaction with the municipality. Mothutlung is predominated by Setswana speaking people as their spoken language and therefore engagements were mostly done in Setswana. When it came to the interview process, questions were read in English and I translated in Setswana, some responses were provided in Setswana and I transcribed to English. Accessing participants in Mothutlung was not as easy as I had predicted it would be as the realisation of the dangers around asking for engagements with strangers as a women in the current South Africa ensued. My safety felt threatened as I came across people who could notice that I am a stranger at the place, I drove around the same place looking for a spot to park my car in order to walk and engage community members whilst trying to make them feel as though I am one of them. Logically, it did not make sense to me to engage community members whilst in the car, as I wanted to go through their experiences with them. Meaning, walking with them and

at other instances walking into their homes or to the tuck shops conducting interviews. Abrahams, Jewkes & Mathew (2010: 588) argue that: “South Africa has the highest reported rate globally of females murdered in a country that is not engaged in war.” Consequently, I as a researcher had to thread carefully as I continued to navigate Mothutlung and trying to source participants for this study. However, the fear for my safety was not unfounded. It is shared fear with community members as narratives of killing and rates of crime also dominated some of the interviews as part of the fears around attending community engagements.

Mentioning that I am conducting academic research on Mmadibeng Local Municipality agitated a few members as some mentioned that they do not want to be associated with, or participate in, Madibeng Municipality related engagements. In these instances, I would further explain that my study is only for academic purposes and their identity will be kept confidential, yet, a few still refused and I proceeded until I managed to find willing community members. However, mentioning my home village calmed a few of the members I asked to interview as my home village is not far from Mothutlung. Unknowing, I walked around and randomly engaged members where some of these members were influential in the community and assisted as non-formal liaisons between the municipality, ward councillor and the community. There were most members who understood the municipal processes, the meaning of their involvement in these processes and provided external information outside the interview question which provided a broader understanding to some of the challenges while locating additional challenges which contribute to the dissatisfactions by the community.

Conducting the interviews simultaneously with the participant observation, through my attendance to IDP public participation, was helpful as it tied up some of the challenges, flaws and/or dissatisfactions provided by the community members to the manner in which the municipality responds to these. Noting further that the IDP public participation is attended by both the municipal officials and the community members where officials together with the councillors, both the Member of Mayoral Committee(MMC) and the ward councillor, would chair the meetings. Getting the first-hand experience of the engagement process between the municipality and community assisted in coining findings to this study

Formally I interviewed the Manager in the Office of the Speaker, an official from the office of the Speaker, Manager IDP following two postponements of our scheduled appointments who gave me permission to interview two (2) officials from the IDP unit who were keen to participate in the interview process.

One focus group discussion was held with the Madibeng officials in the Madibeng municipal offices. This discussion allowed for the officials to make their inputs, using their work experience, to this study the process is broadly outlined under section 2.4.2 below.

2.3. Qualitative Design

This study followed a qualitative research approach as an appropriate approach as this allowed for an exploration of the inclusion of communities in the IDP processes of the Madibeng municipality drawing from thick descriptions of the narratives and experiences of the participants. Qualitative methodology allows for the researcher to understand participants within their context and environments (Guest & Namey, 2005), thereby allowing me to engage community members and the Madibeng municipal officials in their setting, i.e., homes and workspaces, respectively.

2.4. Research Methods

As provided above, conducting this research study through qualitative method is to directly engage with the people in and around the Madibeng Local Municipality to get first hand experiences from the affected people to provide descriptive data (Taylor, Bogdan & DeVault; 2015). Qualitative research recognises specific methods to be used in data collection. As such, the methods used for the process of data collection are outlined below.

2.4.1. Interviews

Patton (1990) notes that interviews assist the researcher in acquiring responses that seek to establish how participants feel about the research issue, how much do they know about the research topic. Similarly, interviews provided some insights on the knowledge different stakeholders have around the processes of the IDPs, their participation in the processes, and some of the challenges they continue to face as they attempt to participate in the IDP processes. Where necessary, community members articulated their challenges that force them not to recognise the IDP process as a formal process that seeks to provide a platform for participation in framing service delivery and development needs.

For data collection, semi-structured interviews were conducted with seven (7) community members, four (4) municipal officials, with one (1) having served as a Party Representative councilor in the previous administration and currently serving as an official in the municipality.

As indicated above, another interview was also conducted with the Council Speaker of Madibeng who is also a political representative of the African National Congress (ANC), and one (1) political leader under the North-West Provincial government where Madibeng is located.

I started with the interviews of the Madibeng community members specifically of Mothutlung on the 11 October 2022. In this period I, drove from Rustenburg, where I currently reside, to Mothutlung which is 79km away. My challenge was that I could only conduct the interviews during the day when some of the community members are at work whereas some were preparing to go to work as most community members around the area are shift workers at the Vametco mine close the to Mothutlung. I was however successful with locating willing members whom some welcomed me in their homes and further engaged on the topic at hand.

What came striking as a constant reflection from most of the community members was the service delivery protests where community members indicated that two (2) lives that were lost during the 2014 protest in Mothutlung. Lives of community members who were fighting for their constitutional rights were lost and this is said to have caused animosity between the community and the municipality where most community members do not want to be involved in the affairs of the municipality. The disappointment and the lack of contribution to bettering their lives through attending to municipal engagements was highlighted in most of the interviews.

2.4.2. Focus groups.

In addition to interviews, I conducted a focus group discussion with officials of Madibeng Municipality who presented their experiences in facilitating and conducting public participation engagements with the Madibeng community. This discussion was guided and monitored by myself as the researcher and I documented the discussion by using a recording and note-taking where I deemed it important (Gill, Stewart, Treasure and Chawick, 2008).

The focus group discussion took place on the 08 November 2022 at the Madibeng municipal building in the IDP office. Understanding that the officials had indicated that they are busy with deadlines, the discussion was long and was disrupted by work related phone calls and walk-in from clients requiring assistance from the participants. To some extent, the interruptions unsettled the focus group discussion process as I struggled to get the full attention of the participants. However, despite the challenges outlined, receiving different opinions, and understanding of how the municipality engages with local communities from the officials

working in the same office provided an understanding that there is no standard order of coordination and response to community related grievances by the municipality.

2.4.3. Participant observation

Observation describes daily social interactions, as such, participant observation relates to how participants view and experience daily social interactions (Malgorzata, Bostrom and Ohlander, 2018). In addition to the methods outlined above, I also attended one IDP review public participation engagement as part of observation. For participant observation, I attended the IDP review public participation engagement that was scheduled for the 23 October 2022 under ward 20. This IDP review session was scheduled at the Mothutlung community hall following confirmation by the ward councillor on the suitable date and time to conduct such a session. Here, I managed to observe how the municipality conducts community engagements, how the community responds to the call for participation, by the municipality and the extent to which the community participates in these engagements.

Prior to attending this session, I had interviewed the Manager in the Office of the Speaker who clarified the procedure in coordinating the process of scheduling public participation engagements. The ward councillors entrusted with ensuring effective and efficient communication between the municipality and the communities are tasked with providing suitable dates, time and venue for their respective wards. These are communicated through the Office of the Speaker. In populating and consolidating schedule of meetings, the Office of the Speaker together with the Office of the Municipal Manager through the IDP office, facilitate the finalisation of the schedule and communication thereof in different platforms.

It is important to again mention that I am a previous community member under the same municipality therefore this positionality implicates me as part of the participants from the community. Through engaging on public participation processes, I observed how the meetings were coordinated and conducted, thereby observing the role of the Madibeng Municipality in the processes, and that of community members and how the community members respond to these processes.

2.4.4. Document analysis

Bowen (2009) suggests that researchers oftentimes review documents prior to the literature review process, and right away incorporate it in their research study, neglecting a list of analysed data which researchers tend to use as raw data. Without extensively analysing data collected from organisations and institutions will limit the richness of descriptive phenomenon. As part of data collection methods, an analysis of Madibeng Municipality documents was followed to gather additional information that was not acquired from the interviews conducted. By so doing, this afforded an opportunity to bring meaning and understanding to the documents analysed thereby providing perspective on the study of Madibeng. Some of the documents, as provided by the institution, that were analysed were factual such as the Madibeng Local Municipality Integrated Development Plan (2017/19, 2019/20) and the Spatial Development Framework (2015). However, in terms of the mass media, the study considered local newspapers and media reports which vastly contributed towards the understanding of historical service delivery related protests in Madibeng which was very critical to this study.

2.4.5. Reflexivity

As comprehensively described by Haynes (2012), reflexivity relates to the researcher's role in practice of research and ways in which this role may influence the research objectives of the study. It is through reflexivity that the researcher is enabled to acknowledge their role in the study and make provisions on how their role can affect both the research process and the research outcome. In this instance, reflexivity therefore involves my positionality both as a resident of Madibeng and as a public employee in the region.

For the purpose of this study, reflexivity considered service delivery as a critical point through consideration of experiences of Madibeng local communities of which most of them I relate to as a residents and some gained through participation observation. In continuous engagements that I had with community members, the lack of contribution by the surrounding mines in improvement of development, and the flaws in processes of public participation engagements, were important windows through which I developed empathy towards local challenges. Through the research study, a reflection of my actions, my position as a community member of Madibeng Municipality and a Wits Masters student conducting research in the same municipality became key points of reflection.

