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THE IMPORTANCE OF PUBLIC PARTICIPATION IN COMMUNITY DEVELOPMENT:
GEOGRAPHICAL NAME CHANGE WITHIN MAKHADO MUNICIPALITY.

by

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Mini - Dissertation submitted for the fulfilment of the requirement for the Degree of

MASTER OF PUBLIC MANAGEMENT

DEPARTMENT OF PUBLIC AND DEVELOPMENT ADMINISTRATION

SCHOOL OF MANAGEMENT SCIENCES

UNIVERSITY OF VENDA

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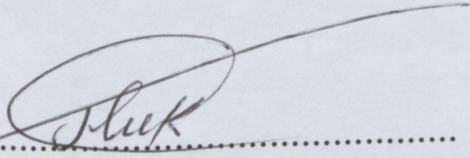
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DECLARATION

I, **Lukheli Humbulani Johnson**, hereby declare that this mini-dissertation submitted to the University of Venda for the Degree of Masters in Public Management has never been submitted for any degree in any other university, that is my own work in design and executive and all citations, references and borrowed ideas have been duly acknowledged.



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DATE

ACKNOWLEDGEMENT

My acknowledgement is to the Almighty for having provided me with the necessary guidance, while conducting this study, and for having provided guidance to all individuals, who worked tirelessly to make this product a success. It is my pleasure to thank all the people who made this mini-dissertation possible.

I am heartily thankful to my Supervisor Pro. M.P. Khwashaba for his encouragement, guidance and support from the initial to the final phase of the study and for his critical thinking, constructive criticism, and willingness to impart knowledge and share ideas.

Mr. E. Mahole, my Co-Supervisor for his continuous interest, patience, insight, guidance, enthusiasm, creative input, constructive criticism, motivation, very competent academic guidance and above all his positive attitude throughout the course of this research.

I am also indebted to my precious wife Mukondeleli and our children; Tshifhiwa, Shonisani, Mokgadi and Mushaisano for their patience, support, encouragement and trust.

My special thanks go to the participants of this study who sacrificed their time; especially allowing me to conduct interviews with them. I am also indebted to my many colleagues at work and campus, friends and relatives who supported me through the study in various ways.

I would like to thank the library staff at University Venda for their kind assistance with the relevant study material. Finally, I wish to avail myself of this opportunity to express a sense of gratitude and love to the Almighty God for strengthening and helping me in completing this study.

DEDICATION

This study is dedicated to my children. May you receive it with pride and allow this to be an inspiration for you in the process of identifying yourselves, and setting yourselves goals in your lives.

ABSTRACT

This study was based on the importance of public participation in community development: Geographical name change within Makhado Municipality. The concept of public participation in South Africa stated in 1980s and was supposedly applied to the inception of a true democratic dispensation in 1994. In South African context, Public participation cannot be over emphasized as it underpins the democracy introduction in 1994. The concept of public participation has gained a wider acceptance in government circles as a tool to strengthen the pillars of these governments' democratic structures.

For the nature of this study, the researcher used a mixed methodology, where a qualitative and quantitative research method was used. A non-probability sampling and its sub-type purposive sampling method was used to select the respondents of this study. The researcher used a questionnaire and interview to collect data. Two data analysis methods were used, namely, statistical analysis (Statistical Package for Social Sciences) and thematic analysis. The following ethics were applied when conducting the study; informed consent, voluntary subject participation, protection from harm, respect for privacy.

The major findings of the study are;

- The study found out that most of the respondents in Makhado local municipality were aware of the significance of participation for geographical name change process.
- The findings show that the challenges that hinder the naming of the town Louis Trichardt to Makhado are as follows: racial trust become a problem, other groups will try to retain their heritage, lack of trust between racial groups and historical challenges of racial discrimination.
- The findings indicate that residents were being influenced by local municipality to participate in developing the community and that community members were committed to participate in community development.
- The findings show that feedback was provided to the citizens to be aware of development activities that were taking place in the community and that community

member's inputs were regarded worthy by local municipality and by so doing, community members felt self-actualised and self-esteemed.

- The study findings alludes that the following mechanisms which can be used to enhance effective participation; by the use of *imbizos*, by the use of traditional councils, and by the use of community radios and newspapers by the use of social networks(WhatsApp), community meetings, as well as training and workshop about the skills to be used when participating.

The recommendations of the study were;

- The local municipality should be aware of the significance of participation for geographical name change process and that consultation by local municipality should be satisfactory to the majority of the community members.
- The researcher recommend that community members should be encouraged to attended workshops related to geographical name change process also that community members should be aware of the geographical name change process.
- Local municipality should regularly encourage all citizens to bring forth their best for the common good. Community members should participate for interaction with other community members in that they regarded community participation as the best platforms for social interaction.
- It can be recommended that when people are made to participate in decision-making processes regarding issues that relate to and affect them, they become part of the initiatives and this sense of ownership encourages them to participate fully.

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The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) emphasizes the importance of involving people in programs aimed at improving their lives. The Municipal Systems Act 2000 states that municipalities are required to establish mechanisms, processes and procedures to enable local communities to participate in local governance affairs. This chapter will outline the following aspects: background of the study; problem statement; aim of the study; specific objectives of the study; critical research questions; significance of the study; delimitation of the study; delimitation of the study; definition of theoretical concepts; brief literature review; and outline of chapters.

1.1. BACKGROUND OF THE STUDY

The South African Government has committed itself to instituting wide ranging participatory processes in the different spheres and institutions of governance in the country. The attempt to introduce participatory and direct democracy is evident, in addition to institutions and processes at national and provincial levels, in the planning processes and policy formulation of local government structures. Municipal authorities, for example, are legally committed to involving community organizations in the formulations of budgets, planning and developmental priorities.

The introduction of a democratic dispensation in South Africa in April 1994 drew the idea of public participation in public affairs into the spotlight. Public participation, sometimes referred to as community participation, has been defined in various ways by different people, and for a

CHAPTER 1

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

Public participation is receiving increasing attention in South Africa, especially at local government level. Notably, public participation is on the agenda globally and in Africa, as well as in South Africa. This is because public participation can help to enhance development and service delivery, make governance more effective, and deepen democracy. Public participation is mostly as consultation rather than formal empowerment. Further, there is a significant policy development lag, with no final national or provincial policy some seven years after the enabling legislation (The Centre for Public Participation, 2007:4).

The Constitution of the Republic of South Africa, 1996(Act 108 of 1996) emphasizes the importance of involving people in programs aimed at improving their lives. The Municipal Systems Act 2000 states that municipalities are required to establish mechanisms, processes and procedures to enable local communities to participate in local governance affairs. This chapter will outline the following aspects; background of the study; problem statement; aim of the study; specific objectives of the study; critical research questions; significance of the study; delimitation of the study; limitation of the study; definition of theoretical concepts; brief literature review; and outline of chapters.

1.2 BACKGROUND OF THE STUDY

The South African Government has committed itself to instituting wide ranging participatory processes in the different spheres and institutions of governance in the country. The attempt to introduce participatory and direct democracy is evident, in addition to institutions and processes at national and provincial levels, in the planning processes and policy formulation of local government structures. Municipal authorities, for example, are legally committed to involving community organizations in the formulations of budgets, planning and developmental priorities.

The introduction of a democratic dispensation in South Africa in April 1994 drew the idea of public participation in public affairs into the spotlight. Public participation, sometimes referred to as community participation, has been defined in various ways by different people, and for a

variety of reasons. The National Policy Framework on public participation (2005) defines the concept as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It also views it as a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives. The post 1994 South African government committed itself to instituting wide-ranging participatory processes in the different spheres and institutions of governance in the country. The attempt to introduce participatory and direct democracy is evident, in addition to institutions and processes at national and provincial levels, in the planning processes and policy formulation of government structures.

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) mandates local government to provide a democratic and accountable local government and encourage the involvement of communities and community organizations in the matters of local government. Measures were introduced to entrench community participation and also introduced to transform the local government functions emphasizing on development rather than regulations as was under the previous dispensation. As a result developmental Local Government is defined as “local government committed to working with citizen and groups within the community to find sustainable ways to meet social, economic, and material needs and improve the quality of their lives” constitution of republic of South Africa 1996 (section B) .The Local government legislations made a provision for local authorities to establish a system of participatory democracy at the local level in the form of Ward Committees (Houston, Humphries & Liebenberg, 2001:206).

After the democratic elections that have ushered in a political dispensation in our country, it necessitated the rewriting and correction of our history. Amongst others, Provinces, Municipalities, Towns, and everything which bears colonial names had to be considered for renaming. Therefore the Town of Louis Trichardt was amongst those to be considered renaming. The process of renaming of Louis Trichardt was started on the 25 January 2002, by the then Mayor of Makhado Honorable Brighton Tlakula. The renaming process culminated in the promulgation of Makhado as the official name of the Town through Government Notice No: 8654 dated 20 June 2003. The Name Change process was characterized by consultations and submissions of inputs from all wards of the Municipality. On the process, the Makhado

Municipality Council Resolved to facilitate the amendment of the name of Makhado Township (R293), in order to comply with the South African Geographical Names Council Act 1998 (Act No 118 of 1998).

The approval for the change of name from Louis Trichardt to Makhado was officially approved by the Minister of Arts and Culture (Honorable Parlo Jordan) in 2002, and it was in terms of Section 10(1) of South African Geographical Names Council Act, 1998 (Act no 118 of 1998). The above approval was later challenged by the Chair Person's Association which claims to be representing the Local Communities around Makhado Municipality. It ultimately took the matter to the High Court of South Africa. After realizing that the judgment was not in their favor, they appealed against the judgment of the Pretoria High Court to the Supreme Court of Appeal of South Africa. The appeal was upheld and the Municipality was informed that, there was no sufficient consultation with the stakeholders. Makhado Municipality has to redone the process after the matter was tabled in a special council meeting on the 12 April 2007. In the said council, it was resolved to establish a name change committee to redone the process and sufficient consultation through public hearing and written comments be carried out.

1.3 PROBLEM STATEMENT

Chapter 7 of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) provide guidelines on the operation of Municipalities. Specific reference may be drawn from Section 152(1)(e) which deals with the encouragement of community involvement and Community Organization in the matters of Local Government. Communication of information on naming and renaming process shall be done in accordance with Section 21 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) to ensure community participation. The process and procedures for the naming and renaming of streets, public venues and features falling under the jurisdiction of the Municipality as defined by the South African Geographical Names Council Act 18 of 1998. The Committee on naming and renaming of streets and Public venues established in accordance with Section 79 of the Municipal Structures Act, A106/2005 shall be responsible for the facilitation of this process in terms of receiving applications, proposal and adjudication.

Limpopo Geographical names committee that was responsible with the naming of the town Louis Trichardt to Makhado gave Makhado local Municipality an opportunity to do public participation. Makhado Municipality did not make proper consultations to the people about the name Makhado. Since the naming of the town Louis Trichardt to Makhado, there was a protest against the name Makhado by different groups of people under the Municipality. Those protestors who used to be identifying themselves as Hlanganani Concerned Group were saying the name Makhado is not representing all people under the municipality. This was because there was no proper consultation done to them by Makhado Local Municipality and the people were not honoring the name Makhado. Irrespective of the necessary guidelines as outlined in various pieces of legislation, to date peoples were still using court claiming that no public participation has been done in the municipality about the proclaimed name “Makhado”.

1.4 AIM OF THE STUDY

The main aim of this research study is to investigate the importance of public participation in community development: Geographical name change within Makhado Municipality.

1.5 SPECIFIC OBJECTIVES OF THE STUDY

The following are the specific objectives of the study:

- To investigate challenges that hinders the naming of the town Louis Trichardt to Makhado.
- To investigate why there was a protest against the naming of the town Louis Trichardt to Makhado.
- To describe the importance of public participation in Makhado Municipality.
- To explore the mechanisms that can be used to enhance effective public participation.

1.6 CRITICAL RESEARCH QUESTIONS

- What are the challenges that hinder the naming of the town Louis Trichardt to Makhado?
- Why there was a protest against the name Makhado by group of people which are under the municipality?
- What is the importance of Public Participation in Makhado Municipality?

- What are the mechanisms that can be used to enhance effective public participation?

1.7 SIGNIFICANCE OF THE STUDY

The research wants to conduct this study in order to get in-depth information about the procedures to be followed when renaming a place in order to avoid challenges after renaming. The finding of this study will shed a light on Afrikaners, Va-Tsonga, Vha-Venda as well as all organs of civil society on the understanding about the procedure to be when renaming a place. The findings of this study will also benefit all the organs of civil society about the importance of public participation.

1.8 DELIMITATION OF THE STUDY

This study is based on the importance of public participation in community development with a specific reference to the geographical name change within Makhado Municipality. The study will be conducted in Limpopo Province, focusing within the jurisdiction of Makhado Local Municipality which is located in Vhembe District Municipality. This research project will be limited to all wards within Makhado Local municipality.

1.9 LIMITATION OF THE STUDY

The limitations of this study may be that some respondents may supply wrong information to impress the researcher instead of reporting what is exactly happening; and some respondents may probably not cooperate however; all ethical considerations shall be followed to win the hearts of the respondents to participate freely in the study.

1.10 DEFINITION OF THEORETICAL CONCEPTS

The relevant concepts, which form part of this study, will be defined as follows:

- **Participation**

The theories of participation are numerous and like most conceptual constructions, the concept participation is subject to ambiguous and diverse interpretations. Vroom and Jago (1988:15) define participation means taking part and one participates when one contributes to something.

Participation can be defined as an activity undertaken by one or more individuals previously excluded from the decision-making process in conjunction with one or more other individuals who were previously the sole protagonists in that process (Bekker, (S.a):41). Participation refers to the act of taking part with others in a particular activity (Boaden, Goldsmith, Hampton & Stringer 1982:12). Participation is the term used to designate the process by which people contribute ideas toward the solution of problems affecting the organization and their jobs (Beach 1985:357). Participation refers to the act of taking part in a particular activity (Webster 1995:733).

Specific interpretations can be made regarding the concept participation within the context of local government public administration. Participation is a means to an end and is not an end in itself. It is an activity undertaken by local government institutions to realize particular objectives (Lammers 1988:117). Participation is a deliberate and goal-oriented activity of government institutions. This is because activities in which people participate with various institutions are goal-oriented. Various concepts are attached in order to identify forms of participation such as citizen, works, communities and the public. All these are identified on the basis of specific characteristics of the Port Louis' local government.

- **Citizen participation**

Citizen participation is described as the involvement of citizens in a wide range of activities that relate to the making and implementation of policy including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to orient government programs towards community needs, build support and encourage a sense of cohesiveness within society (Fox & Meyer 1995:20).

According to Langton (1978:17), citizen participation involves purposeful activities in which citizens take part in government related activities. Officials of local government rely on citizen inputs to stay informed about public concerns as well as to gain insight into citizen preferences. In local government citizen participation in the making and implementation of policy can have benefits such as diverse viewpoints on particular issues, generation of a sense of ownership of projects and feeling of civic pride. Citizen participation also prevents the abuse or misuse of administrative authority and political power.

- **Community Participation**

For the last twenty years, the concept of public participation has been widely used in the discourse of development. For much of this period the concept has referred to participation in the social arena, in the community or development projects. It has an array or diversity of meanings. For example, participation is often viewed as ownership of development process, bottom up planning, grassroots planning, public involvement, participatory planning, democratic planning, and collaborative planning (Swanepoel, 1992:3).

The term “community participation” is defined as the actual act of taking part on the involvement of community members in specific community activities (Bayat & Meyer 1994:156). In community participation the participants should be members of the same community. A community is a group of people who have a strong communal interest that binds each other. A community belongs to a particular cultural group. In this study, the difference between citizen participation and community participation is that citizen participation involves participation by a member or individual of a municipal area whereas community participation involves participation by a group of people belonging to same culture or background within a municipal area.

- **Public Participation**

Public participation is synonymous with development local government which promises local residents engagement as voters, as citizens affected by local government policy, and as partners in resource mobilization for the development of the municipal area (Bekker & Leilde, 2003:144). Public participation is defined as the sum total of all citizens and communities – deliberately taking part in a goal-oriented activity. Public participation involves the participation of members of the public who are interested in solving issues in question. Craythorne (1997:99) states that the secret of public participation is to ensure that the relevant publics are approached on any particular issue. From this statement it can be deduced that for public participation to become a success on any particular issue, the exact and interested members of the public should be involved.

According to Thomas (1995:55) public participation is a process of involving “all organized and unorganized groups of citizens or citizen representatives” on a particular issue. It can be concluded from this sentence that in public participation the public include active members be it organized or not organized on specific issues. Svensson (1998:324) has described public participation as a process of involving private citizens to affect the decision-making with different spheres of life. From the statement of Svensson, it can be deduced that public participation involves private individuals who affect decision-making processes.

According to Brezovsek (1995:202), public participation is a process that combines four basic criteria: (1) individuals are included (2) it is voluntary (3) it refers to a specific activity and (4) it is directed towards influencing government institutions. This indicates that there are four links in public participation namely individuals, voluntary, activity and goal oriented. Public participation is a communication process in which individual citizens communicate their wishes to the representatives of political authorities (Barber 1997:23).

