An investigation of community participation trends in the rural development process in Nquthu, northern KwaZulu-Natal

By

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Date : June 2010
DECLARATION

I hereby declare that the work contained in this study is my own independent investigation.

All the sources used have been acknowledged by means of complete reference.

I hereby certify that this dissertation is not submitted for any other degree purposes.

Nhlanzimpho Sibiya
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<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>CBO</td>
<td>Community Based Organisations</td>
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<tr>
<td>DEAT</td>
<td>Department of Environment Affairs and Tourism</td>
</tr>
<tr>
<td>FAO</td>
<td>United Nations Food and Agriculture Organisation</td>
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<tr>
<td>IAP</td>
<td>International Association for Public Participation</td>
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<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>NGO</td>
<td>Non Governmental Organisations</td>
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<td>RDP</td>
<td>Reconstruction and Development Programs</td>
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<tr>
<td>UNRISD</td>
<td>United Nations Research Institute for Social Development</td>
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<tr>
<td>WPLG</td>
<td>White Paper on Local Government</td>
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ABSTRACT

Rural development strategies can realise their full potential only through active involvement and organisation of rural people at grassroots level (FAO, 1981:12). The rural poor have not participated in sharing the benefits from the enormous development efforts of the three past decades, neither in proportion to their needs.

After 1994, the South African democratic government adopted a people-centred developmental approach in order to heal the legacy of the past regime. The aim of community-centred approach is to enhance the skills and capacity of communities by promoting their participation in their own development (Theron, 2005:120). Various authors agreed that participation of people in the system which governs their lives is a basic human right and essential for relocation of political power in favour of disadvantaged groups and for social and economic development. However, in Nquthu citizen participation has developed into an ideology rather than a practical mechanism to promote participation by citizens and to improve local governance.

Community participation is a concept that is often mentioned in community development perspective. Theron (2005:120) views community participation as a process to give communities an opportunity to determine their own destination in terms of their needs and resources. This means that provision at grassroots level with abilities, which could enable them to negotiate development delivery systems and be able to take informed decisions, in terms of their development needs and priorities (Theron, 2005:119). Leisner (1974) in Lombard (1992:256) contends that the purpose of community participation is to create opportunities for the community to
take part in (1) planning and policy making, (2) allocation and distribution of resources and (3) the management of services. However, the aim of the study was to assess community participation trends in rural development process in Nquthu, northern KwaZulu-Natal.

An evaluative research method was followed in which data was gathered through questionnaires and focus group discussions. The study was comprised of seventy respondents. It is structured into five chapters. Chapter one deals with the introduction, the statement of the problem, motivation for choice of study, aims and objectives of the study, definition of important concept, the basic assumptions, research method, significant of the study and chapter organisation. Chapter two discusses the theory and philosophy of community participation. It conceptualises the concept related to community participation in development; this includes community development, integrated rural development and rural development. It also highlights the policy framework on community participation in terms of international, national policy documents and also highlights the overview of integrated developmental plan. Chapter three describes the ethnographic sketch of the Nquthu community, location of the study and activities of the place. Chapter four presents the data results, interpretation and analysis. Chapter five presents the results and discussions of results. Chapter six reflects the conclusion and the way forward.
CHAPTER ONE

1. GENERAL ORIENTATION TO THE STUDY

1.1. INTRODUCTION

The collapse of apartheid in South Africa in 1994 meant the end of an authoritative regime: a regime that defined itself against the needs and wishes of the majority of the population. During the apartheid era, most South Africans were passive citizens in their own country. They could not question the power of the state and, most importantly, they were recipients of governance, rather than participants. However, public participation in the processes of development, policy and governance in democratic South Africa could be regarded as a cornerstone of society.

This study aimed at assessing community participation trends in rural development process at Nquthu, northern KwaZulu-Natal. Nampila (2005:7) referred to community participation as a method whereby the residents of a community are given a voice and choice to participate in issues affecting their lives. Theron (2005:115) asserts that if the process is well managed, the members are likely to take ownership of the projects that are to be implemented. Whether a community participates or not in the developmental initiatives is determined by a variety of factors. The lack of enthusiasm to participate by the community members and lack of faith and trust in local leaders are some of the factors that lead to poor community involvement.

There is a Tamal Proverb, which says, “Oor Koodi Izhattal Vandhu Sarum,” website (2009, http:www.scribd.com) translated to “if a city or place as a whole makes an effort, the goal is achieved”. No man is an island. As a result people have to work as a
community in order to succeed. It has been proven that the synergetic effort of the community can be a massive force and make a huge difference in community development.

Community participation implies consultation and working with and not for people. People will participate and contribute meaningfully to something they feel part of, identify with, and associate with their efforts. Batten (1994:98) feels strongly about this point and emphasises that for community participation to be meaningful the final decision must be made by people. However, our communities sometimes do not utilise this opportunity efficiently at all points. The planned social change can only be realised through the participation of the community in all the stages of the development process. The encouragement of participation of the community in programmes to bring about planned social change is the base or prerequisite for the success of the community development process.

Community participation is essential for concrete development in rural areas. It has been the community members’ continuing practice to leave the development burden to the few while the remaining huge majority just stay away from participating in developmental programmes. The development programmes will be much improved, only when the local community plays a vital role in its implementation. It is believed that community participation will enable communities to contribute towards designing acceptable and user friendly projects and make communities develop an interest in the operation and maintenance of projects. Community participation can thus be enhanced by addressing barriers to participation while at the same time taking the necessary steps to promote the principles of sustainable participation.
1.2. MOTIVATION FOR THE STUDY

The researcher was of the opinion that the efforts to build and strengthen participative local government in South Africa have been disappointing. The meaningful application of sustainable development at local level clearly requires a special approach that recognises that South Africa has untapped resources, people and organisations which can partner with the government to enhance partnership and trust between the communities and government in development. However, community participation is identified as a key mechanism to strengthen community development in developing countries. Although community participation has its shortcomings, there are many benefits attached to its practice. Dr Blade Nzimande, the current honourable Minister of Higher Education as cited in Nyalunga (2006:1) agrees that community participation is seen as a vehicle to promote and instil a culture of good governance at the local government level.

The South African Government that was elected on the 22nd of April 2009 is faced with a substantial number of unnecessary boycotts and vandalism of public property, where citizens reflect their anger and dissatisfaction with regard to their needs and problems. This usually takes place in rural and semi-urban areas, where people have no idea of what is happening in the society. Nquthu is one of the places whose development process has been affected by the communication breakdown between local government structures and the society. This conflict occurred because the needs-assessment processes are not conducted effectively. It is said that people at grassroots level are not given the opportunity to raise their views regarding their problems. Nquthu local government do what they want to do and as they wish without consulting the beneficiaries of development.
It is thus be the contention of this study that is required is an alternative local government approach to strategic services planning and implementation. An approach guided by the principle of democratic decentralisation, local government-civil society synergy, local government intervention in promoting and nurturing of democratic citizen participation driven by a political strategy. All these are regarded as essential elements to improve the municipal sector, to mobilise and focus on the resources available in the community and to address the challenge of poor community participation.

The principal aim of this study is to assess community participation trends in rural development process. Specifically, it looked at development as a theoretical framework and policy framework to community that could guide democratic practice and public involvement in delivery of services by local government. The policy framework was inclusive of integrated development plan as way of bringing together community organisation, community, and local government. Above all it is hoped that this framework contributed towards resolving the dilemma facing local government as how to bring about the meaningful citizen participation to meet the growing needs of the society while striving for social justice and equity in the distribution of resources.

1.3. STATEMENT OF THE PROBLEM

Masango (2002:52) states that the introduction of a democratic government in South Africa brought about opportunities for public participation for all South Africans. This call was accompanied by promulgation of legislation, which encouraged community participation in governance and policy making (Tshabalala, 2005:36). The most important point is that community participation is the main prerequisites for securing effective sustainable development (Nekwaya, 2007:20). To ensure that both government and
community grew closer to each other the aspect of decentralisation of power should be considered by South African government in betterment of service provision.

The first and most obvious issue is that community participation includes the involvement of a substantial number of people into community activities. The direct involvement of ordinary people in design, implementation and evaluation of planning, governance and overall development programmes at grassroots level, has became an integral part of democratic practice in recent years. Democratic policies state that activities of the community are not considered to be the special vicinity of a knowledgeable few, perhaps the same elite leadership who have always run community affairs, but are the business of everyone in the community (Reid, 2000:34).

In the post-apartheid South Africa that is after 1994, community participation has literally become synonymous with legitimate governance (Williams, 2009:23). Chapter 4 of the Municipal Act (Act no. 32 of 2000) states that citizen participation in the structures will revolutionise the way local governance functions at metropolitan level. What has transpired at Nquthu recently is that the community members have lost concrete trust in their current community leaders and do not cooperate with them. Trust and cooperation are essential components of the relationship between community members and leaders. Nampila (2005:8) agrees that community participation in rural development has been negatively affected.

The research problem, therefore, is: what are the factors that influence community participation at Nquthu with regard to rural development? The challenge to promote
sustainable development and empower community involvement lies in the partnership with all stakeholders in the process to enhance overall development.

1.4. AIM AND OBJECTIVES OF THE STUDY

1.4.1. Aims of the study

The aim of the study is to assess community participation trends in rural development process in Nquthu, northern KwaZulu-Natal.

1.4.2. Objectives of the study

The study was undertaken in order to achieve the following objectives:

i. To determine the obstacles encountered by citizens which obstruct their participation in development programmes including projects.

ii. To suggest the strategies/strategy that local municipality and other development structures could play in enhancing community participation.

iii. To establish to what extent the community members have access to information regarding projects or development initiatives.

iv. To assess whether community participation is understood and considered in projects implementation.

1.5. HYPOTHESIS

The researcher has formulated the following hypothesis:

i. Community members are not adequately willing and prepared to participate in developmental programmes.

ii. It is assumed that effective community participation in development initiatives (projects) can inform concrete rural development.
1.6. METHOD OF INVESTIGATION

The investigation was carried out, very broadly in the following way:

1.6.1. RESEARCH DESIGN

The researcher primarily uses the evaluative research design. It was complimented by the use of the mixed research method. This involves the combination of both quantitative and qualitative research method. The mixed research method permits innovations in research design, compensates for the weaknesses in individual instrumentation and thus guarantees the strengths, validity and reliability of findings (Creswell, 2003:217).

Neuman (1997:124) defines quantitative research as the inquiry into social or human problem based on testing a theory composed of variables measured with numbers, analysed using statistical procedures. While on the other side, qualitative research according to Creswell (2003:45) deals with subjective data, which are generated by minds of the respondents. Neuman (1997:125) states that qualitative study is an inquiry process of understanding a social or human problem based on building a complex, holistic picture, formed with words and conducted in a natural setting. The researcher was in the position of assessing the factors that influence the participation of community members in rural development process in Nquthu, with a specific reference to community development project.

1.6.2. RESEARCH SETTING

This research project was carried out at Nquthu area because it is one of the places that seem to experience this dilemma the most; the problem is usually noticeable in deep rural areas. The access to this area and permission to conduct a study was gained from Nquthu municipality authorities and tribal authorities. The researcher hoped that
authorities would easily grant him the authority to conduct a study, because he is part of the same.

1.6.3. SAMPLE

In order to achieve the aims and objectives of this research, probability sampling was utilised. This was done by approaching participants in a stratified random sampling. This would ensure that the sample is representative of the study population which was drawn from the entire community. The said procedure was conducted irrespective of age distribution, level of study, level of education, gender or creed. A sample of seventy (70) respondents was drawn from the whole population. Furthermore, the sample was selected in the identical percentage in terms of wards and considering the participation of community members into developmental activities in the area. The sample group was given questionnaires.

1.6.4. TARGET POPULATION

Neuman (2006:224) defines, target population as a specific pool of cases that the researcher wants to study. This project targeted community members who are permanent residents at Nquthu area; especially those staying in rural areas of Nquthu namely ward six (Khayelisha) and ward one (Vulindlela-Sithole)) respectively.

1.6.5. METHOD OF DATA COLLECTION

1.6.5.1. Empirical study

An empirical study was conducted by means of questionnaires to be completed by permanent residents at Nquthu. Gee (1993:314) defines a questionnaire as a set of questions to be answered by the respondents without the personal aid of an investigator.
In order to acquire much more relevant information from respondents and to allow participatory research pattern questionnaires was supplement by the use of focus group discussions.

1.6.5.2. Literature review

Literature review is conducted to find out what other work has been done in the area, and what type of data will need to be collected (Welman, Kruger & Mitchell, 2005:297)). The relevant literature on community participation, community development as well as policy framework that constitutes development projects would be reviewed, comprising of various sources obtained from the library, archives and Nquthu development records. Where possible data from the internet would be collected and all other possible resources would also be explored.

1.6.7. DATA ANALYSIS AND PRESENTATION

Data analysis is the process of moving from raw data to evidence-based interpretations that the foundation for published reports (Creswell, 1998:201). The data was analysed by using both quantitative and qualitative techniques. For quantitative data, statistical techniques were used to analyse data. The nature of the technique depends on the level of measurement. Furthermore, for qualitative data produced by this research project has been presented through appropriate themes.

1.7. EXPLICATION AND DESCRIPTION OF KEY TERMS

In this section, the researcher provides various scholarly viewpoints of the key concepts in the research topic and indicates how the respective concepts have been used in the study.
1.7.1. Community

A community is the unit in which all community-related activities take place and for this reason it is important to define and understand the concept (Lombard, 1992:62). Community is simply defined in terms of geographic locality, of shared interests or needs, or in terms of deprivation and disadvantage (Swanepoel and De Beer, 2006:43). The term community is central to the analysis and evaluation of the work of an agency involved in community work with the object of promoting change and bringing about development.

Nzimande (1997:7), states that a community may be described generally as composed of a relatively large number of persons conscious of their own inter-relatedness, who are dependent upon common territory and who possess limited political autonomy and seek basic satisfaction in a complex and changing social structure.

Stroup (1997:27) describes a community as a structured entity with organisations that help its members to adjust to complexity of changing situation, in which it seeks to satisfy their basic needs. In the above definitions contains two distinct elements, viz., the geographical and social aspects of the community.

For the purpose of the study the word “community” would be understood both in geographical and social terms. Edward and Jones as cited in Swanepoel and De Beer (2006:43) define community as a grouping of people who reside in a specific locality and who exercise some degree of local autonomy in organising their social life in such a way that they can, from that locality base, satisfy the full range of their daily needs.
As can be seen from the definition, community is an area of common life for a particular group of people sharing similar attitudes as to their manner of life and attitudes. This area might be a village, a reserve or any other area viewed as such, but satisfies either criteria of geographic; delimitation or social community among its inhabitants.

From the researcher's point of view, the community involves a geographical area occupied by people who are common in various aspects, which share purposes and share characteristics to achieve their goals.

1.7.2. Participation

One of the cornerstone of democracy is the participatory decision making process which is required by those in government (Tshabalala, 2006:40). Kumar (2002:23) states that participation means different things to different people. The way participation is defined largely depends upon the context and background in which participation is applied.

Midgley (1986:25) asserts that participation requires the voluntary and democratic involvement of people in (1) contributing to the development effort, (2) sharing equitably in the benefits derived there from and (3) decision making in respect of setting goals, formulating policies and planning and implanting economic and social development programmes.

The United Nations Research Institute for Social Development (UNRISSD) in Burkey (1993:59) defines participation in terms of power sharing. This institution described participation as organised efforts to increase control over resources and regulative institutions, on the part of groups and movements of those hitherto excluded from such control (Burkey, 1993:59). ACC Task Force and Working Group on Rural Development
Programme Harmonisation, in Rome (1978) agree that popular participation has to do with the collective effort by the people concerned to pool their efforts and whatever other resources they decide to pool, to attain objectives they set for themselves (Kumar, 2002:24).

As can be seen from the above definitions, participation is viewed as an active process in which the participants take initiatives and actions that are stimulated by their own thinking and deliberations over which they exert effective control.

De Beer and Swanepoel (1998:6), participation may mean that communities are allowed direct and ultimate control in taking decision concerning their affairs. Oakley and Marsden (1984:19) state that participation is considered to be a voluntary contribution by the people to one or another of the public programmes supposed to contribute to national development but the people are not expected to take part in shaping the programme or criticising its content. With regard to rural development participation includes people’s involvement in decision making processes, attending meetings, contributing money to community projects, and in implementing programmes.

1.7.3. Development

Davids and Theron (2005:124) describe development as a process of empowerment, which enables participants to assume greater control over their lives as individuals and as members of society. These authors also state that development aims to increase the personal and institutional capacities of communities in order to mobilise and manage resources towards meeting basic needs.
According to Esman (1991:5) development connotes steady progress towards improvement in the human condition. It reduces and eventually eliminates poverty, ignorance, and diseases, and expands the well-being and opportunity for all. It entails rapid change, but change alone is insufficient. It must be directed too specific ends. Development involves societal transformation – political, social and cultural as well as economic.

Roux (1995:29) defines community development as process whereby people are enabled to mobilise and manage forces and resources in a community by creating opportunities for democratic decision-making, active participation and co-operation, self-help, development of leadership and utilisation of education opportunities to promote the intrinsic potential and forces in the community as a whole”.

The Municipal System Act (Act no 32 of 2000) defines the term development as sustainable development, and includes integrated social, economic, environment, spatial, infrastructural, institutional, and organisational and human resources upliftment of a community aimed at (1) improving the quality of life of its members with specific reference to the poor and other disadvantaged sections of the community and (2) ensuring that development serves present and generations. Davids (2005:27) agrees that development contains holistic understanding of people lifestyle; this includes the political, environment, cultural, psychological, social and economic conditions.

For the purpose of this study, development referred to attempts by local government together with the community to address the needs of the people, helping people meet their own needs and ensuring an improvement in their conditions of living.
1.8. THE SIGNIFICANCE OF THE STUDY

The findings of the study seek to assist Nquthu local municipality management, traditional authorities and other development agencies at Nquthu, such as community workers to consider different approaches of involving communities in their developmental programmes. Various stakeholders would identify the role which they might play at the beginning of the developmental process to prevent obstacles that lead to poor community participation. Community members would suggest strategies which the community leaders might use to regain and maintain the faith of the community members. The study would be worthwhile because it would bring together these concepts of development: community participation, social change process, capacity building, empowerment and sustainable development.

The publications stemming from this study would influence future research. It is further hoped that the findings will serve as a frame of reference for the development programmes which are taking place in rural areas.

1.9. RESEARCH LAYOUT

The study is structured into five chapters:

- Chapter one deals with the general introduction. This chapter will orientate the reader. It includes the motivation of the study, the background of Nquthu Municipality, the statement of the problem, the basic assumptions, aim and objectives of the study, brief explication of research methodology, significance of the study, research layout and research time schedule.
• Chapter two deals with the literature review of the previous work done by scholars in the field. It provides the framework whereby the researcher can direct his or her research. It includes a phenomenon and philosophy of community participation, highlights the policy framework on community participation in terms of international and national development policy documents, community development, integrated rural development, rural development and the overview of integrated development plan.

• Chapter three is concerned with the local context of the study, a community profile of Nquthu municipality was thus conducted in order to analyse the situation.

• Chapter four outlines the methodology used in broader detail. This includes the planning of the research, preparation and design of the research, the research instruments (construction of the instrument, reasons for using questionnaire, and question order and the use of open-ended and close-ended questions), administration of questionnaires, pilot study and validity and reliability.

• Chapter five presents and analyses the findings on community participation in Nquthu Settlement.

• Finally, chapter six reviews the main conclusions dissertation and make recommendations based on the study.
CHAPTER TWO

LITERATURE REVIEW

2.1. INTRODUCTION

Chapter two is aimed at conducting a literature study about community participation in rural development process. This section will discuss the phenomenon and philosophy of community participation. These is followed by the conceptualisation of other related key concept of community participation in rural development process and also briefly discuss the legislative and policy framework regarding community participation in the rural development process in South Africa.

2.2. THE PHENOMENON AND PHILOSOPHY OF COMMUNITY PARTICIPATION

Storey (1991:307-315) asserts that there has been a need to investigate new approaches to rural development as a consequence of the significant and on-going changes occurring in rural areas. Community participation has long been a subject of active discussions in the field of political, administrative sciences and community based activities. One may consider community participation as an action that incorporates the demands and values of citizens into public administration services.

The Working Group on Programme Harmonization, 1978 in Oakley and Marsden (1984:1), indicates that; what gives clear understanding of popular participation is the “collective efforts by the people concerned together their pool their efforts and resources in order to attain objectives they set for themselves.” Kumar (2002:24) argue that participation in this regard deals with encouraging participants to take initiatives and
actions which are stimulated by their own thinking and deliberation and over which they can exert effective control.

Nampila (2005:31) agrees that different individuals in the same community may have different interests and may not necessarily want to participate in development projects. With community participation, the people decide, act and reflect on their actions as conscious subjects. The common belief is that involving citizens in rural programmes and empowering them have the potential to boost their livelihoods and foster development (Kakumba and Nsingo, 2008:107). Such involvement facilitates the reversal of the inequalities that have been developed under colonialism by helping people to engage in the process of identifying problems and acting on them.

In the case of Nquthu settlement, the community members should exercise the freedom to decide on issues affecting them and should also realise that it is their constitutional right to participate. For example, communities have to decide on the committee members who will represent them in the development programmes. They also should have the authority to make decisions with regard to their expertise because this affects them directly. Nquthu communities should also be able to express their views at meetings without fear, regardless of presence municipal authorities. African Development Bank (2001), indicate that offering citizens more choice would stimulate competition, geared at making the public service more efficient and service oriented by capturing the larger citizens’ public interest (Kakumba and Nsingo, 2008:108).
2.2.1. BACKGROUND OF COMMUNITY PARTICIPATION IN LOCAL COMMUNITIES

The notion for participation of people in democratic governance at all the different levels of governance was recognised by the African National Congress (ANC) in its policy document, the Reconstruction and Development Programme (RDP), in 1994. The RDP purports that democracy requires that all South Africans have access to power and the right to exercise their power will ensure that all people participate in the process of reconstructing the country (ANC, 1994:120).