2.4.6. Language translation and transcription

As indicated earlier, Madibeng is dominated by Batswana speaking people. Thus, some participants, mainly grown community members, were interviewed in Setswana. In this process, I translated the already crafted English interview documents (the consent form, Participant Information Sheet, and the Interview questions) into Setswana to easily communicate with the participants. Each interview conducted was recorded, where Setswana was mainly used as the language of communication through the interview process. The responses were in most interviews conducted provided in Setswana, where I transcribed in English for minutes purposes. Following the interviews conducted, I continuously listened to the interview recordings conducted in Setswana I transcribed the responses to English for writing purposes.

Only one interview with the community members was conducted in completely in English only as the remaining participants mixed English and Setswana. In these cases, the interview questions would be raised in English however when responses are provided, participants would mix both English and Setswana. The procedure of transcribing recordings was as such done on all the conducted interviews to make sense of the all the interviews conducted. This was time consuming as I would play and pause recordings to make sure that I fully transcribe all the interviews.

The challenges encountered in the language translation and transcription was that I had to ensure that the translation does not change what the interview question posed, noting that direct translation of language can oftentimes change the correct meaning of statements or questions. As such, knowing the community I had sampled, I pre-translated the questions from English to Setswana prior the interviews as I expected that some community members would not be able to communicate in the English language.

2.4.7. Analysis

In terms of analysing the data collected through interviews and focus group discussions, the recorded interviews were played repeatedly to make sense of gathered data. The process was followed by playing and replaying the recorded tapes to convert recorded audio data into readable transcripts. Following transcribing recorded tapes the written data was read to code it in a sensible manner and to relate in to themes that correspond to the research objective.

Considering that this study follows a qualitative approach where data is in text as opposed to quantitative approach which uses numbers, the precise feelings, thoughts, emotions and how they responded to situations experienced by participants were captured (Morrill. 2000). Further, analysing collected data in a qualitative method where data was collected in chucks and reduced or decoded into manageable data to make meaningful conclusion on the collected data (Mouton: 1996).

2.4.8. Thematic analysis

Qualitative research approach affords the researcher an opportunity to collect data through counting and describing of explicit words and phrases that can be gathered from interviews and focus groups and thematic analysis provides an in-depth analyses of data where the research goes beyond phrases. Thematic analysis requires extended interpretation of data collected to allow the researcher to identify emerging themes (Guest, Kathleen, MacQueen, Emily & Naey: 2014). Through the process of data collection, field notes were crafted together with the recorded interview proceedings, this was immediately done to identify themes that are recurring as well as emerging themes. The collected data was coded to develop emerging themes through the data collection process. Some themes provided similarities whereas some differed with other themes and all were coded to provide an all-inclusive argument for this study. From the list of participants that contributed to this study, experts were identified and their arguments correctly extracted to build to the research argument and this process was considerate of reflexivity in relation to my position as a member born and bred under Madibeng, a public servant under the same region and a researcher, I therefore ensured that my beliefs, cultural values and research experience did not in any way or form influence the material selected and interpretation of the presented data.

2.5. Ethical considerations

As a fundamental principle, it is important to provide that this research paper was done in an ethical manner where participants were not harmed in any way. A full ethics clearance letter to proceed with this research document was granted by Wits School of Government and submitted to Madibeng Local Municipality, and a permission letter was granted by Madibeng to conduct the research. Further, informed consent was requested, in some instances written and, in some verbal, from all participants who participated in this paper before collecting any data.

2.6. Systematic layout of methodology

Below I provide a systematic layout of my research study to provide what the emerging themes that were recorded in this research study.

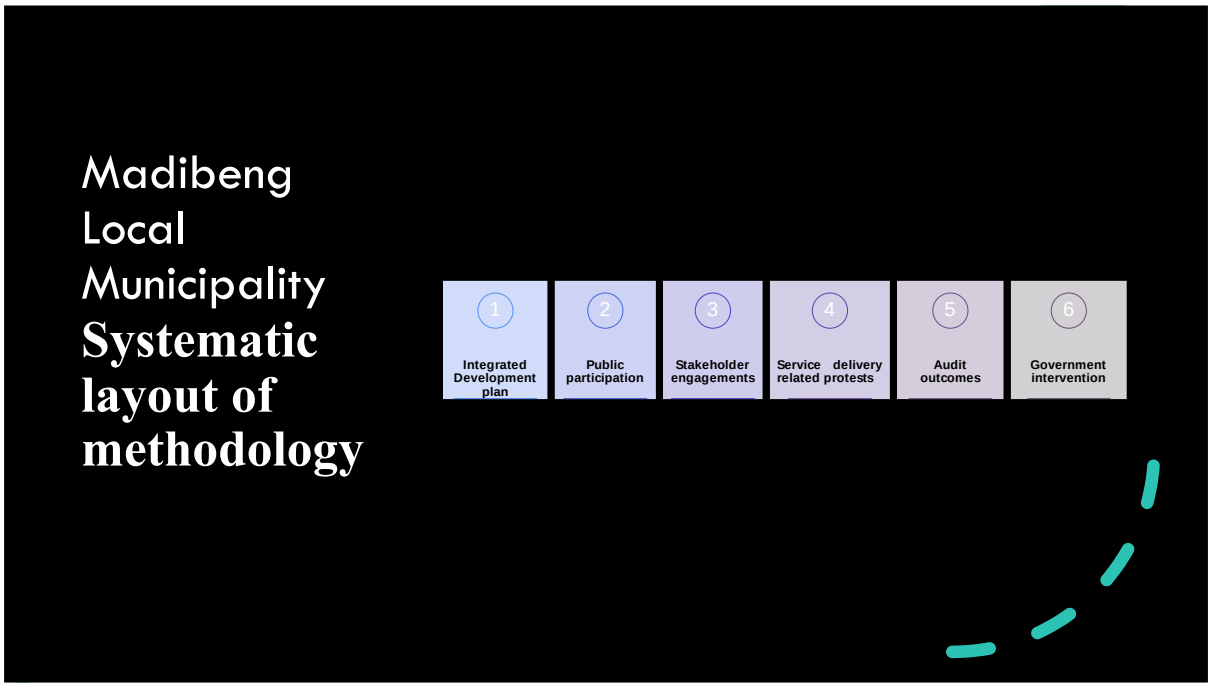


Figure 4: System layout of methodology for the research study

The themes as provided for using the layout above are unpacked in relation to Madibeng Municipality through *chapters 3, 4* and *5.*

2.7. Chapter summary

In this chapter I have outlined the research methodology by outlining the qualitative methodology to allow me, as the researcher, an understanding of participants within their context and environments. I have provided the methods that I used to collect data to coin the findings of this research and my reflexivity. I have also outlined how I analysed the collected data and the processes that I followed while considering the language translation and transcribing of the collected data.

Chapter 3

Integrated Development Planning: contradicting meanings and processes

3.1. Introduction

In this chapter, I present different views on the understanding of the Integrated Development Plan (IDP) document and its processes to demonstrate the conflicting understanding between the public officials and local communities. I argue that while the IDP and its processes remain a compliance tool to Madibeng public officials, community members of Madibeng deem the document as unimportant and not contributing anything to community development. The IDP of Madibeng Local Municipality captures the service delivery priorities of the local communities and as stated in its 2015-16 IDP, it does that by considering the role of its communities in the process along with human and capital resources. It is therefore puzzling to witness the extent of the service delivery related protests that have wrecked the Madibeng Municipality in the past years. As noted in *Chapter 1*, it is expected that the IDP among other processes of engagement, should provide a platform through which local communities are included in the planning processes and identifying development priorities. Yet, evidence presented in this chapter suggests that there is a contradiction in the understanding of the IDP process between the public officials and the local communities. While public officials believe that the IDP process should provide a platform for engagement, local communities have consistently 'undermined' this platform as a form of resistance – to project their everyday service delivery frustrations. This is despite the fact that these IDPs of Madibeng are annually adopted and reviewed by the municipal council in compliance with Section 34 of the Local Government: Municipal Systems Act, 2000, Act 32 of 2000).

Rodnor and McGuire (2004; 246) as cited by Reddy (2018), provide that municipal service delivery history, culture, success and challenges are important when dealing with integrated development. This considers the complex historical experiences that South Africa has experienced, such as the history of slavery, colonialism and apartheid. The integrated development provides local municipalities with an opportunity for redress by allowing for the engagement between the municipality and local communities in the decision-making processes. However, almost three decades since the democratic transition in South Africa, local

residents in Madibeng Municipality continue to demonstrate their service delivery frustrations through repertoires that resemble those of 'a smoke that calls' (Von Holdt et al. 2011) and/or 'a rebellion of the poor' (Alexander 2010). These exposes the cracks in the systematic efforts of decentralisation of democracy through community engagements, therefore undermining the processes of the IDP.

For the Madibeng municipal public officials, the IDP process remain a compliance tool as part of legislative requirements for the inclusion of communities in their development plans. As comprehensively provided in *Chapter 1*, provisions for the IDP in the constitution are meant to facilitate the process of addressing the developmental legacies of the past by bridging the gap between the public officials and local communities. For Madibeng Municipality, this is a form of participation in the broader programme of democratisation in the South Africa governance system. However, evidence from Madibeng suggests that there are contradicting understandings of the IDP processes and its benefits for both the municipality and local communities. The numerous acts, policies and procedures that have been developed from the horizon of democracy as strategic documents that guide and enforce development in South Africa to date, have not successfully achieved the intended outcomes, i.e., ensuring the IDP document and its implementation reflect the needs and priorities of local communities as important stakeholders in the process. Service delivery related protests are therefore read and understood in the context of the conflicting interests in the IDP process – an expression of dissatisfaction by communities.