According to Barber (1997:35) public participation involves communication between the public and political office bearers. In order to clarify the meaning of the term public participation, the author prefers to consider the viewpoints of writers, Brezovsek and Thomas. The following definition is used for public participation in this thesis: Public participation is a process of involving citizens, workers, individuals, group members, group representatives, interest groups, community groups, voluntary members, religious members, business, trade unions and charity bodies intentionally in goal-directed activity of making and implementing policy in government institutions

- **Community Development**

Community development (CD) is the process of helping a community to strengthen itself and develops towards its full potential.

- **Ward Committee**

Bolini and Ndlela (1998) define ward committee as an institutionalized channel of communication and interaction between communities and the municipality.

- **Community-Based Organizations**

Community organizations (sometimes known as community-based organizations) refer to Organs of Civil society. It includes Non-Profit Organization that operates within a single local community. They are essentially a subset of the wider group of nonprofits. Like other nonprofits they are often run on a voluntary basis and are self-funding (Thompson, 2005:35).

1.11 BRIEF LITERATURE REVIEW

Strydom (1998:80) states that the most important objective of a brief literature study remains the broad orientation of the prospective research with regard to his or her prospective investigation. On the other hand, Grinnel (1993:434) mentions that the purpose of a literature review is to provide a basis and background for the study. Participatory governance within municipalities in South Africa is a legislative mandate. According to Reddy and Sabelo (1997:573), the local government is deliberately created to bring government to the grassroots population, as well as to give its members a sense of involvement in the political process, which controls individuals' daily lives. The principle of community or citizen in South Africa is not taking place in a vacuum. All relevant policies and associated legislation play an important role at the heart of the system of local government. The legislative framework on ward committees is comprised of at least five main documents: The constitution of South Africa, the White Paper on Local government, the Municipal Structures Act, the Municipal Systems Act, Municipal Planning and Performance management regulation, 2001, and the Community participation by –laws. All these legislation describe the way in which local government should function and provide the framework for how municipalities interact with communities.

1.11.1 Pre-1994 Public Participation in Local Government

Swilling (in Heymans and Totemeyer, 1988:182-199) sketches the history of South African local government from the Native Urban Areas Act 1923, which established advisory boards for lacks, and the earlier 1921 Stallard Commission, which defined cities as purely white areas even before the 1948 triumph of apartheid. These forms of non-participative forms of engagement issued in the 1960s Urban Bantu Councils, had advisory administrative and executive powers but no fiscal control. The South African political terrain changed dramatically with the

unbanning of the liberation movements in 1990. At national level, the National Party government entered into a period of intensive negotiations with unbanned movements and other political players between 1990 and 1994. A similar scenario prevailed at local level. The unpopularity of apartheid style local government had led to a rise of local civic groups which had united to form a national civic movement in the 1980s. These civic groups revolted against the apartheid system and called for “one city one tax base”. The civic groups negotiated with the apartheid local authorities around concrete issues of improved services and access to land. These embryonic discussions led to the establishment of the Local Government Negotiating Forum in the pre-1994 period. The product of this forum was a significant piece of national legislation, the Local Government Transition Act which was promulgated in 1993. The Local Government provided regulatory framework for pre-interim and interim phase local government integration.

According to Booysen (2001:17-18), stakeholder participation and consultation in local government restructuring generally took a high profile in the policy development process, incorporating switches in formats and stakeholder targets. The Local Government Negotiating Forum (LGNF), supported by the Local Government Transition Act of 1993 was a core institution in the run-up to the democratic local government dispensation.

1.11.2 Post-1994 Local Government Restructuring in South Africa

Local Government in South Africa is accorded a distinct chapter in the Constitution, 1996 and all subsequent laws of a country should therefore continue to propagate the culture and democratic values for its transformation and that has been the case in South Africa. Booysen (2001:218) states that “The post-1994 process of adopting new policy on local government involved a wide range of departmental and extra-departmental (for instance, local government, task force and NGO) actors and stakeholders. Departmental stakeholders and participants in the White Paper process included a Political Committee, with departmental, Parliamentary and Provincial Government players, as well as representation from the South African Local Government Association (SALGA) and the Working Committee, which incorporated NGO, parastatal and departmental players (DPACD, 1997:4).

developmental objectives. South Africa has also been part to this agreement. Therefore, the advent of a democratic government in 1994, in South Africa, brought with it changes to the apartheid regime's developmental approach, thus enabling community participation via a series of legislative tools. A series of such legislative tools include the following: the Local Government Transition Act, Act 209 of 1993; the Interim Constitution of the Republic of South Africa, Act 200 of 1993; the Constitution of the Republic of South Africa, 1996; the White Paper on Local Government, 1998; and the Local Government: Municipal Structures Act, Act 117 of 1998. The Local Government: Municipal Systems Act, Act 32 of 2000, again greatly emphasizes community participation within municipalities and, as such, requires the communities to be involved with all planning processes, within the municipalities.

1.11.5 Characteristics of community participation

According to Paul (1987:287), community participation can be divided into various stages, including planning, implementation and follow-up; these are critical stages, in which communities can participate. Kleemeier (2000:933) holds the view that community participation involves six levels of intensity, which allows the distinguishing of community participation from other phenomena. These are inter alia; information sharing, consultation, decision making, and initiating action, collective implementation of the developmental initiatives as well as follow-up or feedback. Deduced from its definition and supporting the above, community participation is an interactive process, by which beneficiary client groups influence the direction and execution of a developmental initiative.

Community participation is on beneficiaries having a developmental initiative, not the government personnel. Secondly, the joint or collaborative involvement of beneficiaries in groups is a hallmark of community participation; community participation refers to a process and not a product in the sense of sharing project benefits. Community participation occurs only when people act in concert to advise, decide, or act on issues, which can best be solved through such joint action.

1.12 OUTLINE OF CHAPTERS

Chapter 1 - Research Proposal: This chapter critically evaluates the importance of public participation for community development since it was perceived to be a problem regarding the naming of the town Louis Trichardt to Makhado. In the Background of the study the reader is introduced to the Act governing the Public participation and the importance of doing public participation, in the problem statement problem has been identified and defended, the aim and the objectives of the research have been stated.

Chapter 2 -Literature Review: The readers will be introduced the reader about the background of the town and how the process of naming of the town has been facilitated. The reader will be also introduced to circumstances that led to the formation of Hlanganani Concern group.

Chapter 3 -Research Design and Methodology: This chapter gives a brief report on the research tools employed in the study to elicit the necessary research outcome; issues discussed ranges from research design, data collection method, data analysis to interpretation

Chapter 4 - Data Analysis: In this chapter data collected will be analyzed using different methods of analysis.

Chapter 5 - Findings and Recommendations: This is a research conclusion in which the reader will be introduced to what the research finds and what is to be doing to solve the problem.

CHAPTER 2 LITERATURE REVIEW

2.1 INTRODUCTION

In this chapter the aim is to explore the literature around participation. The first section of this chapter will elaborate more on the legislative aspect on public participation in South Africa. It is in this section that public participation has been grounded in South Africa with regard to how it should take place within different Local Governments in the country. The second aspect will be on legislative limitations on participation and the third section will be on the theoretical framework of public participation and in this section the main focus will be on how public participation has been conceptualized and theorized by different scholars, different institutions and how the concept is understood in South African context. Rational decision making theory will also be discussed. The fourth section will discuss participatory governance. The fifth section is about participation and democracy as these two concepts are considered to be complementary. The sixth section will be on the concept of participation. The seventh discusses the mechanisms for public participation and this will encompass both the mechanisms for public participation existing in South Africa and in other parts of the world. The eighth section focusses on strengthening public participation mechanisms.

And the ninth presents the challenges which hinder this public participation and the literature is viewed not only in South African context but holistically because there exist similar challenges to the concept of public participation. The tenth section will be on conflict in public participation, the eleventh of this chapter will give details on the importance of public participation internationally and in Africa. The twelfth will be on the benefits of public participation and the thirteenth of this section will be on the broader significance of public participation throughout the world. The fourteenth of this section will highlight the advantages of public participation. The fifteenth will be on the concept of development on public participation. The sixteenth will discuss the levels of public participation. The seventeenth will be on the discussion on public participation in policy making. In the eighteenth the section of this chapter, there will be a discussion on the Literature Review around Public Participation.

2.2 LEGISLATIVE FRAMEWORK ON COMMUNITY PARTICIPATION IN A LOCAL MUNICIPALITY

The South African Government has introduced an array of legislative measures that seeks to promote involvement or participation of the community within the municipality. Among these measures are, the Constitution of the Republic of South Africa, 1996; White Paper on Local Government, 1998; White Paper on Transformation of Public Service Delivery of 1997; White paper on Traditional Leadership and Governance 2003: Municipal Structures, Act 117 of 1998; Municipal Systems Act 32 of 2000, Municipal Planning and Performance Regulations, 2001. These acts are discussed below, focusing on various sections recognizing community participation, within municipalities cited.

2.2.1 Constitution of the Republic of South Africa, 1996

The Constitution of South Africa enacted in 1996 is the supreme law and as such lays foundation of the democratic political system of the country. It envisages a complete transformation of local government system in which local government is given a distinctive status and role in building democracy and promotion socioeconomic development. Such a process is notably meant to bring government closer to the people and thus reinforce two of the fundamental mechanism of sustainable democracy, which is participation of the people and accountability of the local government.

The Constitution of the Republic of South Africa, 1996, recognizes the importance of participation in ensuring sustainable, democratic and developmental local government;

- Section 151(1) (e) obliges municipalities to encourage the involvement of communities and community organizations in local government
- Section 152(e) refers to, the objectives of local government which are to encourage the involvement of communities and community organizations in the matters of local government
- Section 195(e) provides that, in terms of basic values and principles governing public administration – people's needs must be responded to, and the community must be encouraged to participate in policymaking.

2.2.2 White Paper on Local Government: March 1998

The White Paper on Local Government, March 1998, provides that municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation as well as the monitoring and evaluation of decision-making and implementation. Each municipality needs to develop a system of participation. That is, Section F(3) of the White Paper on Local Government provides that municipalities need to develop mechanisms, to interact with community groups, to identify service needs and priorities as well as community resources, which can be unlocked and channeled for developmental ends.

The White Paper on Local Government further stresses that developmental government must ensure that all communities have access to basic services, that everyone can participate in decision-making and planning, that the local economy grows, that job opportunities increase and that local resources are used wisely to improve the quality of life for everyone, now and in the future. Developmental local government has four interrelated characteristics which are listed hereunder;

- Maximum social development and economic growth.
- Integrating and coordinating;
- Leading and learning; and
- Democratizing development.

Accordingly, in the White Paper on Local Government, 1998 the objects of community participation are embedded in the following principles:

- Ensure that political leaders remain accountable and work within the mandate given;
- Allow citizens (as individuals or interest groups) to have continuous input into local politics;
- Allow service consumers to have input on the way services are delivered; and
- Afford organized civil society the opportunity to enter into partnerships and contracts with local government in order to mobilize additional resources.

The White Paper states that one of the objectives of local government is “to provide democratic and accountable government for communities and to encourage the involvement of communities and community organizations in the matters of local government”. This places the communities at the Centre of development.

2.2.3 White Paper on Transformation of Public Service: 1997

As the sphere of the government closest to the people, municipalities are the focal point of public service delivery. The white paper of Transforming Public Service Delivery promotes mechanisms to enable state machinery to optimize the provision of services to all citizens. The white paper spells out eight principles for transforming public service delivery. The following four principles have a direct bearing on citizen participation:

- Consultation-citizens should be consulted about the level and quality of services they receive, and should be given a choice about the services that are offered, if possible;
- Service standards-citizens should be told what level and quality of service they will receive as to know what to expect;
- Information- citizens should be give full, accurate information about the services they are entitled to receive; and
- Openness and transparency-citizens should be told about how service departments are run, how much they cost and who is in charge.

Municipal councils should give effect to these principles, and they should be the focus of any municipal capacity- building programme.

2.2.4 White paper on Traditional Leadership and Governance 2003

The white our on Traditional Leadership and Governance stipulates that traditional leadership should be part of democratic leadership and governance structures at the local government level. The white paper paved the way traditional leaders to work in partnership with municipalities in the development of rural areas. In this co-operative relationship with municipalities, traditional leaders should facilitate people participation, especially in policy and service delivery decisions that affect rural communities.

2.2.5 Municipal Structures Act 117 of 1998

The Municipal Structures Act 117 of 1998 requires all municipal councils to develop mechanisms to consult and involve the community and community organizations. Section 16(1) of this Act provides that a municipality must develop a culture of municipal governance, which complements formal representative government by encouraging the local community to participate in the affairs of the municipality.

Chapter 4, Part 4 of the Act deals with the establishment, and functions and powers of ward committees, which schedule 1, part 1 and 2 deal with the electoral system for metro and local councils, as well as for ward elections. The ward participatory system of municipal government allows for the establishment of ward committee to facilitate community participation in the matters of local government. Ward committees can also improve communities between the municipal council and local communities, and play a role in identifying community needs and fine-tuning municipal programme to accommodate local circumstances. The Act also recognizes the fact that capacity areas, which need to be developed for communities and thus mandates the municipality to develop the capacity of the community, to enable effective participation in these processes.

2.2.6 Local Government: Municipal Systems Act 32 of 2000

Chapter 4, section 16(1) of the Act deals specifically with community participation, and defines the need for the development of culture of community participation. It furthermore identifies mechanisms, processes and procedures for community participation, as well as for the community participation. Section 17, of the Municipal Systems Act 32 of 2000 also provides that participation by local community in the affairs of the municipality, must take place through political structures. It also affords that the mechanisms, which enable participation of communities, need to take into account the special needs of people who cannot read; people with disabilities; women and other disadvantaged groups. According to Section 49(c) (e) of the Municipal Systems Act 32 of 2000, the council has the duty to encourage the involvement of the local community. The council is also under obligation to consult the community about the level, quality, range and impact of municipal services provided by the municipality, either directly or through other service providers.

2.2.7 Draft National Policy Framework for Community Participation, 2005

The Draft National Policy Framework for Community Participation, (2005:1-2) identifies basic assumptions underlying community participation, including that:

- Community participation is designed to promote the values of good governance and human rights;
- Community participation acknowledges a fundamental right of all people to participate in the governance system;
- Community participation is designed to narrow the social distance between the electorate and elected institutions;
- Community participation requires recognizing the intrinsic value of all the people, investing in each person's ability to contribute to the governance process;
- People can participate as individuals, interest groups or communities more generally;
- In order to make community participation a reality, the Draft National Policy Framework on Community Participation, 2005, identifies the following key underlying principles, which should be considered when involving the community in municipal planning and operation of services. These principles are inclusivity, diversity, building community participation, transparency, flexibility, accessibility, accountability, trust, commitment and respect. The draft National Policy Framework for Community Participation is a milestone regulation and creation of an enabling participatory environment for planning, specifically within local municipalities.

2.2.8 Municipal Planning and Performance Regulations, 2001

There is a close connection between the municipal Planning and Performance management Regulations and Municipal Systems Act. The Act requires that a municipality through appropriate mechanisms, procedures and process established in terms of Chapter 4, must involve the local community in the development, implementation and review of the municipalities' performance management systems, and in particular, allow the community to participate in the setting of appropriate key performances indicators and performance targets. Section 15 of the municipal Planning and Performance Management Regulations further says

that if there are no other municipal wide structures for community participation, a municipality must establish a forum. The forum must be representative and enhance community participation in the integrated development plan. In addition, the forum must enhance public participation in monitoring, measuring and reviewing performance.

2.3 LEGISLATIVE LIMITATIONS ON PARTICIPATION

While participation is legislated for in South Africa, it is not without limitations. Participatory governance should not permit interference with a municipal council's right to govern and to exercise the executive and legislative authority of the municipality. The municipal council, which is the product of representative democracy, has the sole legal mandate to govern. More importantly, it has the political legitimacy to do so (IDASA, 2002:1). Participatory democracy is there to complement the politically legitimate and legally responsible structures. A community participatory structure, such as, a ward committee, for instance, may add to the formal structures of government, but may not replace or substitute these.

2.4 THEORETICAL FRAMEWORK FOR PUBLIC PARTICIPATION

The World Bank (1994) defines participation as a process through which stakeholders influence and share control over development initiatives, and the decisions and resources which affect them. In the context of this research, the term participation is regarded as the ability of the community to identify their challenges and needs and then take charge of their scenario. Participation also refers to 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. (International Institute for Environment and Development, IIED, 2010:13). The African Development Foundation (2012) states that participation is a process through which community members get involved in the development activities and influence the decision's making process. This definition implies that community development activities will address those community's needs, and the community people will be able to influence in the decision-making process. The *Draft National Policy Framework on Public Participation* (2007) defines participation "as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making processes. It is further defined as a democratic process of engaging people, deciding, planning and playing an

active part in the development and operation of services that affect their lives”. Participation describes active involvement by people in civic and developmental organizations, political parties and local government, with the purpose of influencing decisions that affect their lives (Roodt, 2001:470).

Rahman (1993:150) put forward the idea that participation is the exercise of people’s power in thinking and acting, as well as in controlling their action in a collective framework. Tarana Begum (2012:20) indicates that Stoker (1997) notes that community participation is “taking part in any processes of formulation, passage and implementation of public policies.” According to Municipal Systems Act, 2000 Community participation is a means of empowering people by creating the space for them to engage in developing their skills and abilities to negotiate their needs in the face of forces that often appear to obstruct and discourage them. Community participation does not take place in a vacuum, but is subject to the political, social and economic influences within which it occurs. Consequently, to ensure meaningful participation, procedures for democratic decision-making should be created at the local sphere. This would enable the community to engage in and contribute to decisions affecting them. According Madlala (2005:45) cited in (Draai and Taylor, 2009:114), “public participation is the creation of opportunities and avenues for communities to express their views and opinions in matters of governance either directly or indirectly.”