Tshabalala (2006:46) point out that participation of local communities in local government system in South Africa has its unique practice. The policy making during the apartheid era excluded the majority of ordinary people and public policy adopted a minority perspective. Masango (2002:52) agrees that the apartheid policies deprived our country of history of good public participation in the making and implementation of policies. Masango (2002:52) further highlight that black South Africans citizens who constitute the majority of South Africa’s population were not given an opportunity to participate in general elections or to contribute to the making and implementation of polices that affected them”. This resulted in the majority of black communities remaining undeveloped and deprived of resources. The establishment of local government along racial lines violated the principle of equal treatment.

Makgoba and Ababio (2004:277) assert that even after the introduction of the first black municipalities in 1980, black communities had no say in matters of governance and could not elect their own municipal representatives. In an effort to transform the apartheid government and ensure that the voices of the ordinary people were heard, black united
to confront opposition. Black South Africans who were eager to participate in public affairs perceived the system to be undemocratic and these perceptions led to anger and frustrations which manifested itself in boycotts and protests against public polices (Masango, 2002:54). Through the use of boycotts and protests, the community demonstrated rejection of system which had been imposed from above and one in which they had no say. Thus, protests were used as mechanisms to mobilise support and confront forces that were perceived as unacceptable.

The economy of these circumstances is such that the role of local government now needs to stretch beyond the traditional function associated with infrastructure development to address social and economic development. Municipalities are, therefore, expected to adopt programmes that will not only enhance infrastructure development, but will also strive to bring about social upliftment and contribute positively to the lives of people. Again, communities have to be economically affected by the business of the municipality. Paulo Freire argues that “development can only be achieved when humans are ‘beings for themselves’, when they possess their own decision-making powers, free of oppressive and dehumanizing circumstances” (Bailur, 2007:4).

It is argued that one of the things that will enable a municipality to respond to the needs of its people is working closely with its community. This implies that communities should play a role in the planning and functioning of local municipalities so that they can actively influence decisions that will influence decisions that will affect them. This view is echoed by Municipal Systems Act (Act 32 of 2000) which calls for a government that will respond to the needs of the people and hence, the developmental approach. The goal of the
developmental approach is to re-orientate local government to being creative and strategic in developing its local people.

World Bank (1996:145) indicates that reaching the poor requires working with them to learn about their needs, understanding how development decisions are made in their communities, and identifying institutions and mechanisms that acquire opportunities and resources. Oakley and Marsden (1984:18) state that community participation in the context of rural development is not concerned in the first instance with how to achieve a totally participatory society but we are more concerned with how to bring about some meaningful involvement in the development of the rural sector on the part of those who depend on that sector for a livelihood.

2.2.2. COMMUNITY PARTICIPATION CONCEPT DEFINED

Community participation is one of the key ingredients of an empowered community (Reid, 2000:1). Community participation occurs when a community organises itself and take full responsibility for managing its problems. Taking full responsibility includes identifying the problems, developing actions, putting them to place and following through. Theron (2005:124) pointed out; there are considerable differences of opinion as to what community participation is, and it follows that there will be many arguments about the universal definition. The term citizen or public and participation are often used interchangeably.

Community participation is the process of “giving people more opportunities to participate effectively in development activities, empowering people to mobilize their own capacities,
be social actors rather than passive subjects, manage the resources, make decisions and control the activities that affect their lives” (Sproule, 1996:236).

The United Nations (1981:5) sees community participation as the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Community participation is a complex mechanism, and in effect there is no single blue print. Hence, each area is characterised by different dynamics and demographics. This view is held whilst taking cognisance the fact that development does not occur successfully if beneficiaries are not part and parcel of the process of planning and implementation of the process.

Community participation means empowering people by developing their skills and abilities so that they can negotiate with the rural development system and can make their own decisions in terms of their development needs and priorities (Theron, 2005:119). Community participation is a continuous two way process which involves the full understanding of processes and mechanisms through which development problems are investigated and solved. It covers a spectrum of activities ranging from passive involvement in community life to intensive action-oriented participation in community development. Community participation provides individual with the opportunity to influence public decisions and has long been a component of the democratic decision making process (Cogan and Shape, 1986:283).

Community participation is a citizen action that influences or seeks to influence policy decisions or as an action that incorporates the demands and values of citizens into public administration services. People’s participation is essential to do with economic and
political relationship within the wider society; it is not just a matter of involvement in project activities but rather the process by which rural people are able to organise themselves and, through their own organisation, are able to identify their own needs, share in design, implement, and evaluate participatory action (Kumar, 2002:24).

This definition of citizen participation can be further divided into two categories according to the will of the people wishing to influence policy decisions; passive participation which includes simple one-way information delivery or request for information and active participation which includes formation of a consensus on specific issues, monitoring administrative activities and administrative requests.

The methods of community participation play a crucial role in terms of meaningful participation (Nekwaya, 2007:11). Community participation is rooted in democratic approaches to public policy and community planning and development, which assume that people have a right to make decisions that affect their lives. In short, a community that gives up the ability to make its own decisions loses "some essential humanity". Citizen participation must be understood in relation to local and regional patterns of power and powerlessness, that is, individual and collective experiences of influence, acquiescence, privilege, or exclusion based on membership in dominant or disenfranchised groups.

**2.2.3. INTERPRETATIONS OF COMMUNITY PARTICIPATION**

There are two broad implications of community participation which are identifiable, those that view community participation as a means and those that view it as an end (Kumar, 2002:25). Community participation as a means or end is an issue which has bothered
both development thinkers and workers. Burkey (2000: 58) indicates that the proportion of the second view often maintains that development for the benefit of the poor cannot occur unless the poor themselves control the process through the praxis of participation. Burkey (1993:58) also points out that until recently the notion of participation as a means to achieve effective development still dominate to rural development practice.

Oakley and Marsden (1984:23), state that there are two main vehicles for implementing this notion of participation; (1) community development programmes which were aimed at preparing the rural population collaborate with government development plans and (2) the establishment of formal organizations (cooperatives, farmers association, etc.) which were to provide the structure through which the rural people could have some contact with, and voice in, development programmes. Burkey (1993:58) provides the evidence which suggests that only a few achieved any meaningful participation and benefit by means. Oakley and Marsden (1984:23) assert that this strategy has not resulted in meaningful participation of the community in rural development. In fact it is the strategy which has resulted in our current situation failing to confront the issue of the lack of meaningful community participation in rural development.

Public participation is an end in itself, and is the unavoidable sequence of the process of empowering and liberating the community to understand the process of development (Oakley and Marsden, 1984:23). Kumar (2002:25) agrees that community participation as an end is self- mobilizing where the local people themselves are in total command. There is no doubt that meaningful participation is about achieving power: which is the power to influence the decisions that affect one’s livelihood. Community participation is viewed as an end if it becomes a long-term process, the purpose of which is to develop
and strengthen the capabilities of people in order to participate directly in development initiatives (Kumar, 2002:26). This comparative analysis will be presented briefly below:

Table 2.1 comparative analysis: Participation as a means or an end

<table>
<thead>
<tr>
<th>Participation as a means</th>
<th>Participation as an end</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implies the use of participation to achieve some predetermined goal or objective</td>
<td>Attempts to empower people to take part in their own development</td>
</tr>
<tr>
<td>Attempts to utilize existing resources in order to achieve the objective of the project/programme</td>
<td>Ensures increased role of people in development initiatives</td>
</tr>
<tr>
<td>Common in government programmes, specifically for mobilising community to improve efficiency of delivery system</td>
<td>More favoured by Non-Governmental Organisations than by government</td>
</tr>
<tr>
<td>Stresses the achievement of the objective rather than the act of participation itself</td>
<td>Focuses on improving the ability of the people to participate rather than just achieve predetermined projects objectives</td>
</tr>
<tr>
<td>Participation take a more passive form</td>
<td>It is relatively more active and dynamic</td>
</tr>
</tbody>
</table>

Therefore, the conclusion can be drawn on the fact that meaningful participation of the rural poor in development is concerned with direct access to the resources necessary for development, and some active involvement and influence in the decisions affecting those resources (Burkey, 2000:59). The meaningful participation to community development implies the ability positively to influence the course of events (Oakley and Marsden, 1984:24).
2.2.4. LEVELS AND MODES OF COMMUNITY PARTICIPATION

It is important for the Nquthu Municipality to understand the levels and modes of community participation in development process. Theron (2005:126), states that some levels are more relevant than others to ensure authentic public participation. These approaches become more relevant when the impact of participation is assessed in relation to a programme or project, and the degree of participation becomes a central feature in this regard (Fokane, 2008:45).

The seven levels of community participation as highlighted by (Theron, 2005:115) are as follows:

1. **Passive participation.** Passive strategies very often involve a one-way flow of information from the planners to the public (Kumar, 2002:25). People “participate” by being told what is going to happen or has already happened. Participation relates to a unilateral top-down approach by the authorities. The information being shared belongs to outsiders or professionals.

2. **Participation in information giving.** This level does not constitute community participation because they merely require the community to judge a finished or almost finished product. People participate by answering questions posed in questionnaires or telephone interviews or similar public participation strategies. The public do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.

3. **Participation by consultation.** People participate by being consulted as consultants/professionals/planners and external officials listen to their views. The
professionals define both problems and solutions and may modify these in the light of the people's responses. The process does not include any share in decision-making by the public, nor are the professionals under any obligation to take on board people's views.

4. **Participation for material incentives.** People participate by providing resources, for example labour, in return for material rewards. This helps to reduce overall costs, and participants in return receive a resource (Nampila, 2005:39). This typology takes place in rural environment, where, for example farmers provide the fields but are not involved in the experiment or learning process. The people have no stake in prolonging the activities when the incentives end.

5. **Functional participation.** People participate in a group context to meet predetermined objectives related to the project, which may involve the development or promotion of externally initiated social organisations. Such involvement does not tend to occur at the early stages of project cycles or planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may also become self-dependent.

6. **Interaction strategies.** People participate in a joint analysis, the development of action plans and capacity building. Participation is seen as right, not just the means to achieve project goals.

7. **Self-mobilisation strategies.** People participate by taking initiatives independent of external institutions to change systems. This bottom-up approach
allows people to develop contacts with external institutions for resources and the technical advice they need, but they themselves retain control over how resources are used. Such self-initiated, bottom-up and self-reliant mobilisation and collective actions may or may not challenge an existing inequitable distribution of wealth and power.

Nekwaya (2007:35) pointed out that the route to effective community participation would depend on selecting the right combination of approaches. However, this would determine whether the community authorities actually allow the community to participate and make its own decisions.

It is also important to understand the modes of participation as, these overlap with the levels of community participation, and are necessary for community participation. Theron (2005:115) highlights these modes as follows:

- **Anti-participatory mode** - community participation is considered as a voluntary contribution by the community to a programme/project, which will lead to development, but the public is not expected to take part in shaping the programme/project content and outcomes;

- **Manipulation mode** - community participation includes community involvement in decision making processes, in implementing programmes, sharing in the benefits and involvement in efforts to evaluate such programmes;

- **Incremental mode** - community participation is concerned with organised efforts to increase control over resources and regulate institutions in given social situations for groups or movements excluded from such control and
• **Authentic public participation mode** - community participation is an active process by which the community influence the direction and execution of a programme with the view to enhancing their well-being in terms of income, personal growth, self reliance or other values which they cherish.

The figure below shows how the levels and four modes of community participation discussed above can be combined to view where a “participation process” lies on the continuum and whether it progresses from passive participation where people are “told what to do”, perspective to self-mobilisation, where “people are in control of processes.”

Figure 2.2 A spectrum of public participation – seven typologies

<table>
<thead>
<tr>
<th>Outsiders’ control</th>
<th>Local people’s control</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Passive</td>
<td>7 Self-mobilisation</td>
</tr>
<tr>
<td>2 information</td>
<td>6 Functional</td>
</tr>
<tr>
<td>3 consultation</td>
<td>5 Interactive</td>
</tr>
<tr>
<td>4 material-incentives</td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Kumar (2002:25)

Theron (2005:117) states that development planners should take the context in which community participation takes place into account in order to assess which strategies indicate very good community participation and to determine how these strategies should
be applied. It does not help, for example, if a development planner, on account of a lack of knowledge, thinks that information-sharing represents an effective way of community participation whilst this is not the case (Nampila, 2005:40). For that reason it is crucial to know which combination of community participation strategies works best for a development project. Because, Kumar (2002:25) states that each development project is unique and faces different challenge.

2.2.5. CORE PRINCIPLES AND VALUES OF COMMUNITY PARTICIPATION

For effective implementation of community participation, it is essential to understand its principles and core values as highlighted by Manila Declaration (1989) in Theron (2005:112). This thorough understanding would help to change the perception of the officials of the Nquthu towards community participation in terms of development planning and service delivery. As stated in the Manila Declaration (1986) a people-centred development seeks to return control over resources to the people and their communities to be used in meeting their own needs. It further calls for active mutual self-help among people, working together in their common struggle to deal with their common problems.

The principles of community participation, based on the Manila Declaration, as applied to the situation at Nquthu are as follows:

1. *Sovereignty resides with the people, the real actors of positive change.* This calls for Nquthu local municipality and its development agencies including traditional leaders to change the perception that communities are recipients of development projects, as opposed to being actors in the development planning process and service delivery system.
2. *To exercise their sovereignty and assume responsibility for the development of themselves and communities, the people must control their own resources, have access to relevant information and have the means to hold the officials of the government accountable.* This point suggests that the Nquthu local municipality must put into effect policies that require the community to participate and ensure that relevant information is provided to communities for development processes.

3. *The legitimate role of government is to enable the people to set and pursue their own agenda.* The Nquthu local municipality should change the current trends. The Municipality authorities need to identify various platforms under which communities set their own agenda and implementation thereof.

4. *Those who would assist the people with their development must recognise that it is they who are participating in support of the people’s agenda, not the reverse. The value of the outsider’s contribution will be measured in terms of the enhanced capacity of the people to determine their own future.* This gives the Nquthu local municipality a chance to invite the contribution of outsiders in terms of project implementation in order to enhance communities’ capacity.

Besides the general principles another aspect of community participation is the importance of core values International Association for Public Participation (IAP2, 2002) of community participation. The Nquthu local municipality need to recognise and implement this core values in order to ensure community participation in development programmes. The core values are highlighted as follows in the IAP2 (2002), available: website: http://iap2.org/corevalues/index.shtml;

1. *The community should have a say in decisions about actions that affect their lives.* Nquthu local municipality should identify structures through which communities can participate in decision making regarding development initiatives.
2. **Community participation includes the promise that the community’s contribution will influence the decision.** The difficult part is to ensure that all decision is influenced by the input of the community members. The current situation at Nquthu is that decisions are manipulated by policies and power of vested in officials.

3. **The community participation process communicates the interest and meets the process needs of all participants.**

4. **The community participation process seeks out and facilitates the engagement of those potentially affected.** In every project there is a need to identify those and facilitate their participation.

5. **The community participation process entails participation in defining how they participate.** The challenge is time constraints as communities do not respond as per the projects schedule.

6. **The community participation process communicates to participants how their input affected the decision.** Feedback is the essential exercise in this regard. Nquthu local municipality should create conducive platform which would enable communities to air their views.

7. **The community participation process provides participants with the information they need in order to participate in a meaningful approach.**

   Community participation in development process can thoroughly be addressed in Nquthu, if the development planners and any other relevant stakeholders in development would bear in mind these principles and core values in facilitation of development projects.
2.2.6. STRATEGIES FOR PUBLIC PARTICIPATION

There is a wide spectrum of views and ways of achieving community participation in development. Fokane (2008:60) states that there is no definite method that can be used to come up with a one-size-fits-all combination of strategies, because strategies range widely in complexity, creativity and impact. It is believed that each strategy has its advantages and shortcomings. Their efficiency depends on other factors, such as the competence of the public participation practitioner and the appropriateness of tool in use (Fokane, 2008:60). The various strategies for community participation can be classified into a variety of groups depending on one’s interest. Among the most relevant strategies are those that relate to:

   - Self mobilisation strategy is found where people participate by taking initiatives independently of any external institutions to change systems. The people themselves retain control over how resources are used. This bottom-up approach allows people to develop contacts with external institutions for resources and the technical advice they need.

2. Oakley and Marsden’s mode 4: Authentic public participation
   - This strategy is seen as an active process by which the community influences the direction and execution of a programme with the view to enhancing their well-being in terms of income, personal growth, self reliance or other values which they cherish.
3. Arnstein’s (1969) level 1: Public control

- In this case the public has the degree of power to govern a project, programme or institution without the influence of the government officials.

Fokane (2007:60) indicates that these strategies can also be grouped according to the purpose that they serve or intend to achieve, depending on one’s aims in using these strategies. Theron (2005:126) classified three levels of influence into strategies to achieve public participation as follows:

- **Level 1: Public participation through information-sharing strategies**

  - These strategies are referred to as “participation as a means to an end”, because participation is generally short-term. These strategies basically do not constitute community participation because they merely require the community to judge a finished or almost finished product. The examples of information sharing strategy are information documentation, exhibitions, media coverage and background information material. In information-sharing strategy all projects beneficiaries are viewed as passive respondents in action. Emphasis is placed on achieving the objective and not so much on the act of participation itself. There is no direct channel provided for feedback in this kind of community participation strategy. The primary concern is not about gaining long-term social advantages and sustainable development, but rather what community participation contributes to the end product. In this strategy people do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy.
• **Level 2: Public participation through consultation strategies**

  Kumar (2002:25) states that community can participate by being consulted as consultants and external officials listen to their views. An example of this kind of strategy is referenda, which is relatively inexpensive strategy and which allow democratic community participation, especially between elections. Other examples include questionnaire surveys as well as in-depth and focus group interviews. The project beneficiaries need to respond to project management at various stages, which is why they should be more reactive in their action (Taylor, 1994:195). There is no share in decision-making by the community. The professionals are under no obligation to take on board people’s views.

• **Level 3: Public participation through empowering strategies**

  The unique character of this strategy is that it frequently engaged reciprocal learning relationship between the beneficiaries and the developer. The community members are expected to develop and implement a proposal. Examples of this kind of strategy include *imbizo* and community *indaba*, in the South African context this means that the community directly engaged with government officials in interactive meetings.

Theron (2005:128) makes the suggestion that social networks can be used offer communication infrastructure that could be utilized to get communities to participate in grassroots decision making; for example taxi ranks, shebeens, crèches and beauty shops. Ward Committee approach in local government is another effective strategy for popular participation in projects.

Theron (2005:128) passes a warning that a strategy which might work in one project or community might turn to be a disaster in another. However, he also mentions that the
golden rule for appropriate public participation strategies is: select the best combination of strategies for task in hand.

2.2.7. THE MERITS OF COMMUNITY PARTICIPATION

According to Burkey (1993: 59) citizen participation involves organised efforts to increase control over resources and regulative institutions in a given social situations, on the part of groups and movement of those hitherto excluded from such control. Kakumba and Nsingo (2008:109) institute that community participation lies on the involvement of citizens in a wide range of administrative policy-making activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to orient government programmes toward community needs, build the entire public support, and encourage a sense of cohesiveness and humanity within the society.

The common belief is that involving citizens in rural programmes and empowering them have the potential to boost their livelihoods and foster development in their area (Kakumba and Nsingo, 2008:109). The development efforts should start by recognising people’s potential, and proceeds to their enhancement and growth. Citizen participation can be viewed from the perspective of benefits to be gained and cost to be borne. The implicit to this “proclivity for getting involved” is the notion of the relationship between self and society (Bellah et al, 1985:10). Participation in development is now being sought the world over, not because it is a fad but because there has been a consensus on the useful of participation in development programs.
Community participation empowers the primary beneficiaries of development programmes or project by helping them to break away from a dependency mentality (Burkey, 1993:53). Creighton (2005:19) also state that community participation promotes self-confidence and self-awareness. Nampil (2005:40) agrees that this heightened consciousness makes people continuously aware of the reality about them and of their own capacity to transform it. When people have the freedom to participate in activities, it gives them dignity and self-respect (Ministry of Agriculture, Water and Rural Development, 1993:37).

Another advantage of community participation is sustainability (Kumar, 2002:28). Generally, development interventions are funded by either by government or by donor agencies. Experience has shown that development interventions from external assistance projects usually fail to sustain the required level of development activity once support or inputs are diminished or withdraw by funding agencies. People’s participation is regarded as an essential prerequisite for the continuity of activities. The involvement of local and utilisation of local resources generates a sense of ownership over development interventions to the community. This sense of ownership is essential for the sustainability of the interventions even after external funds cease to flow (Kumar, 2002:28). Community participation ensures that projects are developed according to the needs of the people (Raniga and Simpson, 2002:135). This can improve the outcomes of projects through cost sharing, increased efficiency and effectiveness. Through community participation, resources available for development projects will be used more efficiently and fewer costs will be incurred if the people themselves are responsible for the project (Kumar, 2002:27).
Community participation encourages community self-reliance. Many development interventions have been seen to create a kind of dependence syndrome. For instance, in India, there is a widespread government development programmes, people have started looking to the government for solutions to every problem that they face (Kumar, 2002:27). The ultimate objective embraces all the positive effects of genuine participation by rural people. Self-reliance demolishes their over-dependency attitudes, enhances awareness, confidence and self-initiative. It also increases people's control over resources and development efforts, enables them to plan and implement and also to participate in development efforts at levels beyond their community.

Community participation teaches communities how to resolve conflict and allows for different perspectives to be heard. In this way, learning is promoted and people will be able to help themselves (Baum, 1999 in Nampila, 2005:41). Communities will be able to assess their own situation, organise themselves as a powerful group and work creatively towards changing society and building up a new world Nampila (2005:41). This increased capacity of individuals, allow communities to mobilise and help themselves to minimise dependence on the state and leads to a bottom-up approach (Nampila, 2005:41).

Community participation contributes to the development of appropriate policy, legislation and regulations while at the same time promoting democracy, as is applied through the Batho Pele principles employed in South Africa. When people participate, it assists them in identifying key issues of concern that need to be considered. Due to a diversity of opinions and perspectives from different role players, community participation helps to
obtain a balanced perspective of key issues and to identify creative solutions to problems like, for example, the partnership-in-planning approach.