3.2. Perspectives on the Integrated Development Plan

In *Chapter 1*, I highlighted some of the legacies of the apartheid government to demonstrate the historical effects on the current government. The South African government only moved to the direction towards transformation of structures of governance from 1993 to 2000 through restructuring and transformation of processes. The IDP has been broadly described in *Chapter 1* as a five-year strategic tool that is aimed at fostering development at a local level through enforcing responsive democratic government by attending to community needs. In the South African perspective, when one brings what the IDP entails and its aims, it is critical to bring the developmental processes that were experienced under different government stages. As indicated in the introduction above, the apartheid in justices still linger over the democratic

government. Areas that were specifically targeted and excluded by the apartheid regime, they continue to experience challenges related to service delivery and public infrastructure (Noble and Wright, 2013). Where development interventions have been made, at most, they have adopted a one-size fits all approach without necessarily addressing the actual needs that are affecting communities as immediate and urgent concerns (Bek, Binns, and Nel, 2004). The IDP process therefore comes in a development interventions strategy to allow local communities to participate in the processes and decision making of the development needs (Maphunye and Mafunisa, 2008). Similarly, the IDP process in Madibeng Municipality is meant to facilitate a bottom-up approach to development where local communities are able to champion their own development needs and outline their development priorities. However, as I argue in this chapter, it would seem that there are different understandings on the purposes of the IDP. Evidence from Madibeng shows that public officials understand this as an important compliance mechanism (see *Chapter 4*), yet local communities see it as unimportant and would rather use the platform to vent out their frustration and spotlight service delivery challenges.

It can be argued that some of the reasons that have led to the failures of the IDPs to translate into democratisation of the development agenda, is the different understanding of the IDP processes and their purpose. Although they are meant to be an interactive process between local communities and public officials, evidence suggest that the common purpose of the IDP process is not shared in Madibeng. In an interview with one of the officials of Madibeng discussing the issue of the IDP, one participant noted that:

> The IDP document is the cap of the Executive Mayor who gives the Municipal Manager the document to provide the five year plan of the Executive Mayor. The MM then administers the IDP through IDP office. For public participation the role-players in the municipality are the politicians and we only come in for administration…like taking minutes, preparation for these meetings, advertisement…but them, they are the ones that run with the entire thing. Because once you bring in communication with the people, its them the councillors who must speak to the people. Then us…we are there to support (Interview with Madibeng official #3, 08 November 2022).

For the Madibeng officials, the IDP document is the document of compliance so much that they are comfortable with just doing the administration and technical side of the process, while

the rest is left for the politicians to administer and engage with the communities. It is an acknowledged challenge that there are tensions between the administrative wing and the political wing of many municipalities (Tshishonga, 2014; Shava and Chamisa, 2018). The passing on of the responsibility that should be corporative effort, therefore questions the understanding of the process of the IDPs themselves. This relegation of responsibility does not seem to be factoring the fact that politicians are acting according to their political interest on the ground. It is therefore not surprising that the different understandings of the purpose and processes of the IDP can lead to actual tensions on the ground (see *Chapter 5*).

Furthermore, the contradictions of the understandings of the IDP as outline in Chapter 1 are not only in the procedure and/or division of labour and responsibilities. They are also procedural in that public officials tasked with different responsibilities in Madibeng Municipality they also have a different understanding of the processes. In a focus group discussion with public officials in Madibeng Municipality, some of the participants had the following to say:

> The IDP captures the needs of the community and is reviewed annually….at its inception, before its adoption by Council, it is just a plan that captures community expectations. It is reviewed annually in line with the financial resources of the municipality. Hence through the review processes, attendance by communities is lessened…maybe because whatever needs they submitted they assumed they will get. (Focus group with municipal officials #1, 08/11/2022).

The above excerpt captures the understanding of the IDP process from the public administrators. Interestingly, there is an acknowledgement of the expectation that the community members would not attend the review process. But what is missing is the expanded explanation on why local communities would expect to see immediate results. This suggests a need for comprehensive communication strategy between the local communities, their representatives, and the municipality. More important, is the factor of budget and the role of effective budgeting within this process. As noted by participants in the same focus group discussion:

> The IDP is a process where community members submit their needs, and the municipality captures them as submitted. But in this process, there is where Council approves the budget where the submitted needs are cut down in line with the approved budget. In the approval of the budget stage, normally needs are cut down to cater for at least one need submitted by the community and the responsibility of communicating the cutting of the needs lies with the ward councilor. (Focus group with municipal officials #1 on the 08/11/2022).

Important for this excerpt, is the element of cutting needs prioritised by communities due to budget constraints. The excerpt also refers to the fact that councillors play a critical role in giving communities an update in relation to their prioritised needs as per budget. As I noted earlier, the role of politicians is a tricky one especially where communities and IDP processes are concerned. The understanding and analysis of these processes and responsibilities, should not ignore the fact that local communities are the support base for politicians as they garner their political support from their local communities (Mathekga and Buccus, 2006; Ndevu and Muller, 2017). This therefore has implications on what they are able to give communities as a feedback and what not. These conflicting interests and understandings contribute to the complexities surrounding the IDP processes and its purpose to an extent that the platform get to be hijacked by frustrated community members who use it to raise issues that public officials never come to attend in communities. While public officials have got their own understanding of the IDP process, communities also have their own view that forces them to engage with the process in ways that are relevant to their everyday needs. Some of these views are motivated by previous experiences that they have had with public participation. Some of these concerns have revealed that there are trust issues between local communities and their municipality. One participant articulated their position as follows:

> In 2014 as the community, we had had enough with the lack of service delivery by the municipality, particularly with the issues of water. We protested to the municipal offices as our demands were not responded to by the municipality. We protested to seek answers on what are the challenges in providing us with water, how and when is the municipality going to respond to us, by giving us water. The protest turned deadly as there were police and people lost their lives…. community members lost their lives fighting for water (Interview with community member #1, 03/10/2022).

What is key to this excerpt is the mistrust as caused by the violent encounter between the state police and their engagement with the community. In a context where people had lost their lives while fighting for their democratic right (see *Chapter 5)*, there is scepticism when it comes to attending meetings organised by the municipality. As one elderly community member has put it across:

> …if it was not because I have made a home for myself in Mothutlung, I would have long relocated… services were better back in the past years…This house that I still stay in was provided to me by government. I used to attend community meetings called by the municipality and participate as a community member. These meetings have also tended out to be violent and people die in the processes. I have not attended any of the municipal meetings since the death of people at these meetings (Interview with community member #4, 03/10/2022).

Another interviewed community member when asked about attending IDP meetings they mentioned that:

> "People die in municipality's engagements, I don't attend municipality's meetings because I don't want to die" (Interview with community member #5, 03/10/2022).

Clearly, the violent incident that was witnessed by community members has led to the mistrust of the system, and by extension, scared community members off attending local meetings. This has a bearing on the IDP processes that function on public participation. In addition to sentiments shared by the elderly on the previous interview about violence and violent events, there is also an observation on how service delivery has deteriorated over time. This is echoed through sentiments that have been shared by many South Africans where they tend to compare the apartheid and post-apartheid regimes as echoed by Jacob Dlamini in his book '*Native Nostalgia*' (2009).

The trend and submission of the witnessed death in a service delivery related protest wherein community members indicate they were *"fighting for water"* contributes toward the deteriorating attendance or community engagements in municipality's issues which thus render an inclusive IDP participation meaningless as not all community members, as key participants to the IDP public participation sessions, are not attending these meetings. The submission

therefore suggests that the community feels threatened or unsafe to participate in the IDP engagements. An indication was made by most of the community members of the tendency of the municipality and community engagements turning violent to a point where community members, in a measure to protect themselves against the violence do not attend the said engagements which goes back to how then does Madibeng ensure that the views of its greater community are captured in the IDP engagements.

The submission made by the community member above suggests that contrary to what the new democracy sought to achieve, community members of Madibeng witness deteriorating delivery of services by the municipality which has a repel effective on the community's appetite to participate in municipal processes. Arguably, the deteriorating service delivery in the Madibeng Municipality has a contribution to the community turnout to municipal affairs. In Madibeng, consideration is to be given to its development state which as was provided by community members, deteriorates with time. Hence, the questioning of the local mining companies in the Municipality's development strategy and IDP processes.

3.3. Integrated Development Plan and the role of local businesses in community development

There is also a concern of the role of the local mining companies in the development project of the Madibeng communities. As noted in *Chapter 1*, Madibeng has many mining companies running business in the municipality and the province broadly. However, their contribution to the development of the communities is highly questionably and it remains marginal. In a province that is rich in minerals, it is expected that private companies will take a bite on the unemployment problems of the municipality. Yet, evidence suggests that these companies continue to neglect their responsibility in community development. In the Madibeng Municipality, for many, there is an expectation that the IDPs should also include participation from local businesses, and the mining industry, as important stakeholders in community development.

In a funeral that I attended during participant observation in Madibeng, one of the key note speakers was a member of the South African Communist (SACP)of the North West Region, and he expressed his concern on the role of the mining companies. He said the following:

> …. how embarrassing it was driving into the village (Ntsoapilong) on what was supposed to be a tarred road ruined by the trucks operating for the Vametco mine. How does the mine not assist the municipality in maintaining the roads and infrastructure around the municipal area as it contributes to its current dilapidated state. How did the Madibeng Municipality Speaker feel when driving in the village. And you will never see these people in IDP meetings or any other community meeting for that matter (Informal engagement, SACP Regional Secretary General, 05/11/2022).