Nkuna (2007:237) states that public participation can take different forms depending on its application”. Public participation in the process of policy and governance in democratic South Africa could be regarded as a cornerstone of society”. It can, therefore, be deduced that the process of public participation is an important variable in the policy making process. As such, effective policy making cannot be fully achieved without sound public participation (Booyesen, 2009:2). Creighton (2005:25) stated that “public participation creates a new direct link between the public and the decision makers in the bureaucracy. Potentially, it sensitizes experts and bureaucrats on the real needs of the communities. Mafusana & Xaba (2008:455) argued that participation is important to make sure that the government addresses the real needs of communities in the most appropriate way. It also contributes to building an informed and responsible citizenry with a sense of ownership of government developments and projects. “Participation becomes an attractive strategy not just for policy improvements, but for drawing

disaffected citizens back to the political mainstream”. Masango (2002:55) indicates that public participation provides a mechanism for democratizing the planning process in such a way that public participation in local government affairs, in many countries, is considered to be a democratic right. Pretty (as cited in Davids *et al.*, 2005:114) identified the following seven typologies of public participation:

- **Passive participation:** Public participate by being told what is going to happen or has already happened. Participation relating to a unilateral top-down announcement by the authority or project manager. Information being shared belongs to outsiders and/or professionals.
- **Participation in information giving:** Public 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.
- **Participation by consultation:** Public participate by being consulted as professionals, consultants and planners who listen to their views. The professionals define both problems and solutions and may modify these in the light of the people’s response. The process does not include any share in decision making by the public, nor are the professionals under any obligation to consider the public’s view.
- **Participation for material incentives:** Public participate by providing resources, such as labour, in return for food and monetary reward typically takes place in rural environments, where, for example, farmers provide the fields but are not involved in the experiment or learning process related to production or marketing. The people have no stake in prolonging the activities when the incentives end.
- **Functional participation:** Public participate in a group context to meet predetermined objectives related to the project. This may involve the development or promotion of externally initiated social organizations. This type of involvement tends not to occur at the early stages of project cycles or planning, but rather once the important decisions have already been made.

- **Interactive participation:** Public participate in a joint analysis, the development of action plans and capacity building. Participation is seen as a right, not just a means to achieve project goals.
- **Self-mobilization:** Public participate by taking initiatives independent of external institutions to change systems. The 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 mobilization and collective actions may or may not challenge an existing inequitable distribution of wealth and power.

2.5 PARTICIPATORY GOVERNANCE

The World Bank defines governance as "the manner in which power is exercised in the management of a country's economic and social resources for development" (World Bank, 1994). The World Bank however, prescriptively assumes that good governance implies liberal, free market-orientated democracy (World Bank, 1994 and Leftwich, 1993). According to Atkinson (1989:43) there is a notion of "popular sovereignty" a notion that indicates that governance is not a separate entity from its citizenry, but that the two are intertwined. Implicit in this form of governance, is the notion that the government is accountable to the community in an ongoing manner. Reddy and Sabelo (1997:573), states that the local government is deliberately created to bring government to the grassroots population, as well as to give its members a sense of involvement in the political process, which controls individuals' daily lives. Global experience shows that a major crisis in the system of local government in developing countries is one of ill-adjusted functions in terms of meeting the demands of its citizens.

Putu (2006:10) indicates that from a South African perspective Swanepoel (1992) come out with a broad understanding of governance when they contend that the role of political leadership in governance is that of managing the relationship between the government and civil society. If good democratic governance refers to working with and listening to citizenry as individual, interest groups and society as a whole, thus it involves active co-operation and ongoing engagement in the process of policy formulation and implementation between politicians, public officials and members of the communities. The government has to ensure that all its structures

enable the public to exercise a meaningful say. Governance as a process of facilitation and ensuring the delivery of goods and services through the management of social power and power relations thus includes a means of social stability and well-being through deepening democracy. Governance has been described as “both a broad reform strategy and a particular set of initiatives to strengthen the institutions of civil society with the objective of making government more accountable, more open and transparent, and more democratic (Monique, 1997:4).

According to Leach, Meams and Scoones (1997:12), participatory governance is about the active and meaningful involvement of citizens, in the manner in which the residents are governed. It is a form of governance that has gained the support of many democracies in the world in an endeavor to bring government closer to the people. Idasa (2002:1), maintains that implied in participatory governance, is the fact that an election is not the only event, in which citizens can be involved, concerning self-government, that is, residence also have to be involved in self-governance between elections. According to Idasa (2002:1), the National Government in South Africa has devolved and assigned political, fiscal and administrative power to local governments, due to the fact that as a third sphere of government, it is the closest to people. This stems from the popular belief that citizen participation in governance enhances democracy, and leads to the embracing of participatory democracy as an inherent principle in local government.

According to Knight et al (2002:82), the idea of participatory governance has caught on and is now in style among many international institutions. The World Bank considers 'participation' as a means of making its development projects function better, of helping people to cope with the economic consequences of adjustment policies, and of countering the threat to governability posed by the rising exclusion of people policies.

2.6 PARTICIPATION AND DEMOCRACY

Atkinson and Reitzes (1998:128) state that the idea of public participation is deeply embedded in, and a fundamental part of the disclosure of democracy and development in South Africa. Participatory democracy is where citizens have rights not only to elect their political representatives, but to actively participate in government decision-making processes on a continuous basis. for (2006: 268) defines democracy as “a system of government in which every individual participates in the process of government maximally or minimally.” According to

Van Niekerk, Van der Waldt and Jonker (2001:52) democracy is probably the most emotionally provocative word in the world's political vocabulary. Democracy refers to an ideology as well as form of government. Beetham (1992:40) also defined democracy as "a mode of decision-making about collectively binding rules and policies over which the people exercise control, and the most democratic arrangement is that where all members of the collectivity enjoy effective equal rights to take part in such decision-making directly- one that is to say, which realizes to the greatest conceivable degree the principles of popular control and equality in its exercise."

On the other hand Ranney (1971:76) defines democracy as a form of government organized in accordance with the principles of popular sovereignty, political equality, popular consultation, and majority rule. As a form government, democracy entails the rule of the state by the majority of the population. In contrast with aristocracy and oligarchy democracy rule by the needs, wishes and will of the people.

Stoker (2002:32) states that "Democracy provide a way to pass dispersed information relevant to problem-solving, and explore the range of possible solutions to problems, in short, a framework for collective learning." Masango (2002:52) argues that democracy is a people-driven process in which public participate plays an important role. Participatory democracy means a process that emphasizes the broad involvement of public in the direction and operation of local government system. While etymology roots imply that all government deserving the name "democracy" would rely on the participation of their citizens, traditional representative democracies tend to limit public participation to voting, leaving the main work of local government to a professional political elite(Holden, 1993:75). *Community Participation Policy* (2006:2) also asserted that democracy is about ensuring that citizens' involvement is not only limited to electing a government but rather participating in governance to ensure a better life for all. According to Nazeenismail, Saheedbayat, Ivanmeyer (1997:28.). Participatory democracy tend to emphasizes people's direct involvement in the decision making process. It is characterized by Christen et al (1971:194) as follows;

- It regards citizens as highly motivated politically and believes that they will participate fully and continuously in public life;

- Citizens will have access to adequate political information and will use it for enlightened political decision making;
- Citizens are able to communicate their political views to others and debate them effectively;
- Government is accessible to all citizens. This entails procedures such as rotation of offices among members of the community, the multiplication of elected offices, short terms of office, popular initiatives in proposing new measures to government, frequent referendums on issues, and through popular discussion on all or most government matters;
- As many issues as possible are exposed to popular discussion. There is often no rigid demarcation of issue areas in different sectors of an organization and boundaries between organization are flexible and informal;
- Although such a system can cope with diversity and dissent, there is usually a shared perception that consensus can and should be reached after prolonged discussion; and
- Formal procedures are played down in favor of popular enthusiasm.

Bishop and Davis (2002) argued that the idea of direct democracy proposes a more continuous, active role for the citizens. Theorists who call for the implementation of such an idea are proposing much more significant levels of participation that prevail in a representative democracy, through such institutional mechanisms as direct local assemblies or the extensive use of referenda.

Holden (1993:41) direct democracy is classically termed as pure democracy. It is a form of local government based on a theory of civil in which public at the local government level direct participate in the making and implementation of policy.

Nyalunga (2006: 45) states that participatory democracy entails a high level of public participation in the political process through a wide variety of institutional channels'. This is evident in the increasing participation of a variety of interest groups in various processes, as well as the establishment of all levels of the political structure. According to Swanepoel (1997:4) the “buzz value” of participation is so great that debate on whether it is good or bad has ceased. The liberal view of participation sees it as good, especially if it is organized and

orderly. The liberal view emphasizes two points. The first is that, through participation, a solid local knowledge base is used for development of local people who, for years have lived in deprivation, surviving the hardships of their poverty, have something outsiders do not. Secondly it has now been established that people who do not participate in their own development have no affinity for developmental efforts and their results.

2.6.1 The relationship between democracy and citizen participation in local government

Local government in South Africa, context, along with government has in recent times been the topic of much debate as to how it needs to be changed in order to enhance democratic ideals. Craythorne (1990:75-76) suggests that democracy in local government entails the following salient elements: A basis of elected representation;

- The caring and working for the prosperity and development of all citizens;
- A universal right of appeal against administrative and government or political decisions and action;
- A universal right to submit requests, complaints and suggestions to governing and administrative bodies;
- The right of citizens to expect some form of employment;
- The acceptance that the welfare of the general public ought to enjoy precedence over the interest of any special group;
- An awareness and acceptance of the fact the right to appeal, complaints and suggestions, expect where injustice and undue prejudice have occurred, does not necessarily guarantee acceptance, but must be subjected to proper consideration and arbitration, with respect to the commonweal and the availability of resources; and
- Acknowledging that the right to criticize presupposes that any criticism will be informed and objective (Bekker, 1996:55).

2.7 THE CONCEPT PARTICIPATION

Participation is a complex mechanism, and in effect there is no single blue print. Hence, each area is characterized by different dynamics and demographics. This view is held whilst taking cognizance of 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 (Parnell 2002:27). This raises the question as to whether public participation is the solution for social and economic development. It could be argued that public participation can slow delivery as it is a time consuming and expensive process. This is supported by the fact that the formation of ward committees to facilitate development can be quite costly and time consuming. Politicians could possibly “hijack” the process by, as Graham (1995:55) put it “seeing them as potential adversaries in the process of governing”. However he does not see this as a foreseeable threat in the near future due to power pressure groups within South Africa. Consultation could also be an issue of dispute. Participation between the municipality and the committees would be on the level of policy formulation, priorities and strategies and the implementation of it will be facilitated by municipally.

2.8 PARTICIPATION MECHANISMS

The following section presents the mechanisms for participation local election, NGOs and CBOs, ward committees, traditional leaders, imbizo and kgotlas, and open council meetings and councilors.

2.8.1 Local election

Voting can be described as a process through which the electorates choose among candidates who are eligible for a certain vacancy. Voting in elections is regarded as the principal form of public participation at the local government level (Fred 2003:71). Elections are about issues and are the formal mechanisms of participation in modern world. Election affects every single person in a country, as they determine who will govern the country, province, or municipality. The way in which municipal councilors are elected is crucial, as this will determine whether ordinary citizens feel that they have a stake in their councils, and that councilors take their concerns seriously (Gerrit Van der Waldt *et al*, 2007:35). Elections are held at intervals of no longer than five years, to give the registered voters an opportunity of expressing the approval or disapproval of the way the elected representatives have acquainted themselves of their work (Fred 2003:71).

2.8.2 NGOs and CBOs

Wherever democracies are in transition, NGOs play a vital role. South Africa NGOs working in the democracy field had important educational and watchdog function. Participatory governance and sustainable democracy is two important new approaches that have emerged. NGOs that promote sustainable democracy focus on building strong institutions at the grassroots level to enable informed participation in electoral processes, while proponents of participation governance examine and engage with governance processes particularly as they relate to public participation in decision making structures, which have implications for the distribution of social resources, NGOs lay claim to a space where civil society participate is more accessible and available than government institutions (Gerrit Van der Waldtetal,2007:36).

1.8.3 Ward committees

Nyalunga (2006) stated that “ward committees are a vehicle for engaging communities in municipal decision-making. Most municipal areas are divided into wards for the purpose of local government, with each represented by a ward councilor. As indicated above, It is important to ensure that citizens are able to participate in the municipal decision making process. Local government is the sphere of government that interact with ordinary people most directly, and it is for this reason that the constitution says that all municipalities must encourage the involvement of communities and community organization in the affairs of local government. to address the need for structural community participation he council can be combined with either the ward or sub-council participatory systems of government that enable community participation in the affairs of local government.th ward participatory system of municipal government allows for the establishment of ward committee to facilitate such community participation. Ward committees can also improve communication between the municipal council and local communities, and play a role in identifying community needs and funning municipal programs in order to accommodate local circumstances. (Gerrit Van der Waldtetal, 2007:37).

According to the Municipal Structures Act 117 of 1998, ward committees have been established as a tool to encourage community participation for municipalities that have opted to have these. Such committees are a creation of legislation, the Municipal Structures Act, giving effect to the Constitution. On the other hand The Local Government: Municipal Structures Act, 1998,

establishes the rules for ward committees. Section 72(3) provides us with some guidance of what the role of ward committees is: "The object of a ward committee is to enhance participatory democracy in local government". According to Stewart (2003:3), Ward committees exist to ensure participation in local government and as such, are key mechanisms for communication with the public. ward committees exist through a legislative framework as enshrined in section 73 to 78 of the Local Government Municipal Act (1998) which gives metropolitan and local municipalities the option of having ward committees as one of the specialized structures to enhance participatory democracy in local government (Davids, 2005:79).

Kellerman (1997:53) concurs that, if members are to participate meaningfully, the community must be informed and should be able to transmit its views, wishes and interests to all bodies charged with managing the development project. The free flow of information is, therefore, essential to securing informed planning and decision-making. Gaunt (1998:279) notes the importance of a flow of information commenting that at the heart of citizen (community) participation lies a structure of information exchange. Contrary to this view, the municipal respondents did not necessarily perceive the current flow of information as limited or exclusive of ward committees; because they felt they were complying with the statutory requirements. Municipal structure Act (1998:52) states that the objective of a ward committee is to enhance participatory democracy in local government. According to Draft National Policy Framework for Public Participation (2005:17) stressed the role of the ward committee to enhance participatory democracy in local government. The specific roles of ward committees are to:

- Make recommendations on any matters affecting the ward to the ward councilors or through the ward councilor to the municipality;
- Serve as an official specialized participatory structure;
- Create formal unbiased communication channel as well as co-operative partnerships between the community and the council;
- Serve as a mobilizing agent for community action, in particular through the IDP process and the municipality's budgetary process; and
- Hold other duties as delegated by the municipality.

1.8.4 Traditional leaders

Traditional authorities are said to be the mechanism for public participation in the Local government in South Africa and there is also a Constitutional Act which supports this claim. The white paper on Local government proposes a co-operation relationship between local government and traditional leadership. Traditional leaders will have representations on local and district councils to advise on the needs and aspirations of the people for who they are responsible. Traditional leaders should not be viewed as individual citizens within a uniform democratic system, but as a special interest group worthy of consultation and active participation in local government matters (Pycroft, 2002:120-121).

The Constitution sets out a framework for the recognition of the institution of traditional leadership in the new democracy. Traditional leadership has to function in a manner that embraces democracy and contributes to the entrenchment of a democratic culture, thus enhancing its own status and attending among the people. The critical challenge facing both government and traditional leadership is to ensure that custom, as it relates to the institution, is transformed and aligned with the constitution and the bill of rights. A municipality should put in place mechanisms to ensure an integrated, structured and co-ordinate involvement of the house of traditional leaders in various policy development processes and programmes (Gerrit Van der Waldt *et al*, 2007:39).

1.8.5 Imbizo and kgotlas

Imbizo and kgotlas (public meetings or gatherings) are designed for political and officials to meet with, discuss issues with, listen to, accept criticism from, and hear compliments from the community. Gerrit Van der Waldt *et al*, (2007:38) point out that such meetings are usually called by the authorities and politicians to inform citizens about the fulfillment of the obligations and promises made by government. They are designed to identify, analyze, prioritize and propose solutions to the most important problem of the community, and are occasions that look for agreement on subjects of national, provincial or local interest. Gerrit Van der Waldt *et al*, (2007:38) also indicates that imbizo sadly have become a mere a mere public relations exercise, since people who are critical of government decisions are screened, isolated and gagged to

prevent them from freely contributing to and participating in constructive debates regarding the growth, prosperity and welfare of their communities.

1.8.6 Open council meetings and councilors

Section 19 of the Municipal System Act 32 of 2000 stipulates that council meeting and those of its committees should be open to the public and the media. The municipal manager must give notice to the public of time, date and venue of every ordinary and special or urgent meeting of the council. Opportunities must be created for stakeholders and role players to participate in councilors budgeting and planning processes, and it should be made known how they can contribute. When municipal level invites the local community to submit written comments or representations on any matter before the council, it must be stated in the invitation that any person who cannot write may come to the offices of the municipality where an official will assist that person to transcribe comments or representations. Emphasize monthly newspapers could also be used to key decisions taken by the council.