2.2.8. LIMITATIONS OF COMMUNITY PARTICIPATION

Community participation takes place in a socio-political context (Kumar, 2002:29). One should realise that implementing community participation in rural development process is not an easy exercise, as the form which participation takes is influenced by the overall circumstances and the unique social context in which action is being taken (Nekwaya, 2005:16). Nampila (2005:42) asserts that community participation does not guarantee success and there is no clear methodology of community participation. This has occurred because community participation does not have clear goals and objectives and it is approached in an ad hoc and unsystematic manner.

Community participation is time-consuming. Kumar (2000:28) mentions that community participation may lead to delay and slow progress in initial stages of the field work thereby delaying the achievement of physical as well as financial targets. However, it should be remembered that obstacles to community participation are directly related to one’s perspective of community participation (Oakley and Marsden, 1984:29).

Kok and Gelderbloem (1994:45) state that community participation can bring latent conflicts to the surface and it can delay project start-up, while increasing the demands on project personnel and managers. The interface between politicians and civil servants has also exhibited conflicts of roles and interest, factionalism, confrontation, intimidation and power struggles (Makaca, 1998 in Kakumba & Nsingo, 2008: 118).
Illicitacy is an inhibiting factor in community participation. This is because illiterate people may be marginalised by professional and technical communication during the community-participation process (Theron, 2002:65). Nekwaya (2007:16) points that stakeholders may use community participation as a platform to further their own agendas. It is not clear what constitutes a “good” decision when it comes to community participation. Meyer et al. (2002:66) indicate that there are attempts to classify a good decision according to the level of satisfaction and willingness to participate, for example, the literature does not state what the criteria for good decisions are. In other words, research on community participation is lacking as to whether there are legitimate factors for a good decision. It can be the case that participants communicate a wrong interpretation because of a diversity of languages in a community. This can be problematic because findings can be interpreted wrongly. Because authentic, empowering community participation can slow down the planning and implementation of a project, local authorities can become impatient. This may prompt them to ignore the processes underlying community participation.

Community participation is not a legislated requirement in all countries. Many countries therefore lack supporting legislation and an institutional framework to ensure that stakeholders are effectively and efficiently engaged in the decision-making process. Governments may have a problem to delegate authority and power and, although requirements to empower stakeholders in the decision-making process may exist in law, this has not always been translated into practice. This leads to confusion and disillusionment in the process as the rights and responsibilities of different stakeholders may not be clarified (Integrated Environmental Management Information, 2002:16).
Countries that have a history of repression are often challenged by mistrust between different sectors of society. This remains to be the case despite various attempts that are being made for higher levels of community participation. People may still fear adverse consequences if they openly express a difference of opinion (Integrated Environmental Management Information, 2002:17). The weak socio-economic position of the rural poor obstructs them from meaningful participation (Kakumba and Nsingo, 2008:118). In addition being poor, disguisedly unemployed, the rural population is associated with low levels of education, poor infrastructure and communication means obstructing their civic competence. These disadvantages have to be taken into account whenever a development project is to be implemented in a particular community. This can contribute to the sustainability of the project. Being aware of the disadvantages can help people to find ways to deal with such disadvantages and to minimise them in the future.

2.2.9. ENCOURAGING COMMUNITY PARTICIPATION

There are many ways of promoting community participation. The activities of the community are not considered to be the special vicinity of a knowledgeable but it is the business of everyone (Raid, 2003:34). Community participation is an essential part of human growth, which is the development of self-confidence, pride, initiative, creativity, responsibility, cooperation (Burkey, 1993:56). Kumar (2002:26) state that participation is therefore being increasingly viewed as the process of empowering the local people in general. Community participation must be more than a policy statement- there must be genuine commitment to encourage participation in all aspects and at levels of development rather than a policy. The most important action the local authorities can
take to encourage community participation is to welcome local people to contribute to the activities which are to be implemented or implemented.

People should feel that they can influence the outcome of the project in order for them to participate (Nampila, 2005:44). United Nations document (1981: 5) state that community participation create opportunities which enables all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Rural development strategies can realise their full potential only through the motivation, active involvement and organisation at the grassroots level of rural people. Citizen participation particularly is the essence of democracy. Burkey (1993:56) assert that people should be informed of their basic human right and also for realignment of political power in favour of disadvantaged groups and for social and economic development about issues affecting them directly. The outcomes of a community participation process cannot be predetermined because people are unpredictable. The process must be flexible in order to adapt to unforeseen circumstances. It is not always possible to satisfy everyone, which can result in some people not approving of the initiative.

Conditions should be created under which collaborative dialogue can occur around issues that are critical to the community. All viewpoints should be heard and all citizens should have an equal chance to participate in the decision-making process. Community participation should seek to give a "voice" to those normally excluded from the process. At the same time, community participation needs to be an ongoing commitment with preparedness to begin with "where people are at" rather than set aspirations too high – Brown’s slow-fast incremental approach (Nampila, 2005:44). The people should be
presented with a clear picture of the work of voluntary institutions (Hendriks, 1968:45). This means that the various types of work carried out by voluntary bodies for the benefits of the public should not only be clearly recognizable but also be readily available to the public.

Nampila (2005:45) reveals that the other mode to strengthen the community participation is through the welding of public/community/private partnerships built on existing organisational strengths. Community groups need to be remunerated for undertaking tasks of infrastructure management and maintenance in partnership or under contract to local government. Only if communities and beneficiary groups participate in project operation and maintenance will sustainability be assured. If communities are to enter into partnerships with local government for the implementation and management of local economic development and infrastructure projects, the capacity to sustain these partnerships will need to be created (Nampila, 2005:45). The normal education system should give more instruction on the social functioning of the community and the responsibility of the individual citizen.

**2.2.10. FACTORS THAT LEAD TO POOR COMMUNITY PARTICIPATION**

Rahman (1993:13) states that people’s participation has often been generated spontaneously. Rural development in this instance deals with the range of activities, involving the mobilisation of resources (human and material) in order to empower people to break away from all structural disabilities that prevent them from enjoying better living conditions (Kakumba and Nsingo, 2008:110). The rural poor tend to define their plight in terms of lack of basic needs such as food, shelter, clothing, health care and education; powerlessness and inability to influence one’s condition; social exclusion; poor
governance; low community status and lack of awareness (Kiyaga-Nsubuga, 2004:8).

Kakumba and Nsingo (2008:115) outline the number of challenges facing community participation in rural development processes. In the paragraphs below, these challenges will be discussed more fully.

**2.2.10.1. Inadequate financial capacity**

In order for rural communities to play an active role in the community development, it is necessary for their members to have access to resources. The weak financial position of local communities not only reduces the capacity of communities to participate into development projects, but also affect the whole process of rural development (Kakumba and Nsingo, 2008:116). Having inadequate resources negatively impacts a rural community’s ability to effectively influence and develop policy compared to other players in the policymaking process. For example, corporations and professional organisations often have access to large amounts of financial and human resources. This creates an inequity whereby community that may be affected by change do not have the same opportunity to participate in and influence the process.

**2.2.10.2. Lack of general information**

Dukeshire and Thurlow (2002:3) have indicated that the rural citizens feel that there is a lack of access to information about government programmes and services. Rural Canadians have also reported that the information that is available on policy, government programmes and services is difficult to obtain and interpret. There is a desire to learn about and access information about government programmes and services that is understandable, concise and timely.
2.2.10.3. Absence of rural representation in the decision-making process

Dukeshire and Thurlow (2002:4) assert that living in a democratic society means we elect representatives to speak on our behalf at the government level. By virtue of their larger population, urban areas tend to have greater representation in the National parliament and Provincial legislatures than rural communities. The greater number of urban representatives is one factor that can lead these elected bodies to have a more urban focus and reduce the influence rural community members have in the decision-making process. Specific communities and groups of community members must also be considered in the rural policy-making process.

2.2.10.4. Socio-economic structure

The pathetic socio-economic position of the rural people obstructs them from meaningful participation (Kakumba and Nsingko, 2008:118). Bear in mind that the rural population is associated with low levels of education, high illiteracy rates, poor infrastructure and communication means obstructing their civic competence. Kakumba and Nsingko (2008:118) state that the weak internal structure of most community organisations such as non-government organisations, civil society and lack broader representation of the people’s voice make them rather superficial.

2.2.10.5. Political patronage

There has been general lack of political commitment on the side of the central government towards effective devolution of powers, which is evident in the continued influence and interference in the functioning of local government units (Kakumba and Nsingko, 2008:115). These may vary in different forms and degrees from a decentralized, laissez-faire and free enterprise system to a fully centralized, strongly planned and
controlled one. They may vary furthermore in regard to their degree of stability. Accordingly, widely differing situations can be found ranging from full support of the central or local government to participation of the poor to indifference and hostility versus this approach.

2.2.11. COMMUNITY PARTICIPATION AND BUILDING BLOCK OF DEVELOPMENT

Nekwaya (2007:25) highlighted that community participation has the close link with the building blocks of development or rural development generally. Community participation and the building blocks of development are linked in the sense that the building blocks have influence on community participation. These links can be seen in the following concepts:

2.2.11.1. Capacity building

According to Department of Water Affairs and Forestry (2001:19) capacity building is the ongoing process of increasing the ability of individual, groups and organisation to control and manage all important areas of their lives or operations. It empowers communities as stakeholders because if offers them the opportunity to develop the knowledge, skills and resources necessary to control their own lives and operations. Aref and Redzuan (2009:68) indicate that community participation is one of the domains of community capacity building. It is one of the mechanisms to empower people to take part in community development. Community participation is an essential part of community development and one of the factors in the community capacity building process, which allows involvement of people in the different stages of decision making. Cook (1997) as cited in Nekwaya (2007:26) argues that the central challenge (which increases the
problem of community participation at Nquthu) is one of human resource capacity building and institutional strengthening to ensure effective management of sustainable development.

2.2.11.2. Self reliance

According to Burkey (1993:50) self-reliance is about doing things for oneself; maintain one’s own self-confidence and making independent decisions. Rahman (1993:19) argues that self reliance is a state of mind that regards one’s own mental and material resources as the primary stock to draw on in the pursuit of one’s objectives, and finds emotional fulfillment not only in achieving the objectives as such but also in the very fact of having achieved them primarily by using one’s own resources. People must feel and believe that it is their own efforts that are driving the development process. Oakley (1991:17) states that self-reliance make a positive effect on rural communities by participating in development. It helps to do away with the mentality of dependence, promotes self awareness and confidence, and people participate in to solve their problems. Self-reliance is the question of attitude rather than money and material.

Burkey (1993:50) indicates that self-reliance teach people how to form and manage their own organisation. This means that people must have confidence in their own knowledge and skills, in their ability to identify problems and find solutions in order to make improvement in their own life. This would help the Nquthu local municipality in terms of resource mobilisation and acceleration of community participation implementation. Nekwaya (2007:27) argues that in order to strengthen self-reliance as a principle in working with rural poor, it is necessary to develop structures and organisation that can help the poor to become self-reliance. According to Gebremdhin (2004:25), participation
and Self-reliance demolishes their over-dependency attitudes, enhances awareness, confidence and self-initiative. It also increases people's control over resources and development efforts, enables them to plan and implement and also to participate in development efforts at levels beyond their community; self-reliance imply and emphasise the necessary to engage the beneficiaries of development, namely the rural poor. This is a policy which the Nquthu Local Municipality needs to adopt.

2.2.11.3. Empowerment

Oakley and Marsden (1991:9) see empowerment as the development of skills and abilities to enable rural people to manage better, have a say in or negotiate with existing development delivery system; others see it as more fundamental and essentially concerned with enabling rural people to decide upon and to take the actions which they believe are essential to their development. Theron (2005:122) argues that issues of community participation and empowerment in the planning process for service delivery are central to sustainable development. Fitzgerald (1997) as cited in Nekwaya (2007:27) an individual becomes empowered by feeling able to do things not done previously, gaining an ability to do these new things and having opportunities opened up which were previously denied.

Participation as an exercise in empowering local authorities to gained widespread public support in development programmes. For example the United Nations Research Institute for Development during the 1980s took, as its working definition of participation, the empowerment of excluded groups in order to increase their access to and control over development resources. Community participation is power in terms of access to, and control of the resources necessary to protect livelihood (Oakley and Marsden, 1984:25).
An important mechanism to ensure sustainable development and full service delivery is by empowering people to sustain their own development in order to be sustainers of development in their own communities. Oakley and Marsden (1984:25) state the following statements which illustrates the understanding of community participation as empowerment:

i. The promotion of popular implies a redistribution of power and this calls for a scientific analysis which gives due recognition to political factors, social forces and the role of the social change agent.

ii. Community participation is concerned with the distribution of power in society, for it is power which enables groups to determine which needs, and whose needs will be met through the distribution of resources.

iii. Power is central theme of participation and participatory social action entails widely shared, collective power by those who are considered beneficiaries.

2.2.11.4. Sustainability

According to Theron (2005:123) community participation should lead to sustainable development. Community participation and sustainability involves local choice because people are the local experts, in line with the idea of an indigenous knowledge system. For others, the issue is how to link citizen engagement processes with existing decision-making structures, and how to make citizen engagement ‘part of everyone’s day job.’ For yet others, changes in political leadership at the top affected the degree to which commitment to extensive engagement would continue. Most agree, however, that increased citizen engagement is not a ‘quick fix’ and it will still take a great deal of cultural and institutional change to mainstream the new ways of working. At the same
time, others are concerned with how to maintain interest and momentum, and how to manage expectations, given the slow pace of change in many multi-actor processes.

### 2.2.11.5. Social learning

Theron (2005: 121) assert that social learning process approach extends the principles of bottom-up planning and community participation by arguing that change agents and development organisation should adopt a learning attitude. This calls for an integration of the three elements of social learning. Korten (1983) in Theron (2005:121) highlights these elements into projects design, planning and implementation to create a culture of mutual learning and partnership between the Nquthu local municipality and communities. These three are as follows:

- The community and the service delivery system: the capacity of the people and expected output must be integrated.
- The community and the community organisations: the formulation of the needs and demands by the people and the decision-making process of the organisation should be integrated.
- The programme/project and the community organisations: the programme/project objectives have to be in keeping with the capacity of the organisation and that of the community.

### 2.3. CONCEPTS RELATED TO COMMUNITY PARTICIPATION

#### 2.3.1. Community development

The concept and term community development is here described in greater detail as to its meaning, application, and principles. The detailed attention given to the community development approach stems from the belief that any programme related to
development, especially in newly developing communities, has little chance of meaningful success if it does not take into account the basic approaches as formulated in the community development method. The important aspects of community development are concisely discussed as follows:

A variety of descriptive terms have been applied to community development each designed to give its substance in encapsulated form. It has been described by Dunham (1970) in Nzimande (1977:24) as a method, a process, a programme and a movement which he further explains as follows:

i. as a method of applying behavioural sciences for human welfare and the entire surroundings;

ii. as a process of community action related to bringing about change, especially socially and psychological;

iii. as a programme of social, economic, and also political development, with emphasis on basic matters such as health education, nutrition education, and agricultural developments;

iv. as movement for progress with rising expectations and how to meet them.

All the above terms of course does not constitute what real community development is? According to an article in United Nations publication (1967:5), the community development can be described in terms of:

i. The close partnership relation it which exist between government and people in a particular community, or

ii. The integrative approach it advocates in dealing with different problems of the community in general, or
iii. The flow of communication it facilitates among those concerned with development at different levels.

Community development focused on the method whereby desired change could be brought about in the communities (Theron, 2005:107). Community development could be regarded as community education in some circles, in others as community organisation or community participation”. These diverse terms refer to the active involvement of people at the local community level to either oppose or support a matter, a phenomenon or a programme in which they are interest. Korten (1990:67) argues that development is a process whereby the members of the rural community increase their potential and institutional capacities to mobilise and manage resources to produce sustainable and justly distributed improvement in their quality of life consistent with their own aspirations.

Lombard (2005:118) also emphasises the empowerment of the community, adding the support of external resources. “Community development is thus regarded as a process, a method, a programme, a movement aimed at enabling and encouraging communities to become involved, with the necessary support from the private and government sectors, in improving and managing their own living conditions in all areas of development” (Lombard, 2005:118).

2.3.2. Rural development

Oakley and Marsden (1991:9) define rural development as the participation of the people in a mutual learning experience involving them, their local external change agents and outside resources. People cannot be developed; they can only develop themselves by participation in decision and co-operation activities which affect their well-being. People are not being developed when they are barded like animals into new ventures. Rural
development is clearly designed to increase production and raise productivity. Rural development recognizes, however, that improved food supplies and nutrition, together with basic service such as health and education, can not only directly improve the physical well-being and quality of life the rural poor, but can also directly enhance their productivity and their ability to contribute to the national economy Lea and Chaudhri (1983:12).

Lea and Chaudhri (1983:12) view that rural development is a strategy designed to improve the economic and social life of a specific group of people – the rural poor. It involve the extending the benefits of development to the poorest among those who seek a livelihood in the rural area. Rural development strategies can realize their full potential only through the motivation, active involvement and organisation at the grassroots level of rural people (Burkey, 1993:56). Kakumba and Nsingo (2008:110) state that rural development is used to refer to schemes aimed at improving the countryside or peripheral areas, with a characteristic agrarian population. It deals with a range of activities, involving the mobilisation of resources in order to empower the people to break away from all structural disabilities that prevent them from enjoying better living conditions. Communities that have a say in the development of policies for their locality are much more likely to be enthusiastic about their implementation (Curry, 1993:33).

2.3.3. Integrated rural development

According to Maxwell and Conway (2000:7), integrated rural development planning advocates simple or medium term intervention on an initially limited scale; constant interaction between planning, execution and evaluation; dynamic analysis and more in-depth comprehensions of the context; increased participation on the part of the
community in decision making; as well as diversification and strengthening of the support given to local capacity for institutional organisations.

Gebremdhin (2004:28) states that integrated rural development is a poverty oriented strategy, which has adopted its features from community development and seek to inculcate people centred approach (community participation). Swanepoel (1998:3) argues that integrated rural development is “concerned with the delivery of services and programmes inputs to rural areas through change agents and self-help projects. This means that the integrated rural development programme seek the mobilisation of full participation of rural poor into community development initiatives. Although integrated rural development failed to avoid an elite bias and also failed to generate income and employment for landless and jobless rural poor, this situation is still need to be corrected (Nekwaya, 2007:28).

Therefore it is the responsibility of Nquthu Local Municipality to identify viable platforms on which the rural people can be assisted to ensure their self-reliance. To meet the prerequisite requirement of community participation and integrated rural development the needs to be addressed should be those priority needs identified by rural community itself to ensure the integrated approach between community of rural poor and public officials. By the general overview it has observed that rural poor at Nquthu are regarded as recipient of development activities as opposed to being actors of development in rural areas (Nekwaya, 2007:29).
2.4. POLICY AND LEGISLATIVE FRAMEWORK FOR COMMUNITY PARTICIPATION IN SOUTH AFRICA

The principle of community participation in South Africa is not taking place in a vacuum (Putu, 2006:12). This part of the study focuses on the Manila Declaration to highlight the international perspective of community participation, and constitution of the Republic of South Africa (1996), as the document that provides the overall legal framework for the country, White Paper on Local Government (1998), the Municipal Structures Act 117 of 1998, the Municipal Systems Act 2000, reflect on the principle of Batho Pele and Integrated Development Plan to highlight the national perspective of community participation in rural development in Nquthu.

Draft National Policy Framework for Public Participation (2005:1) states that South African government is committed a form of participation which is genuinely empowering, and not manipulation. This involves a range of activities including creating democratic representative structures (ward committees), assisting those structures to plan at a local level (community-based planning), to implement and monitor those plans using a range of working groups and community based organisations, supporting community-based services, and to support these local structures through a cadre of community development workers. Tshabalala (2004:49) asserts that under the system of previous government, it was customary for a municipal council to govern without necessarily going back to the electorate.
2.4.1. INTERNATIONAL PERSPECTIVE

2.4.1.1. The Manila Declaration (1989)

Manila Declaration is concern with the results of the current development practice that is not just and sustainable (Theron, 2005:203). Current development practices are on a model that demeans the human spirit, divests people of their sense of community and control over their own lives, exacerbates social and economic inequity, and contributes to destruction of the ecosystem on which all life depends. Our work with grassroots communities brings us into daily contact with the results of this development. Manila Declaration suggests that National Governments should ensure community participation in development planning process and programmes with an aim of promoting the sense of ownership and sustainable development.

There is a current need for fundamentally different development model based on an alternative development. The national government needs to understand that authentic enhances the sustainability of the community. Sustainable human communities can be achieved only through a people-centred approach. A people-centred development seeks to return control over resources to the people and their communities to be used in meeting their own needs. Manila Declaration assert that people-centred development model calls for active mutual help among people, working together in their common struggle to deal with problems. Manila Declaration came with the three basic principles to people-centred development namely:

1. Sovereignty resides with the people, the real social actors of positive change. The legitimate role of government is to enable the people to set and pursue their own agenda.
2. To exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people should control their own resources, have access to relevant information, and have the means to hold officials of government accountable.

3. Those who would assist the people with their development should recognise that it is they who are participating in support of the people’s agenda, not the reserve.

Manila declaration proposed the transformation of international and national systems, which includes the redefining of participation, open access to information, building inclusive alliances, reducing debt dependence, reducing resource export, strengthening people’s capacity for participation and creating demonstrations of a self-reliant community and creation of national and international monitoring systems.

Thus, it can be said that Manila Declaration also invites the Nquthu local municipality authorities as part of national government system responsible for implementing international design policies, to assure community participation in development programmes.

2.4.2. NATIONAL PERSPECTIVE


After the national election in 1994 the government has put in place policy and legislative frameworks that seek to promote participatory governance. Nyati (2001:102) states that the Freedom Charter declared that “the People shall govern.” In the context of community development and participation, this means that all South African citizens should be part of decision making in developmental programmes. The notion of public participation in all spheres of government is embedded in the South African Constitution.
• Section 152 (1) (e) of the Constitution (Act 108 of 1996) states that one of the objectives of local government is to encourage the involvement of communities and community organisations in the matters of local government.

• Section 195 (1) (e) further states that the people’s needs must be responded to and that the public be encouraged to participate in policy making.