The view expressed by this participant suggests that the mining companies have a responsibility to contribute to the development of local communities. The controversy exposed here is how mining companies contribute to the degrading of local infrastructure such as roads. Yet, they do not contribute to its development when in actual fact that forms part of corporate responsibility. The implication of the Speaker into the conversation and by extension noting the absence of mining companies from IDP meetings, suggest that local businesses have a role to play in community development and that it is the duty of the municipal leadership to hold them accountable.

Social Labour Plans (SLPs) are another contested pace in the questions of community development. For the local communities of Madibeng, SLPs are considered as tools which can assist the municipality on development planning processes. The plans are agreed upon between the mining industries around the municipality, and the municipality where a mine adopts a project from the IDP and implements in on behalf of the municipality. These SLPs play a major role in municipality taking into account that Madibeng is surrounded by nineteen mines. For IDPs to be effective, the understanding from communities is that it should be an inclusive process that brings all stakeholders on board. A separate engagement between the municipality and mining companies, that excludes community members, raises question on the issue of IDPs and public participation to question who actually forms part of the 'public.' The dissatisfaction around the role of the SLPs was raised by one of the participants as follows:

> When the municipality embarks on processes that we are not made aware of in a form of consultations or engagements, we made our requests for information in writing. For instance, there is minimal community involvement in the SLPs the municipality enters with the mining houses, we have made a submission requesting clarity on processes followed in these forms of agreements. What then will the community benefit from these agreements and any other information that might benefit the community. However, we have not been given any feedback to the numerous submissions made in this regard. The mining companies do not even come to the IDP meetings to answer some of the questions. (Interview with community member #1, 03/10/2022).

These frustrations, as with the one stated by the participant above necessitates the need to understand the alignment between the IDP and the SLPs which as provided by the participant above, excludes the community from these engagements. Taking into consideration an argument by Harvey (2018) who provides that the geographical placement of mining industries which in most cases is in the least-resourced municipalities, put a burden on the mines in terms of development of the area. This does not however neglect the fact that municipalities are clouded with insufficient resourcing, lack or poor planning and poor spending capacities. Harvey's argument is also evident in the four (4) consecutive disclaimer audit outcomes (as provided by the Auditor General of South Africa) that was witnessed by the Madibeng Municipality and the maladministration in the municipality which was proven by the continuous dissolve of the municipal council following section 139 of the South African Constitution by placing the municipality under administration.

The role of the mining companies remains key also in terms of creating employment opportunities. However, without mining companies attending community meetings and public participation engagements, it is difficult to hold them to account for anything. As stated by one participant during a public participation engagement:

> It is quite disheartening that the workers at our surrounding mines are not from around Madibeng Municipality. Hwever benefit from the services of our municipality. If one can get to check where they reside one would notice most of those are renting where people have illegally

> made connections to access basic services. Their children go to our government schools where our children are supposed to freely benefit educationally as a basic need. The culture of allowing outsiders to reap us short of our basic needs must be stopped and it takes the community to fight for its rights (Participant observation, community member #1, 23/10/2022).

The submission above suggests that from the perspective of local community members, the limited resources the Madibeng Municipality has cannot be sufficient to cater for its population as it rapidly increases with individuals who seek employment within the municipality. If the practices of the municipality and handling of public participation engagements go unchecked, speciality the role and accountability of local businesses, this has a potential of fuelling xenophobia within the Madibeng Municipality. The contestation of IDP processes, while meant to facilitate democratic engagement through public participation, might lead to unintended consequences such as the death of individuals and intra-community violence.

3.4. Chapter summary

In this chapter I have outlined the understanding of IDP processes from the public administrators. I have reflected on how public officials tend to pass the responsibility of the IDP to the politicians whereas it should be a corporative effort. I have shown how the deteriorating service delivery in the Madibeng Municipality has a contribution to the community turnout in Madibeng municipal engagements. I have also shown how the mining companies around Madibeng tend to neglect their responsibility in community development, i.e., use of the Social Labour Plan to accelerate development.

Chapter 4

Promoting community participation in the Madibeng Local Municipality

4.1. Introduction

In this chapter, I present the framework adopted by the Madibeng Municipality in promoting public participation in general and in the IDP processes in particular. I argue that in trying to promote community involvement, repetitive compliance processes without tangible outcomes frustrate community members who then get demoralised and discouraged from participating in the IDP processes. Understanding the intentions of public participation in the IDP processes is of critical importance considering that it plays a vital role in the realisation of the intentions of the IDP. It goes without saying that public participation is a big term that is used internationally for different purposes. McKenzie and Mostafa (2017) note that in other parts of the world, where there are public participation processes, democracy tends to find effect. Processes involved in ensuring that there is proper coordination in community inclusion in public participation for the purposes of effective implementation of the IDP processes in Madibeng, must be accordingly laid out.

As indicated in *Chapter 1*, Madibeng Municipality has a reputation of being put under administration for the 5th time since 2004, as a municipality that has repeatedly failed to meet the service delivery needs of the local communities. As a result, Madibeng remains the capital of service delivery related protests in the Northwest province that contributes , 10% of all service delivery protests in South Africa, with Madibeng Municipality accounting for over one fifth of the protests as provided for in the Municipal IQ's Municipal Hotspots monitor. Given the centrality of the IDP process as a compliance mechanism for good governance and engaged municipality, it leaves questions on the role of public participation in the IDP process. The community must be involved from the analysis, planning, decision-making and implementation phase of the IDP programme for its true realisation. This assists in holding both the community and the municipality accountable where there is lack of or challenges experienced in service delivery. Evidence presented in this chapter suggests that Madibeng municipal officials do their best to facilitate the processes of public participation in the IDP processes, yet local communities will still frustrate the process as they turn the process into a platform of projecting their service delivery frustration. The community must be involved from the analysis, planning, decision-making and implementation phase of the IDP programme for its true realisation. This

assists in holding both the community and the municipality accountable where there is lack of or challenges experienced in service delivery.

4.2. Public Participation as a framework for engagement

Houston (2001) argues that the contributing factor for introducing public participation at the municipal level in South Africa was to addresses the legacies of the apartheid government that governed many blacks through closed bureaucracy-dominated institutions. This discrimination was biased against the black majority such that they did not have access to the democratic structures of governance in ways that would allow them to participate in development programmes that were relevant to their developmental needs (Houston, 2001). This further compels the need to highlight some of the consequences of the apartheid to the development state of South Africa, and for Madibeng Municipality in particular as being located within the former South African homelands of Bophutatswana. This has implications on how the Madibeng Municipality had/has to strategise post acquiring a municipality status in 2001 – as indicated in *Chapter 1*. As provided in the constitution, public participation through the IDP processes therefore becomes a mechanism for democratisation. The constant failure of the IDP to translate into tangible outcomes, therefore frustrates local communities in ways that has pushed them to turn the platform into a service delivery grievances consultation.

Williams (2006: 197), Ile and Mapuva (2010: 31) and Bobbio (2018: 2) argue that the deterioration in public participation is characterised by various factors which include, among others, the fact that governments tend to become less willing to involve communities in policy making procedures, preferring instead to keep citizens out of decision making processes – inviting them to participate merely as endorsees of pre-designed planning programs with the sole purpose of gaining access to resources. Thus, some community members have come to the conclusions that, Madibeng only conducts public participations as a "tick-box" exercise, such that they are following legislation, as opposed to conducting public participations to give effect to the processes by giving communities an opportunity to have a say in municipal decision-making processes.

In supporting the assumptions or principles that the development of a strategic framework is based on community participation, Pummer (2000) argues that it is critical to establish the starting point for municipalities thereby setting parameters of knowledge and establishing the

scope of knowledge within municipalities. Pummer (2000) further provides what he terms parameters of public participation as follows:

Parameter	**Its impact**
Meaningful community participation involves decision making	Community participation must not be exploitative or manipulative but must be aimed towards participation for decision-making processes.
The degree of participation for a continuum	Making a provision to the understanding that community participation can evolve and that where increased participation of all actors the process of community participation becomes more meaningful.
Enhancing community participation has empowering effects	Effective community participation can result in a shift in the current power relations between the poor community and the municipalities. Encouraged participation by marginalised groups has an effect also on power shifts and decision making.
Objectives of participation are diverse, multi-layered, complex, and individual.	As a first step, understanding that the objectives will not be evident at the outset but understanding that the process requires time

Table 2: Parameters of community participation (Pummer 2000).

With reference to Pummer (2000) parameters of participation, the expectation is that there should be clear outcomes that are directly linked to the processes, such that public participation should guarantee the inclusion of public interests and therefore satisfaction with service delivery. Yet, evidence from Madibeng Municipality suggest that there is no linear relationship between the framework of participation and the actual outcomes. In a series of interviews conducted with both municipal officials and community members of Madibeng Municipality, one community member indicated that:

> "…why should we participate in one exercise yearly when we don't see any difference" (Interview with community member #5, 03/10/2022).

This suggests that community members have not seen any positive effects because of participating in the IDP process.