In terms of the guidelines provided in section B (1.3) of the White paper on Local Government 1998, municipal councils play a central role in promoting local democracy. Councilors should represent the interests of the community in the council and should promote the involvement of the citizens and community groups in the design and delivery of municipal programs. Councilors should also ensure that ways in which services are delivered match the preferences of the community for how these services should be delivered. In their portfolio committees, councilors should encourage participation from key role players and stakeholders (Gerrit Van der Waldt *et al*, 2007:38).

1.8.7 Other mechanisms for consultation, participation and providing information

This section discusses other mechanisms for consultation, participation and providing information which are workshops, committee meetings, public hearings, consultative sessions, report back meetings, advisory committees/groups, focus or interest groups, consultation, polls and surveys, conference, media, municipal workshop, internet, political parties, survey questionnaires, community meetings.

(a) Community meetings.

Community meetings are the most common method of community participation. Municipalities invite the community to attend council meetings, where anything from development to reports, to the community on progress of projects taking place in the area, can be discussed. Council meetings are also open to the community. The Municipal Systems Act clearly provides for community notices regarding time, venue and date of a council meeting (IDASA, 2002:4).

(b) Committee meetings

A committee is a type of small deliberative assembly that is usually subordinate to another, larger deliberative assembly (Holden (1993:80). according to Craythorne (1997:111) committees are meetings with an order of the agenda, some agreed procedures, officials and records. Committees often serve several different functions such as governance, co-ordination, research and recommendations. Meetings are at the heart of public participation processes, whether social get-together, committees, workshops or public meetings (Ranney 1995:300).

(c) Public hearings

Public hearing are formal meeting at which people present official statements of position and assertion of fact, and comments are recorded, often by a court reporter (Creighton,2005:130). According to IDASA (2002:3), public hearings are usually held to give the community a fair and open opportunity to state its case on a matter. These hearings are commonly used by national and provincial legislatures as part of the process of making law. Municipalities also make by-laws and are required by law to publish such laws.

(d) Consultative sessions

Municipalities are tasked with the social and economic development of the respective communities. As this is a new mandate for many municipalities, it is important to consult the community on matters of development generally. It is also important for communities to own the development processes in the relevant areas. Consultative sessions can prove very fruitful to participatory governance (IDASA, 2002:4).

(e) Report back meetings

According to IDASA (2002:4), the community is entitled to be informed of decisions the municipality takes affecting its rights and expectations as well as regular disclosure of the state of affairs and finances of the municipality. Regular report-back meetings can be used for this purpose. Councils report to relevant communities on the activities.

(f) Advisory committees/groups

According to Creighton (2005:103) advisory group is a small group of people (usually fewer than twenty-five) representing various interest, points of view, or fields of expertise that is set up to advisory groups as a primary mechanism for involving the public. Beielre (1998:19) states that citizen advisory committees can be made up of a variety of different organizations, with the intention of representing the broader public. These committees can be of a technical nature or concentrate on matters of governance, in which case the community based organizations and NGOs can play a meaningful role in local governance. It is important that these committees are gender sensitive. Municipal Systems Act 32 of 2000, states that a municipality may establish one or more advisory committees, consisting of persons, who are not councilors, to advise the council on any matter within the council's competence. These committees can be very useful, because it allows for the inclusion of expertise that might not be resident in the council or that it might enhance council's expertise.

(g) Focus or interest groups

Focus group refers to small, informal meetings that the organization uses as a sounding board, with no effort to follow the strict protocol of a formal focus group (Creighton, 2005:113). According to IDASA (2002:5), concerned individuals in a community who share the same interest (for example, tourism, crime, or concern for the environment) may form groups to lobby and advise the municipal government on those specialist interests. A focus/interest group usually comprises of six to ten people brought together to discuss a specific issue. An interest group serves as a mouthpiece for a specific community group in society (Hanekom 1991:80). A focus group can help identify emotional reactions, issues, data needs, and the large language laypeople use to talk about issue. in the context of a public participation process, a danger of

focus group is that the public may view them as an effort to learn information that can be used to manipulate the public rather than learn from the public (Creighton :2005:113).

According to Ismail, Bayat, Meyer (2007:113) interest groups can take several forms: sectional interest- often producer and trade union groups dominate this sector, single-issue group ,cause or promotional group concentrating on common objectives, groups catering for specific social group(women, the disabled, squatters), group which have a territorial focus(tenants, traders).Ismail, Bayat, Meyer (2007:113) interest groups play a role in setting the agendas of full council meetings and committees. Where there are no channels through which groups feel they can make their views know, conflict and confrontation may be preferred forms of participation.

(h) Consultation

Consultation involves a process of communication between the government and the governed in dealing with a public issue (Craythorne, 1997:99). Consultation also refers to a process of seeking information.

(i) Polls and surveys

Polls and surveys permit a quantitative assessment of viewpoints in the community. Polls, particularly telephone polling, have become considerably less expensive and some organizations are using them as an adjunct to their public participation programs. Polls and surveys are effective for assessing public opinions. Their advantage is that they provide a way to measure the proportion of opinion in the community at large, not just among those who participate in the public participation program. Polls are conducted by trained interviewers who ask each person exactly the same questions and in a prescribed order these questions are pretested to be sure they are clear and unbiased, and elicit the information desired (Creighton,2005:128-129)

(j) Conference

A forum at which a panel of six to ten citizens, selected from members of the public, question policy makers on a particular topic. Over a period of around three days, the panel assesses the responses, discusses the issues raised and reports its conclusions which are circulated to policy makers and to the media (Patton 1989:31). The forum needs not come to a consensus, but is

encouraged to explore the extent to which members are able to agree. The media like radio and television are given an opportunity to question the panel (Fred 2003:21).

(k) Media

Media such as radio and television broadcasting play a vital role in disseminating information on public participation. Members of the public can participate in radio and television programme on public policy and provide their opinions and views thereon (Fred 2003:61). The advantage of the media is that they have the potential to communicate information to a wider audience, reaching millions of people in a relatively short period of time (Cloete & Meyer, 2006:11) Therefore, radio and television are additional mechanism for public participation in the public matters. Likewise, newspapers and magazines are also media through which members of the public can vent their opinions and views on public participation issues (Patton 1989:43).

(l) Municipal workshop

The municipal workshop represents an event in which representatives of all social and institutional players encompassed in the process take part (Fred 2003:41). One of the benefits of working in a municipal workshop is to be able to share responsibilities with different people undertaking different parts of the work (Atkinson 1992:9). According to Creighton (2005:135) Workshops are particularly useful when dealing with complex topics because they provide time for detailed consideration and high level of interaction

(m)Internet

The internet is a powerful tool for informing the public. The potential for using internet as an interactive tool is very high. Future participation programs may use chartrooms, web conferencing or other virtual communication as a primary mechanism for participation (James, 2005:119).based on how the internet has been used so far, it is clear that it can serve in a number of ways:

- An information repository of library, proving information to al document and reporting that are used during the decision-making process.

- A way to quickly broadcast information about meeting or events to large numbers of people who have expressed an interest in the issue or decision being made.
- A hotline that people can contact to get up-to-the minutes information about an emergence, a construction schedule, or updates on legislative deliberation.
- A Chatroom where people interested in the issue can post message or documents for other to read or carry on a continuing discussion of the issue.
- A way people can submit e-mail comments on alternatives under consideration of comment on study progress.
- A place to post photos or videos that show the alternatives being considered (James :2005:93)

(n) Political parties

Political parties are among the principal pressure groups in the making and implementation of policy. A pressure group attempts to influence policy through persistent pressure on policy makers. The main objective of any political party is to gain control, either by its unaided efforts or in collaboration with other parties, of the government administration in relation to public policy (Patton 1989:81).

(o) Survey questionnaires

Survey questionnaires are used for asking prepared questions of a sample population that is statistically representative of all members of the public (Atkinson, 1992:21). Survey questionnaires are undertaken in order to find out what the attitudes, views and opinions of the public are about a specific issue. Hence survey is one of the forms of public participation. Survey questionnaires are consolidated by using interviews. Interviews consist of the application of survey questionnaires with semi-structured questions directed to key informants in the local government area, with the objective of raising information of a qualitative character about a set of variables which the technical team of planning is responsible for carrying out (Patton 1989:78).

Civil society stakeholders also put forward a series of recommendations on how participatory processes can be better planned and facilitated, developing practical design elements to draw on in crafting new spaces. The notion of a joint planning committee, comprising municipality and local civil society stakeholders, was central to recommendations. This committee would be tasked with jointly planning for a participatory process, identifying an appropriate venue and local stakeholders to invite, disseminating information and documents on the process, and facilitating the process. Recommendations were put forward on choice of community spaces to use in convening participatory processes, that they should be politically neutral spaces in both urban and rural areas. Participants spoke of the need to create a greater sense of equity among government and civil society representatives by seating them alongside each other at round-tables, or making use of horseshoe seating arrangements and removing tables.

Careful consideration was paid to facilitation of processes, and preparatory work that should be undertaken in the form of disseminating information on the process and policy options under consideration, in plain and local languages. Participants also called for consultative sessions to enable community members to get to grips with policy options and develop their positions and inputs. They stressed the need for opportunities to be created for stakeholders to come on board at an early, formative stage not once decisions have already been made. Processes should be jointly facilitated by municipality and civil society representatives, as developed by the joint planning team, to create a greater sense of ownership of the process. The team should jointly identify and invite appropriate participants and municipality stakeholders. Participatory facilitation methods should be used, such as a workshop format, drawing on small group discussions, working groups and round-table discussions. Discussions must take place in local languages, with translation services on hand if needed. There should be a designated time-keeper to ensure equal speaking time, and prevent any individuals from dominating discussions. Decision-making should be by consensus, guided and not determined by the facilitator. At the end of the process, agreement should be reached on the take-up of recommendations, and how feedback will be made to participants. A local monitoring team should be selected to monitor this implementation.

2.10 CHALLENGES CONFRONTING PUBLIC PARTICIPATORY PROCESSES

- **Lack of desire to improve:** For public participation to be successful, it is important that the masses must have the will to improve (Leach, 2000:81).
- **Lack of awareness of the need:** This is another obstacle of public participation practice. At time when the need for improvement does arise members of the public do not show awareness and are not sensitive to it. It serves no purpose if there is a need for participation but nothing is done about it (Leach, 2000:84).
- **Unacceptable climate:** Unacceptable climate is another obstacle to public participation. For success of public participation there should be acceptable climate. All the members of the public and institutions that are influenced by participation should be in favor of it (Leach, 2000:134).
- **Lack of feedback:** It is important for members of the public to know that their inputs are being received and used. Once members of the public have identified their needs, this information should be passed on or feedback to the relevant agents. Hence, the agents must give feedback to the public so that they know that their inputs are regarded as valuable and are being used (Leach, 2000:91).
- **Resistance to change:** According to Leach (2000:41), public institutions resist change, and communication blocks within public institutions can prevent them from making timely responses to the needs of members of the public. The established routines and institutional systems of many bodies seek to promote the 'status quo'. Institutional structures which support sustainability and therefore public participation are a threat to 'command and control' style management system. Miller (1996:260) states that challenges confronting community participation in developmental processes are resource constraints; abuse of participatory structures by community elites and opportunists; marginalization of communities from real decision-making; and legitimacy of structures through which the public participate.

According to Pienaar (2002:11), consultation and participation is at the heart of democracy, and should not be seen as a distraction. Most people agree that meaningful participation in local government processes is important. In an attempt to establish this importance the Education and Training Unit (ETU) for Democracy and Development lists a few benefits of involvement:

- Better understanding of the strategy and plans.
- Increased commitment and support for achieving them.
- Better decisions in the planning process because of a wider range of relevant input.
- More relevant decisions because they are based on experience and local knowledge.
- More efficient and better implementation through increased understanding and commitment.
- More sustainable gains because of the increased commitment, skills and understanding developed in the target community.
- Better accountability by making information and decision making power available to a wider group of people.
- Improved equity through carefully ensuring that the views, needs, concerns and interests of the less powerful and articulate people and groups are heard and can influence decisions.

According to Sisk, the World Bank study on participation in practice identified the following key barriers to effective public participation in planning:

- Lack of government commitment to adopting a participatory approach: Public participation is often seen as a time consuming process.
- Unwillingness of the project officials to give up control over project activities and directions: Officials are often not receptive and do not acknowledge the importance of citizens' views. This is because officials consider themselves experts in their field.
- Lack of incentives and skills among project staff to encourage them to adopt a participatory approach: Public participation requires a set of skills amongst officials to be able to interact with diverse communities and understand dynamics of the society.

Without incentives, officials do not go an extra-mile to involve the public. Lack of community engagement skills also compromises effective public participation.

- Limited capacity of local-level participation and insufficient investment in community capacity building: Community members require information about available platforms for participation. They need to be capacitated on how to get involved in matters that affect their lives so that they appreciate the importance thereof and make a meaningful contribution.
- Participation starting too late: Often communities are not involved at the beginning of programs or projects, they are only brought on board when development initiatives have not succeeded in order to manage the crisis and rectify the processes.
- Mistrust between government and communities: lack of transparency and openness often disrupts public participation. Due to past experiences, certain communities have lost trust in government departments. (Report on the assessment of public participation practices in public service, 2008:11).

The Department of Provincial and Local Government, 2007c argued from the viewpoint of government officials whereby mechanisms of public participation, such as Community Development Workers (CDWs) and izimbizo, revealed a lack of procedural clarity, internal politicking between role-players, and a lack of officials to conduct consultation. Reddy and Sikhakane (2008:683) indicated that “inadequate capacity, organizational guidance and resourcing can hinder meaningful participation, resulting in internal conflicts and even the collapse of the participatory structures.

Nyalunga (2006) argued that the transformation of the local government system has taken place within a framework that endeavors to spearhead public participation as a cornerstone of local democracy and development. As a new phenomenon, public participation is still faced with numerous challenges. Participatory structures must be delinked from party politics. The roles and responsibilities of the various stakeholders involved in the quest for development and participation must be defined. There is a need for clear communication channels between municipalities and community based structures, to transform the relationship of mistrust that currently exists between all participatory agents, to facilitate a flow of information and encourage municipality outreach programmes.

Fourie (2001:221-223) indicates that pitfalls and problems that hinders public participation in the government and the identified pitfalls and problems are literacy levels of the citizens, logistical problems which include transport and communications, inexperienced officials to deal with needs and demand of citizens and problems which exist among the communities such as customs and traditions, dependency and apathy. In literacy levels of the citizens, education has been outlined as the critical factor whereby according to Anderson (1984: 100) it is one of the most important means of fostering citizen participation. ” Swanepoel, (1992: 112) said that “officials are not trained in the basic theories of democratic practice, the practice of development and have not been trained to understand sociological phenomena that influence their work. They also lack psychosocial skills, with the result that they find it very difficult to work with people and to understand people's sentiments and actions.” Reddy and Sikhakane (2008:683) shows that low literacy levels have meant that the local population cannot comprehend some of the issues and technical aspects of decisions taken and also cannot make meaningful contributions. The logistical problems are also said to hinder citizen participation in the sense that in expecting citizens to participate in various forums and meetings, it is important that they should in fact be present there, but in developing countries this is a problem due to logistical difficulties especially for people living in remote areas.

2.11 CONFLICT IN PUBLIC PARTICIPATION

Public involvement may result in an increased level of conflict (Leach 2000:58). Becoming involved in a consultative process where the decision has already been made or where the possible outcomes are not made clear at the outset can lead to a great deal of frustration. Anger may follow when the input of the public is ignored. Conflict can also occur between professionals. One source of such disagreements could evolve from the different emphases of scientific peer reviews process is well established and is essential to assess the technical information provided to policy makers (Leach, 2000:80).

2.12 THE IMPORTANCE OF CITIZEN PARTICIPATION

In accordance to Ohio State University study, Citizen Participation can be viewed from the perspective of benefits to be gained and costs to be borne. Implicit in this "penchant for getting

involved" is the notion of the relationship between self and society (Bellah, et al. 1985). Bridges (1974) cites five advantages to be gained from active participation in community affairs:

- The citizen can bring about desired change by expressing one's desire, either individually or through a community group.
- The individual learns how to make desired changes.
- The citizen learns to understand and appreciate the individual needs and interests of all community groups.
- The citizen learns how to resolve conflicting interests for the general welfare of the group.
- The individual begins to understand group dynamics as it applies to mixed groups.

Heberlein (1976) notes that public involvement results in better decisions and that community decisions that involve citizens are more likely to be acceptable to the local people. Better community decisions, by definition, should be beneficial to the average citizen. Citizen participation in community affairs serves to check and balance political activities. Participation allows fuller access to benefits of a democratic society (Wade, 1989). Partisan political favors, pork barreling, and nepotism are negative examples of unchecked political behavior. A cross section of citizen participation in the decision-making process reduces the likelihood of community leaders making self-serving decisions.