In terms of section 152 (1) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), the objects of local government are as follows:

   i. To provide democratic and accountable government for local communities;

   ii. To ensure the provision of services to communities in a sustainable manner;

   iii. To promote social and economic development; and

   iv. To encourage the involvement of communities and community organisations in the matters of local government.


WPLG puts forward the vision of a developmental local government which centres on working with local communities to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. To realise this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to ensure citizen participation in policy initiation and formulation and implementation. Furthermore WPLG (1998), make a provision in which some municipalities may develop structures to ensure meaningful participation and interaction between authorities and community members through a ward committees system. Ward committees are envisaged to facilitate local community participation in decision that affect the local communities and advance developmental initiatives.
2.4.2.3. The Municipal System Act, (Act no 32 of 2000)

The legal nature of a municipality as including the local community within the municipal area, working in partnerships with the municipality’s political and administrative structures to provide for community participation. The Municipal System Act (Act no 32 of 2000) was formulated to guide municipalities in terms of system that they need to put in place to be in a position to provide services adequately. This includes community participation and cooperative governance as key a in the service delivery process of municipality. The following section emphasise the duties of the municipality and the right of citizens to engage in community development programmes:

1. The rights and duties of the members of the community

- Section 5(1) (a), all members of the local community have a right through mechanisms and in accordance with processes and procedures provided for in terms of this Act or other legislation to contribute to the decision-making of the municipality and exercise this right through submission of written or oral recommendations, representations, including complaints to municipal authorities.

- Section 5(2) (a), through this section, the legislation makes it clear that when exercising their rights, members of the community have also a duty to observe the mechanisms, processes and procedures of the municipality.

2. Developing a culture of community participation

- Section (16) (1), a municipality is expected to develop a culture of municipal governance that implement formal representative government with a system of participatory governance. For this reason, the municipality must encourage, and create conditions for the local community to participate in the preparation,
implementation and review of its IDP. The municipality should further contribute to building capacity of its community, municipality officials and councillors to promote participation. To achieve this, municipality must use its resources and allocated budget effectively and efficiency.

3. **Mechanisms, processes and procedures for community participation**

   • Section 17 (2), public participation must be focused in order to succeed. Accordingly, the municipality should establish appropriate mechanisms, processes and procedures to ensure participation by local community in its affairs.
   
   • Section 17 (3), The municipality must take into account the special needs of the people who cannot read, or write, people with disabilities, women and other disadvantaged groups when establishing the mechanisms and procedures.

4. **Communication for and to the community**

   • Section 18(1)(a), the municipality must generally communicate to its community information concerning community participation and development and specifically communicate what are the available mechanisms, processes and procedures in order to encourage and facilitate participation.

5. **Notice and admission to meetings**

   • Section 19, the municipal manager must given notice to the public, in the manner determined by council about the date, time and venue of every ordinary meeting of the council and every special or urgent meeting of the council, unless time constraints make this impossible.
• Section 20, meetings of the council and those of its committees are open to the public, including the media, and neither the council nor its committees may exclude the public and media.

2.4.2.4. Batho Pele principles

Batho Pele, a Sotho translation for 'People First', is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple and transparent mechanism, which allows citizens to hold public servants accountable for the level of services they deliver. Batho Pele is not an "add-on" activity. It is a way of delivering services by putting citizens at the centre of public service planning and operations.

It is a major departure from a dispensation, which excluded the majority of South Africans from government machinery to the one that seeks to include all citizens for the achievement of a better-life-for-all through services, products, and programmes of a democratic dispensation. The Batho Pele principles were developed to serve as acceptable policy and legislative framework regarding service delivery in the public service. The Batho Pele principles are as follows:

1. Consultation

There are many ways to consult users of services including conducting customer surveys, interviews with individual users, consultation with groups, and holding meetings with consumer representative bodies, non-government organisations and community-based organisations. Often, more than one method of consultation will be necessary to ensure comprehensiveness and representativeness. Consultation is a powerful tool that
enriches and shapes government policies such as the Integrated Development Plans (IDPs) and its implementation in local government sphere.

2. Setting service standards

This principle reinforces the need for benchmarks to constantly measure the extent to which citizens are satisfied with the service or products they receive from departments. It also plays a critical role in the development of service delivery improvement plans to ensure a better life for all South Africans. Citizens should be involved in the development of service standards. Required are standards that are precise and measurable so that users can judge for themselves whether or not they are receiving what was promised.

3. Increasing access

One of the prime aims of Batho Pele is to provide a framework for making decisions about delivering public services to the many South Africans who do not have access to them. Batho Pele also aims to rectify the inequalities in the distribution of existing services. Examples of initiatives by government to improve access to services include such platforms as the Gateway, Multi-Purpose Community Centres and Call Centres. Access to information and services empowers citizens and creates value for money, quality services. It reduces unnecessary expenditure for the citizens.

4. Ensuring courtesy

This goes beyond a polite smile, 'please' and 'thank you'. It requires service providers to empathize with the citizens and treat them with as much consideration and respect, as they would like for themselves. The public service is committed to continuous, honest and transparent communication with the citizens. This involves communication of services,
products, information and problems, which may hamper or delay the efficient delivery of services to promised standards. If applied properly, the principle will help demystify the negative perceptions that the citizens in general have about the attitude of the public servants.

5. Providing information

As a requirement, available information about services should be at the point of delivery, but for users who are far from the point of delivery, other arrangements will be needed. In line with the definition of customer in this document, managers and employees should regularly seek to make information about the organisation, and all other service delivery related matters available to fellow staff members.

6. Openness and transparency

A key aspect of openness and transparency is that the public should know more about the way national, provincial and local government institutions operate, how well they utilise the resources they consume, and who is in charge. It is anticipated that the public will take advantage of this principle and make suggestions for improvement of service delivery mechanisms, and to even make government employees accountable and responsible by raising queries with them.

7. Redress

This principle emphasises a need to identify quickly and accurately when services are falling below the promised standard and to have procedures in place to remedy the situation. This should be done at the individual transactional level with the public, as well as at the organisational level, in relation to the entire service delivery programme. Public servants are encouraged to welcome complaints as an opportunity to improve service,
and to deal with complaints so that weaknesses can be remedied quickly for the good of the citizen.

8. Value for money

Many improvements that the public would like to see often require no additional resources and can sometimes even reduce costs. Failure to give a member of the public a simple, satisfactory explanation to an enquiry may for example, result in an incorrectly completed application form, which will cost time to rectify.

9. Departments must ensure that an environment conducive to the delivery of services is created to enhance their staff's capacity to deliver good services.

Organisations need to show that staff commitment, energy and skills are being harnessed to tackle inefficient, outdated and bureaucratic practices to simplify procedures and to identify new and better ways of delivering services.

10. Service Delivery Impact

This principle calls for a holistic approach to the implementation of Batho Pele. It is all about demonstrating to what extent through the sum total of all their Batho Pele initiatives organisations are achieving the aims of Batho Pele.

2.4.2.5. INTEGRATED DEVELOPMENT PLAN

2.4.2.5.1. The evolution of a new planning and development system

Theron (2005:133) asserts that White Paper on Local Government, 1998, explicate integrated development and planning as a tool for development local government with the intention of enabling municipalities to:
• Help to align scarce resources behind agreed policy objectives and programmes;
• Ensure that activities are prioritised around urgent needs;
• Facilitate integration with other spheres of government by serving as tool for communication and interaction with them; and
• Provide a platform for engaging with local communities in assessing and addressing their needs.

The evolution of IDP is informed by numerous other historical processes. IDP was further conceived as a tool to be used by municipalities to face the development challenges in South Africa brought about by, amongst others, the following current and past historical factors (Theron, 2005:134):

• The need to re-establish a culture of public participation between municipalities and the communities which they serve;
• Skewed settlement patterns, which are inefficient and costly to maintain;
• Creating viable municipal institutions for dense rural settlements;
• Backlogs in service infrastructure in underdeveloped areas;
• Entrenched modes of decision making, administration and service delivery based on separate development policy;
• Concentration of taxable economic resources in so-called white areas that demand redistribution
• Variations in capacity between different municipalities; and
• Inability to leverage substantial private resources for development.

The philosophy of developmental local government, which acts as a launching pad for IDP, has four key salient characteristics (Theron, 2005:135):
• **Maximising social development and community growth:** Local government powers and functions should be exercised to have an impact on the social developments of communities, which in particular meets the basic needs of the poor.

• **Integrating and coordinating:** Developmental local government should use IDP as a strategy to achieve its vision and provision of upgraded leadership.

• **Democratising development, empowering and redistribution:** A central principle of the Reconstruction and Development Programme (RDP) is the empowerment of poor and marginalized communities. In this regard, municipalities should seek to promote the participation of marginalized and excluded groups in community processes. Public participation strategies and capacity building intervention should ensure the participation of communities in the design and delivery of programmes and project at municipal level.

• **Leading and learning:** Local government has an essential role to play in building social capital and a sense of common purpose to find lasting local solutions for increased sustainability.

**2.4.2.5.2. Overview of integrated development plan**

The point of departure of IDP is that it supersedes all other plans that guide development at local government level (Theron, 2005:135). Within the context of local and rural development, an IDP is adopted as a principal strategic planning instrument which should guide and informs all the use of resources within a municipality. Theron (2005:135) assert that IDP is the single, inclusive and strategic plan for the development of the municipality which links (a) links, integrate and coordinates plans and takes into account proposals for the development of the municipality; (b) aligns the resources and
capacity of the plan and (c) forms the policy framework and general basis on which annual budgets must be based.

Department of Environment Affairs and Tourism (2002) asserts that integrated development planning helps to eradicate the inequitable development legacy of the past. Nekwaya (2007:23) argues that IDP improves the quality of life through the creation of state of ownership to communities and development of integrated and sustainable projects. IDP enables local government to guide proper change, ensures suitable allocation of resources and facilitates service delivery. Section 35 of the Municipal System Act (Act 32 of 2000) emphasises that the IDP should provide a guide and inform all planning, budgeting, management and decision within a municipality. Section B (3) (1) of the White Paper on Local Government (1998) notes that in order to develop the IDP, a municipality together with the community must assess its current social, environmental and economic reality and this will illuminate the gaps and priorities in its area (Tshabalala, 2004:53).

The Nquthu local municipality needs to ensure integrated development planning by allowing community and other stakeholders participation in the needs identification, projects design and implementation steps of the project cycle. Though the IDP process, the poor people should define themselves and control their own struggle.

2.5. CHAPTER SUMMARY

Chapter two has presented the literature review by highlighting the phenomenon and philosophy of community participation. This includes the definition of community participation, the principles and core values of community participation, interpretations of community participation, the merits and limitations of community participation, strategies
to improve community participation, ways to encourage community participation as well as the various levels and modes of community participation in the rural development process and planning of service delivery process. These are all important, and form integral part of sustainable development.

This chapter has also presented the important documents that promote community participation by providing a participatory policy framework. International perspectives, as well as national perspectives that encourage and promote community participation, have been highlighted. These policy frameworks emphasise that the poor should be given a chance to determine their own destiny.

For the Nquthu local municipality to ensure that community participation is effective in development initiatives, an understanding of community participation concept and its principles is a prerequisite job as it is constituted by policies.

Members of the communities as beneficiaries should be allowed to increase their potential and institutional capabilities to mobilise and manage resources to produce a sustainable and justly distributed improvement in their quality of life consistent with own aspirations. The Nquthu local municipality needs to move from community participation as involvement to community participation as empowerment which is regarded as strong community participation through understanding building block of development and a bottom-up decision-making process.
CHAPTER THREE

ETHNOGRAPHIC SKETCH OF THE NQUTHU COMMUNITY

3.1. INTRODUCTION

Chapter three is concerned with the local context of the study, the community profile of the Nquthu local municipality, which was conducted in order to analyse the situation. Community profiling is not a new tool for community development in developing countries (Hawtin and Percy-Smith, 1994:2). The local authorities have harnessed new technology to produce statistical profiles and maps that identify areas with particular problems such as high levels of crime, educational under-achievement, poverty or disadvantage as means of targeting resources effectively. However, it is noted that some public officials have used, and continue to use, community profiles as an element in the development of strategies to devolve decision-making and service delivery down to neighbourhood.

3.2. BACKGROUND INFORMATION

The Nquthu local municipality is situated in uMzinyathi District Municipality in north-eastern KwaZulu-Natal, one of the nine provinces comprising the Republic of South Africa. It is located along the north-eastern boundary of the district, and it borders onto the Abaqulusi, eMadlangeni, Nkandla, and Ulundi local municipalities. This municipality was established in December 2001. The Nquthu local municipality is divided into 15 electoral wards which encompass nine tribal areas, which can be viewed at www.demarcation.org.za. It covers an area of approximately 1451km². It is predominantly rural in nature with expansive low-density rural settlements being one of the major features.
The area that constitutes Nquthu has been demarcated as ward number 6, which is the focal point of this study. Nquthu is a tiny small town but stable urban area that has established itself as the primary commercial, administrative and service centre for the municipality as a whole. The town was known as old Japie Uys town established in December 2001 in terms of Proclamation Act (Act no. 67 of 1983). During traditional administration Nquthu town was subjected to planning that was traditionally controlled on the basis of gender or sex in terms of employment and access to business ventures.

The Nquthu local municipality, like many other local municipalities in South Africa, experiences a share of socio–economic and political problems; most of the problems are linked to the legacy of apartheid and unjust system of the past. The problems experienced included the non-delivery of essential services such as water, sanitation, electricity, health related problems, housing, unemployment, poverty, crime and escalating cases of HIV/AIDS and the municipalities continued to experience from its citizens, non payment of rates and services, land invasion, ignorance on how local government works, lack of interest and non participation on municipal related activities. The community has made more demands for basic services, and expected delivery immediately without understand the municipality's limitations. These were not problems which municipality could solve on its own; it needed the cooperation of community to resolve.

The Nquthu local municipality was, therefore, not only challenged to seek legitimate ways to find with its residents and promote the relationship, but also to provide a systematic and sustainable process that would allow citizens to participate in the joint problem solving, decision-making processes, planning and implementation of the development
The community in Nquthu, like the rest of South Africa developed high hopes and believed that the new democracy would bring much needed change and development, as it was the promise for better ‘better life for all’ seemed to be a reality.

### 3.2.1. NQUTHU MAP

Figure 3.1 Map indicate Nquthu Settlement
3.3. POPULATION TRENDS

According to the South Africa Community Survey (2007), the population in Nquthu area was estimated to be 164 887, which were living in approximately 32 169 households. The statistics showed a decreased in population rate if it is compared with 2001 figures (143 432). Statistics South Africa (2007) indicates that approximately 42 percent of the population are 14 years and younger, while 53 percent of the population are aged between 15 and 64 years, and approximately 5 percent of the population aged 65 and above. This indicates a youthful population which places pressure on the need for education and social facilities.

Rural areas are the most densely populated areas with an average household size of 11, 6 persons, which is over 90 percent of the total population at Nquthu, another 7 percent resides in semi-rural areas and the rest of the population lives in the urban area. The population is distributed throughout the municipality comprising fifteen wards, although the southern areas are less densely populated due to the topography. The majority of the population is centred in and around the Emandleni and Vulindlela-Sithole Tribal areas and the Khiphinkunzi and Mangwe Buthanani Tribal areas

The Nquthu settlement has been characterised by approximately 10 percent than men (Statistics South Africa, 2007). These women have been assumed to be acting as households' heads in the absence of their partners seeking employment in other places that have greener pastures. It is also assumed that these women were more disadvantaged in terms of resources to fight chronic and transient poverty. These figures follow the general trend for the population in the Nquthu local municipality.
Table 3.1 Population of Nquthu local municipality

<table>
<thead>
<tr>
<th>Population of Nquthu Municipality</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL POPULATION</td>
<td>164 887</td>
<td>100</td>
</tr>
<tr>
<td>HOUSEHOLDS</td>
<td>32 169</td>
<td>100</td>
</tr>
<tr>
<td>POPULATION GROUP BY PERSONS</td>
<td>164 887</td>
<td>100</td>
</tr>
<tr>
<td>▪ Black</td>
<td>164 722</td>
<td>99.9</td>
</tr>
<tr>
<td>▪ White</td>
<td>165</td>
<td>0.1</td>
</tr>
<tr>
<td>▪ Indian/ Asian</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>▪ Coloured</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>AGE PROFILE</td>
<td>164 887</td>
<td>100</td>
</tr>
<tr>
<td>▪ Age 0 – 14</td>
<td>69 417</td>
<td>42.1</td>
</tr>
<tr>
<td>▪ Age 15-64</td>
<td>87 060</td>
<td>52.8</td>
</tr>
<tr>
<td>▪ Age 65+</td>
<td>8409</td>
<td>5.1</td>
</tr>
<tr>
<td>GENDER PROFILE</td>
<td>164 887</td>
<td>100</td>
</tr>
<tr>
<td>▪ Male</td>
<td>75 034</td>
<td>44.9</td>
</tr>
<tr>
<td>▪ Female</td>
<td>90 853</td>
<td>55.1</td>
</tr>
</tbody>
</table>

Sources: Statistics South Africa (2007)

3.4. GEOGRAPHIC INFORMATION

Nquthu has a high-lying area, with altitudes ranging from 901 metres to 1 500 metres above sea level. It is drained by the Buffalo River and its small tributaries. The northern areas are higher-lying and undulating, while the southern areas are more mountainous. In
the southern areas, slopes reach gradients greater than 20%, thus limiting settlement, while the northern areas are characterised by gentler gradients.

The climate within Nquthu is described as dry with rainfall range of between 645mm and 737mm per annum. The rainfall period occurs only within a limited time between December and March. The mean annual temperature is 16°C but reaches the highs of 30°C. Nquthu is an area with moderate agricultural potential. With the higher rainfall occurring in the northern parts of Nquthu, therefore, the northern areas are more favourable for farming practices. However, the area is associated with poor soils that are highly susceptible to erosion and have low agricultural potential.

3.5. PHYSICAL CHARACTERISTICS

In Nquthu, there is no enough available land for development as there are many people in the area and the southern areas are more mountainous. Most people are staying in rural areas; they can not afford the standard of living compared to those that are living in urban areas. These people depend on the social grants and some do not receive them, which makes life very difficult for them.

3.5.1. PROVISION OF BASIC INFRASTRUCTURE AND SERVICE DELIVERY

The provision of basic infrastructure in the municipality is hampered by the culture of non-payment. The Nquthu Socio-Economic Study (2007) indicated that 58.13% of the population do not pay for services.

3.5.1. 1. Water

The Integrated Development Plan 2010:5) indicates that mere 3.7% of the population receive piped water inside their dwelling and 12.6% receive piped water inside their yard.
3.5.1. 2. Energy for light

The average electricity backlog for the Nquthu local municipality is summarised in the table below:

Table 3.2 Average electricity backlog

<table>
<thead>
<tr>
<th>Type</th>
<th>Sparse</th>
<th>Farm</th>
<th>Tribal</th>
<th>Small Holding</th>
<th>Informal</th>
<th>Urban</th>
<th>Industrial</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Served</td>
<td>175</td>
<td>0</td>
<td>3039</td>
<td>18</td>
<td>0</td>
<td>1825</td>
<td>0</td>
<td>5057</td>
</tr>
<tr>
<td>Not Served</td>
<td>198</td>
<td>0</td>
<td>25713</td>
<td>713</td>
<td>0</td>
<td>466</td>
<td>0</td>
<td>27090</td>
</tr>
<tr>
<td>Total</td>
<td>373</td>
<td>0</td>
<td>28752</td>
<td>731</td>
<td>0</td>
<td>2291</td>
<td>0</td>
<td>32147</td>
</tr>
<tr>
<td>Backlog</td>
<td>53.1%</td>
<td>0.0%</td>
<td>89.4%</td>
<td>97.5%</td>
<td>0.0%</td>
<td>20.3%</td>
<td>0.0%</td>
<td>84.3%</td>
</tr>
</tbody>
</table>

The average electricity backlog for the municipality is 84%, and equates to approximately 27090 households not being connected to an electricity supply network or an alternative solar generated electricity source.

The spatial distribution of electricity backlog reveals a similar pattern to that exhibited for other services where urban nodes and areas around road infrastructure tend to be better served than elsewhere. The areas of greatest backlog tend to be scattered and isolated communities, primarily due to the high cost of connection to low-density areas, with limited potential for cost recovery.

3.5.1. 3. Solid waste

Refuse removal facilities are limited to semi-urban areas and it has become a major problem in denser rural settlements. Nquthu town has a refuse site located in the south-eastern section and has sufficient capacity for a number of years. Nondweni also has a
solid waste site with sufficient capacity. Refuse is collected by the municipality in Nquthu town and Nondweni, however, in the remainder of the municipality there is no refuse collection and most refuse is burnt by the individual households.

3.5.1. 4. Housing reality

According to the Nquthu Socio-Economic Study (2007), housing in Nquthu is primarily traditional housing, with 63% of the households in the area resident in structures built using traditional construction techniques and materials (brick and mortar). A small proportion of the households are resident in informal structures, such as corrugated iron (9%) with just over 28% of the household’s resident in mud/wood huts. Traditional households usually include the clustering of a number of thatched roofed huts and lack basic infrastructures. Informal dwellings are made from a variety of materials, are not structurally secure and have no basic infrastructure. Formal dwellings are houses with a solid, usually concrete, top structure that are served with basic infrastructure. The distribution of housing types reflects the predominantly rural nature of the municipality. Formal housing is generally associated with the semi-urban centres.

3.5.1. 5. Roads facilities

Although the municipality is not adjacent to any of the major provincial and national transportation corridors, it has a relatively well-established regional road network allowing for relatively free movement of people and goods into and out of the area. This is facilitated via the following routes:
R68: This transport corridor consists of road linking Nquthu with Dundee to the west and Melmoth to the south-east. The road traverses Zululand from the N11 to the N2 via the R34 to Richards Bay. The road is tarred and is maintained in a reasonable condition.

R33: This is another important route passing through the northern part of the Municipality, linking Vryheid with Nquthu and the R68 via a gravel road, the R54. It is a busy route, carrying large numbers of local and regional traffic.