Responding on the question on whether participation in the IDP processes made any difference in terms of community members feeling that they are herd, one respondent noted that:

> I have attended one if not two community meetings. In these meetings I just see municipal officials minuting the meetings and circulating the attendance register but never really see what they do with the needs provided by the community (Interview with community member #7, 03/10/2022).

This participant notes that they have indeed been to public participation mee4tins. However, they note that even though procedures such as minute-taking are followed, they have not seen any tangible outcomes emanating from the grievances raised during these consultation processes. This suggest that there is a need for comprehensive feedback from the IDP office in terms of the role of the input being made at these meetings and how they are going to be incorporated in the IDP document, and by extension – development plans for the community. As noted in *Chapter 1* and earlier in this chapter, Madibeng is a troubled municipality that carries historical legacies of Bantustan homelands. This suggests that there are already developmental challenges imbedded in the system of governance. This coupled with some of the incompetencies highlighted in *Chapter 1*, there is no doubt that beyond the IDP processes, there are genuine development challenges marred by a lack of resources. Effective communication and feedback – as outline in *Table 2*, should therefore improve public participation engagements by communicating both processes and challenges in implementation.

Some of the frustrations around the process of participation in the IDP process were expressed in the observation meeting that I attended. Responding to the public officials in attendance of the IDP review process (*see Chapter 2),* one of the community members in attendance ranted that:

> This is a repetition of exercises with nothing to prove on the ground….what have you done so far with the needs we submitted in

> February…we cannot be bullied into not submitting our complaints in this meeting (Community members in the public participation meeting held on 23/10/2022).

The sentiments expressed by the community member in the community hall suggest a frustration round a repetition of processes where local communities claim that they do not see the outcomes of their inputs. In the above excerpt in particular, the community member in the public participation meeting questions the process by referring it to "bullying." For this participant, there is no need to add new grievances in the current process when those submitted in February has not been attended to. In addition to the frustration expressed, the excerpt also indicate lack of understanding of the IDP document as a five-plan. This is expressed through the questioning of the issues raised in February having not materialised. One may argue that this misunderstanding and/or lack of information on the purpose and process of the IDP, also contributes to some forms of frustrations and therefore resistance to participation - as expressed by the participant. However, as noted in *Chapter 1*, service delivery frustrations have been pervasive in Madibeng Municipality such that one has to attend when community members loose trust in the process.

The interview excepts presented here suggest that there is a growing frustration around participation in the public consultation processes. Contrary to the Pummer (2000)'s parameters as outline in *Table 2*, community members of Madibeng expect that their participation in municipal processes must yield results which can be witnessed through improved delivery of basic services and development as broadly conceived. Lack of tangible outcomes, coupled with communication challenges from the municipality, thus, to the residents of Madibeng, renders the public participation process meaningless towards improving the socio-economic standard of the Madibeng. Contrary to the aims and purpose of public participation, interviews from these community members suggest a feeling of being used, bullied and or public participation being a waste of time. Yet, the procedures and processes that are being followed by the public officials, suggest that public consultation remain a compliance strategy necessary for fulfilling the constitutional demands, despite the shortcomings.

McKenzie and Mostafa (2017) argue that, to avoid public participation being just a compliance exercise, communities must be actively involved in the process not only through asking their inputs on projects that have already been developed but also asking for their contribution at the implementation phase of the projects. Communities must be involved in all the processes from

the initial stage of the IDP, without taking away the role of the municipal officials in the process. As per my main argument advanced in this report, that the municipality exist for the betterment of its communities, logically one would assume that this betterment would be realise when the local communities are considered as equal stakeholders in the process of documenting and facilitating their development needs. However, as evidence presented in this section has suggested, the IDP process has conflicting understandings from those of the public officials who seem to adopt it as a compliance tool, and those of community members who believe that it does not serve the purpose of the development needs given that it has not translated into tangible outcomes.

4.3. Public participation as an exercise of democratic rights

In understanding the requirements of including public participation as a mechanism to ensure community involvement in the affairs of the municipality, it is critical to bring in the significance of public participation as an exercise of democratic rights. This is done by unpacking the processes followed by Madibeng Municipality in ensuring that its communities and other stakeholders enjoy their democratic right through exercising their voice in planning, and decision making by the municipality. Coetzee (2002) (as cited in McKenzie and Mostafa, 2017) argues that public participation is measured by different types where each yields different results when adopted effectively. The table below (*Table 3*) outlines the different types of participation and their description in an implementation context.

Type of Public Participation	**Description**
Passive participation	People are dictated through being told what is or has already happened. Communication is imposed by government on communities unilaterally.
Participation in information giving	The involvement of people is through them providing answers where questions are posed to them. People cannot influence proceedings and at the later stages findings of programmes or research are not shared for accuracy purposes.

Participation by consultation	External agents are included in the participation process however only to modify submissions made by participants without influencing nor imposing any view or need. e
Participation for material incentives	Participation is excised through exchange of resources.
Functional participation	People participate by forming groups to meet pre-determined objectives.
Interactive participation	Systems and structured learning processes are involved in this type of participation where people participate through joint analysis that leads to action plans.
Active participation	People participate by taking initiatives independently without external institutions

Table 3: Types of public participation (McKenzie and Mostafa, 2017).

Table 3 demonstrates ways in which participation can take different forms of which some of them may be inclusive and some exclusionary in practice. The first four forms of participation listed above suggest an exercise of using participation as a compliance tool, away of ticking the necessary box to show that one has done what they are required by the constitution to do. In the previous section (*Section 4.2*), views from the participants have captured this concern around public participation as a compliance tool. This leads to undemocratic processes of governance where the local communities feel excluded from the programmes that claim to be meant to prioritise them as an important stakeholder in decision-making. As argued throughout this chapter, frustrations from this feeling of exclusion therefore compels local communities to disengage from public consultation of the IDP processes.

The term "Public Participation" has continued to be a buzzword through the stages of democracy and development in South Africa. Phendu (2019) argues that the hype and the loose use of the term Public Participation has matured into scholarly debates to provide a clear definition of the term thereby providing the correct context and content of the term for appropriate application thereto That is, public participation as I broadly provided under the

theoretical and contextual framework under *Chapter 1*, above has different definitions and as such must be correctly unpacked for contextual reasons.

However, where public participation is correctly rolled out, the expectation is that service delivery delays can be minimised. Contrary to the expectations of the outcome of the process of public participation rollout, the community of Madibeng Municipality as does not welcome the invitation to the IDP process as a positive initiative. Instead, community member continues to use the platform for voicing the tensions and frustrations they have concerning lack of the delivery of services. Instead, some community members would prefer to have the meetings IDP meetings addressing issues that speak directly to their needs. As expressed by one participant at the meeting:

> I would have appreciated if small service delivery projects would have been included in the discussions. The dumping sites continue to grow in Mothutlung, and it gets unsafe for walking in the community. Clearing of dumping sites is a project that the municipality can assist with (Community member #2 at the Public Participation IDP Review meeting. 23/10/2022).

The interview excerpt speaks to the preference on priorities of issues that seem to be urgent and much needed by the community. This is despite an indication that was made when the meeting started that the purpose of the meeting was to reprioritise community needs as was initially submitted in the IDP Public Participation session that was held in February of 2022. What the interview excerpt suggests is that there is a misunderstanding between the purposes of the IDP consultation processes and the expectations from the local communities. The fact that the purpose of the IDP engagement was clarified, yet some of the community members continue to have. Different expectation suggest a misunderstanding between the processes and the actual expectations. Suggesting that the Madibeng Municipality conducts its public participation engagements passively as provided in table above. However, in an engagement where the community is burning with the need to voice out service delivery challenges while also providing possible solutions to the challenges, arguably, these expectations from community members are justified, suggesting the need for effective communication and an improvement in the prioritisation of outstanding service delivery issues – if IDPs are to translate into effective platforms for engagement.

Furthermore, IDP public participation platforms are most likely to be turned into service delivery grievances platforms because, as indicated in *Chapter 1*, Madibeng Municipality has a reputation of failing to service its communities adequately. In addition to some of the challenges already mentioned, in one of my observation events during fieldwork, that the ward councillor, at a meeting stated that in the Klipgat location under Madibeng, community members had not changed their service delivery priorities in the IDP Review engagement, they had the same priorities as the previous one. The ward councillor noted that:

> I am not suggesting that you do the same and stick to the order of the needs, but I am indicating that the session was not long as reprioritisation was not done. But I still believe that people have a right to speak to their needs where there has not been an improvement" (Ward councillor #1 in the public participation session, 23/10/2022).

While the councillor raises concerns around the reiteration of the same issues, there is also an acknowledgement of citizens' rights in the IDP processes. Similar to the previous excerpt, the expectation is that there will be a reprioritisation of grievances. Yet, evidence from this councillor suggests that the re-prioritisation itself – is indeed, and re-articulation of the same issues that have been raised in the public IDPs. It would seem therefore, that public participant as an expression of a democratic citizenship, in some cases, would clash with the procedures of the IDP as public officials seek to tick boxes to ensure that they have fulfilled constitutional procedures.

Moreover, the process of making input in the IDP consultations can be deemed at a maintenance of the status core by the public officials who continued to do the same thing repeatedly. This is in line with McKenzie and Mostafa (2017)'s notion of passive participation where this just becomes a procedural practice without necessarily aiming for tangible results that would address community development needs. One community members who attended the IDP consultation meeting noted that:

> This is a tick box exercise, where are the results from the submissions we made in February? What has the municipality done with these projects on the lists? We are just here because we have a right to be here and to participate in these processes. But we are yet to see any

> results (Community member #3 at the public participation session. 23/10/2022).

