AN EVALUATION OF PARTICIPATION IN THE INTERGRATED DEVELOPMENT PLANNING PROCESSES BY PEOPLE WITH DISABILITIES IN MALEMATI VILLAGE IN LIMPOPO PROVINCE: LEPELLE-NKUMPI MUNICIPALITY

by

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MINI-DISSERTATION

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DECRARATION

I Machike Peter Thobejane ,declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Development in development studies has not previously been submitted by me for a degree at this or any other University; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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Thobejane M.P (Mr.)   Date :

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EXECUTIVE SUMMARY

The intent of this research was to evaluate the participation in the IDP process by the people with disabilities at the Malemati Village in Limpopo Province: Lepelle-Nkumpi Municipality. This intent has been achieved.

The question under investigation was whether people with disabilities in Malemati Village Limpopo: Lepelle-Nkumpi Municipality participate in the IDP process.

The objective was thus to phantom this topic and come out with necessary findings and recommendation of the targeted population in the process under investigation had been provided.

The study covered reading of both the primary and secondary sources, group focus interview of people with disabilities, interview of the assistant head men, ward committee member residing in Malemati, the mayor, the municipal manager and the IDP manager Data was collected in the manner as explained in the above paragraph following the quantitative approach.

Necessary recommendations have been made in this regard.

ACKNOWLEDGEMENT

DEDICATION

This research is dedicated to the people with disabilities all over the Republic of South Africa and the world over. Their struggle for a just and equitable treatment of persons shall not be in vain.

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CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1.   Introduction and background

The integrated development plans are important strategic development planning and management tools for municipalities. They inform all service delivery programmes of municipalities. They underpin all the planning, budgeting, monitoring and evaluation processes of municipalities. These plans need to be informed by the needs of the people on the ground. People at the grassroots should participate in the processes of evolving and implementing them. This ensures not only legitimacy and ownership of the product by the participants, but goes a long way in the achievement of a developmental and caring society.

The participation by the citizenry or public participation as it is commonly called, happens through the form of forums (imbizos), submission of developmental needs of communities through writing (petitions), formal interaction between the population and their political public representatives (councilors) and use of electronic and print media. It is obligatory for all municipalities to ensure that members of the public make input into their integrated development planning process. This includes people with disabilities as well. Establishing the extent to which people with disabilities at Malemati Village participate in this process will give some indication as to whether Lepelle-Nkumpi Municipality complies with the progressive legislative regime brought about by the April 1994 break through. Recommending strategic solutions or interventions in case it is established that the targeted population is not accessing the integrated development planning processes of the municipality will assist municipalities and all the other spheres of government in the improvement of their public participation in general , and that of people with disabilities in particular.

Participation by people with disabilities, like it is the case with all the other people, will go a long way in deepening democracy, legitimizing the integrated planning processes of the municipality and ensuring ownership of its outputs and outcomes by the people with disabilities. Another significant reason of determining the extent to which the targeted population is involved in the processes under scrutiny is that this aspect has a bearing on sustainable development as their active involvement will enable them to pass the culture of involvement to their children who will in turn pass it on to the future generations. In the process our hard won democracy will get deepened and entrenched among the village residents and the populace in general.

1.2. Statement of the problem

Pieces of legislation including the Constitution of the Republic of South Africa (Act NO.108 of 1996) and the Municipal Structures Act (NO.117 of 1998) and Development Facilitation Act (NO.67 of 1995), enjoin all the spheres of government to ensure meaningful participation by members of the public in the processes of governance. It is sometimes taken for granted that this legislative imperative is carried out by the institutions of governance. Common practice seems to be that the bigger portion of the previously marginalized people, namely blacks, women and people with disabilities continue to be excluded in this regard. In this research, the extent to which people with disabilities with especial reference to those in Malemati Village in Lepelle- Nkumpi Municipality in Limpopo Province are involved in the integrated development planning processes will be evaluated.

1.3. Aim of the study

The aim of this study work is to evaluate the extend at which the people with disabilities in Malemati Village in Lepelle- Nkumpi Municipality in Limpopo Province are taking part in the integrated development planning process of their municipality.

1.4. Objectives

The objectives of this study will be to:

1.4.1.   Investigate the extent to which people with disabilities in Malemati Village are aware of their right and responsibility regarding participation in the integrated development planning processes of their municipality.

1.4.2.   Establish the extent at which they are participating.

1.4.3.   Establish the views of the targeted population with regard to the functionality of the participation.

1.4.4.   Solicit improvements to the process from the targeted population.

1.5.   Research questions

To solicit the feelings, views and attitudes of the targets in respect to their participation, the researcher will pose the following research questions to the targeted population:

1.5.1.   To what extent are participants aware of their right and responsibility of participating in the integrated development planning processes of their municipality?

1.5.2.   What is the level of participation by the participants in these processes?

1.5.3.   What views do participants hold of the functionality of the participation processes?

1.5.4.   Which public participation improvements are the participants recommending?

1.6.   Definition of concepts

To make access and understanding of his research work possible for the users the researcher gives both the theoretical and operational definition of words used in his work as follows:

1.6.1.   Participation

Public participation is voluntary activities by which members of the public, directly or indirectly, share in the process of governance through democratic institutions. Participation, thus, refers to direct and indirect involvement of people in the processes that affect their life with a view to ensure that their interests are served. In the context of this research 'the people' shall refer to the people with disability.

Moser (1989:81) argues that, like "community" and "development", "participation" is also an elusive concept. He observed that in the literature, participation is always connected to the actions of communities, groups or individuals related to the development, improvement or change of an existing situation.

1.6.2.   Integrated Development Planning

Integrated Development Planning (IDP), in the South African context refers to the official planning process of both current and capital operations of municipalities in keeping with applicable laws, including the Constitution of the Republic of South Africa Act (NO 108 of 1996), Municipal Structures Act (NO. 117 of 1998), Municipal Systems' Act (NO. 32 of 2000), Local Government Municipal Finance Management Act (NO. 56 of 2003) and other legal authorities applicable in the processes.

1.6.3 People with disabilities

People with disabilities are human beings born with one or other form of disability. These persons' disabilities may also come as a result of natural and other causal factors. Disabilities may be of physical, physiological, mental or biological nature. Official definition of disability, as sanctioned by the World Health Organization (WHO) is "any restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or with the range considered normal for a human being". Townsend in Campling denotes disability as inability to perform the activities, share in the relationships and play the roles which are customary for people of broadly the same age and sex in society.

The General Assembly of the United Nations in resolution 34/47 adopted on 9 December 1975 denotes a disabled person as any person unable to ensure by himself or herself, wholly or partly, the necessities of a normal individual and/or social life, as a result of deficiency, either congenital or not, in his or her physical or mental capacity.

In this research work the understanding of disability shall be as defined by all these authors and it shall cover the categories of disabilities as provided above. This is also in keeping with the general categorization of disability as affecting vision, auditory processing, speech and language, motor functioning, hyper activism and, brain functioning,

1.7. Research design

1.7.1.   Choice and rational of design

The plan that the researcher will employ in this social research work is the qualitative design as it is expected that the information will come out of the targeted population who will tell and explain how they are involved in the integrated planning processes of their municipality. Further justification for the use of this design method is that, unlike the qualitative one, it is most suitable in dealing with the research data which is not subject to quantification or quantitative analysis as it is going to be case in this research.

As Gilbert, Churchill, Jr & Dawn (2002) put it, this chosen research design provides clearer insight and understanding of the research problem. Cohen, Manion and Morrison (2003) motivate for its use in this instance by arguing that it is governed by the notion of "fitness for the purpose"-it is fit for the purpose of social research, while according to Moulton (2002), qualitative approach puts emphasis on process rather than on outcome. The target of the research is with respect to processes-IDP process, not outcomes. Moulton further argues that qualitative process checks whether the programmes are implemented as designed, are they serving the targeted population as well as to whether they help in achieving services delivery as originally intended.

1.8.   Research Methodology

To achieve the desired results, the researcher will be guided by the following methodological tools:

1.8.1.   Study area

Malemati Village is a rural area of South Africa. It is located in Limpopo Province which is one of the nine (9) provinces of the Republic of South Africa.

The village is located in the Capricorn District. It is seventy (70) kilometers south of Polokwane which is the capital city of the province. It is one of many villages which fall under Ward 16 of Lepelle-Nkumpi Municipality. For its location on the map please see the attached map marked "Annexure A".

Malemati Village has about 1000 house- holds. It has been divided into five (5) zones by the local residents .It has a population of about three thousand (3000) people .Malemati Village is a politically conscious village. It has a number of political parties and political activists in it.

The majority of the adult people are illiterate and innumerate. More than fifty percent of the youth of this village managed to pass grade twelve (12). It is the majority of this youth that is unemployed if not unemployable. A bigger number of the residents are not IT competent.

About thirty five (35) percent of its economically active dwellers are unemployed. The main source of income in this community is old age grants, grants for people with disabilities, other forms of social grants provided by government. The majority of those with independent income are migrant workers based in Gauteng Province. Some are working in Polokwane while a bigger number of others who work are domestic workers in Lebowakgomo or working for a few professionals and small business people residing in the village.

Choosing of Lepelle-Nkumpi Municipality in general, but Malemati Village in particular as a subject of research, is motivated by the fact that there is, apart from the call made by the government of the day, a compelling need that not only service delivery but research and other developmental engagements should be shifted to the rural areas as well. This is in keeping with the national need of closing the urban-rural divide.

1.8.2. Population

At the level of the village, people with disabilities will be the subject of the research. This is because they are a primary source of information. The number of people with disabilities is estimated at about thirty (30). These will be people who have various forms of disabilities. The ward councilor will also be part of the targeted population because the work of consultation and accountability with the people is championed by him or her as the political agent of the state at that level. The ward councilor will also be important in assisting the researcher with the collection of data about the people with disabilities.

The participation of the ward committee will also be important because they are part of the collective political leadership with the councilor. They assist the councilor in the work of

engaging the people in matters of governance particularly the delivery of services meant for the betterment of the peoples' lives.

The assistant head men (traditional heads of the sections of the village) will also participate in this research as they are charged with the task of seeing to the wellbeing of the villagers including the people with disability. They will also help in the identification of the people with disability. They will further help in encouraging the target population to participate in the research exercise. The traditional headmen will also be handy in advising or sensitizing the researcher on matters of traditional and cultural taboos which are important ethical considerations in the carrying out of the research. There are six (6) assistant head men in Malemati.

The mayor, the municipal manager and the IDP manager will be interviewed in the process of checking on the public participation processes including its channels, systems, policies, and structures. They will also be consulted in the collection of any other data that may be important in the course of the research, while the committee of the people with disabilities at the village level will also be interview because it is a free body to which they affiliate to collectively work for their rights. It will give some insight information about the way they see, hear, and perceive integrated development planning activities and how they affect their members.

1.8.3. Sample size and selection method

There may be no need for sampling in this research work except in the situation where the number of people with disabilities may be found to be big or where follow up interviews may be necessary. In the case of a number of the people with disabilities being high the researcher will use the random sampling method to select a small number of respondents to represent the entire population of the people with disabilities in the village. In this instance only forty (40) respondents will be selected. The purposive sampling technique will be used in this regard. This sampling is preferred because it treats the subjects as the knower's of the information or as key informants.

The size of all the secondary target population (the mayor, the municipal manager, the IDP manager, the ward committee, the ward councilor and the six assistant head men) is so small that it is expected to be possible to interview all of them in a manageable space and time. Telephonic, email or face to face approaches will be used with respect to all the secondary targeted population except the traditional assistant headmen who will, like the people with disabilities, be interviewed in a focused group setup.

1.8.4. Data collection methods

The intention of the researcher is to follow the focused group approach whereby the researcher will interact with people with disabilities through assembling them in a meeting form at a common place and at the same time.
This meeting's interaction (proceedings) will be unstructured and natural. Here insights from the respondents will be gained by listening to their responses.

The focused group discussion method will be used with respect to the people with disabilities and the traditional assistant head men. This is for the purpose of economic, efficient and effective time utilization. A semi structure questionnaire will be used for these categories of the targeted population. This is because this method will enable the research work to be flexible and adaptive.
Face to face interviews will be held with the ward councilor, ward committee members, the mayor, the municipal manager and the IDP manager. The reason why this approach is preferred with these categories of persons is because data can be collected from them without much expense. The researcher is also of the view that if the questionnaire can be sent to these people for responses they may not return their responses.

1.8.4. Data analysis methods

For data analysis and interpretation the researcher will use the bar charts, graphs, tables, pie charts or thematic analysis (emerging themes) as tools. The combinatorial use of these tools will enable the researcher to develop a simple and easy to use and understand product for the beneficiaries of the research report.

1.8.5. Ethical approval/ considerations

The researcher will in compliance with ethical requirements, during and throughout the research process, fully and honestly keep the participants informed of the purpose of the study and guarantee that their participation in the process will voluntary and not subject them to dangers of whatever kind. That they may withdraw from the process at any time they feel like doing so, will also be made known to them. Added to this, necessary appointments shall be made in time while protocols will be observed. Cultural and traditional believes of the participants will be respected at all material time while, appropriate permissions will be sought where and when ever necessary.

No ethical approval is necessary for this study.

1.8.6. Outline of Research Report

Chapter 1- Introduction and background

Here the researcher will introduce the purpose of his work and sketch some back-round pertaining to the statement of the problem, aim of the study, objectives, research questions, definition of concepts, research design, research methodology and ethical considerations.

Chapter 2- Literature review

This chapter will focus on literature review. Literature concentrating on public participation and people with disabilities will be reviewed.

Chapter 3- Research design and methodology

This chapter will focus on the research methods and design for the research. Reasons for the selection of the research methods will be justified.

Chapter 4- Research findings and analysis

This chapter will present research findings and analysis of data collected.

Chapter 5- Conclusion and Recommendations

The researcher will give a conclusion on his work and put forward some recommendations flowing out of his research.

In the chapter that follows the study will focus on various literature review of the research topic.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

This chapter presents information obtained from various of literature. It involves a thorough scholastic perusal of academic journals, books and to a particular extent the utilisation of primary sources such as government legislation and documents. The utilization of literature in this chapter is carefully selected to address the research problem and objectives of this study which is heavily reliant on the aspects of participation. In realizing the objectives of this research work, this chapter focuses on the following areas of discussion, namely, public participation and development of the people, participation in local government, the Integrated Development Plan (IDP) and people with disabilities.

2.2. Public participation

2.2.1. Origin of public participation

Opinions are divided with regard to the origin and initiation of participation. This depends on whether participation is intended as a system-maintaining or a system-transforming process. Participation efforts are often undertaken in a top-down fashion. While there are very few examples of participatory experiences from self-reliant grassroots organizations, Burbidge and Wisner in Hill (1994:46-47) distinguish between a "strong" and a "weak" interpretation of participation. The strong interpretation advocated a new style of development which was radically participatory and in which land reform, asset redistribution and other necessary preconditions set the stage for the poor to take control of their own development, usually through grassroots organizations. On the other side is the "weak" interpretation of participation development, promoted mostly by the bilateral and multi-lateral aid agencies. This version saw participation as a limited, formalized process, stripped of the political volatility of direct popular involvement.

Hill, (1994:45-47), argues that the belief that the local community is a proper arena for the exercise of citizenship has a long history. He further argues that, traditionally, the argument has been that a local level of decision-making, with local bodies responsible for addressing problems and implementing solutions, itself stimulates citizen involvement. According to him, the classic theorists, from Alexis de Tocqueville and John Stuart Mill onwards, stressed the educational and experiential meaning that participation has for individuals. Communitarian theorists have argued that citizenship entails participation: not to take part is to abrogate citizen rights.

According to Hill, Arnstein's 'ladder of participation' suggests levels of involvement which moves from non-participation (manipulation), through degrees of consultation and information which are essentially 'tokenism', to more active forms of citizens control. The key to participation is involvement, either directly or indirectly, in the making and implementation of decisions. Outcomes are not predetermined by power positions; they are varied, and arguably unpredictable. The majority of such participation is instrumental in nature, to protect interests or achieve particular ends, and thus based on rational assessments of cost and benefits. This is not true, however, in all cases. People's actions may be motivated by altruism, a feeling of 'community spirit', or in reaction to actual or potential threats. Thus involvement may be seen as having two sides: people's predispositions, and reaction to the immediate situation.

2.2.2. Public participation and development of the people

.There is a widely shared view that the problem of some governments and administrations is the widening gap between 'governors' and the 'governed', between 'administrators' and the administrated". Following the law of increasing entropy, governmental and administrative systems become more and more complex. Their structures and procedures create red tape, but also cause a distance between the rulers and the ruled. This ushered in a problem of legitimacy in the public sector.

This was partly solved by a traditional answer: decreasing the level of complexity of society in general and of the public sector in particular. This was actualized through deregulation which did not only have a positive potential for flexibility but for efficiency as well. This intervention was also intended to narrow some disparities of excess bureaucracy. This was further intended to bring about an improved legitimacy of services and agencies.

Khan and Cranco in Parnell, et al, (2002: 262) argue for public and development managers and policy-makers to give greater consideration to municipal-community partnerships (MCPs) as a service delivery strategy. They argue that if a perspective of competitive advantage is brought to bear on decisions about appropriate delivery strategies, there will be times when community-based service delivery partnerships will be the most appropriate institutional strategy to meet particular challenges. They suggest that MCPs are best positioned to enable access to often untapped community resources, and are hence extremely well positioned to help reduce poverty while simultaneously improving levels of local government's accountability and enhancing responsiveness to the needs of citizens.