3.5.1.5. Internal roads

The internal road network of Nquthu local municipality is of a fair standard, but comprises mostly of gravel roads. Most of these roads need to be tarred but budget constraints may affect the state of this network, which in turn, may impact negatively on the economy of, particularly Nquthu local municipality. The situation in the smaller semi-urban settlements and rural areas is considerably different. In many instances, roads have deteriorated to such an extent that new roads would need to be constructed. Generally roads are in need of maintenance, rehabilitation and upgrading. These roads would tend to become inaccessible with heavy rains.

3.5.1.5. Transport system

The majority of the population relies on public transport facilities. The only form of public transport is the taxi service, which is considered to be unreliable and costly. There are no bus or train services available and the quality and efficiency of the public transport sector is in dire need of attention. Almost 14 percent of the population chooses to walk to work and only 7.5 percent of the population makes use of privately owned vehicles (Nquthu IDP, 2010:13). Nine major taxi ranks have been identified in the area, which service numerous smaller ranks. The limited public transport provision in the municipality places
limitations on the ability of individuals and households to access social services and facilities, for example health care, education as well as to travel to central places of employment.

There are two airstrips in Nquthu, located in ward 6 and ward 12. Although these are not regularly used for commercial or charter flights, they do provide opportunities for emergency medical evacuations and other disaster management interventions.

3.6. ECONOMIC ORGANISATION

3.6.1. MAIN ECONOMIC SECTORS

Occupational levels of the people might be given as an index of their level of living. The economy of the people of the Nquthu region is organised around agriculture, construction, commerce and tourism. The economy of has a great potential in the agricultural sector and construction industry. Agriculture is limited to subsistence farming with dry land cropping being the main economic agricultural practice (Department of Agriculture, 2009). Cropping is mainly the production of maize and beans. Crop production is not utilized to its full potential. Livestock production is also the dominant activity in the area (Nquthu IDP, 2010:5). Chicken production is practiced by a limited number of clubs as income generation projects with the assistance of the Department of Agriculture.

Nquthu IDP (2010:5) also indicates that trade and commerce is the second most important sector in the area and it plays an important role as an employer and creator of wealth. The sector is concentrated in urban areas and semi-urban areas, the major websites or satellites and a few isolated general dealers in the small settlements. The
craft and trade industry also employs the highest number of people and those employed in this sector are more evenly distributed throughout the municipality. There is no mining of mineral ores at around the Nquthu. There are no job opportunities in the area except if you are a teacher or a nurse. Currently, skilled people are employed in the government departments and unskilled people rely mostly in social grants and informal markets which include the selling clothes, food, and handwork for a living. It is noted that for people to earn a living they need to travel to other places such as Johannesburg, Durban, etc that have interesting fiscal position and have job opportunities.

Tourism though not fully explored has a relatively high potential as a growth sector. Nquthu is located at the heart of the battlefields and is generally associated with the Battle of Isandlwana. There is significant tourist attraction sites concentrated in ward 7. The sector has potential to be developed into one of the lead sectors for local economic development and employment creation.

3.6.2. UNEMPLOYMENT LEVEL

Unemployment is a serious problem in South Africa, particularly affecting rural areas and unskilled, illiterate people. The economy in South Africa is growing in the tertiary sector, in line with many first world countries, while a large proportion of the South African population does not have the qualifications and skills to find employment in the secondary or tertiary sectors. Even the skills required today to actively participate in strengthening South Africa’s primary sector disqualifies thousands of people from earning a living.

Unemployment levels are exceptionally high with only 7, 6 percent of the economically active population (12 689 people) being employed (Nquthu IDP document, 2010:9). Of
this population, 23.5 percent are actively seeking employment while the rest of the potential labour force is not economically active (students, housewives, etc). With such high unemployment the dependency levels are also very high and it is estimated that for every employed person there are 28 unemployed people who are in need of support.

3.6.3. INCOME LEVEL

There are various activities in which the Nquthu community engages itself in, to generate income in order to earn a living, despite of high unemployment rate. The examples of these activities include; art and craft, birding, and gardening projects. The Nquthu Integrated Development Plan (2010:16) indicates that household income varies from a high of over R42 000 earned by 2.6 (513 households) of the total households, to a low of zero income for 22.4 percent of households. It was calculated that 19.4 percent of households earned up to R2 400 per annum, 26.7 percent of all the households earn between R2 400 to R6 000 per annum, while 15.7 percent of the households earned between R6 001 and R12 000 per annum or R1 000 per month. The rural areas, especially wards one and six are the most poverty-stricken.

3.7. THE SOCIAL SITUATION

The status of the physical and economic development level of a community such as that of Nquthu is often measured based on the provision and quality of social services, i.e. schools, kindergarten, hospitals and clinics. Community facilities are disbursed centralised in Nondweni and Nqutu as a whole. The following facilities are found in the town: police station, post offices, community library, community hall (V.A Makhoba Hall), municipal offices, tribal court and hospital. Other recreation centres like the sport field, etc. are situated evenly across the boarders of Nquthu. The rural areas lack of social facilities.
The only facilities that exist in rural areas include schools, traditional courts, clinics and churches. The current facilities do not meet the needs of the community.

3.7.1. EDUCATION INFORMATION

The Nquthu area has low levels of education in respect of its population. There is a need for sufficient education facilities throughout the area to foster skills development and informing as wide a sector of the community as possible. It was found that approximately one third of the population has had a basic level of education. Within the Nquthu Area, there are 152 schools, which comprise of 54 primary Schools, 78 high Schools and 20 childhood development centres. These cater for the educational needs of the population. The relatively young population of the municipality places pressure on already overcrowded facilities. In addition, teachers are not easily attracted to rural areas such as Nquthu, due to difficulties in finding accommodation and the limited access to facilities for further training. Higher education facilities are located at Newcastle, Vryheid and Ulundi; however, they have limited capacity and do not cater sufficiently for the needs of the semi-urban and rural population of Nquthu.

The Department of Education is currently constructing the further education and training college and there is one private nursing college, which is up and running. It is evident from the number of schools present that the population would have access to a basic level of education, but that the levels of further education would be low. This has a significant impact on employability, the type of job opportunities that can be sought and the vocational distribution of the economically active population.
3.7.1. HEALTH INFORMATION AND HIV AND AIDS EPIDEMIC

3.7.1.1. HEALTH INFORMATION

Nquthu has one major hospital that is Charles Johnson Memorial Hospital (CJM) which is situated in the middle of the area. CJM Hospital is a “baby friendly facility” and it has 385 usable beds. The hospital serves a population of about 154,042 of Nquthu Local municipality. CJM Hospital has 12 clinics which are situated in the following areas: Silutshana, Nondweni, Location, Hlathi-Dam, Ngolokodo, Isandlwana, Masotsheni, Khayelisha and Ngwetshana and three mobile clinics. These clinics provide childcare, family planning, primary health care and immunisation against venereal diseases. At Nquthu there are more than six private doctors’ centres (surgeries) which assist the public hospital.

3.7.1.2. HIV AND AIDS EPIDEMIC

It is estimated that the HIV/AIDS infection rate for the Nquthu local municipality would be consistent with that of KwaZulu-Natal, i.e. 11, 7 percent (15100 people). It is anticipated that this pandemic would have a profound impact on the need for health, social and welfare services over the next 20 years. Population growth is expected to decline over this period and this trend needs to be considered in the planning and delivery of new services. However, positives in this matter in that the uMzinyathi District Municipality has the lowest infection rate in the province.

3.8. GOVERNMENT DEPARTMENTS

Different government departments are available which make life easier for Nquthu residents. For example, these include the Department of Education, Department of Health, Correctional Services, Department of Social Development, Department of Home Affairs and Department of Local Government.
3.9. RELIGIOUS INFORMATION

The ecology of the Nquthu region is a significant determinant in the religious organisation of the people. They believe in the supreme God, who is known by different names according to the language and beliefs of the people. Those who believe in both God and Ancestors call Him “Usimakade”, “Umdali” or “Umvelinqagi” (God the Creator) and Christians call Him “UNkulunkulu” (the Great God). People love God so much; this has been confirmed by the number of churches and synagogues available in the area. The most dominant religion is Christianity, Zion, and Shembe Nazareth.

Their belief in intermediaries is explained in the expression of man’s unholy nature which does not allow him or her to approach God directly. Again, they believe that the Almighty God is very busy with the issues of the entire universe and should not be disturbed at all times. He must be reached through intermediaries who are ancestors. Most people in Nquthu believe in witchcraft and afterlife. This belief in witchcraft makes them to always find a scape goat in wizards for their failures.

3.10. WELFARE STATUS

The Socio-economic analysis indicates that poverty and low levels of living quality is a major problem in the municipal area. These are aspects that have to be addressed through dedicated social development programmes, focusing on social and economic betterment. As it has been highlighted that most households in Nquthu are headed by poor women, therefore, most people depends on the provision of social security services including pension grants, child grants, etc, by government departments for living.
HIV/AIDS could also have a significant impact in this regard, as people in the economically active population group are the most severely affected, leaving the dependants in households without a breadwinner. The department of Social Welfare has initiated a substantial number of projects including gardens programmes, which assist the disadvantaged people within the community to make a living. The level of community participation is very poor at Nqutu because public officials take full ownership of community projects. The best way to achieve meaningful participation is through transfer of information and relevant skills that would empower communities, not only to ask them to contribute their resources but to understand and appreciate the need to live with people with diverse needs and to provide support for their effective integration in family and community life.

Transport system and nodes contributes to the obstacles which hiders the provision of public service in line with their well-being. It is also highlighted that communication system are not in the good state of being to enhance effective service delivery.

3.11. MANAGEMENT BODIES

Nquthu local municipality came into existence following the national local government elections of December 2000. This municipality, which is also referred to as (KZ242), is politically being governed by an executive committee system. The municipality is one of the integrated rural nodes in the province of KwaZulu Natal. It is administered by 15 electoral wards, which encompasses nine tribal areas. There are nine Tribal Authorities within the Nquthu local municipality’s administrative boundaries includes the following: Zondi Traditional Authority, Molefe Traditional Authority, Mangwe Buthanani Traditional Authority, Emandleni Traditional Authority, Khiphinkunzi Traditional Authority,
Mbokodwebomvu Traditional Authority, Sizamile Traditional Authority, Vulindlela Traditional Authority and Jama Traditional Authority - (newly incorporated).

The municipality has a total number of 30 constitutionally elected councillors representing their respective political parties in the municipal governance. The councillor’s category according to their political affiliations areas as follows; the political party that dominated at Nquthu local municipality is the Inkatha Freedom Party (IFP) which has 22 councillors, followed by African National Congress (ANC) with 6 councillors, and lastly Democratic Alliance (DA) and NADECO has only 1 representative in the municipality chambers.
3.11.1 NQUTHU MUNICIPALTY MANAGEMENT STRUCTURE

Figure 3.2 Nquthu municipality structure
3.11.2. TRIBAL AUTHORITY ADMINISTRATIVE STRUCTURE

Figure 3.3 Tribal authority structures
3.12. SUMMARY OF THE NQUTHU SITUATION

Nquthu is a disadvantaged area because there are no business opportunities, poor economic status, inadequate transport modes, and low level of education and so on. There are community projects in the area and some people start their own business. The community projects that get started lack sustainability and most of them fail. This is due to lack of community participation. The infrastructure is still a problem. A number of child-headed families is growing due to HIV/AIDS pandemic and this poses a challenge to the departments, in terms of housing and social support grants.

3.13. RECOMMENDED WAYS OF IMPROVING COMMUNITY STATE OF AFFAIRS

The province of KwaZulu-Natal is having the largest incidence of HIV/AIDS; this is certainly having severe ramifications in respect of the Nquthu local municipality. Therefore, it is recommended that the problem should be partly solved through the provision of health-care facilities in the form of clinics and mobile clinics. Furthermore, to deal with the problem of HIV/AIDS, the municipality needs to invest more money on educational programmes focusing on awareness and preventative measures.

In the process of making lives of the people at Nquthu better the construction of decent houses in rural areas may play a central role in fuelling development through (RDP). The statistics indicated that most people are staying in informal houses (63%) and (28%) staying in houses made of mud/wood.
To eliminate crime and illegal customs, it is recommended that the municipality should engage youth to training courses which seek to improve their talents and further encourages them to participate in sports and recreation. This means that the municipality should provide adequate sport facilities and introduce the variety of training sessions. It is also recommended that the municipality together with the local leadership speed up the process of job creation.

Since the majority of the population relies on public transport facilities. The only form of public transport in Nquthu is the taxi service (78, 5%). It is therefore recommended that road facilities should be improve according to the people’s will. The road improvement programmes shall take into account such factors as population distribution and density, agricultural potential, tourism, community links and access to community facilities and services. It can be expected that buses as a mode of transport may well gain in popularity.

Nquthu Integrated Development Plan (2010:34) shows that there is a need to address rising rate of unemployment and poverty. With regard to the above mentioned problems, it is recommended that agricultural production and tourism sector should be developed and promoted respectively, for which there is significant potential.

It is further suggested that community should participate in projects or development initiatives in order to enhance effective community development. The following recommendations should be considered to strengthen community participation:

- Establish mechanisms through which citizens can voluntary and interested groups to facilitate their participation in local affairs.
- Create forums for meetings, workshops, and so on to discuss and debate pertinent issues and problems,
- Create the favourable atmosphere for community to air their feelings and views about overall development.

3.14. CHAPTER SUMMARY

Chapter three has described the location of the study and activities of the place. The following chapter briefly elaborates on the methodology of the study.
CHAPTER FOUR
RESEARCH METHODOLOGY

4.1. INTRODUCTION

As indicated in Chapter one, the goal of this research study was to assess the participation of communities in rural development process in Nquthu, KwaZulu-Natal.

This chapter constitutes an essential part of any research process. Grinnell (1993:49) asserts that the major issue facing all researchers is to select a clear and relevant research method. This chapter provides a brief overview of the research methodology used to contextualise the practical research of the study. It also explains the procedures utilised in administration of the instruments.

Bogdon and Taylor (1975:1) define methodology as the processes, principles and procedures by which we approach problems and seek answers to the questions. In the field of social sciences, methodology is the way in which research is conducted and it is the philosophical assumptions and principles of the researcher that determine this stance on how to do research (Hallett, 2003:37).

4.2. RESEARCH DESIGN

A research design is a plan according to which we collect information (Welman, et al 2006:46). Yin (1994:19) states that the aim of research design is to guide the researcher through the process of collecting, analysing and interpreting data.
Babbie (2007:89) identifies two major aspects of research design, namely, that first the researcher should specify what needs to be investigated and secondly determine how best to do it. This should be done depending on the purpose and orientation of the study, either qualitative, quantitative or a combination of methods may be applied (Blanche and Durrheim, 1999:31).

In a qualitative study, research designs are more open, fluid and changeable and are not defined in technical terms (Blanche and Durrheim, 1999:31). This means that the plan of the researcher is not rigid and can change as the research proceeds. While Fouché and De Vos (2002:270) state that research designs in quantitative study are fixed and specified in advance of execution and defined by technical considerations.

The researcher primarily uses evaluative research method. It used a combination of quantitative and qualitative research forms of data collection methods in the form of unstructured and structured questionnaires. The quantitative method involves the use of structured and unstructured questionnaires while the qualitative include the use of focus group discussions with the sampled subjects selected for this research. This research method permits innovations in research design, compensates for the weaknesses in individual instrumentation and thus guarantees the strengths, validity and reliability of findings (Creswell, 2003:217). Above all, it allows for flexibility in the study of a complex or an evolving phenomenon with human and organisational interplay.

4.3. EVALUATION RESEARCH

According to Babbie (2007:350) evaluation research design is undertaken for the purpose of determining the impact of some special intervention, and such as a programme aimed
at solving social problems. Evaluation research is appropriate whenever some social interventions occur or are planned.

De Vos (2005:34) defines evaluative research as the application of the research methods to the production of knowledge that is useful in appraising the effectiveness of the technologies and programs. The evaluative researcher should thus understand the setting and socio-political context of the research target.

Clarke (1999:2) indicates that the evaluation is presented as a form of applied social research. The purpose of evaluative research is not to discover knew knowledge, as is the case with basic research but to study the effectiveness with which existing knowledge is used into inform and guide practical action. An evaluation research examines a programme from a number of different perspectives and looks for casual linkages between program activities.

It was stated earlier, that the study uses both qualitative and quantitative methods of data collection. Maree and Pietersen (2007:145) define quantitative research as a process that is systematic and objective in its ways of using numerical data from only selected subgroup of the universe and to generalise the findings of the universe that is being studied. Quantitative research compresses the research data and applying it to a bigger picture. The quantitative style is believed to be best suited for hypothesis-testing, objectivity and statistical analysis.

While on the other side, qualitative research according to Creswell (2003:45) deals with subjective data which are generated by minds of the respondents. Data are presented in
language in place of numbers and as such the researcher attempt to understand the meaning which respondents attach to their situation. Qualitative researchers examine the understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyses words, report detailed views of informants, and conducts the study in a natural setting. Both methods were used in this study to enhance the quality of findings.

4.4. POPULATION

The concepts universe and population are used inter-changeably by different authors. De Vos (2005:193) refers to population or universe as a set of entities in which all the measurement of interest to the practitioner or researcher are represented. Neuman (2006:224) describes target population as a “specific pool of cases that the researcher wants to study.” The population is, therefore, not only a number of people; it might be pool of things, documents, towns and others. However, it is noted that most social programme research, we usually study about how programmes operate, the recipients of the programme or policy, the type of information and community development approaches towards uplifting social life.

The population for this study consisted of residents in rural areas of Nquthu, specifically ward one and ward six. This target population is characterised by rural poor who were prohibited an opportunity to express their views since the apartheid era.

4.5. SAMPLE AND SAMPLING PROCEDURE

From the entire population a manageable group of respondents were selected, referred to as sample. The study depends on the data that has been collected form samples. Sample
is a small group of people selected from the population on which the research is conducted to gather data. De Vos (2005:193) argues that sampling is a process of using portion of a population or universe in research, and studying it as representation of that population or universe.

There are two of samples, probability and non-probability samples. Evaluative research usually requires the use of probability sampling design to ensure generalizability of the findings to population being researched (Siegel, 1985:48). Neuman (2006:227) states that probability sampling is a sample method in which the researcher uses a random number table or similar mathematical random process so that each sampling element in the population has an equal chance of being selected. This study employed probability sampling.

For the selection of respondents in this study the researcher used stratified sampling. In stratified random sampling, the whole population is divided into a number of homogeneous, non-overlapping groups, called strata (Maree and Pietersen, 2007:174). Maree and Pietersen (2007:174) assert that within each stratum, independent sampling is then conducted. Stratified sampling is used to ensure that the different groups or segment of a population acquire sufficient representation in the sample.

In this study, ward six and ward one were regarded as two strata in the population of Nquthu residents, and each stratum were consisted of community members who were permanent residents. The desired number of respondents was selected proportionally with each of the wards, using simple random system. Huysamen (1989:15) defines simple random sampling as a “procedure in which each case in the population has a
probability of being included.” This means that at each successive draw all of the cases available for the selection have an equal chance of being selected in the draw. This ensures that the sample is representative of the study population which was drawn from the entire community. The said procedure was conducted irrespective of age distribution, level of study, level of education, gender or creed.

A sample of seventy (70) respondents was drawn from the whole population. The study dealt with the investigation of community participation trends in rural development process, therefore, the researcher obtained a list of all community members staying in ward one and ward six respectively from traditional authorities (izinduna). The list was regarded as sampling frame from which the entire sample was drawn. Furthermore, the sample was selected in identical percentage in terms of wards.

4.6. THE METHOD OF DATA COLLECTION

The following research instruments were used to collect information at the different levels and stages of this study:

4.6.1. PRIMARY SOURCES

4.6.1.1. QUESTIONNAIRE

Fox and Bayat (2007:88) define a questionnaire as a list of questions on a specific topic compiled by a researcher and to which answers and information are required. It is a data collecting instrument, which is mostly used in community research. Gee (1993:314) states that a questionnaire is a set of questions to be answered by the respondents without the personal aid of an investigator. Ary and Jacobs (1989:44) indicate that, due to the
confidential nature of a questionnaire; respondents will give more truthful responses. Ntsholo (2002:27) also asserts that questionnaire is an instrument of research with a special function of measurement. Questionnaires can be used to discover what experiences have taken place and what is occurring at the present (Zwane, 2003:31).

The primary sources of information are the research respondents, as most of the practical data was obtained from them. The information was gathered by means of empirical methods and was obtained from participants, who comprised community members who are permanent residents of Nquthu. The community members provided information regarding their views, feelings and opinion about their participation in development programmes that intend to enhance service delivery and satisfaction of basic needs. Thirty (30) structured questionnaires were used to generate data from community members who are not part of projects. These included both closed-ended and open-ended questions which were administered to respondents. The questionnaire in this study consisted of two sections A and B. The aim of section A was to collect biographic information about each respondent. This data is essential to gain little profile of each respondent. While section B consisted of open-ended questions which were intended to elicit information about participation of community members into development initiatives. The purpose was to generate both quantitative and qualitative data.

4.6.1.2. ADMINISTRATION OF QUESTIONNAIRES

Questionnaires were administered by a researcher in order to explain the purpose of the study to the respondents under study. This is the type of survey method where a questionnaire is handed in to the respondents to fill in. According to Neuman (2006:299) the advantage of self-administration of questionnaires is that the survey is by far the
cheapest, and it can be conducted by a single researcher. In this study the researcher uses focus groups to distribute questionnaires to the selected group of respondents. This gives a researcher the adequate probability to observe and identify other factors that obstruct community participation in the area.

4.6.1.3. FOCUS GROUP DISCUSSION

Focus groups are in-depth exchanges in which groups of participants talk about the topics relevant to a particular set of research objectives (Nachmias and Nachmias, 1981:209). These focus groups discussions consisted of reasonable members who ranged from twelve to fifteen members. Two focus group discussions were conducted in each ward chosen for this study.

4.6.2. SECONDARY SOURCES

Data was also gathered from the published sources such as text books, legislation, policies, previous research papers, and data from unpublished sources such as theses, dissertation, reports and written materials about community participation. This information was accessed from different places, such as the University of Zululand library, the internet and the Nqutu local municipality archives registry.

4.7. ETHICAL CONSIDERATIONS

One of the considerations in the collection of primary data concerns ethical considerations. In order to prevent harm to the subjects and to obviate bias, the researcher abided by the ethical guidelines that seek to avoid harm to the respondents or to the organisations (Tshabalala, 2006:28).
De Vos (2005:57) defines ethics as a set of moral principles which is suggested by an individual or group, is subsequently widely accepted, and which offers rules and behavioural expectations about the most correct towards experimental subjects and respondents, employers, assistants and students. In Neuman (2006:129) prints out that ethics in research is a set of principles that reveal what is or is not legitimate to do in research practice.

The researcher asked for permission to undertake this study from the Nquthu local municipality. The overall aims of the study were explained to the target population and their consent was sought for participation in the research project. They were also told that if they wished to pull out at any point in time during the study they were free to do so. All participants were assured that any sensitive data would be kept confidential and their identity would remain anonymous since this study was for academic purposes only. Participants were told that the study was not commissioned by the municipality authorities.

4.8. PILOT STUDY

A pilot run is defined by Roux (1995:45) as the “process whereby the research design for the prospective research is tested.” Dumisa (1993:6) says pilot study is conducted in order to determine if the instrument yield the kind of information required in the questionnaires. In fact, experienced researchers approve that pilot study is essential for the development of sound research plan. Dumisa (1993:6) further mentioned that pilot study helps researchers with actual wording of questions, also with such procedural matters as the ordering of question sequence and the reduction of non-response rates. While de Vos (1998:179) agrees that pilot study is “the dress rehearsal of the main
investigation but on a small scale”. It thus contains all the elements of the main investigation but serve as a testing of the data collection method (Landman, 2004:57).

In preparing for the main study the pilot run was carried out respectively. Since the population of community members studied were not so large, ten (10) community members were recruited as respondents to participate in the pilot run. Respondents for the pilot study were selected according to the same criteria applicable to the main investigation. In pilot study all details of the major project were undertaken. After explaining the aims of the study the respondents were requested to complete the questionnaires. The respondents of the pilot test were not part of the main study. In survey method pilot study is always a good idea to test whether the respondents interpret the questions correctly and whether the response categories provided for the questions are suitable (Maree and Pietersen, 2007:155).

4.9. PROCEDURE OF DATA PRESENTATION AND ANALYSIS

Data analysis refers to the way in which researchers make sense out of and learn from raw data collected in the field (Hallett, 2003:47). As this study used quantitative and qualitative research, screening data techniques and use of appropriate graphical and tabular means, were adapted in order to screen the data for errors and to measure relationships and to compare groups that have been randomly assigned (Strewing & Stead, 2001:172). Further more data produced by this research has been presented through appropriate themes.
4.10. VALIDITY AND RIAILIABILITY OF DATA

4.10.1. VALIDITY

Validity is defined as the degree to which a measuring instrument measures what it is
designed to measure (Neuman, 2006:45). Validity is premised on assumption that is
being studied could be measured or captured, and seeks to confirm the truth and
accuracy of this measured data, as well as the truth and accuracy of any findings or
conclusions drawn from the data. Bless and Higson-Smith (2000:158) mention that
conclusions need to be justified from what was found, and what was found needs to
accurately reflect what being studied. A research design is said to be valid, if it enables
the researcher to elicit the correct responses from the sampled subjects, otherwise, it is
faulty design and may lead to misleading findings.

However, if the measurement is valid, it is also reliable. Validity is measured in terms of
two separate dimensions internal and external validity. Bless and Higson-Smith
(2000:158) asserts that validity is concerned with the question ‘do the observed changes
in the dependent variable actually relate to changes in the independent variables’?
Welman et al (2005:107) describes internal validity as a degree to which changes in the
dependent variable are indeed due to the independent variable rather than to something
else. While Bless and Higson-Smith (2000:80) indicate that external validity is concerned
with the question ‘do the results from this particular sample of participants apply to all
subjects in the population being studied? Finally the researcher observed that the
instrument that was utilised was effective because the findings or the results obtained
were valid.
4.10.2. RELIABILITY

Blanche and Durrheim (1999:88) define reliability as the dependability of a measurement instrument, that is, the extent to which the instrument yields the same results on repeatedly trials. Welman et al (2005:145) states that reliability is concerned with the findings of the research and relates to the credibility of the findings. Delport (2002:169) concurs that reliability is primarily concerned with what is being measured but rather with how well it is being measured. This author goes on to say that reliability refers to whether a measuring instrument is consistent or stable and whether it measures exactly the same way each time it is used.

Many authors define reliability as the stability, dependability and predictability of a measuring instrument. A reliable measurement is one that, if repeated the second time would give the same results as it did the first time.

In this study the researcher conducted a pilot study to test for reliability of questionnaires. The researcher regarded data as reliable when collected information produced same results and similar themes. The result yielded from pilot run ensures that the instrument is reliable.

4.11. CHAPTER SUMMARY

This chapter has presented a full description of the research design, methodology, data collection and the research instrument that was employed in the study. The description was done with explicit explanations on sampling techniques.
CHAPTER FIVE

DATA ANALYSIS AND DISCUSSION OF THE RESULTS

5.1. INTRODUCTION

The purpose of the study is to assess the extent to which communities participate in development process and be part of service delivery system. Chapter four indicates how the data was collected. This chapter presents and discusses the results based on the data collected from respondents. The responses yielded by questionnaires are discussed and presented in the context of the theoretical approach to community participation. However, the researcher used tables, graphs and remarks representing common responses rather than the use of eccentric approach. The following are findings as per the questions used during distribution of questionnaire and focus group discussions. The researcher used a pink highlighter to indicate the most likely response from respondents. The factors influencing the involvement of the community in Nquthu are also highlighted.

5.1. SECTION A

5.2.1. ANALYSIS OF BIOGRAPHICAL INFORMATION

The information was collected through the use of questionnaires. As already indicated chapter three, the community respondents were selected from various wards in Nquthu local municipality according to the selection criteria discussed in chapter three.
5.2.1.1. DISTRIBUTION OF RESPONDENTS ACCORDING TO GENDER

The gender of Nquthu community members is indicated in figure below:

Figure 5.1 Gender of community respondents group

![Gender of respondents chart]

The figure above illustrates that 71 percent of community members which took part in a study were females and only 29 percent were males. The researcher understands that this information represents the gender imbalance amongst Nquthu community members as the Integrated Development Plan (2009:9) indicates that approximately 10 percent more women than men. These women have been assumed to be acting as household heads in the absence of partners sought for employment in other urban and semi-urban areas which have better economic conditions. According to (website 2010, http://www.indiansocialstudy.com) rural communities have limited job opportunities, which result in emigration of breadwinners.

However, Gran (1983) in Theron (2005) asserts that participation can give women and other groups of people who are usually marginalised from the community activities the
opportunity to influence development initiatives in their communities. Thus participation is the way of ensuring equity.

5.2.1.2. DISTRIBUTION OF RESPONDENTS ACCORDING TO AGE

The age distribution of the respondents is presented in the figure below:

Figure 5.2 illustrates the four age categories that were used by the researcher to gather information from respondents. The age distribution of community respondents varied between 18 and 36+ years. Of these respondents, only 43 percent of community members fell between the ages of 18 to 24 years. Twenty-nine (29) percent of the respondents were between the ages of 25 to 30 years and 17 percent was between the 31 to 35 years. Lastly, 11 percent respondents were above 36 years of age. The fact that there is no equal representation in age group in the sample makes any generalisation about age influence on community participation impossible. Regardless of this point,
however, all respondents revealed a positive attitude towards community participation irrespective of age group.

5.2.1.3. DISTRIBUTION OF RESPONDENTS ACCORDING TO MARITAL STATUS

Figure 5.3 illustrates the marital status of the community respondents. The researcher noted that this variable also contributes to poor participation by the community. As reflected in figure 5.3 that 47 percent of the total sample reported that they are not married. Another 29 percent of the total sample stated that they are married. Fifteen (15) respondents, representing 21 percent of the total sample indicated that they are widowed. Moreover, two (2) respondents reported that they were once married and due various reasons they were divorced, particularly as they were juvenile, according to their statements.
5.2.1.4. DISTRIBUTION OF RESPONDENTS ACCORDING TO EDUCATIONAL QUALIFICATION

Figure 5.4 indicates that thirty-two (32) participants, representing 46 percent of the total sample were illiterate. Another twenty-three (17) participants reported that they only have primary education. Furthermore, nineteen (13) respondents stated that they had acquired secondary education. These respondents also reported that due to insufficient and poverty this made it difficult for them to pursue their careers in tertiary institutions. Finally, only eight (8) respondents representing 13 percent of the total sample reported that they have attended tertiary institutions to acquire certificates, diplomas and degrees. The researcher understands that the general level of education of the people has a significant relationship to their standard of living. The Nquthu Integrated Development Plan (2009:10) reports that approximately one third of the population has no basic education. Statistics South Africa (2007) also indicates that 13 percent of the total population of the municipality has no formal schooling. Theron (2005) also states that illiteracy is an inhibiting factor in community participation. This is because illiterate people may be
marginalised by professional and technical communication during the community-participation process.

5.2.1.5. DISTRIBUTION OF THE RESPONDENTS ACCORDING TO THE LENGTH OF PERIOD LIVED IN THE AREA

Table 5.1 Length of period lived in the area

<table>
<thead>
<tr>
<th>Period lived in the area</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-10 years</td>
<td>23</td>
<td>33</td>
</tr>
<tr>
<td>Over 10 years</td>
<td>47</td>
<td>67</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.1 indicates that forty-seven (47) respondents, representing 67 percent of the total population reported that they had been in the area for almost eleven years and above. This simply implies that respondents were permanent residents at Nquthu, which means that they had adequate information about community development and community participation style in the area. More and above it points out that the data collected from them is relevant and valid. Twenty-three respondents, representing 33 percent reported that they had been in the area for 10 or less years.
5.2.1.6. DISTRIBUTION OF RESPONDENTS ACCORDING TO THE GEOGRAPHIC AREA

Table 5.2 Distribution of ward representation by respondents

<table>
<thead>
<tr>
<th>Ward of representation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ward one (Vulindlela-Sithole)</td>
<td>35</td>
<td>50</td>
</tr>
<tr>
<td>Ward six (Khayelisha)</td>
<td>35</td>
<td>50</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The table illustrates that the respondents were selected proportional from the entire dual ward population. It would be noted that the sample distribution was spread to cover most marginalised communities in terms of service delivery and development.

5.3. SECTION B

5.3.1. DISTRIBUTION OF RESPONDENTS ACCORDING TO UNDERSTANDING OF COMMUNITY PARTICIPATION IN DEVELOPMENT

Table 5.3 Respondents understanding of community participation

<table>
<thead>
<tr>
<th>Community understanding of community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decision making process</td>
<td>22</td>
<td>31</td>
</tr>
<tr>
<td>Involvement in community projects</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>No comments</td>
<td>40</td>
<td>57</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
The findings of the study indicate that there are different perceptions and understanding about community participation amongst community members at Nquthu. Intellectuals, people with little education and those that participated in development activities had a better understanding of community participation than people at grass root level. The table above indicates that forty respondents, representing 57 percent, did not comment. This shows that there is little understanding about community participation in development projects by the community as the large majority of the community respondents did not comment in this question. It can be said that most community members in Nquthu have or no clear understanding of what community participation is.

Then, twenty-two (22) respondents, representing 31 percent stated that community participation is the process whereby community members are part of decision-making process in development programmes or projects, in which community would like to, see them being put into practice. Theron (2005) agrees that community participation means the process of empowering people by developing their skills and abilities so that they can negotiate with the rural development system and can make their own decisions in terms of development needs and priorities. However, eight respondents, which were 12%, view community participation as a course where most community members were actively involved in projects, and where community is taking the lead in improving their standard of living (sustainable livelihood). Sproule (1996) states that community participation is the process of “giving people more opportunities to participate effectively in development activities, empowering people to mobilise their own capacities, be social actors rather than passive subjects, manage resources, make decisions and control the activities that affect their lives.”
5.3.2. DISTRIBUTION OF RESPONDENTS ACCORDING TO PARTICIPATION IN PROJECTS/ DEVELOPMENT PROGRAMMES.

Table 5.4 Participation of respondents in projects

<table>
<thead>
<tr>
<th>Participation in projects</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>25</td>
<td>36</td>
</tr>
<tr>
<td>No</td>
<td>45</td>
<td>64</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

The table above demonstrates that forty-five (45) respondents, representing 64 percent of the total sample, do not participate in development projects. As indicated in the table above, that only 25 respondents, representing 36 percent of the total sample partake in development initiatives.

However, Raid (2000) appeals that democratic policies state that community activities are not considered to be the special vicinity of the knowledgeable few, perhaps the same elite leadership who always run community affairs, but it is the business of everyone in the community.
5.3.2.1. RESPONDENTS REASONS FOR NOT PARTICIPATING IN COMMUNITY DEVELOPMENT PROJECTS

The community respondents outlined the following common reasons that hinder their participation in development programmes:

Table 5.5 Reasons for not participating in community projects

<table>
<thead>
<tr>
<th>Reasons for not participating</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Time constrain</td>
<td>15</td>
<td>33</td>
</tr>
<tr>
<td>Lack of project sustainability</td>
<td>8</td>
<td>18</td>
</tr>
<tr>
<td>Lack of knowledge</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Political interference and conflicts among beneficiaries</td>
<td>10</td>
<td>22</td>
</tr>
<tr>
<td>Poverty and financial consideration</td>
<td>9</td>
<td>20</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>45</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.5 indicates that 15 respondents stated that they did not have enough time to participate. It was also noted that time factor was the major constraint. Ten (10) community respondents stated that political interferences and conflict of interest is also the pertinent constraint, representing 22 percent of the total sample. Nine (9) respondents, representing 20 percent, stated that poverty and lack financial support is another pertinent factor that obstructed their involvement in community projects. Eight (8) respondents reported that development projects lack sustainability and progress. The number of respondents who reported that lack of knowledge is the other reason that
prevent them from participating in projects was only three (3) participants, representing 7 percent of the total sample.

Burkey (1992) mentioned that participation of the rural poor in their own development has been measured as a key factor in the success of projects. Kumar (2000) states that community participation is time consuming and slow the progress in the initial stages of the field work thereby delaying the achievement of physical and financial targets. According to Kok and Gelderbloem (1994) community participation can bring latent conflict into the surface and delay project start-up. Nekwaya (2007) agrees that various stakeholders including politicians may use community participation as a platform to further their own agendas. Makaca (1998) in Kakumba and Nsingo (2008) feels strongly about this point and contends that interface between politicians and civil servants has exhibited conflicts of roles and interest, confrontation and power struggles within poor communities. Kakumba and Nsingo (2008) assert that lack of sustainability in development projects occurred as a result of low level of education and poor management abilities. Indeed these points fairly affect the communities in Nquthu because the level of education is very low.

Ravitz (1982) in Lombard (1992) contends that most people do not like change. They believe that the social system is so strictly controlled that nothing can be done to influence, change or oppose it, or they believe that others should become involved because they themselves are too busy.
5.3.3. THE EXTENT TO WHICH COMMUNITY MEMBERS BENEFIT FROM PARTICIPATING IN COMMUNITY PROJECTS

Table 5.6 The benefits received by respondents from community projects

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>50</td>
<td>71</td>
</tr>
<tr>
<td>No</td>
<td>20</td>
<td>29</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.6 above indicates that seventy-one percent (71%) of respondents believes that community members at Nquthu had benefited from participating in community development projects. These respondents reported that community members in Nquthu have directly and indirectly benefited from participation in development projects. This includes infrastructural developments which comprises of construction of houses, electrification of houses, plumbing of clean water and the improvement of basic services. Community respondents also indicated that they had been employed during the implementation stage of the projects. Their participation helps them to share positive ideas with their peers and alleviate poverty and crime rate in the area. The table also illustrates that twenty-nine percent (29%) of respondents asserted that community members did not benefit from involving in development programmes.
5.3.4. DISTRIBUTION OF RESPONDENTS ACCORDING TO THE IMPORTANCE OF COMMUNITY PARTICIPATION IN DEVELOPMENT PROCESS

Table 5.7 The importance of community participation

<table>
<thead>
<tr>
<th>The importance of community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improvement of development project design and effectiveness</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>Capacity building</td>
<td>12</td>
<td>17</td>
</tr>
<tr>
<td>Empowerment</td>
<td>8</td>
<td>11</td>
</tr>
<tr>
<td>Involvement in decision-making</td>
<td>10</td>
<td>14</td>
</tr>
<tr>
<td>Create local ownership</td>
<td>20</td>
<td>29</td>
</tr>
<tr>
<td>Improvement of project efficiency</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

All respondents (100%) agree that community participation in development processes is important and valuable to all community members in Nquthu. Respondents provided the following factors that make community participation important:

Table 5.7 illustrates that twenty (20) participants stated that community participation creates local ownership and enhance sustainability of development projects. Theron (2005) indicates that community projects initiated by community members themselves would be taken care of than those impose to them by municipality representatives. While Moningka (2000) argues that involving the community in the projects may increase local ownership of projects and enhance a sense of responsibility for maintaining services provided by projects. These aspects are both essential for durability and continuity of development projects. Then, capacity building was noticed as another important factor of
Community participation as it had twelve (12) respondents, representing percent of the total sample. Community participation may increase awareness of knowledge and capacities, may improve the ability to negotiate with authorities with regard to development processes and increase responsiveness to conflicts within the community. Furthermore, improvement of development project design and effectiveness was viewed as another important factor of community participation as it had eleven (11), representing percent of the total sample. Burkey (1993), states that community participation could improve effectively implementation of development projects. Moreover, involvement of the community in decision making process was another factor that makes community participation important, represented by ten (10) respondents. Moningka (2000) supports assertion that community participation can ensure that the different needs and problems of the community are integrated in the development objectives. The table 5.34 illustrates that nine (9) respondents reported that community participation improve projects efficiency. Respondents stated that their participation could have stimulates corporation and agreements between different actors in the society. Community involvement may enhance the understanding of cost sharing because they could contribute various skills and abilities. Finally eight (8) respondents reported that community participation increases empowerment. Community participation may give people the opportunity to devise and initiate strategies to improve their situation.

The principle of community work states that communities should be encouraged and provided with opportunity to help themselves under the guidance of the community worker. This implies that the members of the community should accept the responsibility to do something for them, in order to improve their circumstances (Lomard, 1992).
5.3.6. DISTRIBUTION OF RESPONDENTS ACCORDING TO FACTORS INFLUENCING COMMUNITY PARTICIPATION

Table 5.8 Distribution of respondents according to factors influencing community participation

<table>
<thead>
<tr>
<th>Factors influencing community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of community support</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>Time constrain</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>Lack of general information</td>
<td>31</td>
<td>44</td>
</tr>
<tr>
<td>Political rivalry</td>
<td>13</td>
<td>19</td>
</tr>
<tr>
<td>Other factors</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

As reflected in table 5.8 that thirty-one (31) respondents, representing 44 percent of the total sample point out that lack of general information is the main challenge that prevents their involvement community development projects. Dukeshire and Thurlow (2002) support the assertion that rural citizen’s feel that there is a lack of access to information about government programme and development. Fourteen (14) respondents viewed time constrain as a challenge. Respondents show that community projects are consuming more of their time. The community expected that processes should happen fast though there are substantial of steps need to be undertaken. Thirteen (13) participants representing 19 percent indicated that political intolerance is another pertinent factor. Another eleven (1) reported that lack of community support is another factor that discourages community participation. Finally four (4) respondents mentioned different factors that influence community participation such as lack of trust, poor project
management, and non-payment of incentives, low socio-economic status and poor communication.

Kakumba and Nsingo (2008) has noted that the pathetic socio-economic position of the rural people obstructs them from meaningful participation. This is because the rural population is associated with low levels of education, high illiteracy rates, poor infrastructure and communication means obstructing their civic competence.

5.3.7. THE EFFECTIVENESS OF COMMUNITY PARTICIPATION IN DEVELOPMENT AT NQUTHU

Table 5.9 the effectiveness of community participation

<table>
<thead>
<tr>
<th>Efficiency of community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>54</td>
<td>77</td>
</tr>
<tr>
<td>No</td>
<td>10</td>
<td>14</td>
</tr>
<tr>
<td>No comment</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 5.9 indicates that fifty (50) participants, representing 77 percent of the total sample reported that effective community participation could enhance community development process in Nquthu. These respondents suggested that if the community worked together the development goal could be easily accomplished. However, Ten (10) participants, representing 14 percent of the total population indicated that the community did not benefit from community involvement, for the reasons that; they saw development delivery system in a political context, which alleviate their level of society cooperation and community participation created unnecessary conflicts amongst community members.
themselves, since other community members co-opted the sole ownership of development process. This had occurred because some community leaders used community participation process to fulfil their own hidden agendas, other than community-related issues. They abused the platform for campaigning for their political organisation which they were affiliated to. However, only six (6) participants did not comment on this question. This could be because they merely did not understand the whole concept of public participation.

5.3.8. DISTRIBUTION OF RESPONDENTS ACCORDING TO CAPACITY BUILDING

Table 5.10 Distribution of respondents according to capacity building

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>70</td>
<td>100</td>
</tr>
<tr>
<td>No</td>
<td>_</td>
<td>_</td>
</tr>
<tr>
<td>No comments</td>
<td>_</td>
<td>_</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

As reflected in the above table that seventy (70) respondents, representing 100 percent of the total sample agreed that capacity building is still lacking. The community expressed the feeling that they are not capacitated to participate in development processes due to the inadequate knowledge which should prepare them for their responsibilities. They highlighted that there is a need for workshops and training which intends to educate communities why it is crucial to partake in development programmes taking place in the
area. It is, therefore, the burden of the community leaders in Nquthu to capacitate and empower communities in order to take part in projects and make informed decisions.

The respondents claimed that they had never been empowered in the development procedures and project processes. The researcher understands that it is impossible for the Municipality to train all members of the community. The community believes that ward committees are relevant people who should be capacitated with procedures and processes of community development and their participation needed. This view came up from respondents that ward committees did exist, however, they did not know their roles.

Community members that were members of the ward committees revealed that they did not receive any meaningful training and workshops. They were unaware of their roles and responsibilities as ward committees. This means that effective implementation of ward committees was lacking. Respondents indicated that at some point they regarded ward committees as people commissioned by the community leaders to investigate those who demanded service delivery.

With regard to the level of empowerment of the ward committees, it was also remarkable that the community respondents had no understanding of the purpose of community participation. The conclusion is made in saying little community participation would take place, until communities were made aware of their roles and responsibility as stakeholders in the development processes.

White (1982) in Theron (2005:20) supports the assertion that citizen participation can lead to capacity building and empowerment especially at an organisational level.
5.3.9. DISTRIBUTION OF RESPONDENTS ACCORDING TO THE ATTENDANCE OF COMMUNITY MEETINGS

Table 5.11 Attendance of community meetings

<table>
<thead>
<tr>
<th>Community attendance</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>No</td>
<td>49</td>
<td>70</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 5.11 above indicates that a considerable number of respondents (70%) did not attend community meetings. While twenty-one (21) respondents agreed that they attended community meetings. The most common reasons provided by respondents as to why they did not attend community meetings are tabulated beneath.

5.3.9.1. REASONS RESPONDENTS DO NOT ATTEND COMMUNITY MEETINGS

Table 5.12 Reasons for not attending community meetings

<table>
<thead>
<tr>
<th>Reasons for not attending community meetings</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ No set agenda</td>
<td>8</td>
<td>11</td>
</tr>
<tr>
<td>▪ Personal commitment</td>
<td>21</td>
<td>47</td>
</tr>
<tr>
<td>▪ Overlooking of community views</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>▪ Top-down approaches</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Total</td>
<td>49</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 5.12 indicates that most respondents (47%) reported that there were occasionally busy with other important personal matters, which made it impossible for them to attend
community meetings. Eleven respondents (11), representing 17 percent reported that their views were not taken into consideration. At some point community members had the impression that community leaders in Nquthu start to loathe them if they had raised their views on matters affecting them directly. Chanan (1999) argues that communities should feel free to transmit their views, wishes and interests in order to participate meaningfully. Furthermore, the top-down approach was viewed as another reason for not attending community meetings, representing 13 percent of total sample. Community members stated clearly that most of the times, already made decisions are forced upon them without engaging in debating those issues. Lastly, eight (8) respondents mentioned that meetings convened by municipality officials did not clear set agenda, which result in meeting losing direction and consensus thus was not reached. Community respondents also stated that in these particular meetings there was little discussion of development related issues.

Mathekga (2000:11) indicates that the limited role that communities plays in the local government system in South Africa, since the end of the apartheid regime.
### 5.3.10. ACHIEVING MEANINGFUL COMMUNITY PARTICIPATION

Table 5.13 Achieving meaningful community participation

<table>
<thead>
<tr>
<th>Achieving meaningful community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Determine development path</td>
<td>22</td>
<td>31</td>
</tr>
<tr>
<td>Actively participation</td>
<td>48</td>
<td>69</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.13 above indicates that forty-eight (48) respondents, representing 69 percent of the total sample asserted that community participation is about the actively involvement of all citizen in development processes, not provision of service to passive citizen. It is only that there would be meaningful community participation. Community respondents reported that community participation is about deepening democracy and give people an opportunity to decide their own development path and take full control of community projects; this was reported by 31 percent of the total sample.

In order for local government systems to be rid of the burden of an angry populace, they must be operated and managed in a manner that encourages citizens’ participation (Mathekga, 2000). If this is the case, people are able to feel ownership and a sense of affinity for the system, beyond merely viewing local government as an engine for service delivery. The system should not only provide material services; but political services by drawing participation from within communities. Participatory democracy is not about being at the receiving end of democracy, but being an active participant in the process.
5.3.11. STRATEGIES THAT COMMUNITY LEADERS COULD UTILISE TO ENSURE MEANINGFUL COMMUNITY PARTICIPATION IN DEVELOPMENT

Table 5.14 Strategies to ensure meaningful community participation

<table>
<thead>
<tr>
<th>Strategies to ensure community participation</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bottom-up approach</td>
<td>53</td>
<td>76</td>
</tr>
<tr>
<td>Strengthened communication system</td>
<td>17</td>
<td>24</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 5.14 indicates that participants suggested various strategies that community leaders should use to achieve meaningful community involvement. As indicated in the above table that 53 respondents reported that bottom-up approaches could provide more meaningful participation. The respondents mentioned the following examples of bottom-up approach; community meetings, ward committees, community *imbizo* and community *indaba*. This would enable community leaders to hear the needs and problems from the people themselves and this makes communities to feel ownership of the development projects. Another factor is that community members would also hear the issues that delay development progress from the side of the municipality. Fokane (2008) agrees that bottom-up approaches allow people to retain control over how resources are used and also be able to influence direction, planning and processes of the development projects. This is supported by Theron (2005) who states that *imbizo* and community *indaba* is good strategies to achieve meaningful participation in the South African context because, they empower the community in disguise. However, Kumar (2002) argues that bottom-up approaches delay projects start-up and they are time-consuming. While seventeen (17)
respondents stated that effective communication could help the municipality to achieve meaningful participation. Respondents indicated that information about development programmes need to be disseminated to communities through various ways (like newsletter). Theron (2005) contends that dissemination of project-related information on an ongoing basis is another key strategy for involving people and maintaining interest. Some of the most useful information sharing techniques include: email trees, newsletters, press releases and project update presentations. Community leaders should also encourage community members to attend community gathering which sought to take decisions about community development.
4.3.12. THE WAYS OF ENCOURAGING COMMUNITIES TO PARTICIPATE TO DEVELOPMENT PROJECTS

Table 5.16 Ways of encouraging communities to participate in development projects

<table>
<thead>
<tr>
<th>Ways of encouraging community members</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effective communication</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>Community engagement in planning for development projects</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>Clean implementation of Batho Pele principles</td>
<td>12</td>
<td>17</td>
</tr>
<tr>
<td>Creation of open platforms for discussion</td>
<td>17</td>
<td>24</td>
</tr>
<tr>
<td>Compiling community profile</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Other ways</td>
<td>7</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.16 above illustrates that respondents suggested different ways of encouraging community participation in their area. Community participation must be more than a policy statement - there must be genuine commitment to encourage participation in all aspects and at levels of development rather than a policy. Fifteen (15) respondents stated that community leaders should create platforms for open discussions. Nampila (2005) supports the assertion that in South Africa citizen participation means the essence of democracy; therefore, conditions should be created under which collaborative dialogue can occur around issues that are critical to the community. Thirteen (13) respondents reported that effective communication between local community and
municipality officials could improve community participation in their area. Another ten (10) respondents, representing percent reported that engaging local community in planning and development of projects should also ensure their participation. Nampila (2005) reports that the most important action the municipality officials can take to encourage community participation is to welcome local people to contribute to the activities which are planned and to be implemented. Furthermore, the United Nations (1981) agrees that community participation creates opportunities which enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. Twelve (12) respondents indicated that community leaders should adhere to the principles of Bato Pele (people’s first). Lastly, nine (9) respondents reported that a detailed community profile should be compiled in order to gather the desired needs of the community. Lombard (1992) supports the assertion that needs to be addressed should be those identified by people themselves not those imposed by development structures.
5.3.13. DISTRIBUTION OF RESPONDENTS ACCORDING TO LEVEL OF COMMUNITY PARTICIPATION IN DEVELOPMENT PROCESS

Table 5.17 Level of community involvement in development processes

<table>
<thead>
<tr>
<th>Participation level</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning process</td>
<td>11</td>
<td>16</td>
</tr>
<tr>
<td>Decision making process</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td>Implementation process</td>
<td>15</td>
<td>21</td>
</tr>
<tr>
<td>Not at all</td>
<td>28</td>
<td>40</td>
</tr>
<tr>
<td>No comment</td>
<td>7</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

According to table 5.17 the majority of respondents (28), representing 40 percent reported that they were not involved in any level of development. This indicates that most people are committed with their personal matters. Fifteen (15) participants reported that they participated in implementation process. Another eleven (11) respondents reported that they had participated in the planning process of development projects. The number of respondents who indicated that they had participated in decision-making process was only nine (9), representing 13 percent of the total sample. Seven respondents did not comment in this question. Fokane (2008) states that community projects create job opportunities during its implementation.
5.3.14. DISTRIBUTION OF RESPONDENTS ACCORDING TO KNOWLEDGE OF COMMUNITY PROJECTS

Table 5.18 Knowledge of community projects

<table>
<thead>
<tr>
<th>Name of the projects</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Garden projects</td>
<td>11</td>
<td>31</td>
</tr>
<tr>
<td>Construction of road projects</td>
<td>8</td>
<td>23</td>
</tr>
<tr>
<td>Plumbing of water tap projects</td>
<td>7</td>
<td>20</td>
</tr>
<tr>
<td>Fencing of fields projects</td>
<td>9</td>
<td>26</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>35</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Thirty-five (35) respondents, representing 50 percent of the total sample did not comment to this question because they had not been part of any community development project, another half respondents participated in different projects.

5.3.15. DISTRIBUTION OF RESPONDENTS ACCORDING TO PARTICIPATION IN THE ELECTION OF COMMUNITY LEADERS

Table 5.19 Participation of community members in elections

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>48</td>
<td>67</td>
</tr>
<tr>
<td>No</td>
<td>22</td>
<td>33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.19 illustrates that sixty-seven (67) percent respondents had participated in the elections of current community leaders. This indicates that community members were
seriously willing to see socio-economic improvements, change as well as development in the area. The researcher observed that all participants had a optimistic attitude towards participation mainly in issues concerning development. However, 22 respondents reported that they did not participate in elections, representing 33 percent of the total sample.

5.3.16. DISTRIBUTION OF RESPONDENTS ACCORDING TO COMMUNICATION SYSTEM

Table 5.20 Distribution of respondents according to communication channels

<table>
<thead>
<tr>
<th>Communication systems</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>30</td>
<td>43</td>
</tr>
<tr>
<td>No</td>
<td>40</td>
<td>57</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.20 above indicates that the majority of participants, representing 57 percent did not communicate with community leaders about issues regarding development and projects. Most people in rural areas were not interested in participating in development processes, especially elders. Respondents also reported that they had believed that community leaders are in the position of knowing their needs and problems better because there were also members of the community. However, Nampila (2008) states that poor communication often leads to chaos and uncertainty. As indicated in table 5.9 that thirty (30) participants, represented by 43 percent, agreed that they had communicated with municipality authorities regarding development issues through various ways, such as mass gathering.
The Integrated Environmental Management Information Series (2002) reported that the ultimate goal of community participation is to improve communication between stakeholders in order to facilitate better decision-making and sustainable development. That is why continuous efforts should be made to improve communication and to engage stakeholders in repeated interactions (World Bank, 1996). In order to enhance inclusive decision-making by the community, communication processes have to be put in place right from the start of the project. Communities should feel free to transmit their views, wishes and interests in order to participate meaningfully. Nampila (2008) agrees that effective communication keeps various role players in contact with each other and can affect a desirable and sustainable result.
5.3.17. DISTRIBUTION OF RESPONDENTS ACCORDING TO MUNICIPALITY FEEDBACK PROVISION

Table 5.21 Distribution of respondents according to municipality feedback

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>39</td>
<td>56</td>
</tr>
<tr>
<td>No</td>
<td>17</td>
<td>24</td>
</tr>
<tr>
<td>No comments</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.21 indicates thirty-nine (39) respondents representing 56 percent reported that the municipality reported to the community about community development progress. This was done through, (i) general community meetings, (ii) community leaders sometimes they had driven around pasting notices which were intended to inform the entire public about the progress of development activities, and (iii) disperse information through community radio programmes.

Yet, these respondents indicated that community leaders took a long time to come back and report to them on the feedback, probably after three months or more. Another seventeen (17) participants reported that community leaders did not give feedback to their communities regarding development process. While fourteen (14) respondents representing 20 percent did not comment on the question.
5.3.18. THE EXTENT TO WHICH COMMUNITY MEMBERS TRUST COMMUNITY LEADERS ON ISSUES REGARDING DEVELOPMENT

Table 5.22 The extent to which community members trusted community leaders

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>No</td>
<td>49</td>
<td>70</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 5.22 illustrates that forty-nine (49) participants indicated that community members did not trust municipality authorities on issues pertaining development. These respondents mentioned the following reasons as to why they did not trust community leaders anymore, (1) The Nquthu local municipality authorities always made empty promises to the community; (2) poor service delivery. For example, there was failure in electrification of houses; there was inability to address the socio-economic problems and inadequate supply of clean water. Thus taps are there but no water and (3) mismanagement of community finances (corruption by facilitators) and decisions were imposed. Twenty-one (21) respondents, however, reported that they still trusted community leaders in community development issues.

The majority of the literate respondents suggested various ways to ensure that trust between community members and the Nquthu local municipality authorities is effectively developed and sustained.
5.3.18.1. SUGGESTED MECHANISMS TO ENSURE TRUST BETWEEN THE COMMUNITY AND COMMUNITY LEADERS

Table 5.23 Suggested mechanisms to ensure community trust

<table>
<thead>
<tr>
<th>Suggested mechanisms</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Honest with financial affairs</td>
<td>15</td>
<td>31</td>
</tr>
<tr>
<td>Involvement of ward committees</td>
<td>11</td>
<td>22</td>
</tr>
<tr>
<td>Avoid bad publicity</td>
<td>9</td>
<td>19</td>
</tr>
<tr>
<td>Regular feedback</td>
<td>8</td>
<td>16</td>
</tr>
<tr>
<td>Build concrete corporation</td>
<td>6</td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>49</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

As reflected in table 5.23 fifteen (15) respondents reported that community leaders should be translucent with issues regarding financial affairs of the community. Another eleven (11) respondents representing 22 percent of the total sample indicated that community leaders should also involve ward committees in monitoring the financial matters of the community. This means that it should not only the community leaders who should have the authority to monitor the financial affairs of the community. Furthermore, nine (9) respondents reported that community authorities should be honest and avoid unnecessary corruption speculations. Eight (8) respondents stated that community leaders should also make regular reports about development process to the community members in Nquthu. Taking for instance community leaders make reports at the end of each and every month. Lastly, six (6) respondents, representing 12 percent of the total sample reported that community leaders should focus on building relationships between
themselves and the community members (build concrete cooperation) so that the people
could raise their voices at meetings without any fighting.

5.3.19. DISTRIBUTION OF RESPONDENTS ACCORDING TO THE UNDERSTANDING OF INTEGRATED DEVELOPMENT PLAN (IDP)

Table 5.24 Respondents understanding of IDP

<table>
<thead>
<tr>
<th>Understanding of integrated development plan</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality strategic planning</td>
<td>16</td>
<td>23</td>
</tr>
<tr>
<td>Planning and budgeting</td>
<td>21</td>
<td>30</td>
</tr>
<tr>
<td>No comment</td>
<td>33</td>
<td>47</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

The definition of integrated development plan used during the distribution of questionnaires and focus group discussion was that of Theron (2005), which sees IDP as a single, inclusive and strategic plan for the development of the municipality which links (a) links, integrate and coordinates plans and takes into account proposals for the development of the municipality; (b) aligns the resources and capacity of the plan and (c) forms the policy framework and general basis on which annual budgets must be based.

During focus group discussion, it was noticed that there was little understanding about IDP amongst community members. As reflected in table 5.30 that thirty-three (33) respondents had no knowledge of IDP because the majority did not comment on this subject. There was a need to explain more to the community about integrated development plan process in meeting the needs of the community.
Another twenty-one (21) respondents indicated that they had knowledge of IDP and they had further given their own description. They define IDP as a strategic planning of the municipality which contains the development needs of the community (i.e. projects and social livelihood programmes) and also make implication on how the municipality budget would be utilized. Furthermore, sixteen (16) participants, representing 23 percent of the total sample indicated that they view IDP as a planning tool which informs all the municipality planning and budgeting process in order to take care of the community needs and problems.

The Department of Environment Affairs and Tourism (2002) asserts that integrated development planning helps to eradicate the inequitable development legacy of the past. Nekwaya (2007) argues that IDP improves the quality of life through the creation of state of ownership to communities and development of integrated and sustainable projects. IDP enables local government to guide proper change, ensures suitable allocation of resources and facilitates service delivery.
5.3.20. DISTRIBUTION OF RESPONDENTS ACCORDING TO INSTRUMENTAL USE OF IDP IN IMPLEMENTATION OF THE PROJECTS

Table 5.25 Distribution of respondents according to instrumental use of IDP

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brings about future expectations</td>
<td>47</td>
<td>67</td>
</tr>
<tr>
<td>Does not help</td>
<td>14</td>
<td>20</td>
</tr>
<tr>
<td>No comment</td>
<td>9</td>
<td>13</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.25 indicates that forty-seven (47) respondents representing 67 percent of the total sample agreed that integrated development plan brings about what people want to see happening in the area, because it’s *inter alia* with the following:

- IDP informs the community leaders about the needs of the community,
- IDP give community members an opportunity to identify which project should be implemented and comes first, and
- Indicate how the budget would be used in improving lives of the community members in Nquthu.

Fourteen (14) participants indicated that they did not regard IDP as a solution in implementing the demands of the community. The core salient reason behind this statement was that community leaders use this opportunity to impose and enforce already made decisions about community development processes. While, nine (9) respondents representing 13 percent did not comment.
5.3.21. DISTRIBUTION OF RESPONDENTS ACCORDING TO KNOWLEDGE OF PROJECTS CONTAINED IN THE IDP DOCUMENT

Table 5.26 Knowledge of projects contained in the IDP document

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>23</td>
<td>33</td>
</tr>
<tr>
<td>No</td>
<td>47</td>
<td>67</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.26 indicates that 47 respondents representing 67 percent of the total sample reported that they were not aware of the projects contained in the IDP document, whilst 23 representing 33 percent of the total sample agreed that they had knowledge of the projected projects in the IDP document.

5.3.22. DISTRIBUTION OF RESPONDENTS ACCORDING TO NEEDS/PROJECTS IDENTIFICATION MEETINGS

Table 5.27 Participation of communities in projects identification

<table>
<thead>
<tr>
<th>Description</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>29</td>
<td>41</td>
</tr>
<tr>
<td>No</td>
<td>41</td>
<td>59</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.27 illustrates that 41 participants did not attend projects identification meetings. Twenty-nine (29) respondents reported that they attended and participated in projects
identification meetings. Different authors stress that community participation take place if the community is given an opportunity to direct their own development journey. This goes as far as giving the community a chance to identify what should be done. Nekwaya (2007) believes that people at grass root level know their needs better than development agencies. However, Lombard (1992) states that needs which are addressed should be those which the community itself indicates and not those imposed on them by the community worker or development structure.

5.3.22.1. RESPONDENTS REASONS FOR NOT PARTICIPATING IN NEEDS/PROJECTS IDENTIFICATION MEETINGS

Table 5.28 Respondents reasons for not partaking in needs identification meetings

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do not know when the meetings held</td>
<td>12</td>
<td>29</td>
</tr>
<tr>
<td>Do not have time to attend meetings</td>
<td>14</td>
<td>34</td>
</tr>
<tr>
<td>Not interested in attending meetings</td>
<td>8</td>
<td>20</td>
</tr>
<tr>
<td>There no such meetings</td>
<td>7</td>
<td>17</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>41</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Table 5.28 represents the combined respondents’ reasons for not participating in project identification meetings. According to table 5.28 which indicates that 14 respondents reported that they did not have to attend such meetings. Twelve (12) respondents representing 29 percent of the total sample stated that they did not know when the meetings were held. As reflected in the above table that another eight (8) respondents indicated that they were not interested in attending these community meetings.
Furthermore, seven (7) respondents representing 17 percent reported that there were no such meetings.

In conclusion, the municipality should give community members a chance to identify their needs and also be given an opportunity to raise their views freely regarding development.

5.3.23. INVITATION OF COMMUNITY INPUTS IN COMPILATION OF IDP DOCUMENT

Table 5.29 Invitation community views in the IDP document

<table>
<thead>
<tr>
<th>Answered</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>29</td>
<td>41</td>
</tr>
<tr>
<td>No</td>
<td>41</td>
<td>59</td>
</tr>
<tr>
<td>Total</td>
<td>70</td>
<td>100</td>
</tr>
</tbody>
</table>

The table above indicated clear that communities in Nquthu are not familiar with the IDP. As reflected in table 5.14 forty-one (41) reported that the Nquthu local municipality did not invite community views in the complication of IDP document. Twenty-nine (29) participants representing 41 percent of the total sample agreed that their views are taken serious and included in the IDP document.

However, the purpose of the IDP is to integrate the planning of current activities in the community; to bridge the gap of inequality created by past apartheid system or policy of separate development; and to integrate the community and local government in South Africa, through this democratic system of planning. Many authors state that participation
of community members in IDP can be seen as a process whereby the residents of a community are given a voice and a choice to participate in issues affecting their lives.

5.4. COMMENTS REGARDING PARTICIPATORY OBSERVATION

5.4.1. The people relationships within the Nquthu community

The respondents protested about conflicts at meetings and the fact that the community members do not listen to each other. It was remarkable that quarrels take place as result of the conflict of interest. They stressed that they did not feel that they could raise their voices freely because if they said that something, community members could change their attitude towards them. Respondents raised the issue of respect and stated that there were still community members who did not respect each other.

5.4.2. Incidents of community participation at Nquthu

The findings indicate that most community members involved in this study had little understanding of what was good and bad about community participation in rural development process in particular. However, various authors emphasise that communities that have chosen to adopt community centred approach effectively derive more satisfaction from the joy that comes from open community involvement than those that do not. In short, participating communities succeed better than those that only pay lip service to this important principle. The respondents outlined some of the following advantages and disadvantages of public participation:

5.4.2.1. Advantages of community participation

1. Community participation serves as an assurance that community needs and priorities are taken seriously.
2. Through effective community participation, change agents, development planners and other officials would know more about the community structures with which they could work for the development.

3. Community participation would capacitate and empower communities. The community would know more about the steps involved in development projects and other activities.

4. Community participation would help community developers to generate more knowledge about the community and assist in dissemination of information easily to communities at grassroots level.

5. Community participation would strengthen the economy of the entire community through provision of employment, eradication of poverty and

6. Respondents also indicate that through community participation communities would be able to raise their thoughts, feelings and perception regarding development initiatives (projects).

7. Community participation would allow communities to take decisions regarding community development by themselves and inform municipality official about their desired needs and further prioritize against them as they wish.

8. Community participation also manages the conflict which exists within the community and;

9. Community participation would improve the communication and relationships between community members and community leaders. And it would also create the sense of cooperation amongst the community itself.
5.4.2.1. Disadvantages of community participation

The focus groups also highlighted some disadvantages of community participation in development process in rural development. These disadvantages include the fact that:

1. There would be tensions and personal conflicts due to disagreement over various issues of development such as who to carry out the project activities, who is to donate, who is to contribute, location of the project and when the project starts.

2. There are complications when communities are not interested to participate in development activities.

3. Ownership of projects could be distorted because of community participation, for example, community members who are part of a project claim the sole ownership, and but the project is meant to serve the whole community.

4. Community participation could create conflict amongst the community itself, because of power struggles.

5. The process could be time-consuming due to debate and disagreement.

6. The representation of communities in development projects or services might be biased.

7. People might be motivated by others who are not participating in the projects, especially those who have no interest in the project.
5.5. SUMMARY OF FOCUS GROUP DISCUSSIONS

The researcher identifies similar themes from research findings of the community respondent groups. The literally quotations from respective respondents ward groups obtain during the focus group discussion will support the findings gathered.

Table 5.30 Summary of focus groups themes

<table>
<thead>
<tr>
<th>Themes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. General understanding of community participation</td>
</tr>
<tr>
<td>2. Capacity building</td>
</tr>
<tr>
<td>3. Needs identification</td>
</tr>
<tr>
<td>4. Decision Making</td>
</tr>
</tbody>
</table>

5.5.1. Theme 1: General understanding of community participation

Community participation is an elusive concept which acts as an umbrella term for a style of development planning intervention (Theron, 2005:113). Burkey (1992:56) mentioned that participation of the rural poor in their own development has been measured as a key factor in the success of projects. The findings indicate that there are mixed feelings and understanding about community participation amongst the people who were part of the focus group. Literate people have better understanding of community participation than people at grass root level. The understanding of community participation by community members in Nquthu is reflected by the following quoted common responses:

“I think community participation is the involvement of community members in activities which seek to improve the standard of living of the entire community.”
“Is an input by the community in decision making and planning process when there is developmental activity taking place.”

“Community participation in development is still minimal; there is a lot that needs to be done.”

The above quotations indicate that most community members in Nquthu do understand what community participation is all about. However, it is not being practically implemented. This implies that there is a need to explain more to the community about its participation in development process, project sustainability and service provision system.

They stated that, although the community members have a problem of working together, community participation is still essential, because only when the whole community participates, can the goals of the community be achieved. The community can only develop when people work together.

5.5.2. Theme 2: Capacity building for community members

Capacity building as a building block of people-centred development in South Africa illustrates that development is not about the delivery of service to a passive citizenry (RDP White Paper, 1994:88). This means that capacity building is about the involvement of people and provision of adequate knowledge to people at grass root level.

All respondents agreed that empowerment of community members to participate in community development processes is still lacking. The community expressed the feeling that they are not capacitated to participate fully in development processes due to the inadequate knowledge which should prepare them for their responsibilities. They
highlighted that there is a need for workshops and training which would intend to educate communities why it is crucial to partake in development programmes taking place in the area. It is, therefore, the burden of the community leaders in Nquthu to capacitate and empower communities in order to take part in projects and make informed decisions.

The respondents claim that they had never been empowered on the development procedures and project processes. This lack of knowledge is reflected in the following quoted common responses:

“We have not been told that our contribution is needed and crucial.”

“The community need to be educated about the importance of their involvement in projects taking place in the society.”

It is practically impossible for the municipality to offer training to all community members. They believe that ward committees are relevant people who should be capacitated with procedures and process of community development and when is their participation needed. Here it came up from respondents that ward committees do exist; however, they do not know their roles and responsibilities.

Community members that were members of the ward committees revealed that they did not receive any meaningful training and workshops. They were unaware of their roles and responsibilities as ward committees. This means that effective implementation of ward committees was lacking. Respondents indicated that at some point they regarded ward committees as people commission by the community leaders to investigate those who demanded service delivery.
With regard to the level of empowerment of the ward committees, it was also remarkable that the community respondents had no understanding of the purpose of community participation. The conclusion is made on saying little community participation would take place, until communities were made aware of their roles and responsibility as stakeholders in the development processes.

5.5.3. Theme 3: Decision-making

Community participation is about bringing people who are outside the decision-making process into it. One may say community participation allows all community stakeholders to have a word and decide on development concerns. The community respondents expressed concerns regarding their participation in decision making phase as they perceived that municipality was imposing the already made decisions (top-down approach). This element violets the notion of democracy and perpetrates the legacy of the past, where people were deprived of rights to decide on what they want to see happening in the society. Community participation emphasises the point that people at grass-root level should play a central role in addressing their developmental issues.

Theron (2005:23) agrees that development is about people. This implies that people should be at the centre of any development effort and that development effort should be meaningful to them.

Their concerns were expressed particularly in relation to the community’s ability to influence decisions.
5.5.4. Theme 4: Needs identification

Different authors stress that community participation takes place if the community is given an opportunity to direct their own development journey. This goes as far as giving the community a right to identify what should be done. Understanding that people at grass root level know their needs better than development agencies. However, community respondents recognised the role of community participation in needs identification process as important. Respondents also suggested that projects should be listed according to their order of importance in an IDP document.

Respondents stated that it was their constitutional right to identify needs and problems which they wanted to see being addressed in their area. The respondents reflected on this theme as follows:

“We should identify things that we want to see happening.”

“Community should mention issues that they want to be solved.”

In addressing community needs and problem, community respondents agreed on their role as one of identifying and generating a list of needs in their wards. In conclusion, the municipality should give community members a chance to identify their needs and also be given an opportunity to raise their views freely regarding development.

5.6. HYPOTHESIS TESTING

The three assumptions stated in chapter 1 will be reviewed to determine whether the empirical survey results proved them to be true or false. Each assumption will be evaluated effective and comments will be made to make them clear.
• The first assumption stated that community members were not adequately willing and prepared to participate in developmental programmes. Only 25 respondents out of the entire sample population were identified as being active and assumed to be regular participants in development projects. This group of respondents displayed adequate knowledge of the process and have understanding of the purpose of public participation. However, 45 of respondents group did not participate in activities that are taking place in the society resulting from different reasons. The study has thus proved this assumption to be true.

• The second assumption stated that effective community participation in development initiatives (projects) can inform concrete rural development. The literature indicates that communities, which have chosen to adopt effectively community participation, derive greater satisfaction from the joy that comes from open community involvement than those that do not. This means that participating communities succeed better than those that only pay lip service to this principle. However, the study has proven this assumption as true.

5.7. RESEARCH QUESTION FINDINGS

The researcher has formulated the following research question in chapter one respectively:

• What are the factors that influence community participation in Nquthu with regard to rural development?

To ensure and accelerate the involvement of the people at grass root level in development of rural communities, mainly in projects and development planning, in
decision making phase and provision of better service for all, thorough understanding of community participation is needed.

Through questionnaire survey, approximately all respondents agreed that there were considerable numbers of factors that lead to poor participation in development activities in Nquthu. One may observe that poor performance and poor participation of people in development, lack of trust towards municipality authorities, and inadequate administrative system to deliver service effectively within communities in Nquthu could be the result of some of the factors mentioned herein.

The respondents highlighted the factors that influence community participation in rural communities as follows:

1. Lack of commitment is the pertinent factor in development programmes. We all understand that development projects demand time, patience and hard work on the side of the community. The survey study indicated that the biggest challenge facing rural communities is that they want to see things happening fast forgetting that there are procedures and processes involved.

2. Uncommitted political office bearers. The lack of commitment on the side of the municipality results in poor service delivery in rural areas such as in Nquthu.

3. Poor community attendance. The lack of commitment on the side of the community occurred as a result that community members are not given a fair chance to raise their views in the presence of the community leaders.
4. Ensure a balance between administrative capacity and political powers in order to eliminate the fear within the community which prevents it from participating in community activities.

5. Uneven distribution of capacity, which is a hindrance to meaningful community participation in the legislative and policy-making process.

6. Inconsistent availability of information and a means for participation and a growing culture of self-censorship by members of the community themselves for fear of being discovered to be “political incorrect”.

7. Lack of resources required for strengthening community development structures and capacity building.

5.8. CHAPTER SUMMARY

In this chapter the biological details of the respondents have been presented. The general responses have also been presented as well as the findings of focus group discussions. The findings from the focus groups discussion have included the following five themes: general understanding of community participation, capacity building for community members, decision-making, needs identification and theories of community participation.

It has become clear that the community members in Nquthu have no clear understanding of community participation in development process, although all respondents have shown a positive attitude towards community participation. However, each group defines the concept of understanding community participation according to his or her level of education and understanding. This chapter has indicated that community members know of the factors that lead to poor community participation in rural development process. It is
understood that this factors influencing community participation would be overcome through the implementation of the policies and strategies suggested in this chapter and chapter two.
CHAPTER SIX

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

In this chapter the researcher indicates how the research aim and objectives of the study were achieved. This chapter in particular will also focus on the conclusion and recommendations that will intend to help community members and the Nquthu local municipality to have a thorough understanding of meaningful community participation.

6.2. RESEARCH AIM AND OBJECTIVES

The aim of this study was to assess community participation trends in rural development process in Nquthu, northern KwaZulu-Natal. The aim of the study was achieved through recognition of the following objectives:

- **To determine the obstacles encountered by citizens which obstruct their participation in development programmes including projects.**

  This objective was achieved by means of the literature review in chapter two, limitations to community participation and challenges facing community participation in rural area in particular. The findings of empirical survey study also indicated that community members encountered a numerous number of problems which hinder their participation in community development processes.
• To suggest the strategies or strategy that the Nquthu municipality and other development structures could put into practice to ensure community participation.

This objective was achieved by means of the literature review in chapter two, strategies for community participation in rural communities. Furthermore, the outcomes of the empirical survey indicate that the respondents suggested strategies that can be implemented by the Nquthu local municipality to ensure and improve community participation. The majority of the respondents agreed that *bottom-up approach* and other recommended strategies could serve the purpose of achieving meaningful community participation.

• To establish to what extent the community members have access to information regarding projects or development initiatives

This objective was achieved through empirical study where the researcher investigated the involvement of community members in the IDP. However, most respondents indicated that they were not aware of the projects or development programmes contained in the IDP document. The empirical survey also indicated that communities in Nquthu do not attend meetings that seek to give information regarding community development because of various reasons.

• To assess whether community participation is understood and considered in projects implementation or not

This objective was achieved by both literature reviews in chapter two and by means of survey project. The researcher realises that this objective is addressed by the fact that there are policies formulated by the government, which seek to facilitate effective
community participation at local governance level. Nevertheless, community leaders in Nquthu are not doing enough in ensuring that those policies are fully implemented.

The findings of the study indicate that communities have inadequate knowledge towards both the concept and practice of community participation. This has been put forward by poor service delivery and lack of empowerment of both municipality officials and community members. The elements of poor service delivery is created by the fact that community leaders do not make regular reports to the community members about community development processes.

6.3. CONCLUSION

It is identified that communities in Nquthu, especially people in rural communities are having inadequate understanding of community participation. This influences the capacity to participate in development programmes. However, community participation in South African rural communities has been measured as a key factor in the success and sustainability of development projects. The literature review in chapter two indicated that community participation has more benefits as opposed to its drawbacks. We could therefore, value community participation and making it a spontaneous activity to do, in order to carry out development initiatives. The findings of the empirical survey showed clearly that the views, feelings and opinions of the community should be heard and implemented by development structures in ensuring public involvement.

In the case of the Nquthu community, it could be said that there are community members who are trying to avoid conflict by not saying all they have to say at the meetings. This should not be the case as conflict should not be avoided when it comes to community
participation. Discussions could take place, and in the process the stakeholders could have a common vision, but other people's views could also be appreciated. However, it could be concluded that the success of community meetings should not be measured against the attendance but by its ability to transform needs and wants into tangible solutions.

The findings indicated that there was a lack of community participation in development process. Decisions pertaining community development is taken by only municipality officials, without the involvement of community members. It can be concluded that current decision making process does not allow the community an opportunity to inform the development.

The literature and empirical survey show that the first step in achieving authentic community participation contains a process whereby rural communities should become more conscious of their own situation, carefully understand rural socio-economic reality around them, have mutual understanding amongst community members, knowing their problems, the causes of these problems, and what measures they themselves can take to begin changing their situation.

A holistic approach to development at the local, national and international levels should be followed to tackle the challenges of community participation. At the same time there should be continual enhancement of the recognition and promotion of the community. The recognition and mobilisation of the potential of all stakeholders and the people themselves can make a significant contribution to achieving effective community participation.
It is concluded that the Nquthu local municipality should create an enabling environment for participation and this should include addressing the factors influencing community participation as well as the capacity gaps within the community in order to achieve effective community participation.

6.4. RECOMMENDATIONS FOR THE STUDY

The Nquthu local municipality and other development structures are coerced by South African community participation policy framework as discussed in chapter two to create an enabling environment that allows a space for communities to interact with municipality about development processes. The following specific recommendation, among others, should be considered in the efforts to strengthen community participation:

6.4.1. Existing mechanisms. Guidelines to improve existing public participation mechanisms are required. The Nquthu local municipality, more specifically would benefit from the following practice:

- *Izimbizo and community indaba*: the best practice guidelines need to be developed. At the moment there is some real world success in securing attendance (access) at *izimbizo*, but more needs to be done to secure meaningful participation (voice) and follow-up (impact).

- Ward committees: resources are needed to (i) effective execution of ward committee and (ii) train ward committee members. Perhaps more important though is (iii) the need to empower ward committees in various development process.

6.4.2. New Mechanisms. Methods to introduce new public participation mechanisms are required. Some possibilities include:
Communities have been deprived of information on the role of their effort in development processes. In this case there is a strong need for awareness on the role of the communities and their indigenous knowledge systems in ensuring community participation. As such there is a need to establish community based information technological centers (ITC) for the display, storage and dissemination of community participation related knowledge to communities. Local government and NGOs should strengthen community awareness on the value of the role of the locals in sustainable development.

- involvement of people in decision making system
- creating platforms where communities will be able to express their feelings without fear.
- engaging all relevant stakeholders during the planning stage of the projects.
- integrated development plan meetings should be effectively publicised in order to allow the communities to have an opportunity to identify their needs and problems and device mechanisms to meet such needs;
- creating forums for meetings, workshops, and conferences to discuss and debate pertinent issues open;
- traditional authorities should be included in the development of rural areas;
- effective implementation of existing policy framework for community participation.

With the fulfilment of the above recommendations, community participation would be accelerated, the community will be empowered and the lives of the community will be improved.
6.5. RECOMMENDATION ON FUTURE RESEARCH IN COMMUNITY PARTICIPATION

The following research efforts are recommended for future assessment:

- a comparable or similar study on community participation trends in other rural settlements so as to find if such programme carry values which match the needs of that particular area and in turn those set by the democratic government of South Africa;

- it was the finding of the research that there is a lot of untapped information related to community participation in Nquthu. As such, there is a need for more research on the issues that affect the communities in projects in Nquthu. Further research will enable researchers to probe the status quo on why the concept of community participation has not lived up to its expectation of ensuring sustainable projects. However, the researchers should exercise caution, that is, the bracketing of all presuppositions that would lead to the stigmatization of the indigenous communities particularly their indigenous knowledge.

6.6. CONCLUSION

Referred on what has been presented in the previous chapters, it becomes clear that public participation as a concept and practice can no longer be avoided by government or excluded from any development processes.

Davey (2006:80) states that legislation mandates imposed upon national, provincial and local government all advocate community participation by all stakeholders and that no individual is to be marginalised. However, with the Nquthu situation, it is noted that
legislation laid down by various departments fails to advise on how exactly public participation should be addressed and achieved. Understanding the fact that participatory models have not been imposed effectively upon local governments, authentic and empowering community participation is unlikely and, as indicated in this thesis, without meaningful participation sustainable development in rural areas will forever elude those who attempt to achieve it.

Proper channels to implement necessary community participation strategies should be efficiency executed as to deal with challenges highlighted in chapter two and five respectively.
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Engagement. Pretoria:


APPENDIXES

APPENDIX A

University of Zululand
Department of Social work
Private Bag X1001
KwaDlangezwa
3886

Nquthu Local Municipality
Mayor Cllr. FBH Mazibuko
Private Bag X5521
Nqutu
3135

Dear Sir

Request for a permission to carry out a community research in your area

I am Nhlakanipho Sibiya registered for a Masters in Community Work in the Faculty of Arts at the University of Zululand under the supervision of Dr N.H. Ntombela.

I hereby request for a permission to conduct a research on community participation in your Area. The topic for my research study is as follows: “Assessing community participation trends in rural development process in Nquthu, northern KwaZulu-Natal.”

The research findings would be made available to you at your request. Furthermore, all data collected from community members would be kept confidential as possible and no identification of a community member would be given when the report is completed. I will also administer questionnaires to community members.

The researcher will be delighted if my request will be approved and accepted.

Thanking you in anticipation

Yours sincerely

Mr Nhlakanipho Sibiya
APPENDIX B

For office use only: Respondent Number: ________

Voluntary questionnaire for the Community Work

Assessing community participation trends in rural development process in Nquthu, northern KwaZulu-Natal

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<thead>
<tr>
<th>University of Zululand</th>
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<tbody>
<tr>
<td>Faculty of Arts</td>
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<tr>
<td>Department of Social Work</td>
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<tr>
<td>Masters in Community Work</td>
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<tr>
<td>Researcher: Nhlakanipho Sibiya (Student Number: 20056194)</td>
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<tr>
<td>Supervisor: Dr. N.H. Ntombela</td>
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<td>Co-supervisor: Mr M.S. Sithole</td>
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Note to the respondent

- I would appreciate your willingness to assist in this research, however, please note that you are not compelled to partake in this survey.
- Your contributions to this questionnaire will remain private and confidential. No one will be able to trace your responses back to you as a person.
- Your permission to use these responses is required. This will form the first part of the questionnaire.
- This is a confidential survey and your name will not be linked to your responses. All personal information will remain confidential.

How questionnaire will be completed

1. Your views are invited. It does not matter what other people think. The researcher is only interested in your opinion regarding community participation.
2. Read each question carefully.
3. Please use a pen to mark your responses by placing a cross, in appropriate column.

Thank you for your participation
SECTION A

Goal of the study
The goal of the study is to assess community participation in rural development process at Nquthu northern KwaZulu-Natal.

Biological information of participants

1. Gender

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<tbody>
<tr>
<td>Male</td>
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<tr>
<td>Female</td>
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2. Age

<table>
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<tr>
<th>18 - 24</th>
<th>25 – 30</th>
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<tr>
<td>31 - 35</td>
<td>36+</td>
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3. Marital status

<p>| | |</p>
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<tr>
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<tbody>
<tr>
<td>Single</td>
<td>Widowed</td>
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<tr>
<td>Married</td>
<td>Divorced</td>
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4. Education level

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<tr>
<td>Illiterate</td>
<td>Primary</td>
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<tr>
<td>Secondary</td>
<td>Tertiary</td>
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5. Length of period living in the area

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<tr>
<td>1 – 10 years</td>
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<tr>
<td>Over 10 years</td>
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6. Ward of representation

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SECTION B

This section consists of questions that seek to collect information about community participation in rural development process.

1. What is your understanding of community participation in development projects?

2. Do you participate in projects or development programmes which are taking place in your area?

2.1. If not why?

3. In your opinion, does community benefit from participating in the projected projects, justify?

4. Do you think community participation in development programmes (projects) is important, please give reason(s) for your answer?

5. What are the main problems that prevent involvement of community members into development/projects?
6. What challenges does the community face when participation in development process? 

7. Do you think effective community participation can boost rural development in the area, please justify your answer? 

8. Do you attend community meetings which intend to take decisions about community development, if no why? 

8.1. If not why? 

9. In your view, what is your feeling about the community’s capacity building towards participation? 

10. Did you partake in elections of current community leaders? 

10.1. If not give reasons?
11. Do you communicate with municipality authorities about development initiatives and how? ________________________________

__________________________________________________________

__________________________________________________________

12. Does Municipality authorities give feedback regarding the progress of development programmes and if yes, how? ________________________________

__________________________________________________________

__________________________________________________________

13. In your opinion, when would you regard participation as being meaningful? ________________________________

__________________________________________________________

__________________________________________________________

14. In your view, which strategy or strategies community authorities can use to ensure meaningful participation in projects? ________________________________

__________________________________________________________

__________________________________________________________

15. Do you think community members still trust the current Municipality authorities in bringing change in the area and why? ________________________________

__________________________________________________________

__________________________________________________________

16. In your opinion, what should be done to improve community participation in rural development process at Nquthu? ________________________________

__________________________________________________________

__________________________________________________________
17. At what level does involvement of the community in development programmes take place?
   
i. Planning process
   
ii. Decision making process
   
iii. Operation (Implementation) process
   
iv. Not at all

18. In your understanding, in which project(s) does the community participate?

19. According to Theron (2005:135) the definition of integrated development plan (IDP) entails:

   IDP is the single, inclusive and strategic plan for the development of the municipality which links (a) links, integrate and coordinates plans and takes into account proposals for the development of the municipality; (b) aligns the resources and capacity of the plan and (c) forms the policy framework and general basis on which annual budgets must be based.

   In your opinion, what do you know about (IDP)? _____________________________
   ________________________________________________________________
   ________________________________________________________________
   ________________________________________________________________

20. Do you regard an (IDP) as instrumental in implementing the project according to the needs of the community, please specify? _____________________________
   ________________________________________________________________
   ________________________________________________________________
21. Are you aware of the projected projects contained in the IDP document?

22. Is the community given a chance to identify and prioritise the projects which should be implemented?

23. Is the community given an opportunity to share its opinion on the municipality IDP, please justify?