This excerpt is another emphasis on participation as a democratic right despite the fact the many sentiments expressed suggest that the processes do not translate into tangible outcomes that facilitate effective service delivery and development. I note that the goal of the meeting was earlier presented by the ward councillor as to reprioritise the community needs as submitted in the initial IDP process. Furthermore, the fact that the participant quoted above noted other issues raised before and never attended too, yet continue to attend the meetings, suggest that local communities are still exercising their democratic right. It is therefore not surprising that these IDP platforms are turned into a space for expressing grievances – as part of exercising their democratic rights. On numerous occasions they have submitted their requests for information related to service delivery and/or service delivery complaints and feedback was not granted to them.

What the IDP review public participation engagement proved is that the municipality is quick to complete its legislated process which needs the community audience for its completion. However, when it comes to having engagement sessions that seek to discuss the challenges faced by local communities, there seem to be a delay or no interaction at all. Frustrated community members would therefore 'hijack' IDP platforms to voice out their frustrations. Madibeng, which is not different from all the other municipalities in South Africa owe it to its communities to ensure continuous interactive engagement with the community. In this instance, there would be elimination of expectations from the community which would later be fuelled by aggrieved community members showcasing their frustrations through protesting. Communities that are fade up with the ignorant behaviour from the municipality would then take to the street to demand access to basic services, i.e. their democratic right.

4.4. Chapter summary

In this chapter I have discussed how; while IDP conflicting understandings, where those of the public officials seem to adopt it as a compliance tool while community members believe it not to serve any purpose, Madibeng officials do their best in in facilitating processes of public participation, particularly in the IDP processes whereas local communities are still left frustrated by these processes. I have shown that Madibeng has adopted mechanisms in promoting public participation while also presenting evidence on how the community members

tend to respond to these frustrations. I have also reflected on how constant failure of the IDP to translate into tangible outcomes frustrated local communities, yet the procedures and processes are being followed by public officials for community inclusion. I have also shown how public consultation remain a compliance strategy necessary for fulfilling the constitutional demands, despite the shortcomings.

Chapter 5

Integrated Development Planning as a space for competing interests.

5.1. Participatory government

Public participation remains a key compliance component of the IDP processes. It is required by the constitution (*see Chapter 1*), that communities be involved in the planning processes on programmes that seek to empower them. In *Chapter 4*, I presented a framework that is adopted by the Madibeng Municipality in ensuring public participation in the IDP processes. I argued that public officials engage in repetitive compliance processes in trying to comply with the provisions of the constitution for community engagement. This is despite the failures of these processes (as outline in *Chapter 4*), to translate to tangible outcomes. In this chapter, I present ways in which the IDP process is used as a measure of public participation as a form o0f compliance with the constitution. I argued that despite the excessive focus and efforts to comply with provisions for public participation, the IDP processes have rendered the process almost useless, hence exposing the shortfalls of the bureaucratic measures in the process. In essence, the democratisation of IDPs to open up for meaningful participation by allowing communities to lead the process, has an opportunity to transform IDPs into an effective process for effective service delivery and development.

The process of public participation was introduced through Development Facilitation Act (No 67 of 1995) where local authorities were tasked with preparation of land development which was given a period of five (5) years. Through this process, local structures were required to ensure the inclusion of affected communities in the processes that speaks to provision of service delivery and environmental planning and development strategies. The Development Facilitation Act (No 67 of 1995) through section 27(4)(a) further provided that the objectives of land development must be populated in a manner that ensures that members of the public and all other interested bodies are consulted. In this instance, no land development processes was to be initiated without the involvement of the affected community and interested bodies through consultative processes. This is a foundation of citizenship right enshrined in the constitution and therefore effected into practice. Public participation in the IDP processes should therefore recognise the process as not only a consultative procedure, and an exercise of people's citizenship rights.

Municipal councils were obligated by *Chapter 3* of the Municipal Systems Bill in Government on 6 August 1999 to *"develop a culture of municipal governance that shifts from strict representation government to participatory governance."* For this purpose, municipal councils were to encourage and also create platforms and conditions where citizens and communities and other interested stakeholders were to participate in the local affairs of the municipalities. In this regard, the affected stakeholders, including local communities were deemed as an integral part in decision-making processes within the government.

At a local level, where Madibeng Municipality is situated, the South African Government, the Local Government Municipal Structures Act (Act 117 of 1998) under sections 72(a)(i) and (ii) requires Madibeng to form ward committees that are focused on diversifying the local interests in ensuring that the voices of communities are heard and responded to by the Municipality. The Madibeng Municipality through the office of the Speaker has the establishment and functioning of Ward Committees under its governance and support structure of the municipality. The office of the Speaker of Madibeng Municipality is entrusted with ensuring diversification of local interests, as a requirement of the Municipal Structures Act (Act 117 of 1998) (A Handbook for Ward Committees 2005); and to bring into realisation the aims of the Constitution of South Africa (1996) which is: *"To encourage the involvement of communities and community organisations in matters of local government."*

While these legal requirements provided above remain in place, evidence from IDP participation processes in Madibeng suggests that despite the excessive focus on implementing the bureaucratic requirements for public participation, the IDP processes continue to expose challenges associated with community inclusion – leading to unintended outcomes. Phendu (2019) alludes that the term public participation has been fashionably used in South Africa post the apartheid regime where discourses of establishment of development planning, service delivery issues and how the governance within the local government emerged. In advocating for strong policy driven government that is aimed at redressing the injustices of the past, South Africa has outdone itself in terms of introducing policies and systems that are focused at transforming and democratising local governance. Since the dawn of democracy, and the subsequent establishment of the Municipal Structure Act, the government has been clear on specific policies and compliance measures that are meant to promote policy issues and socioeconomic development of the local communities which remains a priority of local governance. Yet, evidence presented on this chapter exposes the shortfalls of public participation within the IDP processes – as one of the compliance tools (*see Chapter 4*).

Nonetheless, Madibeng Municipal officials insist on the process of publication as they believe it to be an important tool for inclusive governance. As noted by one of the public officials:

> …public participation is a process which engages the community in decision making within the municipality. Through communication channels such as print media, flyers load hailing, social media platforms and where necessary radio broadcasting, the municipality communicates with the community. This is done with the involvement of the ward councillor…Community Liaison Officers together with the ward councillor play a vital role in scheduling of these meetings. My office only plays the role of meeting coordination (Interview with Municipal Official #1, 14/10/2022).

The participant demonstrates their knowledge of the processes and procedures to be followed as they prepare for the public participation engagements. For this participant, the comprehensive process that is followed should ensure the fulfilment of the constitutional demands, while equally facilitating participation from below – local communities. What the above participant provides is that internally, through the Office of the Speaker, there is comprehensive coordination of processes, and the outcome should therefore be satisfactory. However, what is not correctly provided is how the municipality takes charge of ensuring the fruitfulness of these meetings. Noting that, a meeting that would only take place where submissions, grievances and complaints are provided and there is no action to provide for same, and this has been demonstrated through service delivery related protests.

It is importance to mention that some community members in the other sections of Madibeng indicated that they appreciate a participatory governance through continuous engagements with the ward councillors. For them, this process provides an opportunity for interactive engagements that has a potential to transform the lives of local communities. As one participant puts it:

> The relationship between our ward councillor in my ward and specifically my section is good. I liaise directly with the ward councillor for issues of my section. Once a week we have community meetings where service delivery complaints are submitted by the community. Once a month we hold community meetings with the ward councillor where he provides an update on our previous meetings and answers to our complaints are provided. As you can see in my section, there are no internal roads and this section is full of elderly people who

> can easily slip on the gravel road. What we are currently fighting for in this section is paved roads and water.…But these are obviously for the municipality to address together with other areas…honestly from my section there is a good relation between the municipality and this relationship is strengthened by our ward councillor (Interview with community member #3 03/10/2022).

From the interview above, the community member acknowledges that the ward councillor is very effective in performing his duties. They also note that despite the service delivery backlog experienced, communication between the community and the ward councillor is satisfactory. However, there continues to be challenges in the implementation of their service delivery needs. As highlighted in the excerpt, internal roads remain a priority and the lack of them affect the elderly population. This means that some areas of Madibeng, while having effective local structure, IDP processes continue to disappoint in championing development priorities.

These effective engagements between community members and the ward councillor, however, do not guarantee successful delivery of services to the people of Madibeng as the same participant continued:

> In our previous community meeting with the ward councillor, we indicated that there is a need for paving of the internal gravel roads. The ward councillor has not provided any feedback as he relies on the municipality about when this need can be implemented. These are some of the things that cause chaos between the communities and the municipality seeming as though we are impatient (Interview with community member #3, 03/10/2022).

This is to say that, effective engagement and communication at the very local level, does not necessarily translate to the effectiveness of the IDP processes, and ultimately effective service delivery.

Noting the different definitions attached to the term public participation, it is key to realise that public participation cannot be separated from democratic governance in South Africa as it contributes towards the exercise of citizens' rights as enshrined in the Constitution of South Africa. Citizens should be encouraged to exercise their democratic rights and the engagements should be facilitated not only accordingly, but also effectively. This is done through making

sure that their inputs are not only listened too, but also that there is effective communication in terms of challenges and feedback.