Cahn and Camper (1968) suggest there are three rationales for citizen participation. First, they suggest that merely knowing that one can participate promotes dignity and self-sufficiency within the individual. Second, it taps the energies and resources of individual citizens within the community. Finally, citizen participation provides a source of special insight, information, knowledge, and experience, which contributes to the soundness of community solutions. The result is an emphasis on problem solving to eliminate deficiencies in the community (Christensen & Robinson 1980). Cook (1975) notes that citizen participation can legitimize a program, its plans, actions, and leadership. To legitimize can often mean the difference between success and failure of community efforts. Unsupported leaders often become discouraged and drop activities that are potentially beneficial to community residents. Camay and Gordon (2004: 251) state that Public participation is important for the following reasons:

- So that the public can make their preferences known to political office bearers.
- So that the public (grassroots) can provide information about trends, conditions or problems to political office bearers and decision makers.
- So that interests (especially those of the disadvantaged) which are not represented directly by political office bearers or are under-represented can be voiced.
- To give legitimacy to political and policy decisions, for example if people feel they have had a voice in decision-making, they are more likely to accept the decisions made (especially if they feel that their values are reflected, even if their specific proposal is not)

2.13 BENEFITS OF PUBLIC PARTICIPATION

According to Creighton (2005:18) public participation has the following benefits:

- **Improved quality of decisions:** The process of consulting with the public often helps to clarify the objectives and requirements of a project or policy. The public can force rethinking of hidden assumptions that might prevent seeing the most effective solution. Public participation often results in considering new alternatives, beyond the time-honored, and possibly time-worn, approaches that have been used on the past. The public often possesses crucial information about existing conditions or about how the decision should be implemented, making the difference between a successful program.
- **Minimizing cost and delay:** Public participation does not take more time, unilateral decision-making always the quickest to make but often very to implement. Frequently there is so much resistance that they are never implemented at all. the efficiency of making decision cannot be measured merely in terms of time and cost, but also must take into account any delay or costs created by how the decision was made. If decision making is quick but alienates interested individual and groups. It may have been very expensive in the long run. Unilateral decisions may become tied up in controversy, delays, or litigation. Even if the decision is somehow implemented, the next time the agency needs something in that community, the process will start out with ill will and animosity.

- **Consensus building:** A public participation program may build a solid, long-term agreement and commitment between otherwise divergent parties. This builds understanding between the parties, reduces political controversy, and gives legitimacy to government decisions.
- **Increased ease of implementation:** Participation in a decision making gives people a sense of ownership for that decision, and once a decision has been made, they want to see it. Not only is there political support for implementation, but groups and individuals may even enthusiastically assist in the effort.
- **Avoiding worst-case confrontations:** Once a controversy becomes bitter and adversarial, it is much harder to resolve the issue. Public participation provides opportunities for the parties to express their needs and concerns without having to be adversarial. Early public participation can help reduce the probability that the community will face painful confrontations. Nevertheless, public participation is not magic; it will not reduce or eliminate all conflicts.
- **Maintaining credibility and legitimacy:** The way to achieve and maintain legitimacy, particularly when controversial decision must be made, is to follow a decision-making process that is visible and credible with the public and involves the public. Public participation programs will also leave the public more informed of the reason behind decision.
- **Developing civil society:** One of the benefits of public participation is better educated public. Participants not only learn about the subject matter, but they also learn how decisions are made by their government and why .public participation trains leaders as well. As citizens involved in public participation programs, they learn how to influence others and how to build coalitions. Public participation is training in working together effectively.

2.14 THE BROADER SIGNIFICANCE OF PUBLIC PARTICIPATION

Throughout the world and especially in Africa, public participation is seen as a means to (i) enhance development and service delivery, (ii) improve governance and (iii) deepen democracy. The World Bank defines public participation as a process in which stakeholders influence and share control over development initiatives and the decisions and the resources which them (World Bank Participation Source Book, 1996:12). Notably, this definition directly links public participation to development; probably the most common context in which public participation is invoked.

The Centre for Public Participation (2007:6-7) notes that for the last ten years the World Bank and related international development organizations have moved away from the more elitist „external expert stance in development planning, and towards a „participatory stance“. This means that instead of just having project sponsors and designers imposing development projects on the local context, the Bank engages with various stakeholders, especially local groups, in developing and implementing projects. The reason for this shift is fundamentally quite simple: experience shows that the „external expert stance does not generate social change, whereas the participatory stance does. According to the Bank this is because of the „social learning that stakeholders generate and internalize during the participatory planning and implementation process.

In addition, local stakeholders generally have greater commitment to development than external experts, and tend to develop new and appropriate local institutions through the participatory process. Importantly, the Bank distinguishes between „popular participation by the poor and marginalized who, after all, are the intended beneficiaries of development, and “stakeholder” participation which includes others who could affect the outcomes of development projects, such as government officials and NGOs with an interest in the outcome. Critics of the World Bank model of public participation argue that it offers no threat to “technocratic authoritarianism”.

Pit house (2006) argues that this model has certainly not worked well for many of the organizations and people who took it up in good faith. Defenders of the status quo will point to small shifts consequent to lobbying and advocacy in various forms but there have been no

fundamental shifts in policy due to engagement in official public participation processes. Notably, the significance of public participation in the dominant development model has become consolidated over the last ten years, as experience has proven it works better than the „external expert stance approach. Hence, whether one is talking about budgeting in Porto Alerge, Brazil or the Kerala state of India, or health delivery in rural Bunladesh or urban Britain, public participation is seen as a central component necessary to meet the end of human development.

In the context of Africa, public participation is seen in a similar „capacity building role in the developmental model captured in the New Partnership for Africa’s Development (NEPAD). Now flagship policy of the African Union, NEPAD affirms „broad-based participation in development by all stakeholders. In addition, in the African Peer Review Mechanism (APRM), one of the key questions to assess whether Constitutional Democracy is being realized is: „what is being done to create an enabling environment for meaningful popular participation in all forms and levels of government? Further, the self-assessment process for every member country through the APRM is required to have „the active participation of all stakeholders so as to „facilitate the evaluation of countries on the basis of the realities expressed by all stakeholders. Hence, in NEPADs normative model, public participation is specifically seen as a part of good governance, and part of the way to assess the state of governance in a country.

2.15 ADVANTAGES OF PUBLIC PARTICIPATION

- **Reduction of psychological suffering and apathy**

Strange (1972:652) involvement in public participation activities reduces psychological suffering and overcomes the apathy of ordinary citizen, and should be the fundamental reason for urging citizen participation. Kweit and Kweits (1977:35e) indicate that participation increases the citizens sense of efficacy, that is, the belief on the part of the citizen that he or she has the ability and competence to influence government in its planning and decision making. Public participation as an affirmative activity can contribute to the enhancement of the Aristotelian concept of a political person who can be fulfilled as a human by taking part in the actions of polity (Kweit & Kweit, 1977:35).

- **Positive application of citizen powers**

Citizen Participation can serve as a means of converting dependency into independence is, converting the poor from passive consumers of the services of others into producers of those services. By repressing citizen participation, government authorities may deprive themselves, and their ability to render services, of a vast source of manpower, information and expertise for the attainment to grow. As citizens need the local authorities to deliver services to them, the effective of these services may be enhanced by the involvement of the citizen in citizen delivery (Bekker,1996:76).

- **Converting opponents**

Citizen participation may influence citizen behavior positively and provide a technique whereby opponents may be co-opted into positively contributing to programme which traditionally have been replete with conflict. This may include the broadening of the power base of management committee system at local government level, and the formation of integrated local authorities, with the only discriminating factor being proximity rather than ethnicity. While co-option has great potential for abuse by government authorities and citizen groups, it may be a boom for all parties involved (Bekker, 1996:76).

- **Information dissemination**

The effective and efficient distribution of accurate information is essential for citizen participation, whether it be government sponsored or citizen- instated. It is also essential for optimal goal achievement and relationship- building (Bekker, 1996:76).

- **Restraining the abuse of authority**

Citizen participation groups, when they have access to information concerning government activities, may constitute an effective check on the exercise of the discretion of public managers, compelling the latter to be more sensitive to the implications of the reasons why citizen participation is not always encouraged by government authorities (Bekker, 1996:76).

2.16 THE CONCEPT OF DEVELOPMENT ON PUBLIC PARTICIPATION

Esman (1991:5) defined development as a steady progress toward improvement in the human condition; reduction and eventual elimination of poverty, ignorance, and disease; and expansion of well-being and opportunity for all. It entails rapid change, but change alone is insufficient; it must be directed to specific ends. Development involves societal transformation political, social and cultural as well as economic; it implies modernization, secularization, industrialization, and urbanization, but not necessarily Westernization. On the other hand Bryant & White (1982:5) defined development as a process through which human potentials are realized. according to David Korten(as cited in Meyer, Theron& Van Rooyen 1975:15) say that development is a process by which people in the community increase both institution and personal capacities for effective and sustainable management of available resources for improving the general well-being of inhabitants.

According to the Reconstruction and Development (1994:2), development is not about service delivery of goods to a passive citizenry. It is about involvement and growing employment. According to Lisk (1988:100), development is linked with popular public participation in the making and implementation of policy decisions at all levels including economic, physical and social activities. Being a multi-dimensional concept, development is closely linked with public participation for promoting better life for the people (Kenny 1994: 10). Development is multi-dimensional, with scholars and practitioners disagreeing, however, on relative emphasis, priority, and timing. This definition is broad and attempts to take into cognizance all that can be referred to as development. However there are always dangers of being too broad, which result in losing focus of the main tenets of development. Recent writings by post-modernists even claim that there is no development, while others, like Gustavo Esteva, have argued that the term itself, underdevelopment, was only coined by President Truman during his inauguration speech (Sachs, 1992: Schuurman, 1993: 23).

The concept development has many dimensions such as economic development, physical development and social development. Economic development is aimed at trade, mining, industry and agriculture. Initiatives of projects at community level are undertaken by local

people. Physical development is concerned with infrastructural provisions, for instance, regional planning, water supply, housing and road building.

As far as social development is concerned, it relates to health, education, culture and social welfare services. Its objectives are for attaining human development and effective public services. It has been observed that for most western nations, the concept of development is synonymous with economic growth. In the distance past it was stated that the gap between the poor and rich countries enlarged because of unequal distribution of resources thereby leading to poor economic growth. Economists came up with the concept economic development to explain the phenomenon of development. Economic development has been used in local government since long in order to explain the condition necessary for employing scarce resources judiciously. Ultimately, after much research the nature of development was emphasized from collective application of human resources targeted towards the promotion of public welfare in the community. The concept of community development was used for the first time in 1948 at the Cambridge Conference (Ferrinho 1980:40). Jeppe (1980), cited in Roodt (2001:470), community development is the conscious process wherein small, geographical contiguous communities are assisted by more developed communities to achieve improved standards of social and economic life. Kramer (1983:31) as a process through which various methods are employed by people for attaining participation goals. According to Lombard (1991:120) community development is a process that involves community involvement and participation. This denotes that participation strengthens the efforts of local people for mobilizing resources.

2.17 LEVELS OF PUBLIC PARTICIPATION

- **Extractions public participation**

This type of public participation is reminiscent with central government development planning where 'blue-print' plans are drawn-up and handed to the local government. In this framework, policy-makers see public participation as a process of drawing-in people into the making and implementation of policy. In this case people are seen as a resource potential in the policy making process. Communities have readily available and free labour for local government modernization programme (Knoetze, 1984:99). Public participation, people are often treated as objects to be acted upon by policy makers (White, 2003:43).

- **Vertical public participation**

This kind of public participation manifests itself in the circumstances where community power brokers develop mutually beneficial relations with individual elites as the basis for people's mobilization for participation. In this form of participation a community appoints one or more of its formal representatives in a policy-making institution (White, 2003:44). The basic understanding is that less people are represented in policy-making institution; their interest, preferences and demands would most likely be sidelined or overlooked. In this case public participation is understood in terms of representation.

- **Handout-induced public participation**

The handout-induced approach to public participation tends to maintain the supremacy of professional knowledge and expertise. This approach often stifles people's initiatives, as people have to wait for professional guidance and approval to make and implement policy. Dependence, therefore, develops and leads to paternalism. The orientation of this approach is the modernization school of thought, which believes that poverty is caused by internal factors such as ignorance, disease, disasters and climatic condition (Patton 1989:11).

2.18 PUBLIC PARTICIPATION IN POLICY MAKING

According to Fred (2003:80) policy making is a process of continued action by which local government determines what action should be taken and which goals should be achieved for the benefit of the community. Meyer and Cloete & Cloete and Wissink, 2000:104-105, writing on Policy Agenda Setting argue for a distinction between various forms of public or community participation in the policy process, namely political representation: this usually takes place through a democratic process of electing councilors, in the case of Municipalities. These representatives will usually be responsive and responsible to a mandate process (for example, in the form of an election manifesto) and would also report back on achievements or setbacks or in order to obtain ratification on decisions they have taken in the course of their work and seek new mandates from the community.

Meyer and Cloete (in Cloete and Wissink, 2000:104-105) contend that involvement of leaders of legitimate organizations representing different interest groups within a community: again these leaders carry the responsibility to be the ears of their constituencies and to articulate the positions of these constituencies, through regular mandating and feedback throughout the policy process. Involvement of individual opinion leaders: this form in particular requires a certain level of respect and trust bestowed on the individual by the community. The community entrust these individuals with the responsibility to articulate what the community believes is meaningful to it. Direct involvement of ordinary members of the public: this form of public participation can be viewed as a true form of public engagement in that members of a community would on their own attend and participate in discussions and debates over issues of community concern. Therefore, the level of public attendance at public meetings is usually the first indication of support of the policy process.

According to Booysen (2001:17-18) “Stakeholder participation and consultation in local government restructuring generally took a high profile in the policy development process, incorporating switches in formats and stakeholder targets. The Local Government Negotiating Forum (LGNF), supported by the Local Government Transition Act of 1993 was a core institution in the run-up to the democratic local government dispensation”. The White Paper on Local Government (March 1998) is the first national policy framework for local government in the post-apartheid period. The White Paper provided a map that needs to be followed in order to reach a new democratic system of local government that will take the nation into the 21st century. The most important policy decisions filtered through the White Paper are:

- a developmental vision for local government’s new role in the context (“developmental local government”);
- a deeper understanding of co-operative government and some of its implications for decentralization;
- clarification of institutional arrangements for both Metro and non-Metro areas;
- Outlining the sources of local government income and the equitable share of revenue to which local government is entitled from the national;
- Options for municipal political and administrative arrangements (Introduction to Local Government Legislation, Plan Act, 2001).

The White Paper on Local Government further stresses that developmental government must ensure that all communities have access to basic services that everyone can participate in decision-making and planning, that the local economy grows, that job opportunities increase and that local resources are used wisely to improve the quality of life for everyone, now and in the future. Developmental local government has four interrelated characteristics which are listed hereunder:

- Maximum social development and economic growth;
- Integrating and coordinating;
- Leading and learning; and
- Democratizing development.

The White Paper on Local Government furthermore put forward three interrelated approaches which can assist municipalities to achieve the developmental outcomes namely:

- Integrated Development Plan; and
- Performance Management

Performance management aims at improving the effectiveness and efficiency of local government by helping municipalities to focus on strategic priorities and measuring results and at improving municipal accountability to local citizens. The White Paper states that one of the objectives of local government is “to provide democratic and accountable government for communities and to encourage the involvement of communities and community organizations in the matters of local government”. This places the communities at the Centre of development.

2.19 PUBLIC PARTICIPATION IN THE NAME CHANGE

Xaba (2009) researched about the name change of the St. Lucia Wetland Park to Isimangaliso Wetland Park and the study was located within the sub-discipline of implementation theory as a central theory of public policy. The researcher examined in detail the perceptions of the community and office-bearers responsible for the area about the process of public participation in the name changing process. Xaba discussed the impact and the implications of the process of

public participation in decision-making in his case study for the process of name-changing in South Africa and for theories of public policy implementation.

In the study interviews were done with all the affected and interested parties to investigate their participation in the process of renaming of the park. Consultation as the ingredient of participation was debated in the study and it was “claimed by a representative from the park authority in a personal interview that in changing the name of the park, there was an extensive process of consultation with all interested and affected parties, both locally and internationally” (Xaba, 2009:50). The representative of the park authority and the mayor were the key players in the process of consultation and they claimed that there was consultation in the process. “A representative from the Isimangaliso Wetland Park Authority (who is also mayor) further claims that there was a positive response from the community to a process of consultation. He said that the enthusiasm of the community was demonstrated by their active participation in such a way that they ended up with many suggestions for a new name from the community” (ibid, 53). This process of consultation has been debated with regard to the decisions made to the choosing of the name Isimangaliso Wetland Park among others.

The representative claims that the name proposed by the park authority was not the one which was chosen. Instead, a decision was made by the National Department of Environmental Affairs and Tourism on the proposed name and the suggestion that was made by the authority was not the one that was selected. A representative of the park authority (and mayor) does not know how the decision was made to choose the particular name Isimangaliso Wetland Park. This suggests that there is no direct link between the process of consultation and the decision that was made to re-name the park with specific name. Certainly, it is also apparent that no mechanism to report back to the park authority, involved in the consultation process, about how the name was chosen was established. Despite this, the same representative when asked whether there were objections from any other parties to the consultation process replied that the process ‘was a smooth one’ and also said, ‘no, no! In fact we have all come to love the name Isimangaliso, it has a history to it (ibid, 53-54).

Xaba, in his analysis, argued that this process was flawed in choosing this name. He presented counter argument from the stakeholders from Mtubatuba Local municipality; it is in this that

these stakeholders, for example, said that they were not involved in any consultative process of any nature with regards to the re-naming of the park. They were amazed by the fact that a process of consultation had apparently taken place. “According to the councilor the park authority does not involve the community in any decision-making processes about the park and, in effect, ignores the community. If this is so, it would appear that the community is not able to identify with the park or to define themselves as a people that are a part of the park” (ibid, 56). In emphasizing this point, he said that “this might be a key reason why there was a public outcry at the re-naming of the park from the communities in this area. If people do not feel that they are a part of something, they might not feel any animosity if decisions are made about it” (ibid, 56). It is in the same argument that the notion of power came in whereby “the representative of the community also indicated that he/she felt that his/her own role as a representative of the community was frequently undermined by the park authority” (ibid, 56).

The communities around the park, which was the subject of study, were divided on the issue of consultation. Half of the community members who were interviewed stated “that there was not a process of consultation. They disputed any claim that the community participated in any kind of consultative discussions with the park authorities or with government officials. Community members stated that they did not recollect any izimbizo where they were invited to discuss and debate the new name put forth for the park or to offer their suggestions for a name. (Xaba, 2009:60). It was also found that, “representatives from uMkhanyakude district municipality were involved, they also felt dissatisfied about the process. Such representatives believe that the process of consultation was not properly fulfilled and that the district municipality should have had a greater role in the consultative process” (Ibid, 61). But the “interviewee from Mtubatuba Local Municipality indicated that he was not consulted about the re-naming of the park” (ibid, 61) and “in fact, he claims that that the park authorities are very inclusive towards the municipality. This balanced response by the representative seems to indicate that the consultation process for the changing of the name was far narrower than claimed by the park authority” (ibid, 62). Xaba (2009:86-87) said that there was no kind of consultation with the community of Khula Village concerning the name change, yet they accepted the outcome.

Therefore, it can be concluded that the community didn't participate in the implementation decision-making process. In assessing the processes and procedures followed during the re-

naming, there is no evidence that the community was involved at any stage of the process of implementation decision-making, except that they were informed during the final event where the name was officially announced to the public at large. The findings of the study indicated, initially, that there were people or institutions that were informed rather than consulted.

The fieldwork continued it became clear that other parties and institutions, such as the local councilor and local municipalities, were neither consulted nor informed. This kind of consultation led to the conclusion that “there was a severe lack of public participation in the decision to change the name of the park. The authority failed to consult the communities living and working in the area. At no time were the communities provided with the opportunity to make any input into the process of re-naming the park” (Xaba, 2009:87). This conclusion is drawn from the interviewees perceptions, as one of the local councillor felt that “the lack of inclusion of the community, over time, by the park authority seems to have created an ‘us and them’ scenario. This is a perception that is rooted in a history of non-consultation and participation in the decisions that have been made and affect the lives of the community” (ibid, 57). The argument further asserted that “this ‘us and them’ perception did not originate with the name-changing process, but rather has been built over through a history of non-inclusion” (ibid, 57).

Innes & Booher (2004:422) argued that “participation must be collaborative and it should incorporate not only citizens, but also organized interests, profit-making and non-profit organizations, planners and public administrators in a common framework where all are interacting and influencing one another and all are acting independently in the world as well. This is not one-way communication from citizens to government or government to citizens. It is a multi-dimensional model where communication, learning and action are joined together and where the polity, interests and citizenry co-evolve.” These two scholars were not only arguing from the United States perspective but from the general conception of participation around the world which is only limited to government and citizens. What they are advocating for is the new conceptualization of participation which encompasses all interests groups or stakeholders such as these organized interests, profit-making and non-profit organizations, planners and public administrators. It is in this respect that participation is not limited between the government and citizens. This is because all the decisions carried out by different governments in different

countries affect not only the citizens but also these interests groups in one way or another and these groups are eligible to participate in all the issues that affect them.

Innes & Booher (2004:422-423) identified five purposes of public participation in policy decision-making as follows; participation is for decision makers to find out what the public's preferences are so these can play a part in their decisions, it is to improve decisions by incorporating citizens' local knowledge into the calculus. Both purposes are increasingly important as government gets larger and more distant from its constituencies, participation is meant to advance fairness and justice. There are systematic reasons why the needs and preferences of many groups, particularly the least advantaged, are not recognized through the normal information sources and analytic procedures. These needs may only come onto the radar screen during an open participation process, public participation is about getting legitimacy for public decisions. If a planner can say "we held a dozen public hearings and reviewed hundreds of comments and everyone who wanted to had a chance to say his piece", then whatever is decided is, at least in theory, democratic and legitimate, and participation is something planners and public officials do because the law requires it.

2.20 CONCLUSION

Public participation is a national, continental and international practice linked to development, but also to state building and democracy. Draft National Policy Framework for participations (2005) states that public participation 'could promoted in order to make development plans and services more relevant to local community needs and conditions, in order to hand over responsibility for services and promote community action, and to empower communities to have control over their own lives and livelihoods'. These points are mirrored in the white paper on local government's affirmation that citizen must participate in local government as 'consumers and service users, partners in resource mobilization, and voters and participates in policy processes'. We now explore the legislative framework in South Africa in more detail.

This chapter attempted to unpack the various legislative frameworks in which public participation is rooted in South Africa. It is important for ward councillors and officials to oversee the proper implementation of the provisions of these Acts for promoting public participation. This section also attempted to unpack the concept of public participation, ideals

views from different authors international and locally. The thread throughout was that communities should be enabled and encouraged to participate in matters affecting their lives in all spheres of the government, particularly in the local government spheres. The link between public participation and democracy was also stressed, indicating that in order for a democracy to flourish, a democratic government should exercise public participation. The chapter also focused on the importance of public participation in community development. It is found that public participation in community development is still leaves much to be desired.

Research design outlines the research design, research methodology, study area and population of the study, sampling techniques and size thereof, data collection method, data analysis procedures, and ethical considerations of the research respondents.

3.2 RESEARCH DESIGN

Research design is a blue print or detailed plan for how the study is to be conducted. It describes in general terms when, where and how the data is to be collected in the researcher's effort to answer the research question (Grinnell, 1993:45). It is a plan that guides the arrangement of conditions for collecting and analysis of data in a manner that aims to combine relevance to research purpose with economy in procedure (Blaxter, 1996:20).

Research design for the study is field study. Field study can be defined as studies that are conducted in the field or natural habitat of the subjects being studied as opposed to an artificial experimental laboratory (Bailey, 1994:29). Field studies are conducted in the actual environment in which phenomenon was originally observed (Weintraub, Kruger and Mitchell 2005:86). The researcher used field study because it is closer to real life and is going directly to the field to find and interview the respondents. Field studies are involved with less artificial situations and are based on realism; also they are intended to discover relations and interaction of human and social variables in a realistic setting.

3.3 RESEARCH METHODOLOGY

Research methodology explains and considers the logic behind research methods and techniques. It therefore has much wider scope than research methods which in turn, have a wider scope than research techniques such as attitude scales (Blaxter and Higgson-Smith,

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

This chapter focuses on the research design and methodology. It also describes the design of the empirical investigation of the importance of public participation in community development: Geographical name change within Makhado Municipality. The chapter inclusively outlines the research design, research methodology, study area and population of the study, sampling techniques and size thereafter, data collection method, data analysis procedures, and ethical considerations of the research respondents.

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3.3 RESEARCH METHODOLOGY

Research methodology explains and considers the logic behind research methods and techniques. It therefore has much wider scope than research methods which in turn, have a wider scope than research techniques such as attitude scales (Bless and Higson-Smith,

1995:38). For the purpose of this study, the researcher used a mixed methodology, which means both qualitative and quantitative research methodologies were used.

According to Bless, Higson-Smith and Kagee (2006: 44), quantitative research relies upon measurements and uses various scales. Babbie and Mouton (2001:21) state that qualitative approach is a method, through which researchers are employed to study human actions from the insiders' perspective, with the goal of developing an understanding rather than an explanation of human behavior. The reason why the researcher used qualitative method is because it enables the researcher to gain insight into the nature of the importance of public participation in community development and also enables the researcher to discover the challenges that exist within the changing of a name from Louis Trichardt to Makhado.

Qualitative study can be defined as research that is conducted using a range of methods which use qualifying words and description to record and investigate aspects of social reality (Bless, Higson-Smith and Kagee, 2006:184). It is research that emphasizes depth of understanding and the deeper meanings of the human experience and that aims to generate theoretically enriched observations (Wysocki, 1998:229). The researcher used qualitative method because the aim is to get a deeper understanding of the respondents' experiences. Qualitative studies help the researcher to explore the in-depth feelings of respondents, who in this case will be the elderly. Much can be gained from communicating directly with respondents such as observing their non-verbal behavior. Through using qualitative study the researcher will be able to get deeper meaning and understanding of the phenomenon being studied. Qualitative study generated ideas and helped the researcher to gain understanding of social life and meaning that people attach to everyday life. The researcher interviewed respondents and where possible translating language that they understand in order to get precise information.

3.4 STUDY AREA

The study area for this research is around the jurisdiction of Makhado Local Municipality, found in the Vhembe District Municipality of Limpopo province. Vhembe District Municipality consists of the following Municipalities, being; Makhado Local Municipality, Musina Local Municipality, Thulamela Local Municipality and Mutale Local Municipality. Makhado local municipality was first established on the 31st October 1934 as the Louis Trichardt Town

Council. With the new municipal demarcations, a number of municipalities were established in 1997. However, following the municipal structure Act 1998, the Municipalities were merged into a NP 344 Municipality that is now known as the Makhado Municipality. The establishment of the Makhado Municipality which comprises of 38 wards consists of the following areas such as Louis Trichardt, Nzhelele, Tshipise, Elim, Tshitale, Hlanganani, Levubu, Vuwani, Alldays, Buysdorp and Bandelierkop.

3.5 POPULATION OF THE STUDY

Babbie and Mouton (2001:174) define study population is that aggregation of elements from which the sample is actually selected. Population refers to a complete set of events, people or things to which the research findings are to be applied (Bless, Higson-smith and Kagee, 2006:184). For the purpose of this study, the respondents of this study were employees of Makhado Local municipality, councilors, ward committee members, traditional leaders and community members. The total population of Makhado Local Municipality is 496524.

3.6 SAMPLING

Cooper and Schindler (2006:72) define a sample as a part of the target population, carefully selected to represent that population. On the other hand, Babbie (2005:104) identifies a sample as what or who is being studied. For the purposes of this study, the sample involved municipal officials, ward councilors ward committee members, traditional leaders and members of the community.

3.6.1 Sampling method

The type of sampling which is applicable for the study is non-probability using purposive sampling method as a subtype. Non-probability sampling is a situation where the researcher selects individuals because they are available, convenient and represent some characteristics the investigator seek to study (Creswell, 2005:149). The reason for using purposive sampling method in this study is because it enables the researcher to obtain data from a sample of specific individuals with knowledge of setting, and experience of phenomenon under study (in this regard of importance of public participation on community development).

3.6.2 Sampling size

The sampling frame of this study is comprised of employees of Makhado Local municipality, councilors, ward committees' members, traditional leaders and community members. A sample will population of the study consists of 10 employees of Makhado Local Municipality, 15 councilors, 15 ward committees members, 05 organs of civil society, 07 Traditional Leaders, 20 selected community members as well as 01 representatives from each of the 08 political parties represented in council. The target sample frame consists of 80 participants.

Table 3.1 Sample size

RESPONDENTS	POPULATION	SAMPLE
Employees of Makhado Local Municipality	815	10
Councilors	37	15
Ward committee members	370	15
Organs of Civil Society(NGO'S)	05	05
Traditional leaders	28	07
Selected community members	495261	20
Political party representatives in council	08	08
TOTAL	496524	80

3.7 DATA COLLECTION

Data collection is a procedure specifying technique to be employed, measuring instruments to be utilized and activities to be conducted in implementing a research study (Grinnell, 1993:441). It is also defined as the gathering of information for a research project through a variety of data sources (Holloway, 1997:45). As the researcher used both qualitative and quantitative research methodologies, it means that two instruments to collect data were used which are an interview schedule and survey questionnaire.

The researcher will conduct open-ended interviews with the respondents of this study. The researcher will go to all communities of Makhado Local Municipality and interview the sampled respondents. The second instrument to collect data used in this study was a survey

questionnaire. The researcher will go to the respondents and distribute all the questionnaires to the respondents and on the third day the researcher will go and collect the questionnaire.

3.8 DATA ANALYSIS

Data analysis is the process of systematically searching and arranging the interview transcripts, field notes and other materials that you accumulate to increase your own understanding of them and enable you to present what you have discovered to others (Boeijie, 2010:76). It is the categorizing, ordering, manipulating and summarizing of data obtained in answers to research questions (Reid, 1981:71). Data collected using survey questionnaire will be analyzed by using Statistical Package for Social Sciences (SPSS) computer software programme. According to De Vos, Strydom, Fouche and Delport (2005:219) statistical analysis requires the raw data be in the form of numerical codes or numbers for manual or computerized data analysis. The data will be presented in the form of tables, frequencies and percentage.

Narrative analysis is the data analysis method or procedure used in the study to analyze data collected using interview. Maree (2007:121) defines narrative analysis as a variety of procedures for interpreting (making meaning) of the narratives generated in research. It is also referred to as a form of recording where the researcher records descriptions of the interaction in his or her own words (Kumar, 2005:121). The researcher used narrative form of analyzing data because the respondents presented data in a formal structure, and the researcher narrated and recorded a description of the interactions on their own words by formal presentation. For the purpose of the study the researcher applied the steps of qualitative data analysis as recommended by Creswell (2003:190), which are outlined as follows:

- **Planning for Recording Data**

The researcher planned for recording data in a systematic manner that is appropriate to the settings and participants that facilitated analysis, before data collection commences. The researcher took notes during the interview as a way of recording data from respondents.

- **Data Collection and Preliminary Analysis**

The researcher will collect data from the respondents who are teenage mothers aged 13 to 19 years with children of at least 1 to 3 years, and analyzed the data collected guided by the initial

concepts and developing understanding and modifying them. The researcher also analyzed data by starting with that ideas for making sense of the data that emerge while the researcher is still in the field setting.

- **Managing and Organizing the Data**

The researcher managed and organized the data collected into a file folder. The researcher organized the data collected by making up copies of all the data (hand written) and put them in the files.

- **Reading and Writing Memos**

The researcher read the data and become familiar with the information. The researcher also read the data in order to get a sense of the interview as a whole before breaking it into parts. The researcher also wrote the memos in order to explore the data.

- **Generating Categories, Themes and Patterns**

In the process of generating categories, the researcher will noted regularities in the setting or people chosen for the study. The researcher also identified themes and patterns in the study and classify them as a form of the data.

- **Coding the Data**

The researcher coded the data collected in order to present the data or the analytic thinking formally. The researcher used codes such as abbreviations of key words and numbers when writing or coding the data which the researcher collected in the field setting.

- **Testing Emergent Understandings**

As the researcher codes the data, new understandings may well emerge, then the researcher began the process of evaluating the developing understanding and exploring through the data. The researcher also evaluated the data for their usefulness and centrality. The researcher determined how useful the data are in illuminating the questions being explored and how central they are to the story that is unfolding about the social phenomena being studied.

• Searching for Alternative Explanations

The researcher searched for alternative explanations for these data and the linkages among them. Alternative explanations always exist, the researcher will search for, identify and describe them and then demonstrate why the explanation offered is the most plausible of all.

• Writing the Report

The researcher presented the data in a textual format by writing the reports. The report writing included presenting information in a table form and using particular words to summarize and reflect the complexity of data.

3.9 ETHICAL CONSIDERATION

Ethics in research are concerned with whether the behavior conforms to a code or a set of principles (Bless, Higson-Smith and Kagee, 2006:140). Ethics are guidelines for the research that enable a researcher to ensure that all respondents participate voluntarily and are not harmed (Wysocki, 1998:228). The ethics adhered to in this study are as follows:

3.9.1 Informed Consent

Informed consent implies that the researcher should obtain the necessary permission from the respondents after they have been thoroughly and truthfully informed about the purpose of the interview and investigation (Welman, Kruger and Mitchell, 2005:201). For the purpose of the study, the researcher asked permission from the teenage mothers to find information from them and inform them about the interview and when will it take place. The researcher also asked permission from the parents of the teenage mothers to interview their children.

3.9.2 Voluntary Subject Participation

The voluntary subject participation implies that the consent of participants in the study is voluntary and informed without only implied deprivation or penalty for refusing to participate (Grinnell and Williams, 1990:11). The researcher informed the teenage mothers who are the respondents about the purpose of the study and that it is not compulsory to participate but voluntary.

3.9.3 Protection from Harm

Protection from harm implies that the respondents should be given the assurance that they will be protected against any physical and emotional harm (Welman *et al.*, 2005:201). The researcher in the study assured the teenage mothers that there is no way that the study could be harmful to them because they are not going to be exposed to any harmful situation. The researcher also used a language that is acceptable to the respondents to avoid emotional harm.

3.9.4 Respect for Privacy

Respect for privacy means that the respondents should be informed that their identity will remain anonymous (Welman *et al.*, 2005:201). The researcher in the study kept the respondents' information private and also informs them that their personal information will not be discussed. The researcher did not ask the respondents their identity in order to assure privacy.

3.10 CONCLUSION

The chapter was about introduction, research design, research methodology, study area and population and of the study, sampling and procedure, data collection and methods, and data collection instrument. The chapter was also about data analysis and ethical consideration.

Table 4.1 Gender of respondents

Gender	Frequency	Percentage
Male	40	53.3%
Female	35	46.7%
TOTAL	75	100%

The table above presents the biographical information of the respondents in terms of gender. The researcher managed to reach all the respondents, a total of 75, of the 75 respondents, 40 (53.3%) were males whereas 35 (46.7%) were females. The data questionnaire distributed to

CHAPTER 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

In the previous chapter, the researcher discussed the research design and methodology that underpin this study. This chapter will present, analyze and interpret data collected through questionnaire and interview schedule. The following sections focus on reporting the empirical investigation by providing answers to the perceptions and understanding of the importance of public participation in community development: Geographical name change within Makhado Municipality.

4.2 ANALYSIS OF DATA COLLECTED THROUGH QUESTIONNAIRE

Responses gathered through questionnaire will be presented in a tabular format, frequencies and percentages. Two sections which consist of biographical details of respondents and public participation in community development will be presented.

4.2.1 Section A: Biographical Details of Respondents

In this sub-section the researcher presents the biographical information of the respondents in this study. The information is presented in tabular format, frequencies and percentages and followed by a synthesis of the findings.

Table 4.1 Gender of respondents

Response	Frequencies	Percentage
Male	40	53.3%
Female	35	46.7%
TOTAL	75	100%

The table above presents the biographical information of the respondents in terms of gender. The researcher managed to reach all the respondents of a total of 75, of the 75 respondents, 40 (53.3%) were males whereas 35 (46.7%) were females. The entire questionnaire distributed to

the respondents was returned to the researcher. The respondents in this study all live in Makhado Local Municipality of Limpopo Province. There were more female respondents than men

Table 4.2 Age of respondents

Response	Frequencies	Percentage
Less than 30 years	07	9.3%
31 – 40 years	27	36.0%
41 – 50 years	16	21.3%
51 – 60 years	14	18.7%
61 years and older	11	14.7%
TOTAL	75	100%

Most of the respondents, 27 (36.0%) who took part in this study were aged between 31 and 40 years. Sixteen (21.3%) of the respondents were aged between 41 and 50, and fourteen (18.7%) were between 51 and 60. Few respondent at eleven (14.7%) were older than 61 years of age and the least at seven (9.3%) were youth aged at less than 30 years. The researcher can therefore conclude that, there has been a relatively better representation of the population in terms of age distribution.

Table 4.3 Position of Respondents in the Community

Response	Frequencies	Percentage
Employees of Makhado Local Municipality	08	10.7%
Councillors	14	18.7%
Ward committee members	15	20.0%
Organs of Civil Society(NGO'S)	04	5.3%
Traditional leaders	10	13.3%
Selected community members	17	22.7%
Political party representatives in council	07	9.3%
TOTAL	75	100%

During the time of data collection, majority of the respondents who constituted 17 (22.7%) were selected community members. 15 (20.0%) of the ward committee members took part in this study. Fourteen 14 (18,7%) councillors also responded to the questionnaires, while ten traditional leaders at (13.3%) took part in this study. Eight (08) employees of Makhado Local Municipality who constituted (10.7%) of the total number of respondents successfully completed the questionnaires. 07 (9.3%) of the political party representatives in council answered the questionnaire and only 04 (5.3%) were Organs of Civil Society (NGO'S). The majority of the population who took part in this study were community members, who at the same time formed an integral part of the study.

Table 4.4 Language of Respondents

Response	Frequencies	Percentage
Tshivenda	34	45.3%
Xitsonga	27	36.0%
English	03	4.0%
Afrikaans	06	8.0%
Other, please specify	05	6.7%
TOTAL	75	100%

With regard to language proficiency of the respondents, 34 at (45.3%) were speaking Tshivenda, whereas 27 at (36.0%) were speaking Xitsonga. From 75 respondents, six at (8.0%) were speaking Afrikaans, whereas five at (6.7%) were speaking other languages and that 03 at (4.0%) were speaking English. It can be concluded that majority of respondents were speak Tshivenda.

4.2.2 Section B: Public Participation in Community Development

In this sub-section, data is analysed using graphical statistics which is further divided into four themes which arose from the survey questionnaire respondents. The four themes are challenges that hinder the naming of the town Louis Trichardt to Makhado, the protest against the name Makhado by group of people which are under the municipality, the importance of Public

Participation in Makhado Municipality and the mechanisms that can be used to enhance effective public participation.

4.2.2.1 Major challenges that hinder the naming of the town Louis Trichardt to Makhado

This sub-section presents data regarding the major challenges that hinder the naming of the town Louis Trichardt to Makhado. The data is presented in the form of tables followed by brief interpretation.

Table 4.5 Community members participated in the geographical name change process

Response	Frequencies	Percentage
Strongly agree	19	25.3%
Agree	39	52.0%
Not sure	06	8.0%
Disagree	10	13.3%
Strongly disagree	01	1.3%
TOTAL	75	100%

Thirty-nine (52.0%) of the respondents agreed with the idea that community members participated in the geographical name change process, 19 (25,3%) respondents strongly agreed. On the other hand, 10 (13.3%) disagreed and on 01 (1.3%) strongly disagreed with that community members participated in the geographical name change process. Six (06) (8,0%) respondents were not sure whether community members participated in the geographical name change process or not. Most of the respondents in Makhado local municipality were aware of the significance of participation for geographical name change process. The statistics shows that to a greater extent respondents participate in community development.

Table 4.6 Local municipality consult community members for any development process going on in the community

Response	Frequencies	Percentage
Strongly agree	12	16.0%
Agree	40	53.3%
Not Sure	08	10.7%
Disagree	12	16.0%
Strongly disagree	03	4.0%
TOTAL	75	100%

Eight (10,7%) respondents in the study were not sure whether local municipality consult community members for any development process going on in the community or not. While 12 (16.0%) of the respondents strongly agreed, forty respondents (53.3%) just agreed that local municipality consult community members for any development process going on in the community. On the other hand, few respondents at 03 (4.0%) strongly disagreed that local municipality consult community members for any development process going on in the community where as 12 (16.0%) disagreed. The figures indicate that consultation by local municipality was satisfactory to the majority of the community members.

Table 4.7 Community structures are open to community members in any community development activity

Response	Frequencies	Percentage
Strongly agree	14	18.7%
Agree	34	45.3%
Not Sure	17	22.7%
Disagree	05	6.7%
Strongly disagree	05	6.7%
TOTAL	75	100%

Most respondents at 34 (45.3%) agreed that community structures are open to community members in any community development activity, on the other hand, 05 (6.7%) respondents

disagreed with the idea of community structures are open to community members in any community development activity, whereas. Fourteen (18.7%) respondents strongly agreed that there is openness from community structures to community members with regard to community development activity, whereas only 05 (6.7%) strongly disagreed. Seventeen (22.7%) were not sure whether community structures are open to community members in any community development activity or not. Such a statistics indicate that openness from community structures is satisfactory to the majority of community members.

Table 4.8 Local municipality ensures that communities are aware about name change

Response	Frequencies	Percentage
Strongly agree	19	25.3%
Agree	37	49.3%
Not Sure	03	4.0%
Disagree	09	12.0%
Strongly disagree	07	9.3%
TOTAL	75	100%

Three (4.0%) respondents were not sure whether local municipality ensures that communities are aware about name change or not. Nineteen (25.3%) strongly agreed with the idea, whereas the majority at 37 (49.3%) merely agreed with the idea that local municipality ensures that communities are aware about name change. On the other hand, 09 (12.0%) merely disagreed while seven (9.3%) strongly disagreed that local municipality ensures that communities are aware about name change. The largest number of the respondents revealed that the local municipality ensures that communities are aware about name change.

Table 4.9 Local municipality encourages community members to participate for effective community development

Response	Frequencies	Percentage
Strongly agree	16	21.3%
Agree	32	42.7%
Not Sure	15	20.0%
Disagree	05	6.7%
Strongly disagree	07	9.3%
TOTAL	75	100%

More respondents at 32 (42.7%) agreed with the idea that local municipality encouraged community members to participate in community development, and 16 (21.3%) strongly agreed. On the other hand, 05 (6,7%) disagreed that local municipality encouraged community members to participate for effective development of the community, whereas 07 (9.3%) strongly disagreed and 15 (20.0%) were not sure. The figures above indicate that the respondents were encouraged by the local municipality to participate in community development. Community members were most likely to be encouraged to participate in developing their community.

4.2.2.2 The protest against the name Makhado by group of people which are under the Municipality

This portion presents the protest against the name Makhado by group of people which are under the municipality. It also provides an understanding of the protest against the name Makhado by group of people which are under the municipality. The information in this section are presented in graphical and tabular forms and followed by a discussion of the findings.

Not Sure	15	20.0%
Disagree	05	6.7%
Strongly disagree	07	9.3%
TOTAL	75	100%

Table 4.10 The local municipality influence community members to participate in Community development.

Response	Frequencies	Percentage
Strongly agree	23	30.7%
Agree	30	40.0%
Not Sure	14	18.7%
Disagree	06	8.0%
Strongly disagree	02	2.7%
TOTAL	75	100%

The majority of respondents at 30 (40.0%) agreed that local municipality influence community members to participate development, 23 (30.7%) strongly agreed. On the other hand, 06 (8.0%) disagreed and just 02 (2.7%) strongly disagreed with the idea that local municipality influenced members of the community to participate in community development projects. Only 14 (18,7%) revealed that they were not sure whether local municipality influenced community members to participate in community development project or not. Just above, the statistics were in favour that residents were being influenced by local municipality to participate in developing the community. Fifty-three at (70.7%) respondents for example, responded that local municipality do influence community members to participate in community development projects.

Table 4.11 Community members are committed to participate in community development

Response	Frequencies	Percentage
Strongly agree	14	18.7%
Agree	35	46.7%
Not Sure	15	20.0%
Disagree	07	9.3%
Strongly disagree	04	5.3%
TOTAL	75	100%

With regard to commitment of community members to participation in community development projects, 35 (46.7%) of the respondents agreed, while 14 (18,7%) strongly agreed with the idea that community members were committed to participate in community development. Only 07 (9.3%) disagreed and a mere 04 (5.3%) strongly disagreed respectively that community members were not committed to participate in community development, and 15 (20.0%) were not sure in that regard. When people were given tasks to gather information and act upon it, they became committed to participate. When the participants were made to do the work on their own by being given responsibilities to seek solutions to their own by being given responsibilities to seek solutions to their challenges, they took charge of the events.

Table 4.12 Community members attend workshops related to geographical name change processes

Response	Frequencies	Percentage
Strongly agree	13	17.3%
Agree	34	45.3%
Not Sure	14	18.7%
Disagree	04	5.3%
Strongly disagree	10	13.3%
TOTAL	75	100%

Workshops are one form of communication and on this aspect, fourteen at (18.7%) of the respondents were not sure whether community members were able to attend workshops on geographical name change process, on the other hand, 04 (5,3%) disagreed that community members attended workshops related to geographical name change process. 10 (13.3%) strongly disagreed that community members attended workshops related to community development. On the other hand, 34 (45.3%) agreed that some community members did attend workshops related to the development of the community. Only 13 (17.3%) strongly agreed. Though most community members attended community development workshops, the figures need to increase in favour of disclosing information to the community in order to ensure satisfactory on the part of the community members at all times.

Table 4.13 Community members are aware of the geographical name change process

Response	Frequencies	Percentage
Strongly agree	09	12.0%
Agree	42	56.0%
Not Sure	09	12.0%
Disagree	09	12.0%
Strongly disagree	06	8.0%
TOTAL	75	100%

Community members should be aware of the geographical name change process, 42 (56,0%) of the respondents agreed that community members are aware of the geographical name change process, and only 09 (12.0%) strongly agreed to the statement. A total of 09 (12.0%) alluded that they are not sure whether community members are aware of the geographical name change process or not. Six (8.0%) revealed that they agreed that community members are aware of the geographical name change process whereas 09 at (12.0%) strongly disagreed with the statement. Majority of the respondents revealed that community members are aware of the geographical name change process.

Table 4.14 Community structures attend IDP meetings as convened by local municipality

Response	Frequencies	Percentage
Strongly agree	13	17.3%
Agree	26	34.7%
Not Sure	20	26.7%
Disagree	06	8.0%
Strongly disagree	10	13.3%
TOTAL	75	100%

Only a total of 39 (52.0%) of the respondents agreed that community structures did attend Integrated Development Programme (IDP) meetings as convened by local municipality,

16(21.3%) disagreed and 20 (26.7%) were not sure whether community structures attended IDP meetings as convened by local municipality or not. If community structures attend IDP workshops at the local municipality, they will promote participation of all citizens in the community.

4.2.2.3 The importance of Public Participation in Makhado Municipality

This section provide a description of the importance of public participation in Makhado municipality, and the information in this section are presented in graphical and tabular forms and followed by discussions.

Table 4.15 Community members receive feedback related to community development

Response	Frequencies	Percentage
Strongly agree	17	22.7%
Agree	35	46.7%
Not Sure	13	17.3%
Disagree	07	9.3%
Strongly disagree	03	4.0%
TOTAL	75	100%

The majority of respondents at 35 (46,7%) agreed with the idea that community members did receive feedback on community development activities, 17 (22.7%) strongly agreed with the **statement**. **On the other hand**, 07 (9,3%) disagreed and just 03 (4.0%) strongly disagreed with the idea that community members received feedback related to community development. Only 13 (17,3%) revealed that they were not sure whether community members did receive feedback related to community development activities or not. Such statistics revealed that feedback was provided to the citizens to be aware of development activities that were taking place in the community.

Table 4.16 The local municipality respect the worthy of community members' inputs

Response	Frequencies	Percentage
Strongly agree	02	2.7%
Agree	43	57.3%
Not Sure	11	14.7%
Disagree	09	12.0%
Strongly disagree	10	13.3%
TOTAL	75	100%

Regarding the fact that local municipality are better located to encourage people's participation, a total of 43 (57,3%) of the respondents agreed with the statement that local municipality did respect community members inputs, while a total of 02 (2.7%) strongly agreed with the statement. On the other hand, nine respondents constituting (12.0%) disagreed with the statement, meaning that to them, local municipality did not respect the worthy of community members' inputs, while 10 (13.3%) strongly disagreed. Eleven (14.7%) respondents revealed that they were not sure whether local municipality respected the worthy of community members' inputs. Community members' inputs were regarded worthy by local municipality and by so doing, community members felt self-actualised and self-esteemed. Community members felt confident and respected in the community as they participated. All inputs were treated with respect and welcomed as a source of inspirations with potential values for the entire community. Local municipality encouraged all citizens to bring forth their best for the common good.

Table 4.17 Participation by community members enables community development

Response	Frequencies	Percentage
Strongly agree	16	21.3%
Agree	32	42.7%
Not Sure	10	13.3%
Disagree	11	14.7%
Strongly disagree	06	8.0%
TOTAL	75	100%

Despite the fact that participation is one of the key ingredient of an empowered rural community, the majority of 32 (42.7%) of the respondents agreed with the idea that participation by community members enables community to develop, only 16 (21,3%) strongly agreed with the statement. On the other hand, 11 (14.7%) of the respondents disagreed while 06 (08.0%) strongly disagreed. Only 10 (13.3%) indicated that they were not sure about this idea. The majority of community members did participate for interaction with other community members in that they regarded community participation as the best platforms for social interaction. So participation is, in Makhado municipality is an end of development. Participation is one of the key ingredients of an empowered community.

Table 4.18 Community members have adequate information to participate efficiently towards community development

Response	Frequencies	Percentage
Strongly agree	14	18.7%
Agree	32	44.0%
Not Sure	08	10.7%
Disagree	09	12.0%
Strongly disagree	11	14.7%
TOTAL	75	100%

A total of 46 (61.3%) respondents were of the idea that community members do have adequate information to participate efficiently in community development projects, while 08 (10.7%) were not sure. On the other hand, 20 (26.7%) disagreed with the statement that community members had adequate information to participate efficiently in community development projects, which suggested that they were not having full information in order to participate fully towards community development. However, there is a need to ensure that adequate information at all times have to reach the majority of community members for fully active participation.

4.2.2.4 Mechanisms that can be used to enhance effective public participation

The following paragraph focuses on the mechanisms that can be used to enhance effective public participation. The responses to a questionnaire items are presented graphically and in a table form and are followed by a discussion of the findings for the item.

Table 4.19 Community members are aware as to where to lodge complains when they are unhappy with the project

Response	Frequencies	Percentage
Strongly agree	29	38.7%
Agree	18	24.0%
Not Sure	14	18.7%
Disagree	05	6.7%
Strongly disagree	09	12.0%
TOTAL	75	100%

According to the respondents, 29 at a total of (38.7%), the majority of the respondents strongly agreed that community were aware on where they could lodge a complaint for redress. Five (6.7%) disagreed that community members were not aware as to where to lodge complains when they were unhappy with the project, and while 18 at (24.0%) of the respondents agreed, 09 (12.0%) on the other hand strongly disagreed. 14 (18,7%) of the respondents were not sure about the statement. Community members should be always know where to lodge complains when they are unhappy about a certain project.

Table 4.20 There are resources for capacitating rural citizen to participate actively towards community development

Response	Frequencies	Percentage
Strongly agree	12	16.0%
Agree	37	49.3%
Not Sure	12	16.0%
Disagree	08	10.3%
Strongly disagree	06	8.0%
TOTAL	75	100%

The majority of the respondents at 37 (49.3%) agreed with the statement that there were availability of resources to capacitate rural citizens to actively participate towards the development of community, while 12 (16.0%) strongly agreed. 06 (8.0%) strongly disagreed with the statement. On the other hand, 08 (10.3%) disagreed that there were resources for

capacitating rural citizens to participate actively towards development of the community, while just 12 at (16.0%) were not sure with that regard. There should be resources to capacitate citizens to participate effectively and efficiently in the development of the communities.

Table 4.21 There is openness to participation in decision-making processes

Response	Frequencies	Percentage
Strongly agree	13	17.3%
Agree	32	42.7%
Not Sure	15	20.0%
Disagree	09	12.0%
Strongly disagree	06	8.0%
TOTAL	75	100%

The data presented in table 21 indicate that 32 at a total of (42.7%) of the respondents in the study agreed with the statement that there was openness to participate in decision-making processes, while 13 (17,3%) strongly agreed. On the other hand, nine (12.0%) disagreed with the idea that there was openness in decision-making, and while 06 (8.0%) of the respondents strongly disagreed. Fifteen (20.0%) were not sure in that regard. The figures show that there is openness to participate in decision-making processes. It means that a conclusion can be drawn that when people are made to participate in decision-making processes regarding issues that relate to and affect them, they become part of the initiatives and this sense of ownership encourages them to participate fully.

Table 4.22 Community members have development skills to benefit the community

Response	Frequencies	Percentage
Strongly agree	08	10.7%
Agree	34	45.3%
Not Sure	06	8.0%
Disagree	05	6.7%
Strongly disagree	22	29.3%
TOTAL	75	100%

While 08 (10.7%) of the respondents strongly agreed, thirty-four respondent at (45.3%) just agreed that community members in Makhado municipality did have development skills that can benefit the community future. On the other hand, 05 (6.7%) disagreed and on 22 (29.3%) strongly disagreed with the idea that community members had development skills to benefit the community's future. Six (8.0%) respondents were not sure whether community members did have development skills to benefit the community's future. The statistics show that community members did have a development skill which means that they were to be given an opportunity in the development projects.

4.2 ANALYSIS OF DATA COLLECTED THROUGH INTERVIEW

Responses gathered through interview schedule will be presented in a thematic-narrative format.

4.2.1 Question 1: What are the challenges that hinder the naming of the town Louis Trichardt to Makhado?

The respondents on this question revealed that the challenges that hinder the naming of the town Louis Trichardt to Makhado are as follows: racial trust become a problem, other group fill to retain their heritage, lack of trust between racial group and historical challenges of racial discrimination. Other participants' further state that people are afraid of changes (resistance to change) and they want to be part of any development from the initial stage, lack of historical background of the Town. The influence of the Afrikaners speaking people and some Shangaans against Vha-Venda speaking people and that there is an ethnic background of the name.

4.2.2 Question 2: Why there are protests against the name Makhado by group of people which are under the Municipality?

Participants alluded that the major reasons which lead to the strike are that; lack of understanding of the process itself, lack of sufficient consultation and that people always resort to change, particularly when they are not well informed. A group of people dominated by Afrikaners and Shangaans speaking people felt that they are dominated by Vha-Venda hence the protest. There are certain groups which were resisting for change and not comfortable with the preferred name, not being inclusive. There was no clear understanding of the process as they were not involved in the initial stage.

4.2.3 Question 3: What is the importance of public participation in Makhado?

Participants, who took part in this study, stated that the importance of public participation in Makhado includes; ownership of the project, information sharing, encourages further development within the society, and it promotes stability within the society. Some of the participants revealed that people must plan with their municipality for the development of their community. Community members must have say in the development of their communities and that it encompasses the ownership of the project which they have participated. It ensures proper public information sharing as communities own their development. Improve community development.

4.2.4 Question 4: What are the mechanisms that can be used to enhance effective participation?

Effective public participation is one of the key ingredients of an empowered rural community, and the participants in this question contended the following mechanisms which can be used to enhance effective participation; by the use of *imbizos*, by the use of traditional councils, and by the use of community radios and newspapers by the use of social networks (WhatsApp), community meetings, as well as training and workshop about the skills to be used when participating.

4.3 CONCLUSION

In this chapter, data obtained from the respondents was presented, analysed and interpreted in tabular form and thematic-narrative form on the importance of public participation in community development: Geographical name change within Makhado Municipality. The data obtained indicate that there was average of rural participation in the geographical name change process at Makhado local Municipality. Participation tends to outweigh the average participation that deters rural community participation in community development. The next chapter presents discussions of findings, conclusion and recommendations for further research studies and recommendations for rural communities similar to that of Makhado Local municipality to engage fully in community development for the better of our country.

CHAPTER 5

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The first chapter presented an orientation to this study, whereby a background, problem statement, aim of the study, specific objectives of the study and research questions of the study were presented. It was also indicated that the study was placed over a qualitative and quantitative research design (mixed method). In this chapter an overview of the study is presented focusing on the research question; the aims of the study and the research methods applied to solve the research problem. A synthesized summary of findings is also presented followed by recommendations for the context of the study and for future research study on a similar research context.

5.2 OVERVIEW OF THE STUDY

The study was about the importance of public participation in community development: Geographical name change within Makhado Municipality. This study was conducted in order to answer the research question that arose from the challenges that hinders the naming of the town Louis Trichardt to Makhado; the protest against the naming of the town Louis Trichardt to Makhado; the importance of public participation in Makhado Municipality and the mechanisms that can be used to enhance effective public participation. The study was mixed methodology where qualitative and quantitative research approach and the aim was to investigate the importance of public participation in community development: Geographical name change within Makhado Municipality Non-probability sampling technique and its subtype's purposive judgemental sampling method were used. The researcher used survey questionnaires and interview to collect data. Data was analyzed with the aid of tables to present respondents' perceptions in terms of percentages and also in narrative form and some excerpts from literature to support the findings. The objectives of the study were:

- To investigate challenges that hinders the naming of the town Louis Trichardt to Makhado.

- To investigate why there was a protest against the naming of the town Louis Trichardt to Makhado.
- To describe the importance of public participation in Makhado Municipality.
- To explore the mechanisms that can be used to enhance effective public participation.

5.3 MAJOR FINDINGS OF THE STUDY

The researcher in this section will present the major findings of the study base on the research objectives. The four specific objectives of the study were; to investigate challenges that hinder the naming of the town Louis Trichardt to Makhado, to investigate why there was a protest against the naming of the town Louis Trichardt to Makhado, to describe the importance of public participation in Makhado Municipality and to explore the mechanisms that can be used to enhance effective public participation.

5.3.1 Major challenges that hinder the naming of the town Louis Trichardt to Makhado

The first objective of the study sought to investigate challenges that hinder the naming of the town Louis Trichardt to Makhado and the study found out that most of the respondents in Makhado local municipality were aware of the significance of participation for geographical name change process. The findings shows that local municipality consult community members for any development process going on in the community and that community structures are open to community members in any community development activity. The researcher found out that local municipality ensures that communities are aware about name change, and the idea that local municipality encouraged community members to participate in community development.

The findings shows that the challenges that hinder the naming of the town Louis Trichardt to Makhado are as follows: racial trust become a problem, other group fill to retain their heritage, lack of trust between racial group and historical challenges of racial discrimination. The researcher found out that people are afraid of changes (resistance to change) and they want to be part of any development from the initial stage, lack of historical background of the Town and that the influence of the Afrikaners speaking people and some Shangaans against Vha-Venda speaking people and that there is an ethnic background of the name.

5.3.2 The protest against the name Makhado by group of people which are under the Municipality

The second objective was to investigate why there was a protest against the naming of the town Louis Trichardt to Makhado and the findings shows that the major reasons which lead to the strike are that; lack of understanding of the process itself, lack of sufficient consultation and that people always resort change, particularly when they are not well informed. The findings shows that a group of people dominated by Afrikaners and Shangaans speaking people felt that they are dominated by Vha-Venda hence the protest and that there are certain groups which were resisting for change and not comfortable with the preferred name, not being inclusive. There was no clear understanding of the process as they were not involved in the initial stage.

The findings indicate that residents were being influenced by local municipality to participate in developing the community and that community members were committed to participate in community development. The study found out that workshops are one form of communication and community members did attend workshops related to the development of the community. The study also found out that community structures did attend Integrated Development Programme (IDP) meetings as convened by local municipality.

5.3.3 The importance of Public Participation in Makhado Municipality

The third objective of the study wanted to describe the importance of public participation in Makhado Municipality and the findings show that feedback was provided to the citizens to be aware of development activities that were taking place in the community and that community members' inputs were regarded worthy by local municipality and by so doing, community members felt self-actualised and self-esteemed. The study findings indicate that members did participate for interaction with other community members in that they regarded community participation as the best platforms for social interaction and those community members do have adequate information to participate efficiently in community development

The researcher found out that the importance of public participation in Makhado includes; ownership of the project, information sharing, encourages further development within the society, and it promotes stability within the society. The findings shows that people must plan with their municipality for the development of their community and also community members

must have say in the development of their communities and that it encompasses the ownership of the project which they have participated as well as to ensure proper public information sharing as communities own their development. Improve community development.

5.3.4 Mechanisms that can be used to enhance effective public participation

The last objective of the study sought to explore the mechanisms that can be used to enhance effective public participation and the researcher found out that community were aware on where they could lodge a complaint for redress and there were availability of resources to capacitate rural citizens to actively participate towards the development of community. The findings show that community members in Makhado municipality did have development skills that can benefit the community future. The study findings alludes that the following mechanisms which can be used to enhance effective participation; by the use of *imbizos*, by the use of traditional councils, and by the use of community radios and newspapers by the use of social networks (whatsapp), community meetings, as well as training and workshop about the skills to be used when participating.

5.4 CONCLUSION

The purpose of this study was to investigate the importance of public participation in community development: Geographical name change within Makhado Municipality. The specific objectives of the study were to investigate challenges that hinder the naming of the town Louis Trichardt to Makhado, to investigate why there was a protest against the naming of the town Louis Trichardt to Makhado, to describe the importance of public participation in Makhado Municipality and to explore the mechanisms that can be used to enhance effective public participation.

The researcher review the literature which covers the legislative framework on community participation in a local municipality, legislative limitations on participation, theoretical framework for public participation, participatory governance, participation and democracy, the concept participation, participation mechanisms, strengthening public participation mechanisms, challenges confronting public participatory processes, conflict in public participation, the importance of citizen participation, benefits of public participation, the broader significance of

public participation, advantages of public participation, the concept of development on public participation, levels of public participation, public participation in policy making and public participation of the name change.

For the nature of this study, the researcher used a mixed methodology, where a qualitative and quantitative research method was used. A non-probability sampling and its sub-type purposive sampling method was used to select the respondents of this study. The researcher used a questionnaire and interview to collect data. Two data analysis methods were used, namely, statistical analysis (Statistical Package for Social Sciences) and thematic analysis. The following ethics were applied when conducting the study; informed consent, voluntary subject participation, protection from harm, respect for privacy.

The following can be concluded from the findings of the study; the study found that the majority of community members did participate in development, but there were some of the community members who are still unaware of the significance of participation. In addition, inaccessibility of information to the majority of community members disabled citizens from participating actively towards community development.

5.5 RECOMMENDATIONS OF THE STUDY

From the findings that the researcher found, the following can be recommended; the local municipality should be aware of the significance of participation for geographical name change process and that consultation by local municipality should be satisfactory to the majority of the community members. It can be recommended that community structures should be open to community members in any community development activity and also that local municipality should ensure that communities are aware about name change.

From the findings above, it can be recommended that local municipality should influence community members to participate in community development projects and that community members should be committed to participate in community development. The researcher recommends that community members should be encouraged to attend workshops related to geographical name change process also that community members should be aware of the

geographical name change process. It can be recommended that community structures should attend Integrated Development Programme (IDP) meetings as convened by local municipality.

As participation is one of the key ingredients of an empowered community, it can be recommended that feedback to the community members should be continuously provided to the citizens to be aware of development activities that were taking place in the community. The researchers recommend that all inputs from the community members should be treated with respect and welcomed as a source of inspirations with potential values for the entire community. Local municipality should regularly encourage all citizens to bring forth their best for the common good. Community members should participate for interaction with other community members in that they regarded community participation as the best platforms for social interaction. There is a need to ensure that adequate information at all times have to reach the majority of community members for fully active participation.

From the findings, it can be recommended that community should be aware on where they could lodge a complaint for redress. There should be resources to capacitate citizens to participate effectively and efficiently in the development of the communities. It can be recommended that when people are made to participate in decision-making processes regarding issues that relate to and affect them, they become part of the initiatives and this sense of ownership encourages them to participate fully. The researcher conclude by recommending that community members should have a development skill which means that they were to be given an opportunity in the development and that the local municipality should call *imbizos*, consult communities through traditional councils, community radios and newspapers, community meetings, as well as training and workshop about the skills to be used when participating.

5.6 RECOMMENDATIONS FOR FUTURE STUDY

In conclusion the researcher proposes further research on classifying the techniques of public participation which are being used by local municipalities. The researcher would like other researcher to conduct further research that answers the question: What are the techniques ought to be used in the different stages of public participation planning process in local municipalities?

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APPENDIX A

RESPONDENTS QUESTIONNAIRE

P.O. Box 416

TSHAKHUMA

0951

February 03, 2014

SECTION A: BIOGRAPHICAL DETAILS

1. Gender of Respondent:

Male

Female

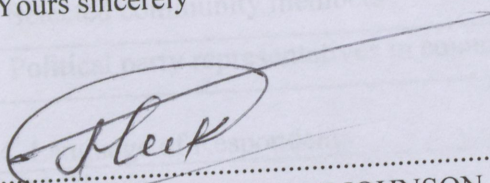
Dear Sir/Madam

I am a registered student at the University of Venda doing Masters of Public Management (MPM). My research topic is **“The importance of public participation in community development: Geographical name change within Makhado Municipality”**.

I should be most grateful if you would help me with this part of my research project by completing the inventory. May I assure you that the survey is anonymous and is designed mainly to obtain an overall statistical picture?

In anticipation, please accept my sincere appreciation for your willingness to assist me.

Yours sincerely



LUKHELI HUMBULANI JOHNSON
STD NO.: 9619184
CELL: 083 368 1165

QUESTIONNAIRE - PUBLIC PARTICIPATION IN COMMUNITY DEVELOPMENT

The purpose of this study is to investigate the importance of public participation in community development: Geographical name change within Makhado Municipality. This is an opportunity for you to reflect on your perceptions about importance of public participation in community development. For each of the following statements place an **X** in the box that applies to you.

SECTION A: BIOGRAPHICAL DETAILS

1. Gender of Respondents

Male	
Female	

2. Age of Respondents

Less than 30 years	
31 – 40 years	
41 – 50 years	
51 – 60 years	
61 years and older	

3. Position of Respondents in the Community

Employees of Makhado Local Municipality	
Councillors	
Ward committee members	
Organs of Civil Society(NGO'S)	
Traditional leaders	
Selected community members	
Political party representatives in council	

4. Language of Respondents

TshiVenda	
Xitsonga	
English	
Afrikaans	
Other, please specify	

SECTION B: PUBLIC PARTICIPATION IN COMMUNITY DEVELOPMENT

Item no	Major challenges that hinder the naming of the town Louis Trichardt to Makhado	Place an X in the box that applies to you				
		Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
5	Community members participated in the geographical name change process.					
6	Local municipality consult community members for any development process going on in the community.					
7	Community structures are open to community members in any community development activity.					
8	Local municipality ensures that communities are made aware about name change.					
9	Local municipality encourages community members to participate for effective community development.					

Item no	The protest against the name Makhado by group of people which are under the municipality	Place an X in the box that applies to you				
		Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
10	The local municipality influence community members to participate in community development projects.					
11	Community members are committed to participate in community development projects.					
12	Community members attend workshops related to geographical name change process.					
13	Community members are aware of the geographical name change process.					
14	Community structures attend IDP meetings as convened by local municipality.					

APPENDIX

Item no	The importance of Public Participation in Makhado Municipality	Place an X in the box that applies to you				
		Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
15	Community members receive feedback related to community development.					
16	The local municipality respect the worthy of community members' inputs.					
17	Participation by community members enables community development.					
18	Community members have adequate information to participate efficiently towards community development.					

Item no	Mechanisms that can be used to enhance effective public participation	Place an X in the box that applies to you				
		Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
19	Community members are aware as to where to lodge complains when they are unhappy with the project.					
20	There are resources for capacitating rural citizens to participate actively towards community development.					
21	There is openness to participation in decision-making processes.					
22	Community members have development skills to benefit the community's future.					

Thank you very much for your time and contribution.

APPENDIX B

INTERVIEW SCHEDULE

THE IMPORTANCE OF PUBLIC PARTICIPATION IN COMMUNITY DEVELOPMENT: GEOGRAPHICAL NAME CHANGE WITHIN MAKHADO MUNICIPALITY

1. What are the challenges that hinder the naming of the town Louis Trichardt to Makhado?
.....
.....
.....
2. Why there was a protest against the name Makhado by group of people which are under the municipality?
.....
.....
.....
3. What is the importance of Public Participation in Makhado Municipality?
.....
.....
.....
4. What are the mechanisms that can be used to enhance effective public participation?
.....
.....
.....

Thank you very much for your time and contribution.