Thus, they argue that consideration of MCPs will help governments, and in particular local governments, respond creatively to challenges of designing and implementing service-delivery strategies that meet the needs of citizens in the context of limited administrative capacity, inequitable and inefficient settlement patterns, and extremely high levels of poverty and inequality; crafting institutional frameworks that promote efficiency, equity and responsiveness, within a developmental approach to co-operative governance; strengthening the democratic social contract by promoting accessibility, enhancing representatively, strengthening accountability and improving responsiveness.

They further say that partnerships between government and civil society organizations deepen and sustain participatory approaches to service delivery and infrastructure provision; facilitate large-scale government programmes, which may include programme conceptualization, implementation, service delivery and monitoring and evaluation; contributed to policy formulation and socially responsive development interventions through structured and unstructured interactions; institutionalize alternative delivery systems where considerable coverage has been achieved through such systems. Implementation and management usually involves a new organization positioned outside typical government structures. Government contributes by assisting in resource mobilization and facilitating policies through participation on governing boards; improve access for the poor to goods and services and effect both incremental change in municipal policies and procedures and substantive change in rules, norms and values so that there is a fundamental change in favour of the poor.

Manor, in Van Donk, et al, (2008: 1) argues that "democracy does not automatically benefit poor people and groups that have long faced social exclusion…[Hence] [P]oor people must be more fully included in newly democratized systems. Just as an earlier generation recognized the need for growth with redistribution, many today have come to see the need for democratization with inclusion."

2.2.2.1. Public participation through budgeting and law-making

Public participation in the budget recognizes that people have the political responsibility and the right to determine their political destiny and to ensure that priorities in the budget will positively transform their lives and that of their communities.

Another importance of public participation is that it is for citizens to feel a sense of ownership of the budget, which will be used to allocate resources for the prioritized delivery of services. This sense of ownership is developed through engagement by the government with the people through the executive and the legislature.

To achieve this desirable effect, concepts of accountability and transparency in the budget process have been given constitutional substance under an ANC-led government. The voice of the people can no longer be ignored during the decision-making processes of the budget, especially when prioritizing and re-prioritizing.

Public participation in the work of the legislatures may take various forms. It may, amongst others, be through presentation of suggestions and concerns through committee meetings and public hearings. The provincial "Estimates of Revenue and Expenditure", which is processed as a piece of financial legislation, is known as the Provincial Appropriation Bill of each respective financial year. There is also the individual Member of the Provincial Legislature (MPL) engagement with the people through constituencies, which involves regular briefings and opportunities to up-date the needs, concerns and aspirations of the citizens.

Through engagement with the executive, during the germination of the budget, the people can make known their needs. This process of active engagement of the executive with the citizens is essential to the prioritizing process. Civil society can best articulate the needs of the community about which politicians and bureaucrats can often at best only speculate and or ignore.

The underlying principle in public participation is to ensure that governance is not divorced from the people, but that it forms an integral part of the community so that the quality of life of all the people is improved. Only in this way is the budget an instrument of policy implementation and transformation. Therefore, the government is evaluated by the electorate on the budget priorities and delivery, which is one of the reasons for the traditional no-confidence debate on the budget.

The view of Houston (2001: 1) that policy making, budget formulation, legislative and planning processes in South Africa have gone through a number of dramatic changes since the beginning of the 1990s, holds water. His further argument is that the key feature of these changes is the trend towards participatory democracy and that this is evidenced in the increasing participation of a variety of interest groups in various processes, as well as the establishment of numerous consultative bodies and other mechanisms for public participation, for example, through integrated development planning processes, petitions, public hearings, policy making discussion conferences, Green and White Paper processes, and consultative forums. He is also of the view that this variety of new processes and structures demonstrate the commitment to participatory processes beyond periodical elections. This commitment is also, as he says, evidenced in the statutory (and constitutional) obligation that certain governing structures facilitate public participation in their processes.

The notion of a role for society in democratic governance at all levels of the political system was recognized by the African National Congress (ANC) in its policy document, the Reconstruction and Development Plan (RDP) in 1994. This programme requires a population that is empowered through expanded rights, meaningful information and education, an institutional network fostering representative and indirect democracy, and participatory and indirect democracy. Since the heyday of community development the community, however defined, has been viewed as the main actor, if not beneficiary, of development.

If the state is the supporter of development, someone else has to be the initiator and the manager of the development. Ideally this role should be fulfilled by the people themselves. This means that development should be localized. The local people therefore take responsibility for development. They make the decisions and they plan.

The government supports their initiative by an enabling policy, and providing expertise, some infrastructure and some finance. This approach will, however, require a major shift in thinking and attitude. This is because governance through ages had been designed following centralized, systems and norms that today pose serious obstacles to significant people's participation. When community work and community development are aimed at the process, involvement and participation are basic points of departure.

The participation of the community plays an important role, especially when problems are addressed and needs have to be satisfied. The purpose of community participation is to create opportunities for the community to take an active part in planning and policy making; the allocation and distribution of resources; and the management of services.

2.2.2.2. Local participation in Britain

Lynn, (1990: 47) basing her argument on a survey she conducted in the United Kingdom, argues that at a practical level, local involvement remains a minority activity. She indicates that interest in local politics is not high, and is strongly correlated – as is voting – with age, education and owner-occupation.Under 10 per cent of people attend council, committee or public meetings. Involvement in local groups and voluntary work is higher. Attesting to her argument the Volunteer Center UK, (1991) survey showed that during the previous twelve months over half the adults population had volunteered at least once, with the highest participation being among the 35-44 year olds. In her survey 15 per cent of respondents were active members of local group, and nearly a third had done some sort of voluntary work in the previous twelve months. Substantial minorities of people had some kind of contact with local council offices, and almost half expressed the wish to complain about specific services, though only a quarter actually did so. Complaints were generally made at council offices, but one in six respondents made their complaints to a councilor – though hardly any at all to the local government ombudsman, and very few to the local MP asked what they would do if the majority proposed action of which they strongly disapproved, the majority responded that they would contact the councilor offices, a councilor or an MP. Despite their own choice of contact with council offices, they believed, revealingly, that the most effective form of action was through the MP or the media. Contacts with the council could be improved, as they are being improved in some areas, by local authorities allowing a form of question time at area committee level, some full committees, and

even council meetings. Research into local public participation in Britain and France by Mabileau, Moyser, Parry and Quantin (around the same time) shows that the social characteristics of those who take part run in the expected direction. The more educated individuals participate most, but this is modified by class and by age. Those with professional and managerial backgrounds are the most, and the poor least, involved. The middle aged are most active, the young least. The non-participants are young, manual working class, and those with the least education. Most interestingly, however, are the findings which show that it is people's level of political interest, including psychological identification with a political party that is important to public participation. These predispositions have a far stronger impact than wealth or education. From their research findings Mabileau, Moyser, Parry and Quantin devise seven categories of participants: inactive, just voters, party campaign specialists, complete activists. The first two categories are by far the largest, accounting for over two-thirds of their respondents; active citizen involvement ranges from 10 to 25 per cent of the sample, with the assumption that active amateur politicians are well under 10 per cent. The general conclusions of the research are that it is possible to show predisposition factors to public involvement: high educational qualifications, psychological attachment to a political party, and not being young. Crucially, however, there is no linear relationship between class and activism. Other factors intervene, particularly membership of formal groups or associations and a high level of political interest.

Lynn (1990:52-53) further argues that participation by the populace is part and parcel of access provisioning by governments to its subjects. The success of the governors and governed encounter, in her view, is further dependents on easily available information about local matters. There are many informal channels of access: through social and organizational networks; making contacts with councilor individually (for example, protests, petitions). At a more structured level, access can arise through consultative and collaborative arrangements. These can include tenants' and residents' groups in the area of housing management, neighborhood groups, including elected neighborhood forums, groups set up to advise on particular facilities (in the leisure area, for example) and ethnic minority and women's groups. Two forms of statutory provision for access, which have been in existence since the late 1960s, have been important, though their current impact is open to question. These are the provisions for citizen input into the planning process under the 1968 Town and Country Planning Act (though the Act itself did

not include the word participation) – the actual processes for which were set out in the 1969 Report of the Skeffington Committee, People and Planning – and the opportunity for individuals to sit as co-opted members on a range of council committees, originally established at the end of the nineteenth century under the Local Government Act of 1894.

She is also of the view that public participation makes citizens effective. She argues that for this to be realized it should be noted that if participation in the life of a community is dependent on processes and access, they in turn are dependent on two-way channels of information. Research for the Widdicombe Committee, (1992) revealed that people were reasonably well informed about local authority matters, and had a higher level of awareness that earlier surveys had suggested. Survey data published in 1992 reaffirmed these findings. Knowledge of local government and services was fairly high, though this was correlated with status, education, age and owner-occupation. The sources of this knowledge are varied. Local authorities' consultation processes provide information and publicity, and an opportunity to express demands. There are rights to present petitions to the local council, and to inspect local authority accounts. More openness in local council business was introduced by the Public Bodies (Admission to Meetings) Act of 1960 (a private member's bill introduced by backbench MP Margaret Thatcher). The Act of 1960 provided a right of access by press and public to full council meetings, but not to committee or subcommittee meetings; it also applies to health authorities and some other public bodies. Access to committees was guaranteed under the Local Government Act of 1972 and by the Local Government (Access to Information) Act of 1985, which provided that, with certain specified exceptions, council, committee and subcommittee meetings are open to the press and the public, who may also inspects, background documents and council minutes. There are fears, however, that exclusions could increase as local authorities operate more and more of their services through commercial contracts.

Local authorities also provide information for local taxpayers through the statements sent out with the local tax demand. Some do more, providing details of service performance and targets. A 1992 survey, (indicated in the preceding paragraphs), showed that an expanding area of information provision is that offered through 'one-stop shops' or information bureau, the majority established after the 1985 Local Government Access to Information Act. There are also provisions covering the right to see personal files (the Data Protection Act of 1984 for computer-

held material; the access to Personal Files Act of 1987 for written files); there are appeal procedures for parents under the Education Act 1980, and for dealing with curriculum complaints under the Education Reform Act of 1988. Local authorities engaging in economic development are required, by Section 33 of the Local Government and Housing Act of 1989, to consult local commercial and industrial bodies, and there are similar requirements to consult in relation to the preparation of Inner Area Programmes.

In addition to the material provided by local councils, the voluntary sector makes a major contribution through law centers and Citizens' Advice Bureau, and health authorities are also required to provide information to users. But the main debate surrounding the issue of informed participation has centered on local authority publicity and public relations, and on the role of the local media. Local authority public relations (including the production of civic newspapers), has expanded significantly since the 1970s, and has become the object of controversy. In the mid-1980s the government sought to curtail what it saw as partisan propaganda by certain local councils opposed to government policy. The secretary of State for the Environment called on the Widdicombe Committee to issue an interim report on publicity. The Widdicombe recommendations would have allowed councils to support or oppose legislation, and to inform the public generally about local government. The government, however, went beyond the Widdicombe recommendations: it restricted councils to issuing material related to the specific functions and services of local government under Section 27 of the Local Government Act of 1988, (amending Section 2 of the Local Government Act of 1986) and prohibited publication of any material designed to affect public support for a political party.

2.2.2.3. The role of the press in promoting public participation in Britain

The main avenues for publicity and information about community affairs, however, are the press and broadcasting. These two medium of communication are playing an important role, in determining the role and the quality there of, of communities on matters of participationacross the spectrum. Here the parameters of community, access and information are interrelated in complex ways. One difficulty has been how the media reflect particular communities. In practice, the local press and local broadcasting normally cover areas wider than individual towns and cities (or parts of theme). Relatedly, in the postwar period there has been, so to say, quite an increasing concentration of ownership both within and between the press and broadcasting

media, and there are fears that this gives rise to a uniformity or commonality of feature and editorial material; for example, across local newspapers in the same group.

The amount of space given to local news, and the media's ability to devote specialized journalist expertise to local matters, raise issues of the depth of coverage and the ability, and willingness, of these information sources to offer critical appraisals of public affairs. Too often, it is argued, journalists, particularly in the local print media, rely too heavily on official press releases, and present an uncritical picture of the political scene. The concentration of ownership in the media and the danger of blandness constitute one set of difficulties. The growth of free newspapers presents a further problem. The success and circulation of the free press point to two difficulties. One is that of the continued viability of local newspapers in the face of great competition for advertising. The other is of the role of editorial and feature articles within free newspapers where there are few journalists and space is constrained.

The local press, however, still has extensive coverage in Britain. There are some seventy-three regional and local daily and evening newspapers, but these include separate listings for papers in the same group. There are several hundred local papers, published weekly or twice-weekly. Within the press, as in television and radio, there has been increasing consolidation of ownership, in all sectors – regional and local dailies, local weekly and free newspapers – and between press and broadcasting, which raises issues of how important locality continues to be coverage.

Much local press coverage forms a local monopoly, and enjoys a substantial readership. The local press does not merely reflect news and information but has a high potential for setting the agenda of discussion of local matters. The result of monopoly ownership is an acquiescent press with little effective scrutiny; this view is disputed by the press itself, which cites the range of free papers and local radio as countervailing forces. Local authority public relations officers play a catalytic role, with the local press, particularly the free newspapers, depending heavily on press releases from the local authority and information handed out by local organizations. The overall picture then becomes one of presenting a view of a stable and largely conflict-free community in which the local press does not act as a scrutinizing or informing mechanism of any vitality.

In addition to the growth of free newspapers, information sources have increased significantly since the 1960s with the development of local news and features programmes within the regional television output, and with the advent of local radio. For television, regional news amounts to a minimum of two and a half hours per station per week, with a comparable situation for the BBC; however, these news programmes have been adjudged 'dull, conservative, formulaic'. Local radio, for its part, has undergone a number of changes which also raise issues of the nature of community, and channels of information between public and official bodies. Initially, it had been hoped that local radio would reflect defined communities and have a high commitment to public affairs broadcasting. In reality, few stations cover 'communities' in this way. Outside the major cities the stations generally serve a wider area than a single town, and in many cases they have a county or sub regional coverage. And while local commercial radio does normally choose to carry news, it is not legally required to do so, and output is largely music-based. This situation has, in turn, been affected by the Broadcasting Act of 1990 and the expansion of commercial local radio, both into new areas and into more specialized outputs. The rationale for this expansion was that it would 'create an environment in which community radio, based on a combination of local identity and cultural diversity, will be able is conceived as serving smaller areas and particular tastes, including those of minority communities.

The Radio Authority set up by the 1990 Act has the duty to do all it can to secure the provision of a range and diversity of local services in the commercial sector. Section 104 (2) (b) of the 1990 Act again reflects a 'community' aspiration, requiring license applicants to show that their proposal would 'broaden the range of programmes available by way of local services to persons living in that area or locality'. Currently, there are thirty-nine local BBC stations serving England and the Channel Islands, and seven in Scotland. Wales has both Radio Wales and local programmes on Radio Clwyd, together with the Welsh-language station Radio Cymru; similarly, Northern Ireland has Radio Ulster and local programmes on Radio Foyle. In practice, in all parts of the United Kingdom, the 'community' focus is essentially a local input into a sub regional broadcasting system which does not, by its nature, provide (nor does its remit require it do so) a continuo's two-way channel of information within the political community.

The BBC's consultation paper *Extending Choice*, published in 1992, is committed to the continuation of local radio. The BBC's stations will be all-speech at peak times, and speech-

based throughout the rest of the day. News, information and serving minority audiences will be priorities. The coverage of commercial radio is far lager, there are around 110 stations in all (the numbers depend on how some of the stations in a group or operating on split frequencies in adjacent areas are counted), of which twelve are in Scotland, six in Wales and three in Northern Ireland. The government's hope in promoting the expansion was that local commercial radio – locations with relatively not served by independent local radio – locations with relatively high ethnic minority populations, and major metropolitan areas capable of supporting a number of competing commercial stations. The eventual target is for up to 300 new local services by the end of the 1990s, which will probably be mainly of the incremental services type. Incremental services are those broadcast in addition to, and within the areas of, conventional Independent Local Radio (ILR) contractors.

Stations of the incremental services type have pioneered broadcasting directed at small communities, for example, RTM in Thamesmead, or at particular groups, for example, Sunrise Radio for Asian listeners in West London, WNK and LGR for Afro-Caribbean, Asian, Turkish, African and Greek listeners in the Haringey area, or at wider communities of interest, for example, Jazz FM in London. At the other end of the scale, five new regional commercial radios stations were targeted to operate by 1994. But alongside this diversity of output targeting has gone a continued process of concentration of ownership within the Independent Radio system, and a dominance of some half a dozen larger media companies; there is no ILR station which is not partly owned by a larger company. And truly 'community' – level broadcasting is dependent on a mix of public and private backing for small community radio stations, supported by the efforts of the Community Radio Association.

2.2.2.4. Participative administration in the United States of America

Meier (1993:210-211) in motivating for participative administration in the United States of America argues that the participation of individuals and pressure groups is vital as a means of making bureaucracy more responsive. He argues that in the past three decades, the federal government has strongly endorsed citizen participation, placing participation requirements in 155 programs, including one third of all grant program. Most of these federal programs rely on state implementation, and states have adopted a variety of additional mechanisms for increase citizen participation in policymaking.