The phases for community inclusion were introduced by the then Department of Constitutional Development, which is currently renamed as the Department of Constitutional Development which provide that municipalities must build relationships with their communities through what is suggested as an initial outreach stage. Additionally, to this phase what the establishment of standard systems that encourage the public to participate in processes. The Department also compels municipalities to establish public participation policies and strategies which must guide public participation processes within a municipal environment. As part of the requirements for the development of these policies and strategies, the department requires that municipalities develop ward profiles in order to understand specific characteristics and requirements of the ward, to nominate the participation representations, agree on the public participation mechanisms to be followed within a ward and to allocate roles, responsibilities and resources that support public participation processes.

5.2. The IDP Process and contestation of space in Madibeng Municipality

The complex nature of the term public participation has prompted continuous debates on what the term suggests. As noted in *Chapter 1*, for the purpose of this study, public participation goes beyond including people in the process to satisfy the bureaucratic needs of governance. However, public participation should democratise the engagement space and allow concerned communities to feel that they are playing part in the development of their communities. Furthermore, public participation should go together with effective communication of the plans, processes, outcomes, and challenges of implementation in whatever communities would have participated in. As evidence presented in the previous has shown that public participation is an exercise of a democratic right. Without proper systems and processes that are complemented with effective communication, even processes such as the IDP are rendered useless, and they will be appropriated for different purposes like projecting discontent around service delivery.

The definition of public participation adopted for this study allows for the broadening of the definition to include what I have outlined above. For Madibeng Municipality public participation relates to the extent to which public participation processes, particularly those related to the IDP have an effect on the lives of its community members. The broadening of

this definition allows for an understanding of the continuous service delivery related protests by Madibeng local communities as outline in *Chapter 1*. As I will show in this chapter, the prevalence of protests in Madibeng suggests a disjuncture between the intension of public participation processes and the actual results that these processes produce (see *Chapter 3*). It is also important to bring the results for the mechanisms adopted by the Madibeng municipality in ensuring a participatory governance system that must contribute towards the betterment of the lives of its community. Through the implementation of these mechanisms Madibeng municipality must, by inclusion of its community contribute towards service delivery that will ultimately improve the socioeconomic conditions and the development within its municipal jurisdiction.

While participation remains a critical part of governance, some community members of Madibeng have expressed their concerns around issues of participation and attending IDP meetings in particular. This is because of the consistent failure of the IDP be champion the service delivery needs of local communities in Madibeng. People are therefore discouraging from continuing to participate in a process that does not advance their development needs: As put by one participant:

> "we want progress on the needs submitted in February before we reprioritise" (Public participation meeting on 23/10/2022).

Here the participant is clear about the priorities of the community, i.e., an update on the previous IDP process. This is despite the councillor having been explained that:

> "...the session is not for the submission of service delivery complaints but for the review of the ward priorities" (Public Participation meeting on 23/10/2023).

In a community where service delivery grievances are never attended to, public consultation meetings – for whatever purposes they are set for, they are most likely to hijacked for service deliver grievances. Given the background of Madibeng outlined this far, it is therefore not surprising the community member refuse to recognise the IDP as a compliance tool (see *Chapter 3*), as they hijack the platform to air their grievances.

The two interview excerpts show how IDP consultation meetings could be easily turned into a contested space and different stakeholders will come with different views. Furthermore, this

could lead to mistrust of not only the process, but of the public official representatives on the ground. As Ssekibuule (2012) has shown in the analysis of IDP processes, government officials and politicians tend to contribute to lack of meaningful public participation, particularly in the IDP processes. In most cases they advance and compel their views and decisions to the community during community meetings in order to fulfil their deployment duties. This is further experienced where councillors and at times municipal officials use ward committees only for compliance with the legislation rather than ensuring that processes yield their intended goals (Maxengwana and Draai, 2015). An engaged public official would ideally check the atmosphere on the ground and allow community members to raise issues first. Effective communication should then reflect on what is being raised and then check on how far the processes have gone – for the purpose of giving feedback. Forcing the IDP process through public outcries will only open up the IDP process for contestation and not engagement, and therefore compliance.

5.3. Chapter summary

In this chapter I have discussed the provisions for the IDP as a participatory framework. I have shown how the Madibeng Local Municipality has used the IDP process as a compliance tool more than allowing it to be a participatory space for democratic governance. I have presented some evidence to demonstrate how local community tend to 'hijack' the IDP processes and turn them into a space for venting their service delivery related frustrations. I have also shown how participatory platforms could easily be turned into spaces of contestation, owing to different views of the participants. In an environment where there is constant neglect of key basic service delivery concerns, community members are most likely to disrupt IDP processes and turn them into what they believe they should be serving, i.e., opening IDP processes to make them an engaged bottom-up process, instead of top-down process.

Chapter 6

Conclusions

6.1. Introduction

This chapter provides a summary and conclusions drawn from the research questions, the study objective and interpretation of findings as provided in *chapters 1, 2, 3, 4* and *5* above. The conclusions are based on the interviews, participants observation and focus group discussion with both the officials, councillors, and community members of Madibeng. As was outlined in the purpose of this study was unpack the efficiency of public participation in the socioeconomic upliftment and development of Madibeng Local Municipality which was powered by continuous reported service delivery related protests withing Madibeng. Thus this chapter provides a summary of the salient features and themes that emerged through the study not neglecting a reflection on the research aim which is to explore the impact of public participation in the development progress of Madibeng Local Municipality.

It is important to make mention that, this study followed a case study approach specifically of Madibeng and as such the findings cannot be generalized to any other municipality or location around South Africa. This means that, the findings and interpretations thereof are particularly for Madibeng. However, similar to the guidance sourced from other scholars who researched about the similar research topic, some of the findings might be helpful to other research studies in other municipalities.

6.2. Summary of the study

The democratic government system that graced South African in 1994 vouches for people inclusive and participatory democracy at all levels of government. Madibeng Local Municipal as a municipality in South Africa is obligated to ensure participatory government where businesses, community members and governments are afforded an opportunity to participate in decisions making processes of the municipality. Ward councillors and ward committees are elected in Madibeng, same as with all the other municipalities in South Africa, to strengthen communications between the municipality. Administratively, Madibeng enforces

communication through the Municipal manager who is the Accounting Officer whereas politically the Executive Mayor is responsible to communication with communities.

The IDP, is one of the strategic tools Madibeng adopts on a five-year term and annually reviews and its aim is to strategically channel development within the municipality's jurisdiction. Legislatively, the South African municipalities are obligated to hold public participation prior the adoption of an IDP where community needs are submitted by the community members, and the implementation lies on the municipality collaboratively with the businesses, the investors and government departments.

The problem in this study as was highlighted under *chapter 1* is that, notwithstanding their contribution during IDP public participation processes, the community of Madibeng's submission into these processes seem not to bear fruits in the implementation of the submitted service delivery needs. This is therefore witnessed through service delivery related protests by the community of Madibeng. An intriguing aspect therefore raises in that, a five-year strategic tool that is annually adopted and calls for reviews where community needs are reprioritized does not consider the burning community needs that are continuously submitted by the communities. This is characterised by the submissions provided during these service delivery related protests where water remains the core of the cries by Madibeng communities.

6.3. Research conclusions

I conclude that public participation in Madibeng Local Municipality is one of the pillars of service delivery and officials should ensure proper inclusion of communities in their Integrated Development Plans. For their existence which is to improve the socioeconomic wellbeing of their communities, local municipalities are compelled to rely on these communities for their existence. Twenty-nine years of the democratic transition in South Africa, Madibeng Municipality continues to witness service delivery related protests which prove that there is a disjuncture between the service delivery priorities as articulated by community members and the actual services that are delivered on the ground by local municipalities.

While the IDP and its processes remain a compliance tool to Madibeng public officials, community members of Madibeng deem the document an unimportant and not contributing anything to community development. A contradiction in the understanding of the IDP process between the public officials and the local communities realised where public officials believe

that the IDP process should provide a platform for engagement whereas local communities have consistently 'undermined' this platform as a form of resistance – to project their everyday service delivery frustrations.

In trying to promote community involvement, repetitive compliance processes without tangible outcomes frustrate community members of Madibeng Municipality who then get demoralised and discouraged from participating in the IDP processes. This therefore requires that processes involved in ensuring that there is proper coordination in community inclusion in public participation for the purposes of effective implementation of the IDP processes in Madibeng be accordingly laid out.

While working toward complying with the provisions of the constitution, Madibeng public officials engage in repetitive compliance processes for community engagements despite the failures of these processes to translate into tangible outcomes. Even with the excessive focus and efforts to comply with provisions for public participation, the IDP processes in Madibeng have rendered the process almost useless, hence exposing the shortfalls of the bureaucratic measures in the process. In essence, the democratisation of IDPs to open up for meaningful participation by allowing communities to lead the process, has an opportunity to transform IDPs into an effective process for effective service delivery and development.

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APPENDICES

Appendix 1: Interviews

Interviews conducted with community members – pseudo names.

Able, Male, Ward 20 Mothutlung /2022

Lesego, Female, Ward 20 Mothutlung /2022

Letlhogonolo, Male, Ward 20 Mothutlung /2022

Maria, Female, Ward 20 Mothutlung /2022

Koketso, Male, Ward 20 Mothutlung /2022

Kamogelo, Female, Ward 20 Mothutlung /2022

Interviews conducted with municipal officials.