Because the participative administration model has a solid grounding in pluralist political science, the model makes many of the same assumptions as pluralism. The participation model assumes that each individual is the best judge of his or her own self-interest. As the best judge, each individual decides the ends he or she wishes to achieve and the means to achieve them (including organizing into groups).The perceptions of administrative elites about any individual's interest should be discounted. The model makes several other assumptions that, if true, guarantee the responsiveness of political and administrative elites to the general population.

The individuals/pressure group participation model assumes that all salient interests and/or opinions are expressed. Citizen demands that are not expressed cannot be considered salient to either the people or to government, because these demands are not important enough to motivate people to express them. The model assumes that each individuals will join others holding similar interests to form a pressure group; the objective of the group is to pursue the members' common interests. Because each individual is interested in many aspects of positive state, everyone will join a variety of groups. Each pressure group, therefore, will be composed of people who hold memberships in several groups. A close analysis of pressure group theorists reveals that the proponents feel that real interests in a society number in the hundreds rather than the millions, so aggregating all interests is physically possible. People who have common interests but are not organized are a latent group. Because people are assumed to be rational, the cost of organizing a latent group probably exceeds the benefits the group would gain by being organized, if the costs did not exceed the benefits, the group would organize and enter the political process.

The group participation model ensures responsiveness by having groups focus on individual interests, aggregate them, and articulate the interests to policymakers. The groups influence political and administrative elites by offering rewards (supporting battles with other elites or providing information that facilitates job performance) or by threatening punishments (withholding support or expressing actual opposition). Interest groups, because they represent valid interests and have political resources, have access to a wide variety of administrative policymakers. If all interests concerned with an issue are represented, then all positions on policy issue will be presented to the decision maker. The decision maker seeks to ensure his or her continuation in a position of power and influence by satisfying the demands of as many groups as possible. This statement applies to bureaucrats as well as to politicians because bureaucrats

need support to gain legislative authority, budgets, and other resources. If a decision maker cannot satisfy a group's preferences, then the disaffected group can shift its support to another bureau (or political elite), which may be able to capture control of the program if there is a great deal of group dissatisfaction. The result should be the representation of all interests in policy decisions and, therefore, a general satisfaction of citizen demands.

Meier (1993: 244) further argues that public participation increases public awareness of politics. He says there are ways to influence politics and control bureaucracies which are at the disposal of the public, while many political controls, however, are underused. The American public needs to exercise the options it has to influence government through the ballot box, through interest groups, through noncompliance with public policy, and through other forms of participation. If ordinary people do not control their elected leaders, then eventually bureaucracy will be responsive to an unscrupulous politician; and the worst fears about bureaucracy will be realized.

He advances a realization that it is important for the public to increase its awareness of bureau policy making as much bureaucratic power results from the secrecy of the bureaucratic policymaking process. If the public has no knowledge of decisions being made, then bureaucratic decisions are presented as a fait accompli with alternatives. The media bears a heavy burden to present the actual process of government and its subsystem politics at work. Few college students today know about subsystem politics and its impact on public policy, and even fewer high school graduates have this knowledge. Until the nation's students, and in turn the majority of the voting public, lean about the nature of subsystem politics and the role of bureaucracy in it, the public will remain for the most part at the mercy of the bureaucracy.

Public participation argues that participation by a broad spectrum of the population in local level governance is an ongoing objective of development practitioners in many parts of the world. Participation by civil society is seen as one of the ingredients necessary to promote sustained development.

This is not to suggest that participation equals sustained development. To achieve sustained development requires more than people participating in the development process. As important is a coherent and integrated state policy at national, regional, and local level. In addition the

involvement of the private sector and non-governmental organizations (NGOs) is often a vital ingredient. Finally, adequate service delivery, management, and finance are essential. Meiring's focus was, however, on the participatory component of the development process. His understanding of the meaning of public participation is that it means people involving themselves, to a greater or lesser degree, in organizations indirectly or directly concerned with the decision-making about, and implementation of development. He is primarily concerned with participation at local level, where the greater community has access to local government, political parties, and community and development organizations. His intention is not to consider how much participation is required in political institutions or voluntary organizations in order for democracy to be said to exist. Rather he is concerned with the way in which certain groups and individuals monopolize power and development resources at the local level. And in exercising this monopoly, how they exclude or prevent other groups and individuals from participating. More specifically, he looks at the rationale for participation put forward by different theories. He urges for the consideration of successes and failures of participatory endeavors in other countries, especially Africa, and then considers the major variables which inhibit participation at a local level.

He continues to look into the question; "Why is there this emphasis on participation in the development process today?" According to him, the emphasis on participation in the development arena is not new. With respect to this, he argues that historically the term has meant different things to different people. The first question to consider is how the term, "participatory" development, has been used in the past, in order to understand what we mean by it in the present. As Rahnema points out, the term "participation" is a jargon word separate from any context, and has been manipulated by vastly different things. Elaborating on his view stated above he writes that efficient colonial government required national integration for effective administration and taxation. Colonial, especially British, policy was based on the principle that colonial territories should pay for their own administration. This led to much conflict around various taxes, such as the hut and poll taxes. With the emphasis of this development paradigm on urban industrial development, the rural poor were once more, while waiting for the results of modernization policy to "trickle down', expected to develop themselves. This was to occur "primarily through their own efforts", an injunction rarely, if ever, exhorted on their urban counterparts in the urban formal sector.

2.2.2.5. Participatory development: reflection on South Africa, Africa and the world

With this type of participatory development, people very rarely had any choice in the matter: For, more often than not, people are asked or dragged into operations of no particular interest to them, in the very name of participation.

This type of participatory strategy was generally employed as a legitimating exercise by government ministries. It was an attempt on their part to implement top-down strategies, which did not enjoy much popular support. Rural people were most often the victim of this type of "consultation". It usually occurred through the offices of the traditional or other leaders who were not enamored of democratic practices themselves. The populace was thus manipulated into participating in projects hatched in far-off urban government offices. And, for the politicians and their agents, their intended plans had been validated by this process.

South African's Bantustans were a good example of unpopular regimes employing this type of strategy. The Secretary for Agriculture of Bophuthatswana, for instance, addressing a rural development seminar in 1982, told the audience: "Such a broad programme for the socio-economic development which processes issues would depend for its success on the people's active participation and personal involvement in the decision-making and implementation.

Such self-help and participatory rhetoric abounded. In reality, rural development meant top-down capital-intensive agricultural projects run by expatriate management. These projects were aimed at maximum production and their main purpose was to give some semblance of proof to the claim of "independence". Unfortunately the cost had to be borne by debt-ridden and alienated landholders who had very little say in the management of the projects.

At the other end of the political spectrum is the radical approach to participation. This approach sees participation as a transforming act for the participating person or group. This means that the very fact of participation (coupled with political education) transforms the participating people's awareness of who they are, that is, their consciousness. Participation thus leads to a process of self-actualization, which enables oppressed people to take control of their lives, simultaneously challenging the dominating classes and their political regime.

Paulo Freire, (the Brazilian academic and activist), is the most famous exponent of this type of participatory exercise. At the precise moment when the disinherited masses in Latin America are awakening from their traditional lethargy and are anxious to participate, as subjects in development of their countries, Paulo Freire has perfected a method for teaching illiterates that has contributed to the process. In fact, those who, in learning to read and write, come to a new awareness of selfhood and begin to look critically at the social situation in which they find themselves, often take the initiative in active to transform the society that has denied them this opportunity of participation.

The Frerian paradigm is based on the idea that poor people need to be made aware of the contradictions in their lives. He is referring to the contradiction between the squalor of their own lives and the way in which the ruling elite live: not only in the way the rich live, but the way in which they lead the poor to believe that it is correct for some people to be rich and others to be poor. Once they become aware of the contradiction outlined above, people change from being passive objects to active subjects, critically aware and able to transforming their environment in a militant and creative way. A part of this process is the realization that in order to change the world, individuals need to combine with others in an organized fashion, developing what has come to be known as "popular participation" with the aim of achieving power: a special kind of power – people's power – which belongs to the oppressed and exploited classes and groups and organizations, and the defense of their just interests to enable them to advance towards shared goals of social change within a participatory system.

Poor people need to be made aware of the contradictions in their lives .It is this process of being made aware of the contradictions that is seen to be problematic for some commentators. The political activists, participatory development exponents, and consciousness raisers are themselves carriers of certain values and biases.

When A considers it essential for B to be empowered, A assumes not only that B has no power- or does not have the right kind of power-but also that A has a secret formula of a power to which B has to be initiated. In the current participatory ideology, this formula is, in fact, nothing but a revised version of state power, or what could be called fear-power.

Coupled with the values and biases of the conscientizing activism, is the problem of the traditional or local culture, which may suffer from "inhibitive prejudices" or "continuities in social practices" which are manipulated by groups competing for power within the community. In other words, the conservative traditional culture may be sexist, hierarchical, and based on patronage. Therefore, any attempt to realize a mix of the two know ledges, represented by local and outside persons interacting with each other, is not only a conceptually reductionism and patchwork type of exercise, but also may turn out to be a strange mixture of very heterogeneous biases.

The current status of participatory development is reflected in what has become known as "people centered development" (PCD), a paradigm which draws, to a certain extent, on all of the previously discussed approaches. The manifesto of this particular approach is the Manila Declaration on people's Participation and Sustainable Development, drawn up by 31 NGO leaders in June 1989.

PCD stresses the participation of the majority of the population (especially the previously excluded components such as women, youth and the illiterate), in the process of development. This involvement is considered the bottom-line for the successful implementation of any project of programme.

There are a number of reasons for this emphasis on people-cent red development. In a general sense, it is part of a worldwide movement away from centralized state control to regional and local democratization. The emphasis is on a move from local government to local governance. Governance means that the local authority move beyond the regulation of activities within its domain and enter into an equal dialogue with participants which will create new democratic "rules of the game."

In Africa the failure of the state, in many although not all instances, to bring about sustainable development, especially in rural areas, has led to further disillusionment with bureaucratic governmental institutions.

The current approach emphasizes local control of resources: "participation" can be expressed as "…achieving power in terms of access to, and control of, resources necessary to protect livelihood."

In the new South Africa, participation must not merely become a legitimating process. It should be an essential component of a broad political program in which local knowledge becomes a driving force for social transformation.

Korten, who has done more to make current conceptions of people-centred participatory development his own, adds a number of aspects which are worth nothing in his book *Getting to the 21ˢᵗ century* (1990). He and his colleagues and supporters are basically reacting to the implicit assumptions of modernization or growth-centred development; what Korten engagingly calls the "cowboy economy".

This conventional wisdom as development ethos advocates amongst others the effect is non-sustainable development with little regard for people. Space precludes doing full justice to the import of Korten's vision. His remedy for the cowboy economy, which he sees as the status quo with all the power that it implies, is voluntary citizen action embodied in people's organizations, helping to shape a global consciousness that will oppose the growth-centered approach with its vested interests.

In the end our future depends on millions of citizen volunteers, each serving as a center of voluntary energy, adding strength to a dynamic evolving people's movement. Each individual can and does make a difference. Each helps to shape a global consciousness and a collective pattern of behavior by which we define our relationship with our host planet.

Further, he wishes to promote an environmentally sound, sustainable, people-driven approach that emphasizes the interests of local communities, as opposed to national and international business. As the Manila Declaration on People's participation and Sustainable Development states as the aim for people: to exercise their sovereignty and assume responsibility for the development of themselves and their communities, the people must control their own resources, have access to relevant information, and have the means to hold the officials of government accountable.

Allan Cochran, who refers to the attempts at local level participation as "community politics", is cautious about the success of community initiatives so far. In a survey of community politics in the United States of America and Britain, real gains have been limited and a number of problems have come to light. Briefly, these include the perceived impossibility of dealing with structural

problems of economic and social inequality at local level. Concessions won have usually been of a trivial nature at significant cost in time and effort, and local leaders tend to get sucked into official structures and being to feel threatened by pressure from below.

Phillip Mawood (during an interview, 1991) makes similar comments about the experience of African countries in the post-independence period. Many countries did away with traditional authority structures as well as with colonial models of local government. They replaced them with more radical participatory institutions, in an attempt to foster grassroots involvement. Most of these structures have proved to be problematic and have succumbed to what is called "preexisting" traditional and colonial structures. In many countries, traditional leaders have reasserted or maintained their influence. The problematic nature of these participatory initiatives in Africa are well documented.

The rapid changes of the past two decades have outstripped the capacity for popular involvement of institutions like parent-teacher associations, civic organizations, community forums, and public hearings for planning boards. They are too few and too new to secure continuing grassroots input – much less control… At present, democracy largely means voting every five years (Mawood1992: 23).

De Beer and Swanepoel (1997:26) list three obstacles to participation: operational issues such as too much centralization of power, limited capacity, limited coordination and inappropriate technology; culture of poverty: the vicious circle that keeps people enmeshed in poverty; and lack of structural support for participation: appropriate structures are necessary.

In spite of numerous and well documented examples of the problematic nature of participatory politics in the western world and especially in Africa, there is still optimism and support for initiatives of this kind. After South Africa's first democratic elections in 1994 there was much enthusiasm for participatory democracy and development.

The major difference between South Africa and the rest of Africa, it was argued, is a long history of organized struggle against a repressive regime. This struggle has build up a strong heritage of local level organizational capacity and local level participation that will not easily disappear, as has been the tendency in many parts of Africa. The strong and politicized trade union movement, the United Democratic Front of the 1980s, the national civic movement, the NGOs,

and the powerful business sector with its representative bodies, are all cited as examples of this culture.

Even the rural areas, so the argument goes, traditionally regarded as bastions of conservatism, have in many areas fought long struggles against removals and neglect by the state with democratically elected civic structures. Attempts to generate "countervailing power" in the form of various elected committees, ranging from organizations fighting removals to development committees, have met with varying success.

Today that enthusiasm is tempered by the practical problems that have been experienced with regard to local level governance. Problems include: the inappropriateness of the civil society concept (with its origins in western industrial liberal democratic societies) to African contexts. This is especially true with regard to small towns and villages in rural areas; the fact that organs of civil society in South Africa have increasingly become indistinguishable from the state (known as "corporatism"). Many community-based organizations have slipped into a co-opted rather than co-operative role, in the process often undermining the effectiveness of elected political representatives; in some areas, notably the Eastern Cape and Border, rural organizations have developed into civics or residents associations with national affiliations. But in many cases they have degenerated back into unaccountable and elite-dominated structures, having much in common with the tribal authorities they displaced.

There are thus considerable problems with participatory development. This is true in other parts of the world, in Africa, and in South Africa. In addition, as showed earlier, there are many different interpretations of what participation means and should do for people. It is clear that a number of issues need to be considered if a realistic attempt is to be made to develop a participatory approach to development in South Africa. This is especially true if we want it to be inclusive and sustainable.

2.2.2.6. Key analytic problems

In order to realize a participatory approach to development that avoids the pitfalls explored in earlier sections of this paper, there are a number of key analytic problems that need to be investigated including: what factors in Africa have inhibited genuine participation by groupings outside of a small elite; to what extent do similar conditions exist in South Africa, and what (if

anything) makes South Africa unique in ways that could contribute to a different outcome?; to what extent are conventional models of civil society appropriate to Africa and South Africa specifically?

As we have seen from the literature reviewed above, the South African experience offers a unique opportunity to apply existing theoretical work on local level participation in formal and non-formal decision-making structures. The country is in the middle of a major development process, involving new structures of district and local governance, responsible not only for the provision of services, but also for the implementation of development, in its many different forms. Development entails not just the provision of material goods such as housing, sewerage, water, educational, and sports facilities, but as importantly, entails the empowerment of people, that is "…enhancing the capacity of people to take control of their own lives".

What does this mean in practical terms? A real need exists to integrate the previously disenfranchised into decision-making structures in a meaningful way. Although, as discussed earlier, there is a strong tradition in South Africa of organized resistance through people's organizations, the majority of people have very little experience of legitimate formal power structures, such as local government. The initial tensions between non-statutory and statutory councils in many transitional local councils (TLCs), and the lack of training of the former to deal with the situation, bears testimony to this.

At the same time, it is important for the organs of civil society, such as civil, development forums and committees, and political parties, to establish a working relationship with formal government structures that: moves beyond the mere "demands" of protest politics and incorporates both a watchdog role as well as a developmental one; does not lead to co-option and the inevitable corruption that this spawns; takes into consideration the particularities of local politics in South Africa, especially in the rural areas and recognizes that communities often reflect division and competing interests and not that often harmony and common purpose.

At present it seems as if the prophecy made by Phillip Mawood in 1991 is becoming increasingly true. He predicted that as government structures develop and acquire legitimacy in South Africa, there will be a corresponding decline in the vibrancy of civil society, especially the civic movement. However, the present demarcation process and the consolidation of local

government into fever urban-based municipalities could reverse this process. As formal local government becomes more distant from rural people there may be a revival of rural development forums, residents associations, and civic.

2.2.2.7. Sociological variables

Central to the ability of people to take control of their own lives and to undertake organized collective action, is the concept of power, more specifically power structures and relationships within particular communities. Questions that need to be answered in this respect: Who are the significant decision-makers and influential people in a particular area? Whose interests do these influential decision-makers serve? How do those members of the population generally excluded from the decision-making process try to hold these decision-makers in check and exert their own influence on the political process? To what extent do present structures of production, particularly production, affect local participation in decision-making?

Another important variable is the way in which "continuities in social practices" are manipulated (Spiegel 1990: 210) by groups competing for power within the community. In other words, how do people use tradition to legitimate their attempts to gain, maintain, and exclude others from positions of power? How does this process affect the ability of women, youth, and the landless to participate in formal and informal decision-making?

Finally, given that these above-mentioned variables have been identified in the literature as obstacles to sustained and broad spectrum participation in formal and non-formal decision-making within communities in other parts of Africa, how strong is the political tradition that gave rise to the local level organizational capacity and the sporadic local level participation in South Africa, especially in rural areas?

2. 3. Public participation in local government and the disabled

2.3.1. . Importance of public participation in local governance

Participation in local government, especially involvement of people with disabilities, is a critical matter of debate in modern development discourses. This section will therefore look into the following aspects of participation in the Integrated Development Plan (IDP) processes and local government, namely, public participation in local government, legislation governing public participation in local government such as the Constitution of the Republic of South Africa, Municipal Structures Act, White Paper on Local Government and other pieces of legislation. The section will further look into the IDP processes and the role of the disabled.

Properly led and managed public participation –resting on sound and relevant participation mechanisms in community politics lead to consensus building and aviation of conflict. Oldfield, (in Van Donk et al: 487-490) is of the view that today "we can speak". There are more channels than ever to do so. But the language of technocratic liberal constitutionalism both enables and disables us. It enables us by granting us the opportunity of talking, listening and being heard. This is freedom of expression which is inherent in a democracy. But it disables us by telling us how, where and when we should speak and in what conceptual languages we can speak if we want our sounds to be heard and comprehended and not reduced to noise lost in the south-easter and swept out to sea.

 According to her, in the post-apartheid period, participatory mechanisms have been designed and legislated to enable citizens and communities in the collective to engage with the state in order to substantiate democracy. At a national scale, these mechanisms range from rights to protest and freedom of expression, to rights to vote to elect political representation. Legislated in Municipal Structures Act (NO. 117 of 1998), most channels for participation provide opportunities for citizens and communities to engage with local government through structures and processes such as ward committees, integrated development planning and consultation in service delivery processes.

2.3.2. Legislation governing public participation in local government in South Africa

Section 10G [g], of the amended Local Government Transition Act (No. 97 of 1996) stipulates that local government structures must report and receive comments from their communities annually regarding the objectives set in the Integrated Development Plans (IDPS), while the Local Government Municipal Structures Act (No. 117 of 1998) requires municipalities to engage in consultation with civil society in meeting their objectives. According to Section 19 of the Act, each municipality is required to "develop mechanisms to consult the community and community organizations in performing its functions and exercising its powers" (Section 19 [3]). The Municipal Systems Bill, published in the Government Gazette on 6 August 1996 also makes provision for public participation in local governance (chapter3). This chapter obliges municipal councils "to develop a culture of municipal governance that shift from strict representative government to participatory governance, and must for this purpose encourage, and create conditions for residents, communities and other stakeholders in the municipality to participate in local affairs".

Thus local government legislation imposed the obligation on local authorities to consult with "residents, communities and other stakeholders" in the performance of their tasks. This has been supplemented by the policy framework on local government set out in the White Paper on Local Government. The White Paper, published in March 1998, stipulates that "municipal councilors should promote the involvement of citizens and community groups in the design and delivery of municipal programs" (RSA, 1998b, Section B, para.1.3). Local government structures must "develop strategies and mechanisms (including, but not limited to, participative planning) to continuously engage with citizens, business and community groups" (RSA, 1998b, Section B, para.3.3).

Public involvement in developmental local government could thus be encouraged through: forums initiated from within or outside local government to allow organized formations to initiate policies and/or influence policy formulation, as well as participate in monitoring and evaluation activities; structured stakeholder involvement in certain council committees; participatory budgeting initiatives aimed at linking community priorities to capital investment programmes; focus group participatory action research to generate detailed information about a wide range of specific needs and values; and support for the organizational development of

associations, in particular in poor marginalized areas where the skills and resources for participation may be less developed than in better-off areas (RSA, 1998b, Section B).

The Department of Constitutional Development (DCD), which was charged with developing policy on local government and providing assistance to municipalities, stipulated that a system of civil society participation is likely to follow three phases. In the first phase, "initial outreach" where municipalities build a relationship with stakeholders in the community and establish a common vision for development.

This is generally done as the first phase of the IDP process, where municipalities identify and embark on a programme to involve all interest groups in the participatory processes. The second phase, "internal focus and restructuring", involves adjusting the institutional structure and functioning of the municipality to enable it to meet its new developmental role. This would require a change of attitudes amongst existing staff, the acquisition of appropriately skilled people for the new role, and the establishment of new structures to enable popular participation. The final stage, the establishment of a "normalized system", allows for ongoing community participation following the determination of the appropriate "rules of the game" for public participation (DCD, 1999a).

The DCD also drew up a manual for the IDP process. Included in this manual is a set of proposals for a public participation strategy, which requires local government structures to: develop a stakeholder profile in their area, in order to understand the specific characteristics and participation requirements of the area; identify representatives and keep an up-dated record of their details; decide on existing structures to be used and new structures to be created; agree on mechanisms of public participation such as public meetings, workshops, etc.; and develop a public participation policy and allocate roles, responsibilities and resources to support the participation process (DCD,1998).

Each local government structure determines the structures to be utilized in the IDP process, which includes a description of the mandate and terms of reference of each public participation structure. The various mechanisms for public participation identified in the manuals are amongst others public meetings, target group work sessions, workshops, work group discussions, information sessions, and brainstorming sessions.

Participation can occur at the regional, local or target group/ community level and can consist of professional/ technical, grassroots or joint work sessions. The manual for public participation stipulates that an effective public participation process will be characterized by: representative attendance at workshops and public meetings; the filtering of information down to the man/ woman in the street; few incidents of conflict during meetings and workshops; continuous progress in the planning process; a large measure of consensus between stakeholders and role-players; clear mandates for participants; clear, supported terms of reference for all participants; and clear and agreed codes of conduct for all participative sessions.

The Municipal Structures Act clarifies how the broad objectives in the Constitution should be implemented by specifying generically a requirement for community participation.' These are that a municipal council must annually review – the needs of the community; its priorities to meet those needs; its processes for involving the community; its organizational and delivery mechanisms for meeting the needs of the community and its overall performance in achieving these objectives. Further a municipal council must develop mechanisms to consult the community and community organizations in performing its functions and exercising its powers (Municipal Structures Act, sec. 19.1). These requirements are made operational in ward committees and participation in service delivery choices and standards.

In parallel, community participation is a fundamental feature of the integrated development planning process. In theory, this process provides space for such participation through forums held with community representatives and municipal officials. In general, while case study research acknowledges that the level of participation has never been higher in South Africa, given the history of exclusion during apartheid, it suggests that participation through integrated planning processes has been superficial. In the context of debates about participation in service delivery, Smith and Vawda (2003) also examine the limited conception and scope for community participation, another statutory site for participation outlined in the Municipal Systems Act 32 of 2000. They suggest that frequently in practice a shift is made that translates citizenship participation into 'customer' consultation.

If we look at service delivery as a microcosm of this changing relationship, the outcomes of this shift threaten to undermine meaningful forms of public participation. In the realm of services delivery, consumers are invited to take part in the process through the freedom to exercise their

choice and preferences. However, the nature of this interaction is predetermined to set parameters. It is ritualistic through rote filling out of customer surveys and remains shallow in the thinking behind the delivery process. Most importantly, the customer may have a say in how to reshape the tail end of the delivery process, but is usually excluded from the decision-making process in how services are produced and where they are delivered. In this sense, the replacement of citizens' involvement with customer engagement in service delivery processes connotes a move away from an active public participation to a passive one.

The Municipal Systems Act of 2 000, elaborates the constitutional duties of municipalities that are relevant to socio economic rights in the Constitution. It provides that the administration of the municipality must: be responsive to the need of the community, facilitate a culture of public service and accountability amongst staff, take measures to prevent corruption, establish clear relationships and facilitate co-operations and communication, between it and the local community, give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive, and inform the local community how the municipality is managed, of costs involved and the persons in charge.

Section 4 (2) of the Act required the council of the municipality to: exercise the municipality's executive and legislative authority and use resources of the municipality in the best interest of the local community; provide without favour or prejudice, democratic and accountable government; encourage the involvement of the local community; strive to ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner.

It further enjoins the municipalities to consult the local community about: the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider, and the available options for service delivery, give members of the local community equitable access to municipal services to which they are entitled, promote and undertake development in the municipality, promote a safe and healthy environment in the municipality and, contribute together with other organs of state, to the progressive realization of fundamental rights contained in section 24, 26, 27 and 29 of the Constitution. A municipality must in the exercise of its executive and legislative authority respect the rights of citizens and those of other persons protected by the Bill of Rights.

Section 5 (1) of the System Act guarantees a number of rights to members of the community. It provides that members of the local community have the rights to contribute to the decision-making process and submit written or oral recommendations, representations and complaints, prompt responses to their written or oral communications, be informed of decisions affecting their rights, regularly disclose of the affairs of the municipality, including its finances, demand that the proceedings of municipal council and those of its committee must be; open to the public, conducted impartially and without prejudice, and be untainted by personal interest in, the use and enjoyment of public facilities, and enable the residents to have access to municipal services which the municipality provides.

2.3.3. Development of policy and guideline

The development of a policy/guideline on public participation in policy-making is crucial as it will inter alia guide on the inclusion of public comments in policy formulation, which in turn will enrich and promote comments and participation.

In order for government departments to enhance their operations it is advisable to develop, approve and implement a policy/guideline on public/stakeholder participation in policy-making, addressing inter alia: What is to be achieved by such participation process? Whose inputs should be obtained? (What client segment/category, e.g. business/labour/other government, rural/urban, rich/poor?), on what? Is the policy/framework/project simply published for comment or are specific questions asked? How? What are the procedures to be followed? Should the input be obtained from the public/stakeholders directly or through representative bodies (other than legislatures) or special interest groups?

The methods that should be considered are giving information (I can't participate if I don't know what the issues are.), Seeking information (the views of the public/stakeholders can be researched.) and sharing information (there is more interaction between the members of the public/stakeholders and the policymaker).

2.3.4. Inclusion of public comments

Municipalities should develop proper systems of recoding the results of the participation process, acceptance of recommendations and advice on the outcome of inputs to participations in the consulting process.

The new administrative culture might emphasize a different mix among these attributes in different functional and policy areas. This is part of its recognition of the complexity of public administration. While we would expect its values to be found in all area of public administration, they might be developed differently in programmatic areas as diverse as agriculture, urban development, and defense.

Part of the problem of public administrative theory in the past was that it failed to recognize that the dynamic quality of the competition had (and should have) very little to do with politics. It also paid a little attention to the question of what the right of clients and regulates should be. In the future, as we move away from the "single process" and "one best way" ideas, there will be greater recognition that an effort to balance competing concerns can lead to valuable solutions to administrative problems. This has already occurred in some areas, for example, the convergence of the three perspectives in the policy area of equal employment opportunity/affirmative action in public personnel administration in the public sector work force.

2.4. The IDP: Processes and participation

2.4.1. Origin and thoughts

Harrison (in Van Donk etal:321) advances an argument that the Integrated Development Plan (IDP) is the leading instrument of local planning in South Africa. It provides municipalities with a tool to align budgeting and project implementation with strategic priorities, and to link across and coordinate the growing number of sectoral plans, programmes and projects that impact on the activities of municipal government. Increasingly, also, the IDP is being cast as a major component of an emerging system of intergovernmental planning and coordination. According to him the IDP was first introduced in 1996 in an amendment to the Local Government Transition Act (NO:209 of 1993). The timing of legislative requirement that all transitional local councils prepare an IDP is significant, as 1996 was the year when the attention of the still-new African

National Congress (ANC)-led government shifted firmly from the reconstruction of national and provincial government to the creation of new system of local government. The IDP as we know it today, is the product of a peculiarly South African story.

2.4.2. The IDP as an instrument of local empowerment world- wide and in South Africa

Harrison (in Van Donk et al: 327-330), advances diverse critiques of various authors on the IDP as an instrument of local empowerment. From an autonomy perspective, there are strong critiques of the IDP.

However, does the fact that participatory processes have been shaped by municipal councils and channeled through officially constituted structures-such as ward committees and IDP forums-mean that democracy has been eroded and the interests of the poor have been undermined? Heller and Friedman answer in the affirmative. A perspective provided by Williams (2004:557) **on** work conducted in India suggests, however, that the answer may be somewhat more complex. He writes that "while participation may indeed be a form of "subjection", its consequences are not predetermined and its subjects are never completely controlled, Williams (2004:557). To take the debate further, however, it is necessary to move beyond general assertions to a more grounded empirical understanding of how participatory processes are actually working and what their impacts are on the lives of ordinary citizens. This, however, is a research agenda for the future, as little empirical material on the scale and nature of participatory processes is currently available. The Department of Provincial and Local Government (DPLG) has responded to some degree, at least, to criticism around the deficiencies in participatory process. For example, it acknowledges that the participatory process has been 'uneven' and that a key objective should be 'to deepen and strengthen institutionalized participation, and to move beyond (DPLG 2006:2). The proposed mechanisms for participation remain, however, the IDP representative forums and ward committees, but have been extended to include IDP summits and imbizo (where politicians have direct contact with local citizens).

The material impact of IDP on the lives of ordinary citizens, and especially on the poor, is the other critical area that requires careful investigation. Here again, there are methodological and data problems. The impression derived from the IDP hearings is that there has been an improvement in the level of service delivery country-wide, but that the rate of improvement is

highly uneven and is, generally, disappointing. There is data available for particular municipalities and even province –wide in the few cases where provincial governments are proactively gathering information – But there is no commonly agreed set of measures for quantifying backlogs and process, and so nation-wide comparisons is extremely different. The IDP hearings revealed that, with the exception of the metropolitan areas, the most serious backlogs remain in the areas of water provision, with the majority of districts still having a greater than 50% backlog, although there are also continuing concerns with sanitation, refuse removal and, to a lesser extent, electricity (DPLG, 2005). It is difficult, however, to relate the information provided through the IDP hearings to the aggregate data provided by the government's ten-year review (RSA 2005) and in a recent report of the Policy Coordination and Advisory Service (PCAS) in the Presidency (PCAS, 2005). The PCAS reported, for example, that the percentage of poor households with access to piped water had increased from 59.3% to 77.2% in the period 1995 – 2000 (with a higher rate for the population as a whole). But with existing backlogs of more than 50% in non-metropolitan areas, this improvement may have been very metropolitan focused.

In terms of poverty alleviation, the major intervention available to municipal government is the provision for free basic services to the indigent. In this area, progress is still very limited. Indigent registers are generally weak or non-existent. Again, there is a lack of comparable nation-wide data, and so we must rely on reports from individual municipalities. The situation in the Cacadu Municipality in the Eastern Cape, for example, where 70% of residents are indigent and qualify for free basic services, but where only 18% received this service in 2004 (DPLG2005), cannot be considered as unusual. Again, however, there is considerable variation in performance: in KwaZulu-Natal, for example, the level of provision of free basic water ranges from 13% in three district municipalities to 70% in case of the Umgungundlovu District Municipality (DPLG, 2005).

The critical methodological challenge is to make the link between improvements in service delivery for the poor (to the extent that these have occurred) and the existence and quality of integrated development planning processes (including the participatory dimension). While there is no current data to show this, there are individual indications, at least, that the link between the IDP and budgeting processes has worked to redirect expenditure towards areas of need. While

IDPs are likely to have contributed to a greater focus on service provision in poor communities, their contribution to a fundamental transformation of the unequal sociospatial landscape is less certain. There is no indication, for example, that IDPs (and their spatial development frameworks) have made any impact on the spatial disjunctures created under apartheid, while the deep inequalities in land ownership and access seem as entrenched now as they were before. Post-apartheid planning has been embedded in a consensual model of politics and thus has been unable to challenge the real inequalities in society and to bring to the surface the real divides.

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 process at national and provincial levels, in the policy formulation and planning processes of local government structures. The Constitution of the Republic of South Africa Act(NO 108 of 1996) mandates local government to provide democratic and accountable government for local communities and encourage the involvement of communities and community organizations in the matters of local government. Apartheid-era local government, with its separate structures for Whites and Blacks, was also characterized by bureaucracy-dominated, top-down decision making. Civil society participation in Black local government was totally absent. Finally, local government for Blacks was based on an elaborate set of urban control, aimed at administering people, instead of promoting development. In contrast, the commitment to "justice, participatory democracy, poverty alleviation, the physical development of underprivileged zones of the city and racial redress" and the opening of "opportunities for integrated holistic planning" underpin the new system of local government (Parnell & Pieterse 1999: 78-79).

2.4.3. **The objectives of the participation programme of the IDP process and the role of participatory structures**

The purpose of the public participation process is, inter alia, to: give the community empowered involvement in their own living conditions; identify and involve all role-players and affected parties in the process; involve the communities in the identification of, and dissemination of information on, the local contexts and needs, as well as in providing empirical and technical information; develop alternatives and solutions to problems by utilizing the collective forum resources and ideas; create a transparent and informed development process; and introduce the

community to the communication channels and structures of the authorities, delivery agents and all role-players involved in the community and to ensure continued liaison (City Council of Pretoria 1999: 85).

2.4.4. Some benefits and limitations of civil society participation in the IDP process

The ideal civil society participation in developmental local government has supporters and detractors, as well as benefits and limitations. Perhaps the most significant argument for civil society participation in developmental local government is the recognition, in the post-apartheid era, that local government structures are primarily responsible for serving the needs of the residents and stakeholders in their areas. The contention that developmental local government should prioritize service to the community is supported in the White Paper on Local Government. The White Paper obliges municipalities to prioritize the needs of residents, communities and other stakeholders, as both citizens of municipal area and clients of municipal service, in the performance of their tasks. This in turn requires a great deal of "interaction between local authorities and their communities … to ensure that all stakeholders are at least informed about the expectations of community and the ability of councils to deliver services". Thus, one of the main benefits of civil society participation in local government is that it enhances the potential for local authorities to meet the expectations of the inhabitants of a municipal area.

In addition to enhancing understanding of needs, civil society participation enhances understanding of the impact of policy and programmes, and promotes the development of priorities. It is through interaction with the public that a local authority can discover what citizens expect from their local government and areas where the implementation of policy and programmes are inadequate. The citizen… has a surveillance role to play to ensure that the public functionaries comply with the mandate that was granted to them. Public accountability is made effective through the public input in areas where public functionaries fail to comply with the mandate to provide good, effective government.

Ultimately, good governance is best served by such public interaction with the local authority. Most important, however, public participation in local government activities is essential for long-

term democratic stability. Public participation promotes legitimacy and public support for the policies and programmes of local authorities to ensure democratic stability.

The Department of Constitutional Development points out that civil society participation in the IDP process would ensure the fullest support of residents and stakeholders and mobilize community and private sector resources to make the most of growth and development initiatives The first point here is partially related to ensuring the legitimacy of municipal plans. The preceding era of local governance in South Africa was characterized by a type of authoritarian paternalism. The rejection of the local government system by the African population in particular, which reached its zenith in the 1980s, underscored the illegitimacy of this system. Civil society participation in developmental local government is geared towards legitimizing the new local government system and will most likely be achieved if citizens feel they have ownership of local government programmes.

Civil society participation in the activities of local government is also recognized as an essential component of human development itself.

Most critics agree with these arguments, but are concerned that, without any examination of the limitations of such participation, the notion of civil society participation becomes "something of a sacred cow". In particular, the close identification of a community with civic organizations has come under attack from several quarters, giving rise to serious questions about the nature of civic society participation in South Africa. For instance, most local communities are extremely diverse in character. Some communities have elaborate networks of strong organizations, with regular participation by a mass membership in their activities, broad similarities of interest and accountable leadership. Other communities are characterized by weak or no organization, limited and erratic participation by members of the community, a wide diversity of conflicting interests, self-appointed and unaccountable leadership. This diversity gives rise to a number of questions: Are the organizations participating in municipal planning representative of all the relevant communities, stakeholders in the municipal area? How representative of their own communities/stakeholders are the participating organizations? Are the participating organizations capable of articulating the interests of the communities accountable to their organizations? What are the differing capacities of participating organization and how do these affect their contribution to the IDP process? Is the IDP process dominated by particular organizations?

The diversity of local communities and the diverse interests of stakeholders in the IDP process give rise to another limitation of civil society participation in developmental local government. Local authorities tend to bring groups together in "single forum type structures", which are charged with achieving consensus around development plans. The crucial question here is: are the structures and mechanisms for civil society participation in the IDP process appropriate?

Civil society participation in local government provides various non-government structures with a "veto right" in the planning process. Representatives of civil society structures in the planning process can always invoke the "opposition of the people" to any aspect of a development plan that they disagree with. Thus, since the process is aimed at reaching consensus, civil society structures can hamstring the IDP process. This is recognized in the White Paper, with a clear warning that "participation processes must not become an obstacle to development, and narrow interest groups must not be allowed to 'capture' the development process". Thus, it is important for municipalities to find ways of structuring participation which enhance, rather than impede, the delivery process". Civil society participation in local government processes provides the conditions for the emergence of "alternative power bases to elected structures of local government, representing particular interest in a given community". This may give rise to conflict between elected councilors and representatives of community organization, particularly if they are drawn from the same communities. In some instances, there may be conflict between council committees charged with steering the IDP process, on the one hand, and committees of civil society participants charged with the same task, on the other hand.

It is crucial, then, to examine relations between elected councilors and civil society representatives. A significant limitation for civil society's participation in developmental local government is "the technical nature of contemporary government." This has a number of consequences such as the capacity disparity between government officials and representatives of civil society, which creates unequal power relations. Thus, civil society participants may have a limited impact on the planning process by technical consultants.

There are crucial questions as follows: What has been done to provide civil society structures with the relevant capacity to engage in the IDP process? Do community stakeholders make an effective contribution to the IDP process? What roles and responsibilities have been allocated to

civil society representatives and how effective have they been in the performance of these? Who is the driving force in the planning process?

Perhaps the most serious criticism of civil society participation in political structures and processes is that participation becomes an end in itself, instead of a means to achieve certain objectives. In other words, a civil society participation programme may be judged as successful simply because there is a widespread public participation in the programme. By contrast, it should be argued that participation programme can only be judged to be effective if the participants, through their participation, "have some influence over any resultant decisions" Sebela &Reddy, (1996:5). This influence can come through the incorporation of plans arising from the participation process in the plans of the local authority. In addition, the influence from a civil society participation programme can be seen in the implementation of projects arising from this programme.

It is for these reasons that Houston, and his co-authors suggest that in addition to the items that the DCD provides as important item for the checklist of what constitutes an effective public participation programme in local government planning, effective communication of needs, priorities of communities to the local authority and of capabilities and programmes of the community; promotion of legitimacy of, and public support for, policies and programmes of local authority; capacity building and empowerment of local communities and stakeholders as a result of civil society participation; participation by all relevant community stakeholders in the municipal area; significant contribution to the development plan of the municipality by all participating community stakeholders; a process driven by the community and not other stakeholders or role-players; appropriate structures and processes to ensure optimal benefits from community participation; appropriate training provided to representatives of community stakeholders; appropriate mechanisms and training to enable members o

f community stakeholder organizations to contribute meaningfully to the IDP; participation by members of the community in the IDP processes of their own organization; allocation of adequate resources to the community participation programme, and meaningful use of these resources; co-operation between representatives of community stakeholders and elected councilors; close working relationships between community stakeholders representatives and city council officials in the participation programme of the IDP process; incorporation of IDPs in

the plans of a city/town council; and implementation of IDP project, are to be considered as other relevant items.

2.5. Participation of the people with disabilities

2.5.1. What disability entails

The term disability probably has different meaning for each person that uses it. It is a term that can be defined in its own right, but at the same time, tends to be used interchangeably with other terms such as impairment, handicap and disablement.

The white paper on an Integrated National Disability Strategy (INDS) argues the placement of disability definition within a health and welfare framework resulted in perceptions and attitudes towards disability (Medical Model). This perception led to: Isolation of disabled people and their families from their communities and mainstream activities as well as dependency on state assistance resulting in disempowerment to the disabled, which seriously reduce their capacity and confidence to inter-act on an equal level with other people in society. This led to exclusion from social, political and economic rights. The medical model of disability focuses on the impairment/impairments of the individual and the individual's inability to carry out normal day-to day activities due to the impairment.

The most common formulation of disability incorporates a medical definition. 'From a medical vantage point, the problems of a disability arise almost exclusively from pathological impairments, or a mental inability to perform so-called normal tasks'. This emphasis on science replaced a religious or moral interpretation of disability as either a curse or a legitimate object of charity.

Hahn argues that without comparison these terms make little if any sense. Therefore we should realize that (dis)abilities and differences are nothing but social constructions. No one is 'different' without a counter-part having some other traits and nobody is disabled as long as there is no person to compare with who is differently abled. Whereas it is a truism that able-bodied and disabled persons are, at least to some extent, different from each other. Each person is unique, but what we share is that we are all human beings. Differentiating between people may

therefore be a highly delicate issue that may easily result in stigmatization. Differentiating commonly becomes problematic as a result of the typical human inclination to divide humanity into 'us' and 'them'. People tend to distinguish themselves from others, who are perceived to be 'different', or – in a more pejorative sense – 'abnormal'. Following the relational nature of terms, we should realize that our definition of sameness' or 'difference' very much depends on our point of comparison.

2.5.2. Some disorders and conditions causing disabilities

Ryckmans (1983:14) classifies some disorders and conditions causing disability into amputation, arthritis, autism, blindness and partial sight, cerebral palsy, chest diseases, deafness, dwarfism, heart disease, incontinence, mental handicap, mongolism, multiple sclerosis, muscular dystrophy, old age, Parkinson's disease, poliomyelitis, spina bifida, spinal injury and stroke. In addition to this classification Hale (1979:289) mentions ankylosis, aphasia, ataxia, athetosis, benign congenital hypotonia, brittle bones, cardiovascular dieas, celebral hemorrhage, colostomy, contractur, cystic fibrosis, CVA, diabetes, gout, Friedreich's Ataxia, encephalitis, embolism, hemophilia, hemoplegia, Hungtinton's Chorea, hydrocephalus, ilestomy, monoplegia, moto neurone disease, muscular dystrophy, □yasthenia gravis, osteomyelitis, Paget's disease, paraplegia, polyneuritis, peroneal muscular atrophy, rubella, quadriplegic, progressive spinal muscular atrophy, thrombosis, thalidomide, tetraplegia, syringomyelia, spontdylitis and sick-cell amenia.

2.5.3. Examples of famous persons with disabilities

In proving that people living with disabilities can achieve success like all others in life, various authors give examples of people with disabilities and their meritorious achievements. Amongst these author Ryckmans (1983: 9) sites, from both the real life and fairy tale world, Captain Hook in 'Peter Pan', Snow White the furniture champion in the world of dwarfs, Hellen Keller the famous author and lecturer who was both blind and deaf. Julius Caesar had epilepsy. Beethooven wrote some of his most exquisite music whilst he was totally deaf. The famous British Admiral Nelson lost his arm and an eye on the battlefield but carried on as the most brilliant admiral. The arthritic Renoir painted in spite of his crippling arthritic condition that affected both his hands. Degas became an outstanding sculptor even after the loss of his eyesight. Douglas Bader became air-fighter pilot in spite of the loss of his two legs.

Ryckmans (1983:10) further argues that disability is always all around us and does affect each of us either directly or indirectly. It is part of life and should therefore be treated and accepted as such. Disabled people are not a different category of citizens. The difference between people called 'disabled' and the majority is simply that they have less room for maneuver as they make their way about society. Most of these famous persons succeed in spite of their disabilities. Hale (1979:9) says that this is in part because standardized, inexpensive and easy to use devices are readily available. Some are tailor-made for the individual and require only professional counsel. Some people who are disabled discover ingenious ways to solve practical problems and to create their own aids.

He further advances a view that it takes imagination, knowledge, and positive assistance from others to get the best out of the resources that are at hand, but the effort is worthwhile. The extent to which one is handicapped by one's disability can also depend on one's attitudes. Identifying attitudes that can handicap- and understanding them – helps to change or control them so that a disability can be prevented from becoming a handicap.

2.5.4. Basis and justification for the exclusion and inclusion of people with disabilities

. Throughout history disabled people have experienced both exclusion and inclusion depending on a combination of economical, social, political, ideological, moral, and cultural forces. Exclusion and inclusion are universal features of social interaction, and institutions serve to structure these processes, through states, markets communities and voluntary associations. Other progressive authors argue that there is an urgent need for a meaningful and workable bottom-up approach to community-based support services based on the full inclusion of disabled people in all aspects of service administration planning, provision, and delivery. They advocate for progressive social policy and state welfare for transformation, emancipation, and the coming of inclusive citizenship. They call for the changing political social institutions of society for the empowerment of the disabled people. These instruments of participation by people with disabilities in particular give hope towards improvement in participation

2.5.5. Thoughts on people with disabilities, policy space and struggles of people with disabilities

Dealing with people with disabilities needs one involved to have a lot of patience; to be a responsible; 'caring' person without becoming personally involved in individual cases; and not

to mind, on occasions, having to work on unsociable hours. The struggle for and of people with disabilities was at its peak in 1981. Hence 1981 was declared an International Year of Disabled Persons by the United Nations Organization. Its aims were to make people aware of the problems faced by the disabled all over the world and to help them in their physical and psychological adjustment to society. According to Ryckmans (1983:12) the aim was to further promote greater integration and more participation of disabled people in the society. Since this year, newspaper articles, radio, and television programmes have all tried to paint a picture of 'disability'. They have shown how people with disabilities cope with life, how they can be an integral part of our community. This way the media tried to explore the myth that disabled persons are a breed apart.

 Hale (1979:287) attesting to both the public and private struggles and impact thereof on struggles of and for people with disabilities says that government and private agencies have begun to pay attention to the special needs and problems of people with disabilities. She argues that much has been achieved in this regard but further that it is never the less the responsibility of everyone concerned to sort out hard fact from glib talk. With respect to the position of the people with disability themselves on their struggle, she argues that like everyone, the disabled together with their families and friends, have recognized the importance of taking responsibility for their own lives. Hale'**s** view is that physically disabled people- men, women and children who were born with a physical impairment or who have physical limitation as the result of illness, injury, accident or age- represent the largest, although often hidden, minority in the world.

2.5.6. People with disabilities world wide

There are many international instruments, ratified by South African Constitution and legislation, which promote and uphold the rights of persons with disabilities. Article 23 of the Convention on the Rights of the Child accords special care and encourages, subject to available resources, assistance which is appropriate to the child's condition and to the circumstances of the parent or others caring for the child. It further recognizes that such assistance should be provided free of charge, taking into account the financial resources of the parents or others caring for the child. The Convention also emphasizes that assistance shall be designed to ensure that the disabled child has effective access to and receives education, training, health care services, rehabilitation services, preparation for employment and recreation opportunities in a manner conducive to the

child's achieving the fullest possible social integration and individual development, including his or her cultural and spiritual development.

A variety of policy options and systems have been implemented internationally, with different purposes, targets, accessibility and administrative structures, and varying degrees of effectiveness. Many lessons can be learned from the experiences of other countries and these could inform the development of a holistic, comprehensive public participation system for the South African situation.

The Kenyan Constitution is based on the principles of non-discrimination and equality, and persons with disabilities are entitled to the fundamental rights and freedoms of every human being, as enshrined in the Bill of Rights. Kenya is also a member to the African Charter on Human and People's Rights. However, there are no special laws for the preferential treatment of persons with disabilities.

Disabled people in Zimbabwe recognize that human rights and the quest for social justice require more than laws and political action, but ongoing conscientization of individuals – both disabled and non-disabled. Their work continues with a two-pronged strategy of national political forums and grassroots mobilization of individual members. In 1995, the board was created as part of the Disabled Person's Act of 1992 to oversee implementation of the right guaranteed therein. The tendency before this was just to look at your disability and you would not be given a chance. The attitude was that the disabled persons should always remain disabled. They should not be given opportunities.

What was needed to change the situation was for a lot of education for the public so that they accept people with disabilities as equals. Experience in Zimbabwe and internationally is that people with disabilities are treated as second class citizens. Negative beliefs and attitudes towards people with disabilities still exist in the community. Parents are shy and feel embarrassed to have a child with disabilities unless it is for charity or pity, or they are compensated for it. Disabled people there believe that they should be employed in their own right as equal members of society.

Disability is not conceived as a human right issue by everyone in Cyprus. We need to state that disability is not yet discussed in human rights terms in Cyprus. The disability movement –

despite its achievement so far – is still largely invisible and inaudible. A lot of work has been done, mainly in the past ten to fifteen years, but much more is still lying ahead.

In Pakistan when young disabled pass the age for schooling, there are even fewer service or facilities available to them. Against this background of sparse formal services, the secretary of Pakistan's Disabled people's federation reported that: The parents and relatives consider the disabled as an economic liability and curse of god. Government functionaries take them to be nincompoop parasites. For the general public they are a nuisance in their faculties, lose self-respect and consider themselves fit for dependence upon others and beggary.

Internationally despite disturbing trends and backlash, the human spirit overcomes many things. We can find examples throughout the world where human rights and disabilities have been linked and opportunities created to ensure inclusion in economic policies. It is in these cases where the myopia and opposition of the backlashers gets defeated. For example, in April 1996, in Nicaragua, veterans who had a disability, some of whom were former Contras and some of whom were former Sandinistas, came together because they realized they might have something in common. They recognized that what kept them from exercising their citizenship rights was the same thing that blocked other persons with disabilities from achieving equality. So they decided that not only did they have to work together – the disabled Sandinistas and Contras – but they had to work with all people who had a disability and other equality-seeking groups. And they concluded that inclusion of all marginalized groups is a prerequisite to peace, which is their goal.

Fortunately, there are people throughout the world who are willing to stand up for the rights of people with disabilities. These include people with disabilities themselves. There are concrete examples of civil rights and human rights struggles. People with disabilities and their supporters are eager to stand up and demand equal access to the political, civil, economic and social rights of citizenship to which they are entitled. The pressure that disability brings to complacent systems forces changes that radically transform the underlying framework within which societies have so comfortably operated. It raises inescapable dilemmas, which cannot be ignored, but which need not lead to false antagonisms that are the bread and butter of the backlashers. The dilemmas can be resolved if we accept that greater equality and well-being will come only with a

respectful dialogue about our differences, real and perceived; and an acknowledgement that when it comes to citizenship rights we are fundamentally the same.

The thinking of the USA people is that the lives of persons with impairments, especially children, are not set in fixed and impairments than by societal attitudes. The determination of these attitudes a consequence of the way people view others, including those with disabilities. Is it as deficit, implicit in the medical model and traditional special education/ or as difference/ or as alternative/ or in a socio-political context/ or in a civil or human rights formulation. Society establishes the means of categorizing persons and the complement of attributes felt to be ordinary and natural for members of each of these categories' while responses to disability are not 'natural'; rather, they are invented, different at one time or another, from one culture or another, from the perspective of one discipline or another.

Commitment to equality in Canada led to the introduction of a charter against discrimination. Importantly, this charter also provides guidance on the meaning of equality. The test for discrimination for Section 15 (1) of the Charter remains: that if, in Canada based on disability, you are treated in legislation or by the practice of governmental agency in a manner that disadvantages you relative to persons who do not have a disability, then your equality rights are violated. It further held that: exclusion from the mainstream of society results from the construction of a society based solely on mainstream attributes to which the disabled will never be able to gain access. It is the failure to make reasonable accommodation, to fine-tune society so that its structures and assumptions do not prevent the disabled from participation, which results in discrimination against the disabled.

2.5.7. The situation of people with disabilities in South Africa

The situation of disabled people has improved since the advent of democracy within South Africa, due to legislation and policies formulated to improve the lives of disabled persons. The rights of disabled people are protected within the Constitution. Section 27 of the Bill of Rights (Chapter 3) says: The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of these rights."

However despite the above protective measures some of the disabled people continue to experience hardships. They still face problems such as exclusion from mainstream society,

access barriers to services and to exercise their basic rights, especially in the rural areas. One of the key factors that contribute to this ongoing negative situation is the fact that disability issues have been addressed in a piecemeal, fragmented fashion, hence government's integrated strategy to address such problems in a co-coordinated and integrant manner. There is a lack of reliable information on the nature and prevalence of disability within South African authority.

Progress has been made in integrating people with disabilities in policy and programme planning. This is as a result of a commitment by government to involve organizations dealing with disabled people in policy and programme planning. The Office on the Status of Disabled Persons (OSDP) desk in the Premiers' Offices as well as disability desks within Municipalities play a major role in transforming the lives of disabled persons. People with disabilities experienced barriers and reduced opportunities for education, training and employment due to past policies. This contributed to their increased exposure to poverty and poor living condition.

In the early 1970's, disabled people at the international level, used their personal experience of disability and institutional life to show that it wasn't their impairment/impairments that caused the "problem", but the way in which society failed to make allowances for their differences, and as such, they have been excluded from accessing fundamental social, political and economic rights. This way of thinking, analyzing and discussing disability became known as the Social Model of Disability**.** Within the social model, disablement is framed within the context of any behavior or barriers that prevents people with impairments the rights to choice of taking part in the day – day activities in the life of society. It is not limited by a narrow description of activities, but takes the wider view that the ability to undertake such activities is dependent upon social intervention – therefore that limitations of activities are caused by the consequence of social organization as apposed to the actual impairment. People with disabilities in South Africa took this a point further when they mobilized themselves in the early eighties. The disability rights movement of South Africa framed the definition of disability within the context of human rights and development. A human rights and development approach on the removal of barriers to equal participation and elimination discrimination of disability that prevents disabled people to exercise equal rights and responsibilities.

 The exclusion experienced by people with disabilities and their families is due to the following: the political and economic inequalities of the apartheid system, social attitudes which have

perpetuated stereotypes of disables people as depended and in need of care; and an apartheid discriminatory and weak legislative framework, which has sanctioned and reinforced exclusionary barriers.

The Constitution protects a wide range of rights for the citizens of the Republic of South Africa, including people with disabilities. Section 9, of the Constitution, provides for the right to equality. Section 9(1) provides in no uncertain terms that everyone is equal before the law and has the right to equal protection and benefit of the law. The term "everyone" in this provision clearly ensures its application to adults and children with disabilities. Section 9(2) of the Constitution recognizes that equality includes the full and equal enjoyment of all rights and freedoms. As the Constitution provides for economy and social rights, section 9(2) of the Constitution effectively ensures that all persons including people with disabilities enjoy these rights on the basis of equality. The section further provides that in order to promote the achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination may be undertaken. As people with disabilities clearly constitute a group that has been disadvantaged by unfair discrimination, they would be included within the ambit of this section. This subsection would accordingly require that the state undertake positive measures to promote equality for adults and children with disabilities.

Section 9(3) of the Constitution further provides that the state may not unfairly discriminate directly or indirectly against anyone on host of grounds. Direct discriminate refers to laws, practices and conduct that are overtly discriminatory. In other words, it would mean asset of benefits is extended to one group of people and not to the others.

Indirect discrimination on the other hand, refers to the laws, policies, practices and conducts, though neutral on their face nevertheless have a discriminatory impact on certain groups or individuals. The grounds on which discrimination is prohibited in section 9(3) include race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. Notably, this provision expressly prohibits unfair discrimination on the ground of disability.

The White paper also includes an extensive family and life cycle chapter which includes a section on disability and children with chronic diseases. It outlines the services, calling for accessibility, changes in attitudes, as well as for social security, grants and support for caregivers of children with disabilities.

The Promotion of Equality and Prevention of Unfair Discrimination Act (No 4, 2000) was passed on the 2nd February 2000. It gives special attention to unfair discrimination on the ground of disability. It recognizes that the failure to take steps to reasonably accommodate the needs of persons with disabilities would constitute unfair discrimination. The Act also imposes a clear and unequivocal duty on the state to take special measures to promote the rights of persons with disabilities (s28). The government do have programmes to ensure that disabled persons are not discriminated as required by the act in terms of services, education etc.

To address the imbalance, the first democratically elected South African Government prioritized the creation of an enabling environment within which all South Africans, irrespective of race, gender, ability, age language or class, could develop with dignity and hope for the future when it came into power in 1994.

The priority for the SA government was to ensure that discrimination against children and adults with disabilities is prohibited. The Bill of Rights provides for both political and socio-economic rights for all South Africans within a framework of non-discrimination and equality. Of particular importance to people with disabilities is that Section 9 – the right to equality- provides for equality before the law for all South African citizens, and which prohibits discrimination on the basis of age and disability, among others.

The White Paper on an Integrated National Disability Strategy (INDS) of 1997 facilitates the realization of disabled South Africans' rights to equality and dignity through full participation in a barrier-free society for all. The strategy condemns the segregation of persons with disabilities in the workplace, social environment, political sphere and sports arenas. The INDS recognizes that development within inclusive environments form a cornerstone for the development and successful outcome of an integrated society. It therefore strives to provide governments with guidelines that will enable people with disabilities and their parents to be as free as possible from needing permanent medical treatment and care, while having access to such care whenever

necessary; retain as much personal responsibility as possible in the planning and implementation of their rehabilitation and integration processes; exercise their rights to full citizenship and to have access to all institutions and services of the community, including education; have as much mobility as possible, including access to buildings and means of transport; play a meaningful role in society and to take part in economic, social, leisure, recreational and cultural activities.

The INDS does this by providing government departments and society-at-large with guidelines for the equalization of opportunities for people with disabilities by interpreting the spirit and provisions contained in, among others, the SA Constitution, the Universal Declaration of Human Rights, the African Charter on Human and the Peoples' Rights, the World Programme of Action concerning Disabled Persons and the Standard Rules for the Equalisation of Opportunities of Persons with Disabilities. Another significant provision in the Constitution is the recognition of Sign Language as an official language for Deaf South Africans.

The Promotion of Equality and Prevention of Unfair Discrimination Act (2000) commonly known as the Equality Act – recognizes the existence of systemic discrimination and inequalities, particularly in respect of race, gender and disability in all spheres of life as a results of past and present unfair discrimination, as well as the need to take measures at all levels to eliminate such discrimination and inequalities.

The Act outlaws unfair discrimination on ground of disability and places a responsibility on government to "take special measures to promote equality" with regard to disability by providing for "measures to facilitate the eradication of unfair discrimination, hate speech and harassment, particularly on the grounds of race, gender and disability". The Act goes further by identifying the following focus areas that should be addressed by government in carrying out its obligation to promote equality of, among others, people with disabilities as audit laws, policies and practices with a view to eliminating all discriminatory aspects thereof; enact appropriate laws, develop progressive policies and initiate codes of practice in order to eliminate discrimination on the grounds of race, gender and disability adopt viable action plans for the promotion and achievement of equality in respect of race, gender and disability.

2.5.8. Disability Statistics

There is a serious lack of reliable information on the nature and prevalence of disability in South Africa. This is because, prior to 1994, disability issues were viewed and therefore defined mainly within a health and welfare context. This led to a failure to integrate disability into mainstream government statistical processes. Statistics tend to be unreliable because there are different definitions of disability; different survey technologies are used to collect information; there are negative traditional attitudes towards people with disabilities; there is a poor service infrastructure for people with disabilities in underdeveloped areas, and violence levels (in particular areas at particular times) have impeded the collection of data, affecting the overall picture.

The new democratic dispensation brought a paradigmatic shift from segregation to inclusion, human rights, social justice, dignity and democratic values for all. Democracy brought a move towards a culture of non-discrimination, non-racialism, non-sexism, with a view to improve the quality of life of all citizens.

This is in accordance with the South African Bill of Rights enshrined in the Constitution that clearly asserts, among other things, that everyone is equal before the law and has the right to equal protection and benefit of the law; everyone has inherent dignity and the right to have their dignity respected and protected.

2.6. CONCLUSION

Various sources of literature perused scholastically on the subject topic under research tell that while public participation is not necessarily new world wide, there are still some challenges, some very serious, with respect to its acceptance by some governments and their institutions. On the other hand in countries where it is ushered in with pleasure by the governments it is still quite a tall order by its citizens to make use of this rare opportunity. Regarding local governments and or municipalities, trends around public participation vary. While in the so-called First World Countries, public participation is a norm, the same cannot be said with respect to some of the so-called Third World Countries .In the latter countries resources based reasons and to some extent

lack of political will and ignorance seem to be factors that lead to lack of meaningful participation.

Utilisation of the IDPs and participation in them by the public also varies from country to country. While there are similarities amongst some countries, impediments are the same as with respect to general public participation as reflected in the preceding paragraph.

Participation by people with disabilities in both general public participation processes and participation in local governments and or municipalities, in particular, is every where else not satisfactory. Participation is worse than at other levels or spheres of governments. Reasons in this regard also vary from place to place.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3. 1. Introduction

In this chapter the researcher's intention is to present the manner in which the research design and the research methods were used to collect data. The selection of the research design and the rationale behind the choice will be provided. Justification will also be made for the selection of the research methods. Views of various authors will apart from the researcher's reasons will be used in this regard. This will cover the aspects of the research methods such as population sampling, units of analysis, study area, primary data sources, secondary data sources and data collection methods.

 Deviations from the originally intended path of collecting data as envisaged in the research proposal will be shown. Reasons for the deviations will be provided.

3.2. Research design and methodology

3.2.1. Choice of the research design and rationale

Leedy and Ormrod (2001:100) assert that research design is the strategy; the plans; and the structure of conducting a research project. The research design is therefore, a general plan of how the research in question has been set and will be answered. It could contain clear objectives derived from the research questions, specifying the sources from which data are collected and constrains which the researcher will inevitably have, and how these data will be analyzed (Bell 2003:98). Welman and Kruger (1999:46) suggest that research design is a plan in which the researcher obtains research participants (subject) and collect information from them. Mouton (1996:175) defines a research design as exposition or plan of how the researcher plans to execute the research problem that has been formulated.

The research design is a plan for selection of subject, research sites and collection procedure to answer the research questions. The purpose of a research design entails the following to supply and provide the most reliable and accurate answers possible to research questions, to collect information and to investigate research problem or questions and goal is achieved only if the

collection is accurate and relevant to questions posed; and to provide results that are judged credible.

The plan that the researcher employed in this social research work is the qualitative design as the information came out of the targeted population who told and explained how they are involved in the integrated planning processes of their municipality. Justification for the use of this design method is that, unlike the quantitative one, it is most suitable in dealing with the research data which is not subject to quantification or quantitative analysis as it is a case in this type of research.

As Gilbert, Churchill, Jr & Dawn (2002) put it, this chosen research design provides clearer insight and understanding of the research problem. Further argument is that it is governed by the notion of "fitness for the purpose"-it is fit for the purpose of social research, while according to Moulton (2002), qualitative approach puts emphasis on process rather than on outcome. The target of the research is with respect to processes-IDP process, and not outcomes. Further the qualitative process checks whether the programmes are implemented as designed, are they serving the targeted population as well as to whether they help in achieving service delivery as originally intended to.

Qualitative research method involves among others in-depth interview (semi-structured interview rather than structured), participant observation (to perceive first hand information from influential or well-informed people in an organization) and documents analysis (to evaluate public reports and opinions). The researcher's area involved both in-depth and elite interview plus analysis of documents. Semi-structured and structured questionnaires have been developed to guide the researcher during the interviewing process.

According to White (2002:82) qualitative researcher operate under the assumption that reality is not easily divided into discrete, measurable variables. Qualitative research often described as being the research instruments because the bulk of data collection depends on their personal involvement (interviews, observation) in the setting. Qualitative research usually uses conversation or semi-structured interview.

3.2.2. Research Methodology

Research methodology is a general strategy followed in collection and analyzing data required to solve a research problem (Aryl 1996:26). Research methodology is also indispensable in a research because it refers to the manner in which the research may be arranged, organized and structured. In this study the qualitative research method was adopted to obtain information from targeted respondents. The researcher will justify reasons for using the qualitative method in this research. To achieve the desired results, in this research work, the researcher was guided by the following methodological tools:

3.2.2.1. Sample size and selection method

A population is a full set of case from which a sample is taken (Seaberg 1998: 240). Mouton (1996: 134) defines population as a collection of objects, events or individuals having some common characteristics that the researcher is interested in studying. The target population was people with disabilities at Malemati village, assistant head men at Malemati village, the ward councillor, the ward committee, the mayor, the municipal manager and the IDP manager of Lepelle-Nkunpi municipality. A sample is a part of target population that can be used to obtain required data (Welman & Kruger 1999:46). The idea behind sampling is that, the samples from which the inferences regarding a given population have to be drawn, must be selected in such a way that members of the population being studied have equal probability of inclusion in the sample. There has been no need for sampling in this research work as the number of people with disabilities who availed themselves for the focus group interview was found to be to manageable-only thirty four (34).

The size of all the secondary target population (the mayor, the municipal manager, the IDP manager, the ward committee, the ward councilor and the assistant head men) was so small that it became possible to interview all of them in a manageable space and time. The mayor is one (1) person, the municipal manager is one (1) person, the IDP manager is one (1) person, the ward councilor is one (1) person, the ward committee member residing in Malemati village were four (4) persons while only three (3) of the five (5) assistant head men were available for interview. The other two (2) assistant headmen would not be interviewed as one (1), Mr. Matshwane Mphahlele, has just passed away and the other one, Mr. Machupe Mhahlele, was still mourning the death of his wife who passed away during the week of the interview. Telephonic, letter

writing, email and face to face approaches were used with respect to the mayor, the municipal manager and the IDP manager. Letters of invitation were written to the ward committee members and the assistant headmen. Face to face interviews based on a scheduled interview questionnaire were conducted with them.

3.2.3. Data collection methods

Data are nothing more than ordinary bits and pieces of information found in the environments and can be concrete and measurable or invisible and difficult to measure (Merriam 1998: 67). Interviews, questionnaires, observations and documents are some of the common data collection methods known in scientific research. The purpose of the interview is not to put words in someone else's mind but rather to access the perspective of the persons being interviewed (Patton 2002:196). Bell (2005:5) states that there are different methods of collecting data, depending on the research method adopted by the researcher.

In this study, in-depth individual interview, semi-structured focus group interviews and questionnaires were used to enable the researcher to gather valuable data on the role of people with disabilities at Malemati village in the IDP processes of Lepelle-Nkumpi Municipality

The researcher followed the focused group approach whereby the researcher interacted with people with disabilities through assembling them in a meeting form at a common place and at the same time. This meeting's interactions (proceedings) were unstructured and natural. Here insights from the respondents were gained by listening to their responses.

3.2.3.1 Focused group method

A focus group is an open purposive composition where a researcher ask question on a specific topic in which participant make comments**.** A focus group is also the way which aims at finding out what other people fill and think about the phenomenon which is being investigated (Rubin &Babbie 1993: 2). The interviewer introduces the topic and then guides the discussion by means of questions. The researcher records verbal and non-verbal communication from the participants. The researcher will also allow his subjects to play with ideas under the developed topical categories of themes and concepts. The reason for using focus group is that large amount of interaction on a topic can be observed in a limited period of time depending on the researcher's ability to assemble and direct focus groups. The researcher conducted focus group

interviews with people with disabilities. This focus group consisted of thirty four (34) people. The researcher was interested in knowing their views with regard to their role in the IDP processes of Lepelle-Nkumpi Municipality.

The other reason why the focused group discussion method was used with respect to the people with disabilities was for the purpose of economic, efficient and effective time utilization. A semi structured questionnaire was used for this category of the targeted population. This method enabled the research's work to be flexible and adaptive.

3.2.3.2 Structured interview questionnaire

The questionnaire is the most widely used technique for obtaining information from the subject. A questionnaire is relatively economical, has standardized questions that can be written for specific purpose. The questionnaire has advantages such as researching a large group of respondents simultaneously, placing less pressure on the respondents because they complete it in their own time and covering as many respondents as possible Jacobs (1993:100). The structured interview questionnaire has been used to collect data from mayor, the municipal manager, IDP manager, ward councilor and the ward committee members. Structured questions were sent to the ward councilor, ward committee members, the mayor, the municipal manager and the IDP manager. The other reason why this approach was preferred with these categories of persons is because data can be collected from them without much expense. The researcher was also of the view that if the questionnaire can be sent to these people for responses they may not return their responses.

3.2.3.3 Interview

The researcher used semi-structured interviews to collect data from the assistant head men. The researcher used a prepared list of questions to guide the discussion. The reason for choosing semi-structured interview is because the researcher intended to explore the view of the assistant head men n the participation of the people with disability under their leadership in the IDP processes of their municipality. The interview was conducted on a one-on on basis by meeting the participants face-to-face.

3.2. 4. Collection of data

The researcher, with a view to successfully collate data used the qualitative research method. Through this method the researcher collected data about the opinions, experiences, feelings and or attitudes of the targeted population. This population includes people with disabilities of Malemati Village, assistant-headmen of the Village, the ward committee members residing in the Village, the mayor, the Municipal manager and the IDP manager.

To collect the data presented in this chapter the researcher used various techniques which presented themselves to be appropriate in economics of time, material and human resources utilization. In the case of the primary population, being the people with disabilities of Malemati village, the researcher followed the group focus approach as planned. The approach to assistant head men was changed. The intended plan was to subject them to a group focus approach. They were interviewed on a face to face basis. The initially planned approach was abandoned as other assistant head men failed to present themselves at the meting called with a view to look into their views. The research preferred to utilize the face to face approach with them as there was no more time to reschedule a meeting with them.

The ward councilor, the ward committee, the mayor, the municipal manager and the IDP manager were provided with a questionnaire to which they responded in writing. The initial plan was to subject them to a face to face interview. The pressure of time on the side of the researcher made the utilized route more appropriate.

3.3. Unit of analysis

A unit of analysis can be any matter theoretical or materially real. Each unit of analysis may have different research design and data collection strategy. If the unit of analysis is a small group of people, the persons to be included within the group must be distinguished from those who are outside in the context of the case study. In this study, the Unit of Analysis was thirty four (34) people with disabilities, the assistant head men, the mayor, municipal manager, IDP manager, ward councilor, the ward committee members.

3.4. Study area

The research study was conducted within Lepelle-Nkumpi Municipality in Limpopo Province. The area(s) in which the research study was conducted is rural in nature and characterized by the diversity of cultures, religions, leadership traits and styles. The people with disabilities in this area, has much the same right and responsibility to participate in the IDP processes, like any other resident.

3.5. Primary data sources

Because of the nature of this study, the primary respondents were the people with disabilities, the assistant head men, the mayor, the municipal manager, IDP manager, ward councilor and the ward committee members.

3.6. Secondary data sources

The researcher made use of available literature like the white paper on local government, the Integrated Development Plan (IDP) for Lepelle-Nkumpi Local Municipality, books and pieces of legislation governing participation in general and participation of people with disabilities in particular in carrying out the research.

3.7. Conclusion

It should be clear from the short exposition given above that while the researcher has to some extent followed the initially planned path of data collection, some deviations were made on account of material conditions that confronted the researcher during the process of data collection. These deviations and reasons that precipitated them have been given.

The chapter that follows will focus on the research findings and data analysis.

CHAPTER 4

RESEARCH FINDINGS AND DATA ANALYSIS

4.1. Introduction

The term analysis means the resolution of a complex whole into its parts (Ivancevich & Matteson 1996:78). Analysis is used to clarify and refine the concepts, statements or theories in the research, especially when there is an existing body of literature (Walker &Avant 1995: 28). The task of an analyst is to bring out the hidden meaning in the text (Denzin &Lincol 1994:359).

In this chapter the researcher presents his research findings and analysis report following on the scientific interpretation of the collected data. The findings are with respect to the evaluation of participation by people with disabilities of Malemati village in the IDP processes of Lepelle-Nkumpi Municipality of the Limpopo Province.

These findings follow on the collection of data through the quantitative research method. Here a group focus approach was followed with respect to the people with disabilities. Face to face interviews were conducted with the assistant head men. Distance correspondence was done with the ward councilor, the ward committee members, the mayor, the municipal manager and the IDP manager.

The results were subdivided into classes or collection of scores that are grouped together (Brink, 1996:180). In this particular study, the researcher analyzed data from each category of the population using thematic approach for qualitative data. Each case was treated as a separate entity, and the analyzed data were compared with each other cases.

The researcher is using the bar charts in the analysis of the collected data.

4.2. Research findings

The questionnaires and interviews were structured to obtain information such as biographical information of participants, the disability nature of the primary participants, their gender status, their age categories as well as their educational level of participants. The views of these people on the issue of their participation in the IDP processes of their municipalities were solicited. The views of the secondary participants being, the assistant head men, the ward councilor, the ward

committee members, the mayor, the municipal manager and the IDP manager with respect to the issue of participation of the people with disabilities of Malemati village in particular and the people with disabilities in Lepelle-Nkumpi Municipality in general was also researched. The views of all these participants have been collected and documented as follows:

4.2.1. Findings from people with disabilities in accordance with their biographical status

Of the thirty four (34) people with disabilities interviewed twenty four (24) indicated that they were aware of their responsibility and right to participate in the IDP process of their municipality. Of this number twenty one (21) are male while only three (3) are female. Thus more males indicated that they are conscious of the fact that they have the right and responsibility to participate in the IDP process of the municipality than females.

The bar chart below indicates the position of male and female people with disabilities' participation in the IDP processes of Lepelle- Nkumpi Municipality.
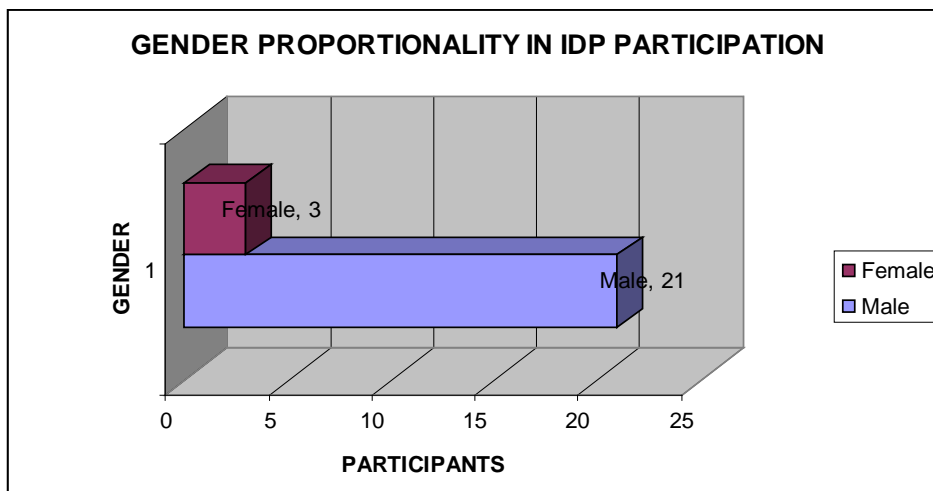
The other ten (10) interviewees indicated that they are not aware of the fact that they have both the right and the responsibility to participate in the IDP process of their municipality. Of this number eight (8) are male while two (2) are female.

Of the twenty four (24) who indicated that they are aware of their right and responsibility to participate in their municipality's IDP, sixteen (16) are of disabilities which are physical in

nature. Five (5) are of disabilities which are mental in nature. Only one (1) is of disabilities which are classified as "other."

The bar chart below depicts the position of people with disabilities participation in IDP processes of Lepelle- Nkumpi according to the nature of their disabilities.

DISABILITY TYPES PROPORTIONALITY IN IDP PARTICIPATION

DISABILITIES

3

0   10   20

NUMBER OF PARTICIPANTS

- ☐ OTHER
- ◼ MENTAL
- ☐ PHYSICAL
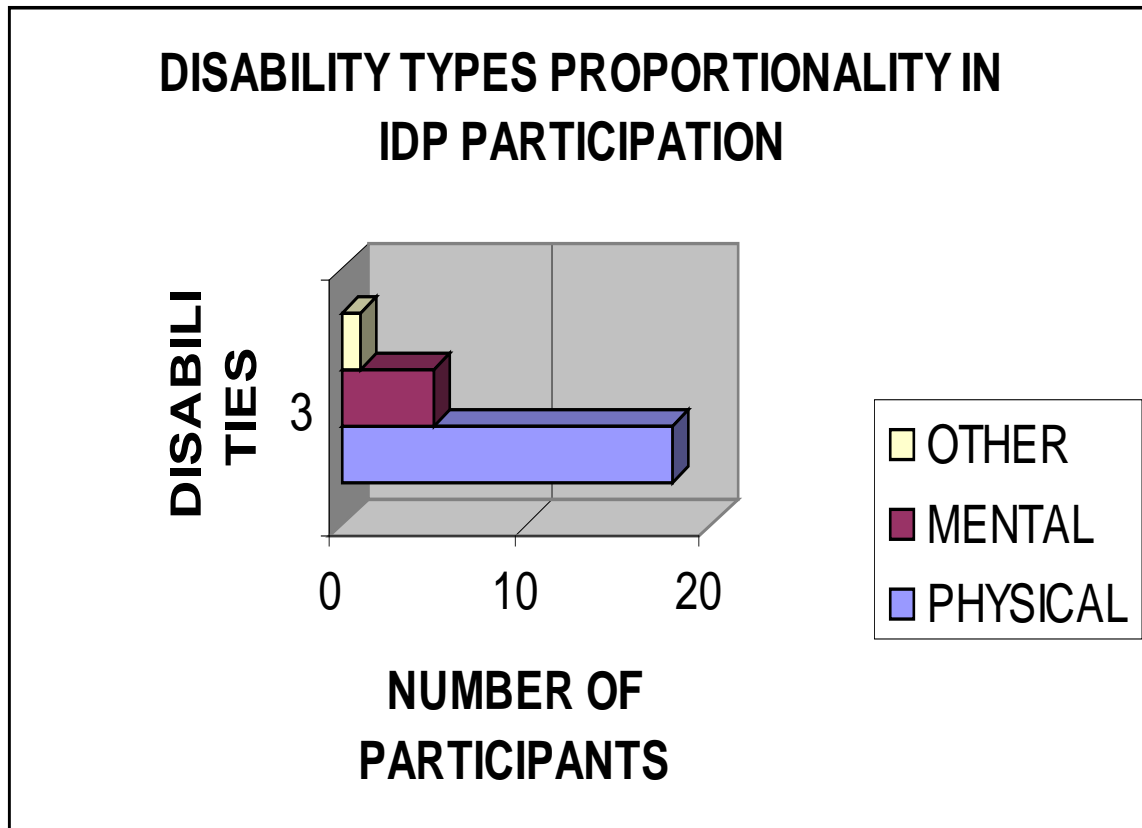
Seven (7) people with mental disabilities indicated that they are not aware.

Of the total number of people with disabilities who participate in the IDP processes of the municipality fifteen (15) are of the education level of between grade zero (0) and grade seven (7). Eight (8) are of the education level of between grade eight (8) and grade twelve (12). Only one (1) of them is of the education level of a degree/ diploma.

The number of those who are not aware of their right and responsibility to participate being of the education level 0-7 is eight (8). The one of those at the level 8-12 is two (2).

The bar chart below indicates education level of people with disabilities who are aware of their right and responsibility to participate

Of the total number of people with disabilities who participate in the IDP processes of the municipality fifteen (15) are of the education level of between grade zero (0) and grade seven (7). Eight (8) are of the education level of between grade eight (8) and grade twelve (12). Only one (1) of them is of the education level of a degree/ diploma.

With respect to age categorisation the number of those who are aware of their right and responsibility to participate in the processes being of the age 36 and above is twenty one of twenty four (21/24). Those of the age category of between seventeen (17) and thirty five (35) are three (3). Those of the age between zero (0) and sixteen (16) are zero (0).

The bar chat below depicts the proportionality of the people with disabilities who are aware of their right and responsibility to participate in the IDP of their municipality.

AGE PROPORTIONALITY IN IDP PARTICIPATION

AGE

0-16
17-35
36 AND ABOVE

NUMBER OF PARTICIPANTS
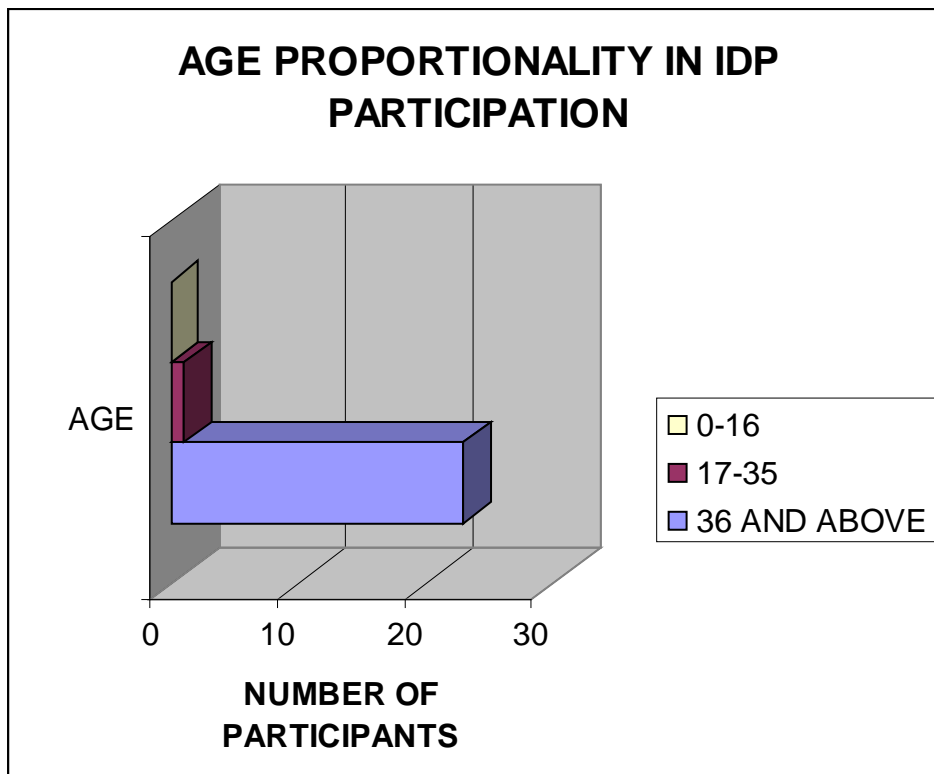
4.2.2. Measures used by the municipality to ensure participation of people with disabilities in the IDP processes: The view of people with disabilities

The focus group of people with disabilities indicates that measures used by the municipality to ensure their participation are meetings and written representations. No mention is made of any other of the many measures contained in chapter three of this research work.

4.2.3. Frequency of participation: The view of people with disabilities

On how often they participate in the processes some say once while others say sometimes. Others say every time meetings are called or always. Others indicate that they participate very often or many times. However others indicate that they did not participate at all as they did not have information about the IDP processes.

4.2.4. Importance of participation: The view of people with disabilities

As to whether they think the municipality and its structures view their participation as important, majority of the people with disabilities' view is that the municipality views their participation as important. Some motivate their response by mentioning that they are invited to meetings, they are given special audience and their contribution turn to be followed by projects of electricity and water. Some of those who are answering in the positive however mention that the municipality takes long to respond to their needs.

There are those who think the municipality and its structures do not view their participation as important. They motivate their response by mentioning that if the municipality and its structures were viewing their participation as important they could be inviting them to meetings. There is one who mentions that he does not want to be involved because he fears the police.

The other one who thinks the municipality and its structures do not view their participation as important says that only the political structures; the ANC and the SACP take them serious.

4.2.5. Level of participation: The view of people with disabilities

With respect to their level of participation while a few mention that they are not involved at any level of the process, the majority mention that they are involved at various levels though in an uneven way. All those who are involved mention that they are fully involved at the village or community level when the ward councilor and the ward committee have called a meeting. One says that he is also involved at the ward level. There are two who say that they are involved at all levels. They explain that they are involved at village level as residents, but also at the ward level as ward committee members. Further they say that they are also involved at the municipality level in a broader public participation processes.

4.2.6. Aspects of the IDP where the disabled participate: The view of people with disabilities

As to in which aspects of the IDP processes they were called to participate they mention that it was with respect to the Local Economic Development (LED), delivery of basic services (water, electricity, RDP houses, social care services), community based planning.

4.2.7. Satisfaction with mechanisms of participation: The view of people with disabilities

Eighteen 18) of the thirty four (34) primary targets mention that they are not happy with the mechanisms of participation of their municipality. Some think the municipality ignores them. The municipality does not visit their community to workshop them or impart information. Participation does not necessarily translate into service delivery.

Even those who mention that they are satisfied write that the municipality should extent and or enrich its public participation mechanisms by including amongst others, radios, local news papers, and more meetings.

4.2.8. Recommended participation improvements: The view of people with disabilities

They recommended that the forms of participation to be used by the municipality should include that the municipality must visit them in their village and give them workshops, train them and strengthen their committees. The municipality must organize report back meetings. Use of the

media is recommended. More frequent ward meetings. Advertise meetings through meshate, schools, home base carers, local structures and pamphlets.

4.3. The view of the assistant headmen

4.3.1 Their views on awareness

The views of assistant head men are divergent in this regard. The majority view, which is the view of two (2) of three (3), is that people with disabilities are aware of their right and responsibility to participate in the IDP processes of their municipality. The minority view is that the opposite holds true.

4.3.2 On the extent of participation

The views of the assistant headmen also vary in this regard. The majority view is that participation of the targeted primary population is to the effect that they attend meetings at the village as well as at the ward level. These are said to be general meetings organized by the ward councilor and the ward committee. The view of the other one is that participation is " at a far lesser extent."

4.3.3 On IDP mechanisms, systems, policies and structures.

The view of the optimistic two (2) is that the mechanisms, systems, policies and structures of participation of the municipality propel and facilitate the implementation of service delivery. The view of the other one is that the municipality does not use the processes or manage properly to the extent that people with disabilities can participate meaningfully. He feels the municipality needs to improve on this.

4.3.4. Views on the level of participation

Two express the view that they are satisfied with the level of participation of the disabled while the other one declares his dissatisfaction.

4.3.5. On the aspects of service deliver

On this all the three (3) assistant headmen share a common view that people with disabilities must participate in all aspects of the IDP. These aspects include conceptualization, planning, budgeting, implementation and revival of the IDP. This would be in keeping with the tenet of 'nothing about us without us." They argue that the municipality has a responsibility to assist the disabled in this regard.

4.3.6. Recommended improvements

While the other two (2) choose to offer no improvement mechanism to the whole IDP processes of the municipality the other one recommends that the municipality should come down to the people and conscientise them on their right and responsibility . He is further of the view that the municipality i.e. councilors and officials, must take initiatives of involving people with disabilities in all matters of the IDP

4.4. The view of the ward committee

4.4.1. On awareness

While the greater majority of the ward committee members who are residing in Malemati village are of a common view that the people with disabilities are conscious of their right and responsibility, there is a view that it is not necessarily all of them who are conscious.

4.4.2. On their involvement

Half, which is two (2) of four (4), of ward committee members residing in Malemati are of the view that people with disabilities are involved in the IDP as they do attend IDP forums and as they have representatives in the ward committee. Contrary to this view the other half says the opposite holds true.

4.5. The view of the mayor, municipal manager and the IDP manager

4.5.1. Views of the Mayor

The Mayor is of the view that people with disabilities in Malemati village are aware of their right and responsibility to participate in the IDP processes of the municipality. He says they actually

participate and the extent of their participation is that they attend cluster meetings and forward their inputs like any other person.

Regarding the participation processes with respect to the disabled he says the mechanisms, systems, policies and structures are user-friendly as there is a unit in the municipality that deals with disabilities. Furthermore draft policy is available while their representation in some ward committees is also applicable. There is, on top of these, a forum of the disabled.

The mayor is to a reasonable extent satisfied with the level of participation by people with disabilities in the municipal IDP process. He is of the view that the disabled must participate in all the aspects of the IDP.

While he is by and large satisfied with the level of participation of the disabled he is of the view that the functionality of the forum and individual members who form part of the committees should up the extent of their involvement while the draft policy needs to be finalized.

4.5.2. The views of the Municipal Manager

Like the mayor the municipal manager is of the view that the disabled of Malemati village are aware of their right and responsibility of participation in the IDP of their municipality. He argues that the extent of their participation is to the effect that they participate until the adoption of the IDP by the Municipal Council.

He says the participation process is open to everyone without discrimination. A unit called special focus, focusing on the people with disabilities is in place.

He is satisfied with the level of participation by the disabled. He is of the view that they should participate in local economic development and every aspect that talk to opportunities.

4.5.3. Views of the IDP manger

The view of the IDP manager regarding the awareness of the people with disabilities of Malemati village with respect to their right and responsibility is the same as that of his discussed seniors. To demonstrate the extent of their involvement he points to the fact that during the 2008/09 financial year a community based planning was conducted in ward 16 (Malemati village

is part of the ward) and people with disabilities focus group was involved to raise the needs and further in prioritizing of the ward developmental needs.

As regards his view of the participation process he advances a point that it caters for the disabled to the extent that a municipality disability strategy is being drafted. He thins an improvement need to be done on preparing of the disabled in the IDP.

He is not entirely satisfied with the level of the disabled's participation. To this effect he is of the view that people with disabilities do not participate in the second phase of the IDP consultations. Improvement is called for with regard to how they are invited to meetings this phase in particular.

He urges for the involvement of the disabled through out all the stages and in all aspects of the IDP. The ward profile needs to include names and contacts of the disabled. Each ward should give particular attention to the needs of the disabled.

4.6. Findings

Apart from the specific findings exposed in the sections above, the following are the overarching findings:

4.6.1. Not all people with disabilities in Malemati village are aware of their right and responsibility to participate in the IDP processes of their municipality.

4.6.2. The extent o which people with disabilities participate in the IDP processes is not satisfactory.

4.6.3. The functionality of the participation mechanisms, systems, policies and structures regarding people with disabilities is still riddled with weaknesses.

4.6.4. The targeted population calls for all encompassing improvements in the participation of the disabled in the IDP processes

4.7. Conclusion

Through the use of appropriate scientific tools, methods and techniques of research, the researcher managed to present his informative research findings and analysis report which shall guide the conclusion and recommendations which will follow in the outstanding chapter.

It is vital and important to note that one of the findings of this study is that the communities in rural areas are still looking forward for their sustainable development in service delivery from either traditional leadership structures or any local government structure, such as CDF, and councilors. This resonates with Annunzio's (2001) stances when he argues that people feel better when they get certain type of service.

These findings clearly indicate that traditional leaders also have a role to play on service delivery on their communities. Reddy (1999:53) is also of the same opinion that traditional leaders operates side by side with civic society and in this regard the role which they play should be seen as complimentary to that of the local government rather than conflicting in nature. The issue of generational gap shows that they need different skills, style in their leadership and maturity in the mechanism of handing diversity in the society.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1. Introduction

This chapter seeks to give conclusions on this work of research on an evaluation of participation in the integrated development planning processes by people with disabilities at Malemati village in Limpopo Provice, Lepelle- Nkumpi Municipality. The conclusions are following on the extensive expositions given in all the chapters where the researcher dealt with the subject topic in depth.

The question under investigation was whether people with disabilities in Malemati Village in Limpopo Province participate in the Integrated Development Planning (IDP) processes of Lepelle-Nkumpi Municipality as it should be the case as prescribed by various pieces of legislation governing governance and service delivery at the local sphere of government and as enjoined by the fundamental law of the Republic of South Africa-the Constitution of the Republic of South Africa Act (NO.108 of 1996).

The objective was thus to go to the bottom of this topic and come out with necessary findings and recommendations that will assist the municipality of Lepelle- Nkumpi in particular and in deed all other municipalities and other organs at all the spheres of government in realizing weaknesses, threats and opportunities around their management of the matter. This realization will lead to initiation of efforts towards the actualization of an economic, efficient, effective and equitable process of participation by the people with disabilities and the citizens of South Africa in general. This will further broaden and deepen democracy and service delivery in general. Solutions to problems that are a challenge to the municipality that bedevil the participation of the targeted population in the processes under investigation will be given below.

The study covered the reading of the primary and secondary sources, group focus and face to face interviews of formerly, people with disabilities and latterly assistant headmen, the mayor the municipal manager, the IDP manager and the ward committee members. The views of both these primary and secondary targets of the study were solicited.

Data was collected though the use of the qualitative research methodology.

5.2. Summary

The main purpose of this research was to analyze the participation of people with disabilities at Malemati village in the IDP processes of Lepelle- Nkumpi Municipality of Capricorn District, Limpopo Province. The researcher developed the following five chapters in order to achieve the objective of the research.

Chapter one: In this chapter general orientation of the research and the objectives of the research as well as motivation for the study were presented. The significance of the research and operational definitions of terms like participation, integrated planning and people with disabilities were outlined.

Chapter two: In this chapter, the literature review formed the theoretical framework for the research. This chapter provided the conceptual framework and discussed the arguments advanced by various authors on the subject topic under research. The chapter assembled a body of knowledge gathered from the various schools of thoughts about the topic under investigation. It laid bare motivations and reasons of various scholars' contradictory and complementary arguments for and against the merits and demerits of the processes of participation It also looked at various pieces of legislation governing public participation in general locally and abroad as well as particular participation of people with disabilities locally and globally.

Chapter three: This chapter presented the research design types, research methods and the research process used in the research project. The qualitative research design has been used in this research. The appropriate research design was used to supply the public and governance institutions with most reliable and accurate answers possible to research questions,; to collect information and to investigate the research problem and to reach the goal of the investigation. The goal can only be correctly reached if the collection of data is accurate and relevant to the question under the microscope. Lastly the choice of the appropriate research design was meant to enable the researcher to arrive at credible conclusions.

Chapter four: This chapter focused on the presentation, analysis and interpretation of data collected, in the Lepelle Nkumpi Municipality as far as the role of people with disabilities at Malemati village play in the municipality's IDP processes. The response from questionnaires and interviews were analyzed and interpreted. The researcher used the bar chats to make more

understandable the biographical positions of people with disability in Malemati village. In this regard views unraveled basing the assessments on variables such as the nature of disabilities, the gender of respondents, their educational levels as well as age differences. This chapter delivers to the beneficiaries of this research work the diverse views of the targeted population being the people with disabilities, the assistant head men of the village, the ward councilor, the ward committee members residing at Malemati, the mayor of Lepelle Nkumpi Municipality, the municipal manger and the IDP manager.

Chapter five: This chapter provides information as to how participation by people with disabilities in the IDP processes can be improved. The conclusion of the research and also the summary of the key issues discussed in the preceding chapters and necessary recommendations were also outlined so as to help the people with disabilities to have their participation improved.

5.3. Conclusions

The aim of this research work was to evaluate the extent at which the people with disabilities in Malemati village in Lepelle-Nkumpi Municicipality in Limpopo Province are taking part in the IDP processes of their municipality.

To this effect the researcher investigated the extent to which people with disabilities in Malemati Village are aware of their right and responsibility to participate in the IDP processes of their municipality, established the extent to which they are participating, established the views of the targeted population (the people with disabilities being the primary population, the secondary population comprising of the assistant head men of the village, the ward councilor and the ward committee members residing in the village, the Mayor of Lepelle-Nkumpi Municipality, the Municipal manager and the IDP manager)with regard to the functionality of the participation processes (procedures, systems, policies and structures).The researcher also solicited the improvement mechanisms or proposals to the entire participation process by people with disabilities in Lepelle Nkumpo in particular and for the entire participation regime in general.

The state of participation by the targeted population in the investigated terrain has been established beyond doubt as reflected in all the preceding chapters.

Necessary improvements to the process under investigation have been given as it will appear through out the entire research work in general but in the recommendations in this chapter in particular.

5.4. General recommendations

While a number of recommendations appear in the broader body of this research work, the following are specific ones following on the findings for necessary implementation for improvement by the Lelle-Nkumpi Municipality, if not all government institution, with respect to the participation of people with disabilities in the IDP processes in particular and by all other members of the country's citizenry in general:

5.4.1. The Lepelle-Nkumpi Municipality needs to improve on its public education with respect to inculcation of awareness in its residents of the importance of knowing their right and responsibility regarding their desirable participation in the IDP processes of the Municipality-people with disabilities in particular.

5.4.2. The Municipality should put mechanism and resources in place for the broadening of the extent to which participation takes place in its IDP processes.

5.4.3. The weaknesses identified in the mechanisms, systems, policies and structures governing participation should be addressed as a matter of urgency with a view to legitimize municipal IDP processes and to secure broader ownership of municipal business by the resident

5.4.4. The special focus policies, systems, mechanisms and structures need to be strengthened to enable meaningful participation by people with disabilities.

5.5. Recommendations with respect to future studying of the topic

It has become very clear in the research work that while some people with disabilities attest to the fact that they are involved in the IDP processes of Lepelle- Nkump Municipality there are still challenges with respect to how the municipality goes about managing its participation processes with respect to people with disabilities and in deed residents in their totality. Some of these challenges are so serious that the may lead to public protests that sometimes rear their ugly

heads here and there in the country. Some of these challenges may undermine the democratic break through brought about in 1994.

In fact as all the respondents indicated none of them is completely satisfied with the degree at which people with disabilities participate in the affairs of the municipality. To this effect one respondent amongst people with disabilities remarked as follows during the focus group interaction:

"The only time the municipality is interested in us is only when there is an election and they want our vote. They are not interested in what we eat, drink and under what conditions we bring up our children. Talking about the plight of people with disabilities is even worse. It is a waste of time. Those are completly forgotten.''

One member of the ward committee in expressing disappoint with the manner in which the municipality runs its public participation business remarked as follows during the face to face interview:

"While we see what the municipality is trying to do, it is wrong of them to try to do things alone without the involvement of the people throughout. This is also dangerous for us ward committee members as the people insult us every day."

These challenges point to the fact that there is still a need by academics to pursue further research on this subject topic in future. It will be interesting to evaluate further as to what progresses the municipality and the entire governing regime of the republic is registering of genuine public participation.

5.6. **Conclusion**

This study has indicated that while there are visible signs of the Lepelle-Nkumpi Municipality's attempts to involve people with disability in their IDP processes and in deed in their entire service delivery processes, there is still much that needs to be done in this regard. The historical exclusion of people with disabilities in matters of governance and in all matters pertaining to the main stream of life in general calls for more effort and deployment of resources towards the realization of the noble ideal of achieving meaningful participation by people with various forms

of disabilities. This will be in keeping with the motto adopted by the people with disabilities that when it comes to matters of life there must be "nothing about us without us."

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A photo of Malemati people with disabilities in a focus meeting

QUESTIONNAIRE

Biographical information

1. **Gender:**

Put a cross (x) in the box that represents your gender.

1 | Male |

2 | Female |

2. **Disability type:**

Put a cross (x) in the box that represents your type of disability.

1 | Physical |

2 | Mental |

3 | Other |

3. **Education level:**

Put a cross (x) in the box that represents your education level.

1 | 0-7 |

2 | 8-12 |

3 | Degree/Diploma |

4.   Age:

Put a cross (x) in the box that represents your age category.

1 | **0-16** |

2 | **17-35** |

3 | **36 and above** |

QUESTIONAIRE FOR PEOPLE WITH DISABILITIES

1. The extent to which disabled people participate in the IDP of Lepelle-Nkumpi:

1.1. Are you aware of your right and responsibility to participate in the IDP of your municipality?

Which are the measures used by the municipality to ensure your participation in the IDP process?

1.1. How often do you participate in the IDP process of your municipality?

1.2. Are you of the view that both the municipality and local structures view your participation as important?

1.3. **The extent of participation of people with disabilities in Lepelle-Nkumpi Municipality.**

1.4. **What is your level of participation in the IDP process?**

1.5. **In which aspects of the IDP were you called in to participate?**

1.6. **Are you satisfied with the mechanisms of participation used by your municipality?**

1.7. **What forms of participation will you recommend to the municipality?**

QUESTIONNAIRE FOR ASSISTANT HEADMEN

1. People with disabilities residing in sections of Malemati Village to which you are traditional assistant headmen have the right and responsibility to participate in the IDP process of their municipality. Do you think they are aware of this fact?

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   ………

   ………

   ………………………………………………………………………

2. If they are aware, to what extent do you think they participate?

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3. Which views do you hold with respect to these IDP process (mechanisms, systems, policies and structures) regarding participation of the disabled persons in your village?

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4. Are you satisfied with the level at which people with disabilities participate the municipality's IDP process?

   ----

5. **In which aspects of the IDP do you think people with disabilities must participate?**

    ----

6. **Which improvements do you recommend in the whole issue of participation by the people with disabilities in the IDP?**

QUESTIONNAIRE FOR THE WARD COUNCILLOR AND THE WARD COMMITTEE

1. **Are people with disability in Malemati Village which is part and parcel of your ward aware of the fact that they have the right and responsibility to participate in the IDP of your municipality?**

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2. **Are they involved and if so to what extent?**

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3. **What is your view of the IDP process (mechanisms, systems, policies and structures) of your municipality with respect to people with disabilities?**

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4. **Are you satisfied with the level of participation by people with disabilities in the municipality's IDP process?**

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5. In which aspects of the IDP do you think people with disabilities must participate?

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6. What are the improvements that you are recommending regarding participation by the people with disabilities in the municipality's IDP process?

QUESTIONNAIRE FOR THE MAYOR, MUNICIPAL MANAGER AND IDP MANAGER

1. Do you think people with disability in Malemati Village are aware of the fact that they have the right and responsibility to participate in the IDP processes of your municipality?

   ----

2. Are they participating? If they participate what is the extent of their participation?

   ----

3. What is your view of the participation process (mechanisms, systems, policies and structures) of your municipality regarding people with disabilities?

   ----

4. Are you satisfied with the level of participation by people with disabilities in your IDP process?

   ----

5. **In which aspects of your IDP process do you think people with disabilities must participate?**

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6. **Which improvements do you recommend regarding the participation of people with disabilities in your IDP process?**