Mr Kenny Masinga, Integrated Development Plan office 08/11/2022

Ms Margaret Letsholo, Integrated Development Plan Office 08/11/2022

Mr Doctor Thejane, Manager Integrated Development Plan 08/11/2022.

Mr Mareme, Manager Officer of the Speaker

Appendix 2: Information Sheet

Title of Study:	**Public Participation in the Integrated Development Plan: A Case of Madibeng Local Municipality, North-West Province**
Researcher:	Mmamodikwe Pilane**, Wits School of Government, University of the Witwatersrand**
Phone number:	**083 3525 106**
Email Address:	**143030@students.wits.ac.za**
Project:	**Master of Management in Public Policy**

My name is Mmamodikwe Pilane, and I am a Master of Management Student in Public Policy at the University of Witwatersrand, Johannesburg. I am conducting a research project that is assessing the Integrated Development Plan processes and the role of public participation. The project is aimed at understanding how Madibeng Local Municipality conducts its public participation processes with its community members particularly in relation to the IDP process. The research will be helpful for both Madibeng Local Municipality and community members in that it aims at establishing the role of community participation the IDP processes while linking this role to the main purpose of the IDP in the municipality. I would like to invite you to take part in this study as part of a group discussion with other community members.

What will the study entail?

What is involved?

Your participation in this study will include participation in an interview about your experiences of public participation conducted by the municipality, your contribution in these public participation engagements and the feedback received from the municipality. The study will also include answering questions or reflecting on your experiences on service delivery by the municipality. With your permission, I will be requesting to record our interview for keeping up with your time and my future reference.

Risks:

There are no risks associated with participation in the study as the study is not seeking to uncover any sensitive information. The interviews are reflections on your own firsthand experiences of which you may choose what information you are comfortable with sharing. If you feel that sharing your experiences of apartheid may invoke some bad memories, feel free not to include the experiences in the interview.

Benefits:

There are no direct benefits associated with participation in the study as this is a completely voluntary process. But, this research will help us to understand disjuncture between what is required of community members in the public participation processes and how this requirement can find expression in the overall service delivery within the Madibeng Local Municipality.

Costs:

There are no direct costs associated with this research project. It will, however take up to one to two hours of your time.

Confidentiality and anonymity:

Confidentiality is guaranteed unless if you give your consent for identification however anonymity cannot be guaranteed as I will know your identity as the interviewer.

You may withdraw from this project at any stage if you feel you are no longer comfortable with the interview; this will not affect you in any way.

For further information on the study, you can contact my supervisor(s) on the following details:

Dr. Hlengiwe Ndlovu (Supervisor)

Email: Hlengiwe.Ndhlovu1@wits.ac.za

Phone: 011 717 3521

- **Do you have any questions?**

- **Would you like to go ahead with being part of this research project?**

Appendix 3: Participant Information Sheet Focus Group

I hereby confirm that:

I have been briefed on the research that Mmamodikwe Pilane is conducting on **Public Participation in the Integrated Development Plan: A - Case of Madibeng Local Municipality, North-West Province**

○ **Yes** ○ **No**

- I understand what participation in this research project means,

○ **Yes** ○ **No**

- I understand that I will be taking part in a discussion group with other fellow community members,

○ **Yes** ○ **No**

- I understand that my participation is voluntary and there will be no compensation or payment,

○ **Yes** ○ **No**

- I understand that the I have the right not to answer any questions that I do not feel comfortable with,

○ **Yes** ○ **No**

- I understand that I have the right to withdraw my participation from the research at any time when I so choose,

○ **Yes** ○ **No**

- I understand that some of the information provided by me will form part of the research report/thesis, future books and journal articles that may be available online, and

○ **Yes** ○ **No**

- I understand that any information I share will be held in the strictest confidence by the researcher without any association with my name, ID number, job title or contact details,

○ **Yes** ○ **No**

- I understand that you will be recording the focus group discussion.

○ **Yes** ○ **No**

I hereby give my consent to participate in the focus group.

○ **Yes** ○ **No**

I hereby consent to be recorded.

○ **Yes** ○ **No**

Optional clauses:

I hereby request that my name be mentioned as it is on the report.

○ **Yes** ○ **No**

I hereby request a copy of the research report.

○ **Yes** ○ **No**

I hereby request to be not recorded as I speak.

○ **Yes** ○ **No**

Signed by _____ on _____ at_____

Signature_____

Appendix 4: Participant consent Form Interview

I hereby confirm that:

I have been briefed on the research that Mmamodikwe Pilane is conducting on **Public Participation in the Integrated Development Plan: A - Case of Madibeng Local Municipality, North-West Province**

○ **Yes** ○ **No**

- I understand what participation in this research project means,

○ **Yes** ○ **No**

- I understand that my participation is voluntary and there will be no compensation or payment,

○ **Yes** ○ **No**

- I understand that the I have the right not to answer any questions that I do not feel comfortable with,

○ **Yes** ○ **No**

- I understand that I have the right to withdraw my participation from the research at any time when I so choose,

○ **Yes** ○ **No**

- I understand that some of the information provided by me will form part of the research report/thesis, future books and journal articles that may be available online, and

○ **Yes** ○ **No**

- I understand that any information I share will be held in the strictest confidence by the researcher without any association with my name, ID number, job title or contact details,

○ **Yes** ○ **No**

- I understand that you will be recording the interview.

○ **Yes** ○ **No**

I hereby give my consent to participate in the interview.

○ **Yes** ○ **No**

I hereby consent to be recorded.

○ **Yes** ○ **No**

Optional clauses:

I hereby request that my name be mentioned as it is on the report.

○ **Yes** ○ **No**

I hereby request a copy of the research report.

○ **Yes** ○ **No**

I hereby request to be not recorded as I speak.

○ **Yes** ○ **No**

Signed by _____ on _____ at_____

Signature_____

PERMISSION LETTER

Madibeng
Local Municipality

PO Box 106
BRITS
0250
Tel: 012 318 9491
Fax: 012 318 9203
e-mail:
MorutiTsotetsi@madibeng.gov.za

TO	:	MMAMODIKWE VIOLET PILANE MASTER OF MANAGEMENT IN PUBLIC POLICY *(STUDENT)* UNIVERSITY OF WITWATERSRAND
FROM	:	THE OFFICE OF THE ACTING MUNICIPAL MANAGER
SUBJECT	:	RE: REQUEST FOR PERMISSION TO CONDUCT A RESEARCH STUDY AT MADIBENG LOCAL MUNICIPALITY
DATE	:	13 SEPTEMBER 2022

Madam,

The above subject refers.

The purpose of this letter is to inform you, Mmamodikwe Violet Pilane, that the municipality grant you a permission to conduct the research titled:

"Integrated Development Plan and the role of public participation: A case study of Madibeng Local Municipality".

Study Limitation	:	Mothotlung Township
Start date	:	14 September 2022
End date	:	14 September 2023

Ms. Beverly Gunqisa
Acting Municipal Manager

All correspondence to be addressed to the Municipal Manager

Madibeng
Local Municipality

PO Box 106
BRITS
0250
Tel: 012 318 9491
Fax: 012 318 9203
e-mail:
MorutiTsotetsi@madibeng.gov.za

TO	:	MMAMODIKWE VIOLET PILANE MASTER OF MANAGEMENT IN PUBLIC POLICY *(STUDENT)* UNIVERSITY OF WITWATERSRAND
FROM	:	THE OFFICE OF THE ACTING MUNICIPAL MANAGER
SUBJECT	:	RE: REQUEST FOR PERMISSION TO CONDUCT A RESEARCH STUDY AT MADIBENG LOCAL MUNICIPALITY
DATE	:	11 OCTOBER 2022

Madam,

The above subject refers.

The purpose of this letter is to rephrase, as requested, the original title of your research as per the initial request to the new title.

Original title:

"Integrated Development Plan and the role of public participation: A case study of Madibeng Local Municipality".

New title:

"Public Participation in the Integrated Development Plan: A Case of Madibeng Local Municipality, North-West Province"

It must be noted that the terms and conditions of the initial letter still applies. No changes except the title of the research.

Mr. Moruti Tsotetsi
Acting Deputy Director: Strategic Planning, Monitoring and Evaluation

All correspondence to be addressed to the Municipal Manager

ETHICS CLEARANCE CERTIFICATE

UNIVERSITY OF THE WITWATERSRAND JOHANNESBURG

SCHOOL OF GOVERNANCE ETHICS COMMITTEE

CONSTITUTED UNDER THE UNIVERSITY HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)

CLEARANCE CERTIFICATE WSG-2022-62

PROJECT TITLE: **Public Participation in the Integrated Development Plan: A Case of Madibeng Local Municipality, North-West Province**

INVESTIGATOR	Mmamodikwe Violet Pilane
SCHOOL/DEPARTMENT OF INVESTIGATOR	School of Governance
DATE CONSIDERED	24 September 2022
DECISION OF THE COMMITTEE	Approved unconditionally
RISK LEVEL	Minimal Risk
EXPIRY DATE	Date of submission of the project Research Report

ISSUE DATE OF CERTIFICATE 28 September 2022 **CHAIRPERSON** Rekgotsofetse Chikane
Rekgotsofetse Chikane

cc: Supervisor:

DECLARATION OF INVESTIGATOR

To be completed in duplicate and **ONE COPY** returned to the Chairperson of the School/Department ethics committee.

I fully understand the conditions under which I am are authorized to carry out the abovementioned research and I guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

_____ **Signature**

_____/_____/_____ **Date**

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES