

**TOWARDS A REFINED INTEGRATED DEVELOPMENT PLANNING PROCESS IN  
MBOMBELA LOCAL MUNICIPALITY, MPUMALANGA PROVINCE**

**By**

**Dovhani Johannes Mulaudzi**

**(11501204)**

**A thesis submitted to the Faculty of Science, Engineering and Agriculture in fulfilment of  
the requirements of the Doctor of Philosophy in Rural Development Degree**



University of Venda  
*Creating Future Leaders*  
**South Africa**

**Promoter** : Prof J. Francis

**Co-Promoters** : Dr J Zuwarimwe and Prof J Chakwizira

**April 2023**

## TABLE OF CONTENTS

TABLE OF CONTENTS .....	ii
DECLARATION .....	vii
ACKNOWLEDGEMENTS .....	viii
ABSTRACT .....	x
ABBREVIATIONS .....	xii
CHAPTER 1: INTRODUCTION .....	1
1.1. Background.....	1
1.2. Statement of the Research Problem.....	6
1.3. Research objectives and associated research questions .....	9
1.4 Research Assumptions .....	10
1.5. Significance of the Study .....	10
1.6 Conceptual Framework.....	11
1.7 Operational Definition of Key Terms .....	11
1.8 Outline of Thesis .....	14
CHAPTER 2: LITERATURE REVIEW .....	15
2.1. Introduction .....	15
2.2 Understanding the Planning Process.....	15
2.3 Models of refining a planning process .....	16
2.4 The holistic concept of integrated development planning .....	25
2.5 Major criteria for quality integrated development planning .....	27
2.6 Theory of participation in integrated development planning .....	31
2.7 The role of budget in the integrated development planning.....	35
2.8 Summary of Literature Review.....	35
CHAPTER 3: RESEARCH METHODOLOGY .....	38
3.1 Introduction .....	38
3.2 Description of the Study Area .....	38
3.3 Research Philosophy and Design.....	38
3.4 Population and Sampling Procedures.....	41
3.5 Data collection .....	43
3.6 Data Analysis .....	45
3.7 Ethical Considerations .....	51

CHAPTER 4: CRITICAL ANALYSIS OF THE LEGAL FRAMEWORK GOVERNING INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA.....	52
4.1 Introduction .....	52
4.2 The Constitution of the Republic of South Africa Act, No. 108 of 1996 .....	52
4.3 The White Paper on Local Government of 1998.....	53
4.4 The Municipal Systems Act, No. 32 of 2000 .....	54
4.5 The Municipal Planning and Performance Management Regulations, 2001 .....	56
4.6 The Municipal Finance Management Act, No. 56 of 2003 .....	56
4.7 Intergovernmental Relations Framework Act, No. 13 of 2005 .....	57
4.8 Spatial Planning and Land Use Management Act, No. 16 of 2014.....	59
4.9 District Development Model, 2019 .....	60
4.10 White Paper on Science, Technology and Innovation, 2019 .....	61
4.11 Conclusion.....	62
CHAPTER 5 REFINING INTEGRATED DEVELOPMENT PLANNING.....	65
5.1 Introduction .....	65
5.2 Demographic Characteristics of Respondents.....	65
5.3 Preferred major criteria for assessing quality of phased integrated development planning..	66
5.4 Stakeholders participation in formulating the IDP .....	70
5.5 Weaknesses of phases of the integrated development planning value chain .....	72
5.6 Evaluation of Mbombela Municipality IDP (s) from 2016-2021 in relation services delivery.	73
5.7 Perceived process to facilitate integrated development planning .....	77
5.8 Principal components of refined integrated development planning .....	81
5.9 Conclusion .....	85
CHAPTER 6 DISCUSSION OF THE RESULTS ON REFINING INTEGRATED DEVELOPMENT PLANNING.....	86
6.1 Introduction .....	86
6.2 Demographic characteristics of respondents.....	86
6.3 Preferred major criteria for assessing quality of phases of integrated development planning .....	88
6.4 Stakeholders participation in formulating the IDP .....	90
6.5 Weaknesses of phases of the integrated development planning.....	92
6.6 Perceived process to facilitate integrated development planning .....	94
6.7 Components of refined integrated development planning .....	97
6.8 The refined integrated development planning.....	103

CHAPTER 7: SUMMARY OF MAJOR FINDINGS, RECOMMENDATIONS AND CONCLUSIONS .....	105
7.1 Introduction .....	105
7.2 Major findings in relation to the research objectives .....	106
7.3 Contribution to the Body of Knowledge.....	110
7.4 Conclusion .....	111
7.5 Limitations of the Study.....	112
7.6 Recommendations .....	113
REFERENCES .....	117
APPENDIX 1: Multi-stakeholder Workshops Guide.....	127
APPENDIX 2: Key Informant Interview Guide .....	128
APPENDIX 3: Questionnaire Administered to the Respondents .....	129
APPENDIX 5: Approval from the University of Venda Research Ethics Committee and University Higher Degree Committees .....	139
APPENDIX 6: Consent from the Mbombela Local Municipality .....	141

## LIST OF FIGURES


Figure 1.1: Conceptual Framework for refining the integrated development planning value chain .....	13
Figure 2.1: Models of public participation (adapted from Arnstein (1969), Wilcox (1994) and Eyben (2003) .....	34
Figure 3.1: Map of South Africa Showing the location of Mbombela Local Municipality.....	39
Figure 3.2 Scree plot showing the principal components selected .....	48
Figure 3.2 Summary of approach to conduct research on how to refine the integrated development planning in Mbombela Local Municipality .....	50
Figure 7.1 Refined process for an integrated development planning .....	115
Figure 7.2 Detailed refined process for an integrated development planning.....	116

## LIST OF TABLES

Table 1.1 Socio-economic profile of the Municipal regions.....	8
Table 2.1 Summary of various models of development planning .....	18
Table 2.2 Observations and conclusions in relation to the objectives of the current study.....	37
Table 3.1 Selection of stakeholders in Mbombela Local Municipality.....	42
Table 3.2 Research methodology matrix .....	49
Table 3.3 Analysis of the legal framework governing integrated development planning in South Africa.....	63
Table 5.1 Preferred major criteria for assessing quality of phased integrated development planning .....	68
Table 5.2 Ranked scores of preferred major criteria for assessing quality of phases of integrated development planning.....	69
Table 5.3 Key role players in Mbombela integrated development planning .....	71
Table 5.4 Weaknesses of phases of the integrated development planning value chain .....	74
Table 5.5 Ranked scores of respondents on the weaknesses of integrated development planning value chain.....	75
Table 5.6 Assessment of IDP in addressing the community needs.....	76
Table 5.7 Key elements of a perceived process to facilitate integrated development planning...	79
Table 5.8 Ranked key elements of respondents perceived process to facilitate integrated development planning.....	80
Table 5.9 Total variance explained by the 13 isolated components .....	82
Table 7.1 Summary of key findings on refining integrated development planning.....	107

## DECLARATION

I, Dovahani Johannes Mulaudzi, hereby declare that this thesis for the degree of Doctor of Philosophy in Rural Development submitted to the Faculty of Science, Engineering and Agriculture at the University of Venda, has not been submitted previously for any degree at this or another university. It is original in design and in execution, and all reference material contained therein has been duly acknowledged.

Signature:   
D.J. Mulaudzi

Date: 10 April 2023

## ACKNOWLEDGEMENTS

Many people contributed to the successful completion of the research project, which produced this PhD thesis. I wish to extend my sincere gratitude to all who contributed their valuable time, support and information in the process of preparing this document.

Thank you to the numerous stakeholders that provided the data that I used to prepare my thesis. I would like to express my special thanks to the leadership of Mbombela Local Municipality for allowing me to carry out my research within their area of jurisdiction.

I am indebted to my Promoter, Professor Joseph Francis, who provided constructive inputs throughout the PhD journey. Thank you to my co-promoters, Dr Jethro Zuwarimwe and Prof James Chakwizira, for their guidance. My colleagues in Mbombela Local Municipality, Mrs Busi Sithole, Ms Thandeka Dube, Ms Mandisa Ndongeni, Ms Busi Molemo and Mr Henk Schoeman, deserve special gratitude for their willingness to discuss various aspects of my research whenever I needed practical insights.

The National Research Foundation funded the research through the Grant 105215, *Internationalizing Postgraduate Training in Rural Development and Grassroots Social Change*, which Prof Francis led.



To my wife, Mbaliyomusa Thango and children, Dakalo and Tendo Mulaudzi

## ABSTRACT

Integrated development planning seeks to shift from rigid, complex, and autocratic approaches to a more democratic, strategic and integrated form where grassroots communities have a say in their own development. South Africa's post-1994 government has been enforcing integrated development planning to promote democracy and the delivery of services to grassroots communities. There is a growing concern that the integrated development planning in its current form has not achieved these intended outcomes despite it being purported to be a product of a phased inclusive participatory process. This study sought to develop a refined integrated development planning process using the case of Mbombela Local Municipality in Mpumalanga province. The specific objectives were to: (1) to determine the preferred criteria for assessing each phase of integrated development planning process; (2) to determine the extent to which key stakeholders play their designated roles in formulating the IDP; (3) to analyse the major weaknesses of each phase of the process; (4) to critique the legal framework governing the integrated development planning in South Africa. A sequential exploratory mixed methods design was applied where quantitative and qualitative data were collected from 265 participants and 7 key informants from the Mbombela Local Municipality, Ehlanzeni District Municipality and the Mpumalanga Department of Cooperative Governance and Traditional Affairs. These were selected because of the role they play in the integrated development planning.

The study established that the current integrated development planning is not effective in responding to the needs of the communities because, it lack stakeholders participation, by-in and ownership. Key stakeholders were not involved in all the phases of the process and there was misalignment between the integrated development planning projects and the community needs. Community participation, leadership, impact, compact and monitoring were suggested as the major criteria for assessing quality of the integrated development planning. The study established that the legislation have sufficiently laid a framework for the integrated development planning. However, it did not clarify the extent at which the communities must be involved in the process. The study recommends a new refined integrated development planning process which highlights that inclusive stakeholder participation should be compulsory in all the phases. Project and integration stages should be integrated to constitute one phase and key planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication should be infused in the entire process value chain to sustain its operations considering the fact that planning evolves with time and circumstances.

Key terms: Integrated Development Planning, Refined Integrated Development Planning, Inclusive Stakeholders Participation, Principal Component Analysis, Sequential Exploratory Mixed Methods, Principal Component Analysis

## ABBREVIATIONS

ANC	:	African National Congress
COGTA	:	Department of Cooperative Governance and Traditional Affairs
DDM	:	District Development Model
DPLG	:	Department of Provincial and Local Government
ICSP	:	Integrated Community Sustainable Plan
IDP	:	Integrated Development Plan
IMF	:	Integrated Mission Forces
LED	:	Local Economic Development
MLM	:	Mbombela Local Municipality
PCA	:	Principal Component Analysis
PCT	:	Perceptual Control Theory
PPT	:	Public Participation Theory
SDBIP	:	Service Delivery and Budget Implementation Plan
SDF	:	Spatial Development Framework
SPSS	:	Statistical Packages for Social Sciences
SPLUMA	:	Spatial Planning and Land Use Management
STI	:	Science, Technology and Innovation
SWOT	:	Strengths, Weaknesses, Opportunities and Threats
UNRISD	:	United National Research Institute for Social Development
4IR	:	Fourth Industrial Revolution

## CHAPTER 1: INTRODUCTION

### 1.1. Background

Planning is a continuous process and is frequently defined to cover any effort to select the best means to attain desired ends (Beauregard, 2020; Huq, 2020; Alexander, 2022). Although the principle of exertion is inherent in planning, it has been labelled as rigid, complex and autocratic in nature (Coetzee, 2012). The planning approaches were seen to be good on paper but not able to facilitate growth and development. However, there has been a gradual shift towards the inclusive planning system which is more democratic, strategic and developmental in nature (Asha & Makalela, 2020) Various scholars conceded that the new planning system has created a platform for citizen participation and have obliged government to build institutional capacity and allocate more funding towards community development (Cornwall, 2008; Banda *et al.*, 2021).

The integrated development planning is an example of some of the planning tools which came as a result of a shift from autocratic approaches to more democratic, strategic and integrated forms, particularly in developing countries (Coetzee, 2012). This includes moving away from the notion of top-down planning which is done at government level without involving the citizenry to bottom up where grassroots communities have a say in the development taking place in their areas. Dlamini *et al.* (2021) notes that integrated development planning is a tool used to drive a needs-based approach in which equal delivery of services, institutional transformation and participatory governance are attained. It is sometimes viewed as a political and social reconciliation tool, particularly in countries with post-conflict societies (Dlamini & Reddy, 2018). This is motivated by the fact that the integrated development planning model strengthens democracy and promotes coordination between different role players to achieve the desired outcome (Mamokhere, 2021). This also explains why, throughout the world, researchers and policymakers have given special attention to the various models of decision- making tools such as integrated development planning.

Globally, models similar to integrated development planning has been adopted by many countries in the world. The model has been applied differently, for different reasons and called by different names. For example, in North America, Canada in particular, a similar model called an Integrated Community Sustainable Plan (ICSP) is used to promote democracy and facilitate integrated planning across all spheres of government (Grant *et al.*, 2018). The ICSP serves as a strategic business plan for the communities to identify short, medium- and long-term actions for implementation and is reviewed on an annual basis. Since its inception, the ICSP is faced with

challenges associated with conceptual and jurisdictional barriers to integrate the full spectrum of proportions of planning processes toward a sustainable city. To address this challenge, the government of Canada adopted a system which require regular refinement of the process to develop the ICSP. This process is in line with the purpose of the current study. The identical planning shift was also observed in countries such as Mexico, News Zealand, Switzerland and United Kingdom (Yudarwati, 2019; Othengrafen & Levin-Keitel, 2019; Huq, 2020).

In Africa, the United Nations (UN, 2001) established the Peace building Commission through the Integrated Mission Forces (IMFs) to advocate for the integrated post- conflict development planning process, especially for countries in the transition from war to lasting peace (Chettiparamb, 2019). This was also implemented in African countries such as Sierra Leone, Liberia and Sudan. The rationale behind the IMFs was to promote and encourage integrated planning from different perceptions to allow decision makers to find best solutions to key service delivery issues (Masiya *et al.*, 2021). For example, in Sierra Leone, the government adopted the development plan to guide the development of the locality and form the basis for preparation of the annual budget. The concept was meant to assist local government to provide services and create an opportunity for all individuals and community groups to contribute to the development of their areas (Freetown City, 2019). The plan was developed in a more participatory fashion, aligning with top-down and bottom-up approach as well as bringing the spatial analysis dimension at the community level. Due to persistent service delivery protests, the city embarked on a process to refine the process leading to the finalization of plans, something which is imminent in South African local government. In turn, this has led to the creation of opportunities for all relevant stakeholders including vulnerable communities, to be part of the plan (Freetown City, 2018).

In the Southern African Development Community (SADAC) region, Zambia and South Africa have adopted the similar concept of integrated development planning respectively. In Zambia, the concept is at the initial stage and most municipalities are still struggling to develop their integrated development plans (IDP) due to lack of capacity and guidelines. The Zambian government together with the stakeholders are in the process to establish the ideological hegemony that befits the Zambian context and is also relying on the success of the South Africa model (Banda *et al.*, 2021). In South Africa, the integrated development planning was introduced in 2000 to enhance the transformation of municipal planning processes (Mathebula & Sebola, 2019). This came after African National Congress (ANC) led government identified the need for participatory and inclusive planning through its Reconstruction and Development Programme.

In South Africa, Municipalities were compelled in terms of the Constitution of the Republic of South Africa of 1996 and the Local Government: Municipal Systems Act of 2000 to adopt Integrated Development Plan (IDP) to guide the planning and development across the entire municipal area (RSA, 1996; 2000). Integrated development planning was expected to promote the participation of communities in the development processes of Municipalities (Dlamini *et al.*, 2021). It was also expected to coordinate the work of the three spheres of government (namely local, provincial and national), equitable distribution of resources and fast-track service delivery. The concept was also meant to guide a demand-driven approach to service delivery, where the communities and the municipal officials identify and prioritize needs that must be considered in the municipal planning and budgeting processes (Nabatchi *et al.*, 2017).

The IDP is the creation of a process which integrates procedural and substantive aspects of planning (Asha & Makalela, 2020). It is comprised of five phases which include preparation, analyses, strategy, project integration and approval. The phases are interdependent and operate as a value chain with each phase providing guidance to the other. The South African Department of Cooperative Governance and Traditional Affairs IDP Guide spells out that the integrated development planning begins with the preparation phase (Department of Cooperative Governance and Traditional Affairs, 2000). This outlines the time schedule, approach to public participation, institutional structures and define the stakeholders' roles in the entire process (integrated development planning). Apart from the preparation phase being part of the integrated development planning, each Municipality is required, in terms of the Local Government: Municipal Systems Act of 2000 and Municipal Finance Management Act of 2003, to approve the process plan to guide the development of the IDP (RSA, 2000; 2003). According to Adonis & Walt (2017), the challenge with the preparation phase is that it seems to be done for compliance purposes and stakeholders are not consulted when developing the process plan. This has resulted in poor consultation because stakeholders do not understand their role in the integrated development planning.

The first phase of integrated development planning is the analysis phase where residents identify their needs in accordance with their urgency. Tibane (2017) explains that during this phase information is collected on the existing conditions and at the end, the Municipality must have a report on the assessment of the existing level of development, details on priority issues, problems and their possible solutions, and the information on available resources. This is in line with the Municipal Planning and Performance Regulations of 2001 which requires Municipalities to have a Spatial Development Framework (SDF) providing strategic guidance in respect of the location and nature of the development. Furthermore, the analysis phase plays a vital role in the

success of the IDP because it forms the basis for the successive phases (Nomdo *et al.*, 2019; Asha & Makalela, 2020). However, as Munzhedzi (2020) notes, communities are not consulted in the entire analysis phase; they participate only in identifying problems but not in determining which projects should be prioritized.

The second phase is the strategy phase. According to Tibane (2017), during this phase, the Municipality works on finding solutions to the problems identified in the initial phase. The DPLG IDP Guide Packs of 2000 also require that a vision, objectives and strategies must be developed as part of the third phase. Dlamini & Reddy (2018) note that this is one of the key phases in the integrated development planning, because it provides stakeholders with the opportunity to participate in designing strategies to address the challenges outlined in the analysis phase. The problem in this phase is that it seems like it is only done for compliance purposes because stakeholders are neither consulted nor agree on the strategies, as a result of which the phase does not add value to the IDP (Tibane, 2017).

The third phase entails converting strategies into programmes and projects. According to the Department of Provincial and Local Government of 2000, the project phase must contain the projects that will be of benefit to the community, how much it will cost, how the projects will be funded, how long it would take to complete and who is going to manage the project. In this regard, Mathebula (2018) argues that the project phase is one of the most disputed phases between Municipalities and the communities, and one of the major causes of service delivery protests in South Africa. Biljohn (2019) adds that there is no alignment between what is identified by communities in the analyses phase and the projects identified. This sentiment was echoed by other scholars (Sebola, 2017; Masiya *et al.*, 2019) who indicated that the challenge with this phase is that it is done in-house by municipal officials without consulting the stakeholders and without considering what has been identified in the analysis phase.

In the fourth phase of integrated development planning, the Municipality is accorded the opportunity to ensure that the projects identified are aligned with the objectives and strategies as set out in the strategy phase. Baloyi & Lubinga (2017) argue that, there is less alignment between the Municipalities, districts and sector department projects, which makes this phase difficult to complete. For example, in Mbombela Local Municipality, the Department of Human Settlement constructed and handed over RDP houses in an area with no services such as water, electricity, roads and sewerage, which led to service delivery protests. For that reason, the Municipality was forced to divert from its plan and provide services to the communities to prevent further protests.



The fifth and final phase involves the approval of the IDP in line with the Local Government: Municipal Systems Act of 2000. In this phase, the Municipality is required to approve a draft IDP and then consult all the stakeholders before approving the final IDP for implementation (RSA, 2000). The expectation is that by the time the IDP is approved, all the stakeholder inputs would have been addressed and incorporated into the final report. Contrary to this, Tibane (2017) argues that immediately after the IDP has been approved, communities still embark on protests expressing their dissatisfaction with the approved IDP. Tibane (2017) further suggests that there is a need to simplify the integrated development planning process and to focus more on strategic issues, which implies that Municipalities must move away from the one-size-fit-all process of IDP and adopt a process which suits their situation, taking into consideration the issues of capacity, both with regards to internal officials and external stakeholders.

Municipalities must demonstrate technical and financial competency to implement the IDP (Hlongwane & Nzimakwe, 2018) as outlined by Municipal Planning and Performance Management Regulations (2001) which sets out the requirements and process for adopting and amending the IDP. However, there is generally shortage of personnel and the lack of capacity of those responsible for integrated development planning to manage the process effectively in Municipalities. For example, Khambule & Mtapuri (2018) note that there are some Municipalities that are still using consultants to compile the IDP and key sector plans such as the SDF, local economic development strategy and rural development strategy. This shows that there is no internal ownership of the process, which affects the quality of the IDP in delivering the services to the communities.

Considering that the objective of the IDP is to enable Municipalities to fast-track service delivery, ensure equitable distribution of state resources and promote public participation, it is not clear why there are consistent service delivery protests in local Municipalities, including the Mbombela Local Municipality. This problem persists despite the requirement of the IDP according to which all the stakeholders, including communities, have to participate throughout the entire process. Various scholars (Mathebula & Sebola, 2019; Sebake & Mukonza, 2020) have argued that although the IDP is a critical development tool at the local government level, it has challenges with respect to the performance in providing services to the communities. Nowak (2020) argues that it is the inadequate input from the stakeholders during the phases of the integrated development planning that is a challenge. In view of the above, this study made an assessment on the current integrated development planning to determine the gaps in the process and propose a refined process which should be applied in the Mbombela Local Municipality and elsewhere.

## 1.2. Statement of the Research Problem

Since the year 2000, the integrated development planning has been crafted and assumed to be the most effective planning tool for service delivery in local government. However, there are increasing community protest actions due to poor service delivery in Municipalities, including the Mbombela Local Municipality (MLM). During 2018 and 2019, Mbombela Local Municipality (MLM, 2020), for instance, experienced community protests due to substandard development planning. The community protests increased from 10 in 2018 to 24 protests in 2019 respectively. The communities stated that they were not satisfied with the Municipality's approved IDP which they argued did not respond to their service delivery needs and that their inputs were not considered (Mbombela Service delivery protest report, 2019). This is so despite the theory of change guiding the IDP being a product of a consultative process which is made up of interdependent phases (Figure 1.1) which are participatory in nature requiring community participation prior to approval.

The Mbombela Local Municipality has a total population of about 695 910 and 206 140 households (Statistics South Africa, 2020). The Municipality is made up of 45 Wards located in four regions, namely Central, Eastern, Northern and Southern. Seventy five percent of the Municipal space is predominantly rural. Almost Seventy five percent of the population resides in informal settlements, which mainly fall in areas under the jurisdiction of traditional leadership. The Municipality is faced with huge service delivery backlogs (roads: 3123km out of 3879km is tarred or paved; water: 65 % do not have access to tap water; 69 % do not have access to refuse removal) and experiences persistent community protests. Table 1.1 is a summary of the socio-economic profile of the Municipal regions.

Mbombela Local Municipality IDPs for 2001 to 2005, 2006 to 2010 and 2011 to 2015 indicate that the residents have been raising issues of lack of water, roads, electricity, houses and toilets (Mbombela Local Municipality IDPs, 2001 to 2005, 2006 to 2010 and 2011 to 2015). Although the community needs are listed in the IDP, no progress has been made in addressing the needs since 2001 up to 2015. This, according to Mashamba (2008) is a concern on the credibility of the IDP which is expected to improve the standard of living of the local residents. For this reason, it is unclear why the municipality have not addressed the needs of the communities.

Theoretically, integrated development planning operates as value chain, structured in a way that each phase influences the next one. This gives stakeholders, including grassroots communities, the opportunity to contribute their views in each phase before moving to the next. Available legislation compels Municipalities to involve communities adequately at grassroots level as well

as other stakeholders in integrated development planning (RSA, 1996; 2003). Such participation should be meaningful and substantive instead of it being done for mere compliance. However, concerns have been raised on the involvement of the grassroots communities in the phases of the integrated development planning. This observation might imply that communities are, in general, not consulted in all the phases of integrated development planning. Municipalities seem to only engage communities to be part of the service delivery needs analysis phase and do not involve them in the approval phase.

Msenge & Nzewi (2021) reported that the communities are not satisfied with the integrated development planning, in which trust has been broken and led to service delivery protests. This problem is linked to the lack of meaningful participation of communities in municipal processes, including the integrated development planning. However, there is no universally practical framework that can be adopted to improve the workings of the integrated development planning, particularly on how to achieve actual and inclusive participation of stakeholders in the process. Policymakers, development agents and researchers do not give sufficient attention to the impact of grassroots participation to the success of the integrated development planning. For this reason, refining the integrated development planning to enable grassroots communities to meaningfully participate in all the phases in particular, is required. This will not only facilitate meaningful stakeholder participation but improve the integrated development planning to fulfil its obligation of delivering services to the communities.

**Table 1.1: Socio-economic profile of the Municipal regions**

Municipal Regions	Areas	Wards	Population	Socio-economic profile
Central Region	Mbombela, Kanyamazane, Pienaar, Daantjie, Nelsville, Mataffin, Elandshoek	12,14,15,16,17, 2, 4, 22, 23, 24, 26, 29 & 40, 18, 19, 20, 21,	204 075	Most populous (30 %) and better developed region. It comprises of Mbombela city, townships and commercial farming areas. Basic social infrastructure is available, the challenges experienced include maintenance and upgrading of existing infrastructure.
Eastern Region	Nsikazi, White River, Kabokweni, Malekutu	10,11,30, 31,32,33, 35,36, 37	38, 34, 196 140	This is the second biggest (28 %) and least developed region. The majority of the area falls with the Traditional leaders and are not formalized. There is no social infrastructure in most of its areas except in White River. The challenges include water, electricity, roads, houses and waste removal.
Northern Region	Hazyview, Sandford, Nyongane, Shabalala, Sandriver	1, 3, 5, 6, 7, 8, 9, 25 & 39	190 550	This is the third biggest (27 %) and also among the least developed region. Similarly, to the Eastern region, most of the area falls within Tribal land and the region is faced with challenges of water, electricity, roads, houses and waste removal.
Southern Region	Barberton, Lows creek, Matsulu	13, 27, 28, 41, 42, 43, 44 & 45	105 151	This is the smallest region (15 %) and better developed of the four regions. The region includes Barberton area which is dominated by mines. Most of the area are formalized. Similarly, to the Central region, the regions experience challenges maintenance and upgrading of existing infrastructure.

### 1.3. Research objectives and associated research questions

The main objective of the study was to develop a refined model for integrated development planning in MLM of Mpumalanga province. Specific objectives and research questions underpinning the study were:

1. To determine the preferred major criteria for assessing the quality of each phase of integrated development planning.

a) What criteria can be used to assess quality at each phase of integrated development planning?

b) What are the major criteria at each phase?

2. To determine the extent to which key stakeholders play designated roles in formulating the IDP.

a) Who are the key role players in the IDP value chain?

b) To what extent are the stakeholders satisfied with the performance of each role player?

c) What are the reasons for the satisfaction or dissatisfaction with the extent of execution of designated roles by each stakeholder?

3. To analyse the major weaknesses of each phase of the IDP value chain.

a) What are the weaknesses identified at each phase of the IDP value chain?

b) How can the weaknesses be addressed?

4. To analyse the legal framework governing IDP in South Africa

a) What are legislations governing IDP in South Africa?

b) To what extent is the IDP comply with the governing legislations?

5. To propose a refined process to facilitate integrated development planning in MLM.

a) What modifications or changes can be made at each phase of the IDP value chain in order to improve its quality?

## 1.4 Research Assumptions

In line with the specific objectives stated above, the following assumptions were made:

- a) The extent of service delivery challenges in MLM is not known.
- b) There are gaps in the integrated development planning in MLM, which, if studied empirically, would help to identify how it affects the access of local communities to service delivery.
- c) Alignment of municipal service delivery projects, budget and implementation plan fails to meet the needs of the households.
- d) A modified smart integrated development planning and implementation model might enhance delivery of services to communities.

## 1.5. Significance of the Study

Integrated development planning is an important process in both local and district Municipalities of South Africa. The ability of Municipalities to deliver services to the communities depends on the integrated development planning. This study aims to suggest a refined model which should be applied in Mbombela Local Municipality and others, to improve integrated planning and fast-track the delivery of services to the communities in line with the legal imperatives (Constitution of the Republic of South Africa, White Paper on Local Government, Municipal Systems Act, Intergovernmental Relations Act and the District Development Model). This will be of benefit to policymakers, planners, Mbombela Local Municipality and the Department of Cooperative Governance and Traditional Affairs, who have an interest in integrated development planning.

In the study, the criteria for assessing the quality of each phase of the integrated development planning were investigated. This was done to assist policy implementers to have a set of standard criterion to assess quality of each phase of the integrated development planning. The extent to which stakeholders play their designated roles in the integrated development planning was investigated to enable policy implementers to have baseline information on key stakeholders involved in the integrated development planning and also address the challenge of lack of participation in the process. The weaknesses of each phase of the integrated development planning were audited to address any gaps for policy implementation.

The study highlighted issues of public awareness and compulsory consultation with stakeholders including grassroots communities in each phase of the process.

## 1.6 Conceptual Framework

The study was underpinned by the Public Participation Concept (PPC). The PPC helps to unpack and clarify the linkage amongst several principles of participation which have the potential to improve the integrated development planning. The concept is centred on grassroots community involvement and promotes inclusion, transparency, partnership and empowerment (Dinbabo, 2003). In essence, it accentuates the need for communities to act as drivers of their own development by participating in the integrated development. This is done to solicit community buy-in and also ensure that they do not act as spectators, but rather be part of the process, which forms the backbone of this study. Figure 1.1 illustrate the path diagram of the principles of participation and five phases (step-by-step) of integrated development planning which forms the basis of the conceptual framework of the study. The illustration was used to understand the gaps in the integrated development planning.

## 1.7 Operational Definition of Key Terms

The operational definitions of terms presented here were selected based on their relevance and frequency of use in the study. They reveal the context that readers should understand and use.

*Community awareness* is the creation of knowledge using interaction between grassroots communities and government (Channing, 2020). In most instances, it goes hand in hand with communication.

*Community needs* are the issues that grassroots community members raise during integrated development planning (Baloyi & Lubinga, 2017).

*Digital participation* is the use of modern information and communication technology by communities when participating in any development taking place in their area of residence (Ayentimi & Burgess, 2019). For example, online platforms such as emails, webinars, zoom, podcasts.

*Inclusive stakeholders participation* is the involvement of the local stakeholders in the creation of content and conduct of a programme or policy designed to improve the lives and livelihoods of people (Masiya *et al.*, 2019).

*Integrated Development Plan* is a concept that refers to the principal instrument of democracy, which accelerates service delivery and promotes justice through distributing resources to achieve sustainable rural development (RSA, 2000).

*Integrated Development Planning* is a process made up of interlinked stages followed when formulating the integrated development plan (COGTA, 2000).

*Integrated service delivery* is an approach where various organs of state provide services in one location or village with the intention to achieve integrated human settlement (Banda *et al.*, 2021).

*Refined integrated development planning* is a process compiled based on inclusive stakeholders participation, outcomes-based framework, compact value chain and norms and standards for integrated planning in order to improve the existing integrated development planning in South Africa.

*Service delivery* is the rendering of basic services such as water, sanitation, energy, health care, roads and refuse removal by government to the public (Mathebula, 2018).

*War room* is an institutional arrangement or body which the Mpumalanga Provincial Government established to ensure that multiple stakeholders in a Municipality contribute to the delivery services to communities (Mpumalanga Provincial Government, 2019).

*Ward-based budgeting* is an approach where budget is allocated per ward to ensure equal distribution of resources (Nabatchi *et al.*, 2017).



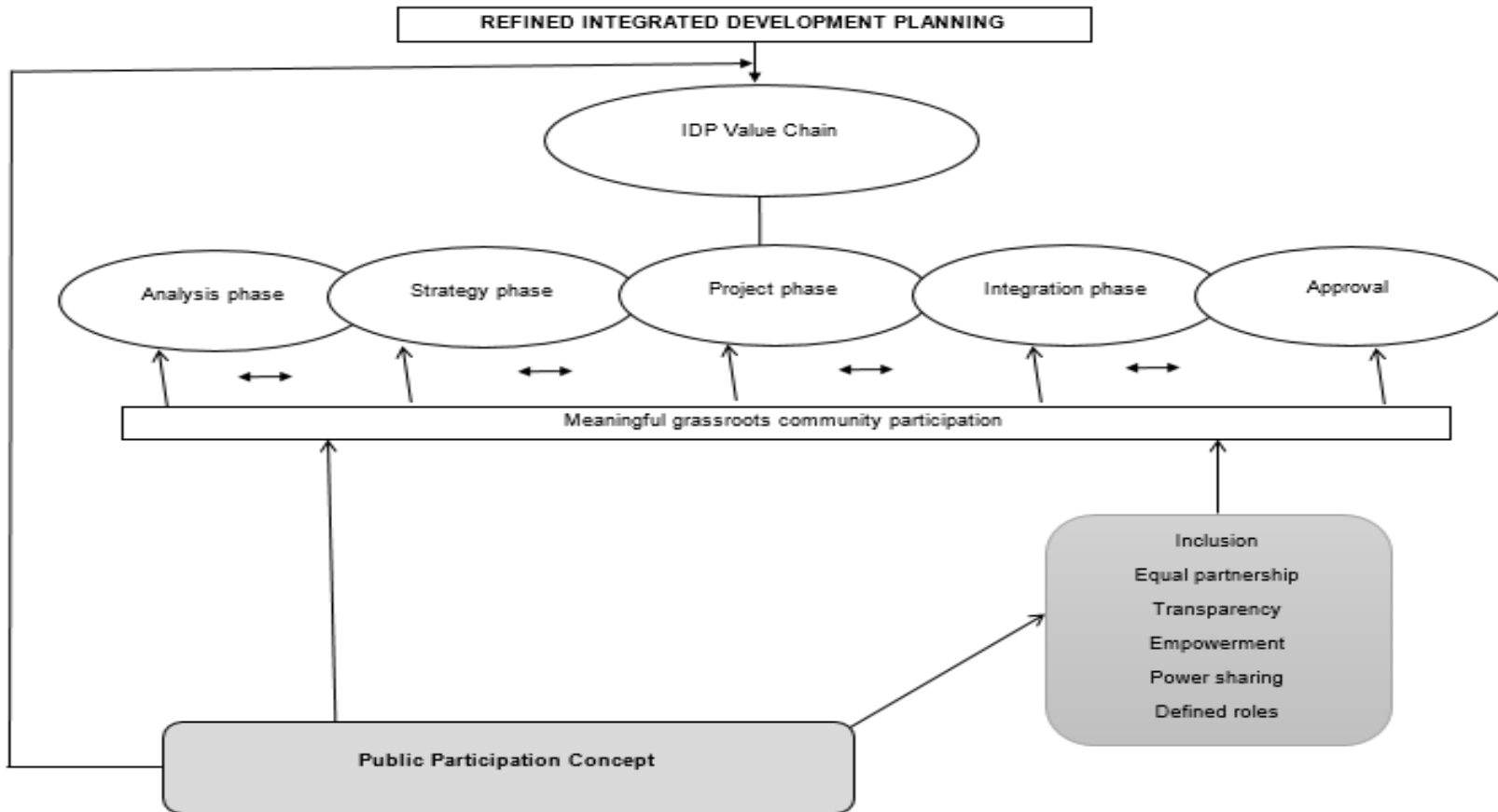


Figure 1. 1: Conceptual Framework for refining the integrated development planning value chain

## 1.8 Outline of Thesis

This thesis is made up of seven chapters. Chapter 1 is the introduction of the study. It covers the background to the research problem, aim, objectives, questions, justification and the operational definition of terms and concepts. The literature review is presented in Chapter 2, which provides an overview of integrated development planning and related influences on service delivery in local government. The concept and models of integrated development planning in South Africa and other countries are analysed and discussed before a summary of the literature review is presented. Chapter 3 is devoted to the description of the research methodology, which covers the research design, population and sampling procedures, data collection and analysis, and ethical considerations. Chapter 4 contains a critical analysis of legislations governing integrated development planning in South Africa. The results of the study are presented in Chapter 5, with Chapter 6 containing the discussion. In Chapter 7, a summary of the study is presented before conclusions are drawn and recommendations made.

## CHAPTER 2: LITERATURE REVIEW

### 2.1. Introduction

In this chapter, a theoretical framework designed to put the research themes into the current context is presented. This includes a summary of theories, debates and the existing findings on similar studies undertaken with respect to the integrated development planning model and its influence on service delivery. The concepts and models of the planning process of the Mbombela Local Municipality of South Africa and those from other countries were assessed to form the basis of a comparative discussion on the envisaged and actual outcome of the study. This also includes the interrogation of the notion of a credible and/ or refined integrated development planning.

### 2.2 Understanding the Planning Process

Process considerations in municipal planning are important because of the long time lag that occurs between policy formulation and implementation. Furthermore, policy implementation is usually a complex matter involving multiple actors and a wide range of planning objectives (Moroni, 2019; Nowak, 2020). Some of the methodological considerations that arise in connection with the analysis of planning processes have to do with the implementation. For example, refining a planning process recognises that the outcomes of planning are determined, not only by the ends that are being sought, but also by the processes that shape their implementation in practice (Baum, 2015; Nomdo *et al.*, 2019). It is the broad theoretical perspectives that determine whether the process has to bring out some of the features of planning processes and also examines some of the implications that follow from adopting a case-study approach.

In support of the above argument, Banda *et al.* (2021) stress the importance of developing general guidelines which can give effect to the theoretical perspective to the planning processes. Moroni (2019) believe that, taking into consideration some of the operational problems facing government institutions in developing countries, the implementation of planning tools must first critically analyse the theory of the development planning process before unpacking the challenges. In South Africa, planning is expected to be integrated in all three spheres of government through the District Development Model (DDM) which seeks to create a coherent planning system that can ensure that all government plans are aligned, integrated, well-

coordinated and respond to the needs of the people (Department of Cooperative Governance and Traditional Affairs, 2020a). This is in line with the aspirations of the National Development Plan Vision 2030 of South Africa which advocate for an integrated development system that can assist government to deliver services in an integrated manner (Khambule, 2021). It is clear that the planning reforms have broaden the understanding that government institutions are arranged to facilitate the planning process by focusing on the primary areas of planning which include spatial planning, budget, governance and accountability through the proper implementation of integrated development planning. This seems to imply that there is a need to examine the proposition of refining integrated development planning from the planning phase through to implementation and monitoring. In light of the above, it can be concluded that in considering the refinement of integrated development planning, priority should be given to the existing processes to determine if there are gaps before focusing on the sequential refinement of the process.

## **2.3 Models of refining a planning process**

There are eight models which are critical in refining planning processes such as integrated development planning. No single model fits all, each model has its own strength and weaknesses (Table 2.1). However, the gaps provided in Table 2.1 below indicate weaknesses of the models and as such in integrated development planning. It is vital to analyse and select what is required for a particular locality.

### ***2.3.1 The sequential model of the planning process***

Models of planning processes are concerned mainly with depicting the sequence of events that are involved in the development planning process. In this way, activities of key events are implemented in chronological order, in such a way that the basic task is selected from the mass of incidental detail available to identify the strands that link them together to form a comprehensive sequence (Nowak, 2020). The events that make up the planning processes are usually grouped into distinctive stages in planning textbooks. For example, Honahefsky (2019), commenting on urban and regional planning, puts forward a plan-generation cycle which begins with the formulation of planning goals in broad terms followed by the identification of more precise key performance areas that must be achieved to move towards these targets. The premises of these performance measures suggest the possibility to examine alternative courses of action and evaluate them in terms of the extent to which they satisfy the specified targets. This

basic stepwise model is referred to as the simple linear process or the iterative process where the goals and objectives can change overtime depending on the unique circumstances of the Municipality. Consequently, the sequences of this kind have been elaborated in various ways to provide direct assistance to those concerned with planning and policy formulation (Dlamini *et al.*, 2021).

Integrated development planning is the main planning instrument in South African local governments to meet the statutory requirements of the local government: Municipal Systems Act. In relation to the objective of assessing quality and determining the roles of stakeholders, it is clear that in practise there is a need to work with residents or the beneficiaries to plan strategically for projects to ensure equitable service delivery across the Municipality. The annual IDP assessment forum, where the quality of the implementation of the IDP across local Municipalities is checked against the applicable criteria, can go a long way in ensuring that the integrated development planning is properly managed. However, the implementation of the IDP should be such that it recognises the differences in capacity between provinces and types of Municipalities without compromising the need for a set of minimum outcomes.

Building on the above arguments, the essential features of the strategic choice model are related to the process of policy, plan identification of decision areas and the specification of the connections between them. Various scholars (Damayanti & Syarifuddin, 2019; Alexander, 2020) view this type of approach as one of the strategic choice models which is widely used in planning practice, whereby the decision areas are chosen based on the strength of the links between decision areas and criteria related to the urgency or decree of priority. In support of this, Sakiwo (2020) advances the view that mutually exclusive decision-options should be determined for each decision area in the chosen subset, and that an analysis of interrelated decision-area techniques be used to eliminate contradictions. The compatible decision area also provides the set of feasible alternatives which can be subjected to conventional evaluation procedures to identify an alternative that better satisfies the objectives of the decision makers in the planning cycle. In turn, this is done to determine the gaps in the planning processes. Based on the above, it is clear that the sequential model corresponds well with the intention of the study to refine the integrated development planning through the interrogation of all the phases to enhance the decision-making process.

**Table 2.1: Summary of various models of development planning**

<b>Types of model</b>	<b>Major features of the model</b>	<b>Gaps in planning</b>
a. Sequential	<p>Problem identification</p> <p>Activities and Intervention in chronological order</p> <p>Key performance indicators and targets</p> <p>Implementation, Review and Adjustment</p>	<p>Process is rigid</p> <p>Top down approach and not inclusive</p> <p>There are wasted steps that over complicate</p>
b. Identification	<p>Identify ready-made solutions of the problem</p> <p>Screening and evaluation of solutions to select the best alternative</p> <p>Accept the solution for implementation</p> <p>Financial management</p>	<p>Distinctive modernist planning system</p> <p>Too technically and not user-friendly</p> <p>Not inclusive</p> <p>Preliminary appraisal does not consider emerging risks</p>
c. Contextual	<p>Planning varies between social and economic systems</p> <p>Planning proposals are determined by variables such as rules, customs and culture</p>	<p>Model is Discriminative</p> <p>Not democratic</p> <p>Too technically and not user-friendly</p>
d. Contingency	<p>Considers goal achievement rather than organizational structure</p> <p>Structures are designed in line with the contextual environment</p> <p>Planning according to the changing environmental variables such as demographics and politics</p> <p>About major crisis such as disasters</p>	<p>Top down approach and not inclusive</p> <p>Too technically and not user-friendly</p>
e. Interaction	<p>Social choice is very critical in problem solving</p> <p>Flexible rules for role players to participate in the process</p> <p>Foster communication</p> <p>Pulling in the same direction</p>	<p>Talk shows interaction due to lack of guidelines</p> <p>Sometimes difficult to arrive at consensus</p>
f. Exchange	<p>Unity and collaboration is very important in planning</p> <p>Need for integrated delivery of services</p> <p>Value for money</p>	<p>Lack of coordination</p> <p>Silo planning and lack of integration</p> <p>Lacks details</p>
g. Holistic	<p>Advocate for inclusive planning</p> <p>Strengthens local democracy and is centered around community participation</p> <p>Components works together</p>	<p>Lack of guideline on community participation</p>

### **2.3.2 Identification model of the development planning process**

The identification model in development planning involves decision a “recognition routine” in which opportunities, problems, or crises are recognized and attended to by a diagnostic routine through which management seeks to comprehend the cause-and-effect relationships from the decision situation (Baum, 2015; Alexander, 2022). The process flow of the model begins with the “search routine” which is used to find ready-made solutions that are needed to devise custom-made solutions. Alexander (2022) argues that the “search routine” is an essential ingredient to convergent and divergent thinking, which offer options for selecting best routes to reach a single choice. The second phase involve the “screening route” whereby the identified options are screened and reduced to few feasible solutions, which are thereafter evaluated through the “evaluation route” in order to select the best course of action. The final route is called “authorization routine” which is used to ratify the chosen course of action at a higher level.

Building on the arguments above, Wade (2018) is of the view that the findings of case studies on identification models provide evidence on the extent of variation that occurs between different kinds of development planning decision making processes. For example, a distinction can be made in the decision-recognition routine between the outside and those that are triggered within the organisation. Moreover, current studies in the urban development process draws attention to the extent to which the sequence of events is interrupted by dynamic factors that delay, speed up, or change the direction of the decision process. It is on the basis of this that the Wade (2018) identified seven different categories of decision-making processes in terms of the nature of the solutions and interceptions. In the first place, the simplest form of decision-process is the simple impasse where a decision-process involving no development phase is temporarily blocked. In the second place, where more interceptions are involved, the process may be termed a political design decision-process as it is necessary in this case to branch into extensive design-activity as a result of externally induced changes in direction. In the third category, basic research is principally concerned with finding the best available ready-made solution within one or two nested search steps, with no interruptions in this case. In the fourth place, the modified search is essentially the same as the third except that some limited design-activities are required to modify these ready-made solutions.

The last three categories of decision-making processes deal with cases where there is no ready-made solution. In the fifth situation the basic design-processes are without interruptions,

involving extensive design-activities, leading to complex and innovative custom-made solutions to form the largest single category of decision process. The sixth phase is about blocked design category which has the same features as basic design. This is despite the fact that the proposed solutions meet with strong resistance from outside groups typically during the late selection phase which makes it necessary to initiate new design-procedures to fulfil their demands. The seventh category is dynamic design in terms of its complexity. This is because the dynamic design-processes describe situations where the sequence of events are interrupted, not just by political pressures, but also by the emergence of new options and unexpected constraints which require an extensive revision

In the IDP decision making process, the concern has been in the area of skills development. In this regard, there are major weaknesses in each phase of the integrated development planning because for example, Metropolitan Council have a level of technical skills, human and financial resources that far exceed that of small or newly established Municipalities in the rural areas of South Africa. This is also because well-resourced local Municipalities would generally have the capacity to develop their own tailor-made approaches to planning, provided that they are consistent with overall national goals and development policies. Therefore it makes sense to consider a system which is user friendly and accommodates different levels of skills and resources.

From the foregoing analysis it is clear that there is an overlap in various phases which reflects the importance of regular refinement with regard to the phases. These sentiments were echoed by Biljohn (2019) who asserts that a development planning process such as integrated development planning requires regular refinement to achieve its mandate. In this regard, the identification model is pertinent to the development planning processes such as integrated development planning, specifically in the analysis phase which requires residents to identify their needs in order of their priority.

### **2.3.3 Contextual models of development planning**

Contextual model in planning is the institutional framework that involves distinctive styles of planning, associated with different combinations of system variables, including the level of economic development attained, the form of political organisation and historical tradition (Baum, 2015; Mickiewicz *et al.*, 2020). There is little point in searching for a universal model of planning processes, because the context of planning varies significantly between social systems and



between countries. Similarly, the decision-making process in government is another framework which advocates that the arena of community decision making should be considered to be the culture of planning the rules, customs, and actors, which largely determine the fate of planning proposals (Mickiewicz *et al.*, 2020; Moyo *et al.*, 2021). In turn, this has led to an understanding that the nature of the cultural context is essential if planners are to be in a position to develop appropriate strategies and techniques for any interventions.

Building on the arguments above, cultural context can be regarded as an idealized sequence because individuals seldom have the resources to carry out each step in the fullest measure of planning (Vano *et al.*, 2021). However, the difficulties are accentuated where a community is seeking to make collective decisions, because multiple participation makes it necessary to take account of a number of critical variables. For example, the involvement of a large number of participants means that there is a tendency towards a specialisation of roles. On one hand, this explains why the sequence of events reflects, not only the ability of the respective actors to exploit their roles, but also the degree to which they are able to enlist the support of other actors for their cause. It is important to take account of the extent to which the decision-making process is likely to be influenced by the characteristics of the “decision field” that is involved. On the other hand, it brings in the organisational and institutional arrangements that prevail in a given situation and the extent to which they define the roles of participants and constrain the range of alternative outcomes that is being considered (Baum, 2015; Vano *et al.*, 2021).

Contextually, the White Paper on Local Government of 1998 clearly states that the integrated development planning is not an end in itself, but is a tool to assist local government to achieve the development outcomes specified in the Constitution. Development principles and success of the IDP must therefore be assessed in terms of the extent to which it has promoted democratic and accountable government, the provision of services to communities in a sustainable manner, social and economic development, a safe and healthy environment and involvement of communities in matters of government and service delivery (Pieterse, 2020). The analysis above responds to objective four of the study where the context is a refined process to facilitate the implementation of the integrated development planning in line with the Constitution, which requires that these objectives should be pursued within the financial and administrative capacity of a Municipality. In support of the preceding argument, Sakiwo (2020) advances the view that the choice of strategies for planning and action is likely to affect the nature of community decision making. Additionally, the degree to which planners are required to exercise technical discretion in solving problems may vary considerably according to the circumstances of the

situation. Hence, it is necessary to consider the ways in which characteristics of the issues that are being discussed influence the outcome of that particular process.

In light of the above, it can be concluded that the depth of the matter in the contextual model of development planning insinuates the context of variations between socio-economic systems and between countries. This can also be linked with the model for decisions in the planning processes such as the IDP in South Africa. This reality seems to be a common feature in a model that allows decision makers to refine and proffer corrections depending on the socio-economic environment.

#### ***2.3.4 The contingency model of development planning***

Contingency model of development planning is one of the dominant paradigms in the field of organisational design. The basic contention of the contingency model is that the structure of an organisation will be contingent on a number of contextual factors, in particular, the market environment in which it operates, the technology it uses, and its size (Faludi, 2013; Beauregard, 2020). These sentiments were echoed by Nowak (2020) who noted that that there is no one best way of designing organisations, and the most successful organisations are those that are able to design their structures to match their contextual environment. In this regard, Faludi (2013) noted two basic contingencies, which play an important role in the degree of organisational differentiation. These contingencies have a direct effect on organisational structures and give rise to a number of indirect effects through the series of interdependent contingencies. This includes environmental variables such as population density and indices of relative wealth, the nature of political control, the degree of change resulting from re-organisation, the extent of interdependence as measured by the number of districts in each country, and the competence of members and officers of local authorities.

The contingent model was also used in the design of the empirical study of planner's behaviour wherein the dependent variable was goal achievement rather than organisational structure. In the end, they were clear parallels between the framework comprising of properties of goal achievement and contextual variables and decision-field characteristics. In this regard, the contingency model and development planning hinges on objectives two and four of the study regarding moving towards an intergovernmental system of integrated development planning. This requires providing the resources to innovatively facilitate the level of integration between the

three spheres of government in the area of planning and budgeting because the implementation has been far from satisfactory.

Huq (2020) noted the need for a simple specification of properties associated with contextual variables, and distinguishes between cases that are likely to give rise to situations that are either easy or difficult to deal with in practice. Moreover, situations where there is no conflict with existing value systems in terms of awareness, priority, or intensity of concern, are likely to be relatively easy to deal with by comparison with those where major conflicts may occur in one or more of these respects. Consequently, the extent to which planners change their strategies according to the circumstances, increase their chances of success. There are also some things that planners always do, some those planners never do, and others that are contingent upon the situation given the constraints on budgets, costs and time.

Objective three (3) of the research is about the weaknesses of the integrated development planning as a development tool, hence, for the IDP to perform the function for which it is intended to achieve, there is a need to carefully reconstruct a planning process that will enable as much coordination and integration in the generation of development proposals at the local level. This requires the participation of all stakeholders not only during the IDP participation forums. Drawing on the above, it is clear that, there is no one best way of planning, thus, applying different planning tools and strategies to increase the chances of success is crucial. This is also applicable to integrated development planning.

### ***2.3.5 The interaction models of development planning***

The interaction models of planning focus on the transactions that take place between participants and also crystallize the relations between the actors and organisations that are involved (Faludi, 2013; Chettiparamb, 2019). In some areas, the model is based on the linkage between different organisations which aim to fulfil the same purpose. Most of the features of the interaction models of planning processes are evident in planning models experts' (Faludi, 2013; Baum, 2015) classical study of political influence in Chicago, which defines influence in terms of the ability to get others to act, think or feel as one intends to. In this regard, Beauregard (2020) argues that there are basic questions which are applicable to the interaction model in relation to the planning processes. This includes the questions on who has influence, and how does influence work, what are the terms upon which influence is expended, and how is action

concerted by influence? Baum (2015) noted the fundamental distinction that can be made between decision processes that are designed to solve problems and processes of social choice where the outcomes are the accidental by-product of the interaction of the actors rather than a pre-conceived solution. In practice, it would appear that complex problems are mainly dealt with by the process of social choice rather than by central decision-processes. The most important factor in such situations is the distribution of influence to the extent that interactions between participants can be viewed as outcomes of a continuing game under rules that the majority of players are free to change if they wish.

In South Africa one of the areas that the Municipal Systems Act emphasis is facilitating interaction, engagement, communications and the building of alliances. Integrated development planning plays a vital role in this regard, as it serves as a basis for communication and interaction, by providing an explicit statement of a particular Municipality's development goals and spending priorities. Although the principle of coordinated action across municipal boundaries is clear, mechanisms need to be developed to ensure that this linkage materialises. Since alliance and collaboration also take place between local Municipalities that are not spatially contiguous, IDP can play a very important role in this regard. For example, the IDP can be the basis from which engagements can be forged between officials, councillors, communities and other stakeholders. The major lesson learnt from the above is that the interaction model, if well implemented, gives decision makers the chance to refine the deliverables in the planning process and this can be more useful to the different phases of integrated development planning.

### ***2.3.6 The exchange model of development planning***

The basic assumption underlying social exchange theory is that individuals and organisations enter into relationships because they perceive it to be in their interests to do so (Clegg, 2013; Moroni, 2019). In other words, one is better off as a result of the relationship. However, to understand these relationships, it is necessary to consider not only the surface level of appearances, but also the extent to which they embody the positions of power, dependency, and resources of the participants. Moroni (2019) emphasizes the necessity of considering two related but essentially distinct levels of interaction to understand the processes of service delivery, particularly those which depict the interactions between mandated agencies in the course of their duties, and a sub-structural level of interactions related to the acquisition of resources. Interactions at the level of service delivery are also dependent upon resource acquisition, something which can be applied in the integrated development planning (Moroni, 2019, Chigudu,

2021). At the sub-structural level, the latter author raises concerns with regard to the way in which differentially powerful organisations interact with one another in pursuit of two scarce resources, specifically money and authority. The basis of power within a particular network is essentially a function of both internal and external linkages of the network organisations. Moreover, the nature of internal linkages gives some indication of the extent to which an organisation is able to control contingencies that are vital to resource acquisition by other agencies. For this to be effective, centrality is very important. This is because of the bargaining power that it gives to centrally placed organisations in their negotiations with peripherally placed bodies. However, Banda *et al.* (2020) argue that external linkages are also of considerable importance in that they reflect the interests and commitments of different groups in society as a whole to the extent that the agency might be able to mobilize forces external to the network as a means of strengthening its position within it.

At the structural level, four dimensions of inter-organisational equilibrium are identified (Clegg, 2013, Chettiparamb, 2019). Firstly, the extent to which participants agree on the appropriate role and scope of an agency; termed “domain consensus”. Secondly, the degree of agreement that exists among participants in terms of the nature of the tasks they are undertaking; termed the “ideological consensus”. Thirdly, the opinions of members of one organisation with regard to the value of the work done in another organisation need also to be taken into account; termed “positive evaluation”. Fourthly, the extent to which patterns of collaboration and cooperation have been established between organisations; termed “work coordination”. These assertions can be summarized as an inter-organisational network which is equilibrated to the extent that participant organisations are engaged in highly coordinated, cooperative interactions based on normative consensus and mutual respect. The exchange model seeks to integrate different levels of analysis within a single framework which can add value to any planning process. Presumably the model is relevant to integrated development planning as it advocates the identification of dimensions of inter-organisational equilibrium and encourages the exchange of ideas from different stakeholders.

## **2.4 The holistic concept of integrated development planning**

A holistic integrated development planning strategy deals with the totality of a municipal development tool to facilitate project allocation, budget and implementation. The literature shows that many third world countries have used the integrated development planning as a tool to

decentralise service delivery mandate to lowest spheres of government (Madzivhandila & Asha, 2012). The transfer of power and resources from national to local government was meant to accelerate decision making, the distribution of resources and to create additional opportunities for citizens to participate actively in the affairs of government (Venter, 2005). Internationally, more transfer of power and responsibility to the local government is associated with the need for encouraging local democracy and good governance (Van der Walt, 2007).

Canada is one example of countries that have adopted a similar concept to the integrated development planning called Integrated Community Sustainable Plan which serve as a strategic business plan to assist government to work together with the civil society to identify short, medium and long term solutions of problems facing the communities (Grant *et al.*, 2018). However, the Integrated Community Sustainable Plan (ICSP) model has been labelled as autocratic in nature and criticised for not recognising the views of grassroots communities. Accordingly, Adonis (2018) stresses the importance of community buy-in to the development planning processes to avoid later rejection. Additionally, Municipalities strive to fulfil their policy directive through cumulative transparency and openness in planning and implementation of service delivery initiatives (Dlamini & Reddy, 2018; Sebake & Mukonza, 2020).

The similar integrated development planning concept have been adopted in African Countries such as Sierra Leone, Liberia, Zambia and South Africa. The planning model is widely regarded as a strategic weapon that is inclusive in nature and aims to promote an integrated planning (Biljohn, 2019; Dlamini *et al.*, 2021; Banda *et al.*, 2021). For example, in South Africa, the integrated development planning was introduced to help local Municipalities to develop an inclusive and long-term plan to attain advance development and provide services in their area of jurisdiction (Dlulisa, 2013). However, Madzivhandila & Asha (2012) argue that the integrated development planning have not sufficiently assisted the developmental goals because of the absence of meaningful involvement by communities and local stakeholders. These sentiments were supported by various scholars (Mathebula & Sebola, 2019; Molefe & Manamela, 2021) who considered the introduction of the integrated development planning model as a persistent source of dispute between government and communities on development. This includes, amongst others, the dispute on which development must take place and where, with the argument that black people are located far away from areas of economic activities while white people are located in urban areas with full services.

On the other hand, Dlamini *et al.* (2021) advance the view that integrated development planning emerged as the key planning instrument to correct the problems left by the apartheid regime, and the quest to implement a needs-driven approach to development. Furthermore, the integrated development planning has been recognized as central in ensuring that community participation becomes an integral and inseparable part of the decision-making process in the local government sphere of government (Asha & Makalela, 2020; Brinkley & Hoch, 2021). For this reason, there is a huge expectation in integrated development planning with respect to its influence on community participation in government's decision-making processes, particularly on issues affecting community development and project implementation. Despite the theoretical knowledge that communities and stakeholders participation is important in the integrated development planning process, there have been a lack of studies on the extent at which participation must be done. In this regard, Cash & Swatuk (2010) emphasize the need to impose compulsory involvement of communities in all the phases of the integrated development planning.

## **2.5 Major criteria for quality integrated development planning**

Local government remains an important role player in ensuring effective delivery of services and basic infrastructure. According to Asha & Makalela (2020) the developmental role accorded to local government requires adequate administrative capacity and the implementation of sound strategic tools such as the integrated development planning. Below are the several standards of development planning that can be applied in the integrated development planning.

### **2.5.1 Community participation**

The importance of public participation in planning and implementation of services and development has been extensively recognised in government plans and practices across the world (Madzivhandila & Asha, 2012). Existing literature shows that public participation encourages citizen-focused service delivery and improves the quality and legitimacy of decisions made by municipal authorities with regard to policy, programs and projects (Sebola, 2017; Nabatchi *et al.*, 2017). Masiya *et al.* (2021) contend that the growth of democracy in developing countries such as South Africa has highlighted the need for participation of the broader community in determining local government decisions.



Various scholars argue that the success of a Municipality to implement the integrated development plan is largely dependent on the buy-in from the communities (Sebola, 2017; Marambana, 2018; Mangwanya, 2019). Moreover, the communities that benefit from projects and programmes must influence and determine how they are designed, implemented and managed (Sakiwo, 2020). In a similar study, Madzivhandila & Asha (2012) found that the integrated development plans of most of Municipalities in South Africa have failed due to the lack of meaningful community participation. For this reason, Nomdo *et al.* (2019) conclude that community participation is one of the key criteria to determine the credibility of the integrated development planning because it builds community trust and ownership.

### **2.5.2 Leadership and Accountability**

There is a growing interest in the role leadership plays in the implementation of development planning initiatives (Collinge *et al.*, 2010). Whilst there are numerous dynamics that need to be taken account when explaining the success of development planning tools, leadership contribution matters and cannot be ignored (Stimson *et al.*, 2009). At the most general level, effective leadership is one of the facts that explains how and why some development planning initiatives are able to adapt to and exploit the opportunities afforded by the complex and rapidly changing social and economic circumstances of the modern world (Collinge *et al.*, 2010).

In South Africa for example, Municipalities that have successfully implemented the integrated development planning were found to be those with good leadership (Sebake & Mukonza, 2020; Munzhedzi & Phago, 2020). The criteria for credible integrated development planning can be linked to the involvement of Municipal Managers and Senior Managers in all the phases of the process. This is because broadening the involvement of Senior Officials in the entire integrated development planning value chain ensures accountability, and improves performance by fast-tracking the implementation of planned projects (Adonis & Walt, 2017; Dlamini & Reddy, 2018; Asha & Makalela, 2020). These sentiments are in line with Dlulisa (2013) findings that lack of proper leadership has led to poor service delivery in Randfontein Local Municipality.



### **2.5.3 Impact based planning**

The literature shows that planning decisions have substantial impacts on both natural and built environments (Shahab *et al.*, 2017). The impacts of these decisions might continue for numerous years which are irreparable. Alexander (2002) argue that in order to advance a superior understanding of the impacts, policy makers require a logical method to evaluate the development planning instruments used. The literature on impact based planning shows that most studies have taken a compliance-based tactic, where the success of a development planning instrument is based on the degree of compliance between the policy imperatives and its envisaged goals (Alexander, 2009; Balsas, 2012). For this reason, there is a need to depart from compliance as the sole criteria to determine the success of development planning tools to impact based which focus on effects of the interventions.

In support of the above views, Berke *et al.* (2006) argued that an impact appraisal is necessary to establish what has been the reason of observed alterations and when is it likely to be able to yield useful results, taking into account the availability of means and the timing of decisions about the intervention under investigation. This in other words implies that impact assessment can be undertaken to improve an intervention such as integrated development planning to inform decisions about whether to continue, discontinue, replicate or scale up an intervention. For a development planning tool such as integrated development planning to become more effective in fulfilling its mandate of fast-tracking the delivery of services to the communities, it must be impact based in order to make changes to the communities. Despite these discussions, there have been a lack of studies on how decision makers can determine the quality of the integrated development planning. The Department of Cooperative Governance and Traditional Affairs IDP assessment is not enough in improving the quality of the integrated development planning (Nowak, 2020). The assessment framework is a “tick box” where Municipalities are expected to indicate whether they have included the information in the IDP document.

### **2.5.4 Compact value chain**

The compact planning is one of the leading models of sustainable development. Compact planning and development has, over the last 30 years or so, been the desired response to the challenges of sustainable development (Dawkins, 2000). The literature shows that compact

planning is emerging as the central paradigm of development planning given its tremendous potential to respond to the challenges of sustainable development (Berke *et al.*, 2006). These sentiments were supported by Asha & Makalela (2020) who argued that compactness, diversity, density, mixed land use, transportation and green space are the core strategies for achieving sustainable development.

Compact value chains are an integral part of integrated planning for many organisations (Brinkley & Hoch, 2021). This according to Honahefsky (2019), includes planning process such as integrated development planning. Compact process is important because it encourages a full-lifecycle perspective and not just a focus on the individual aspects of planning. Therefore, it is important to consider “compatibility” as one of the key criteria to determine success of integrated development planning.

### **2.5.5 Monitoring and Evaluation**

In recent years, monitoring and evaluation has become a critical concept in development. With emphasis on the significance of participation in development, there is also a rising credit that monitoring and evaluation of development processes is critical (Sebake & Mukonza, 2020). As state institutions across the world become more inclusive in the front end of project development by promoting participation in appraisal and implementation, the question of assessing results and success become critical (Dlamini & Zogli, 2021).

Policy makers in developed countries need to evaluate whether enhancements are taking place as a consequence of the development intervention such as integrated development planning (Dawkins, 2000). Furthermore, when monitoring and evaluation is implemented successfully, it has the potential to build a stronger basis for achieving intended development results (Sebake & Mukonza, 2020). Conclusively, monitoring and evaluation can be considered as an effective instrument to promote affirmative performance values that enhances policy making, planning and budgeting processes. This is also applicable to the integrated development planning process which require monitoring and evaluation in order to fulfil its obligation for fast-tracking service delivery to the communities.

## 2.6 Theory of participation in integrated development planning

Participatory theory originates from the basis that indigenous knowledge is important in achieving sustainable development (Waishbord, 2001). This was informed by the insight that the conception of development was biased towards the top down approach (Coetzee, 2010). The knowledge of government and agencies were regarded as correct, while local people were considered to be either ignorant or had incorrect beliefs (Chambers, 2009; Dinbabo, 2003). For this reason, participatory theory was introduced as a key concept to focus on bottom up planning, people centred development and to asserts the view that ordinary people have the capacity to manage their own development (Cornwall, 2008). Various scholars (Sebola, 2017; Moroni, 2019; Waishbord, 2001) asserted that the focal essence of the participatory theory is an active involvement of local people in decision making including the implementation of processes, programs and projects which affect them.

The theory of participation is a rich concept that varies with its application and definition, and the way in which participation is defined, depends on the context in which it occurs (Msengi & Nzewi, 2021). For some, participation is a matter of principle; for others, practice, and for still others, it is an end (Dinbabo, 2003). Cornwall (2008) argue that participation can be modified with adjectives resulting in terms such as community participation, citizen participation, people participation, public participation and popular participation. These sentiments were echoed by various scholars (Mohan, 2007; Chamber, 2009; Molefe & Manamela, 2021) who viewed public participation as a process by which citizens act in response to public concerns, voice their opinions about decisions that affect them and take responsibility for changes in their community. This, in other words, means that the people's knowledge forms the basis for planning and change (Chamber, 2009).

To some extent, public participation has remained at a very idealistic and ideological level. For example, the United National Research Institute for Social Development considers public participation as the organized efforts to increase control over resources and regulative institutions by groups and movement of those excluded from such control (Wade, 2018; Masiya *et al.*, 2021). Many countries have since adopted development planning interventions such as integrated development planning to give effect to the aspirations of the participation theory. For example, in South Africa, public participation is one of the post-apartheid principles of democracy and serves as an umbrella for development planning interventions, such as

integrated development planning (Munzhedzi, 2020). This notion is supported by development planning experts (Nabatchi *et al.*, 2017; Mohammadi *et al.*, 2018) who highlight the need for meaningful participation of ordinary people in planning processes such as integrated development planning. Thus, the question remains on whether the integrated development planning comply with the aspirations public participation theory.

### **2.6.1 Typologies of participation in integrated development planning**

The best way to measure participation of communities in the integrated development planning process is through typologies. Cornwall (2008) argue that typologies are a valuable initial point for differentiating levels and categories of participation. To this effect, public participation experts (Arnstein, 1969; Wilcox, 1994; Eyben, 2003; Dinbabo, 2003) have introduced hierarchy of public participation (Figure 2.1) which have an influence in the integrated development planning.

Arnstein (1969) ladder of participation places citizen control, delegated power and partnership at the top, categorise and rate them as citizen power and the highest level of participation respectively. At the bottom is therapy and manipulation which are regarded as the non-participation. Consultation, informing and placation are placed at the middle category and rated as an acceptable level of participation as compared to therapy and manipulation. According to Sebola (2017) most of the Municipalities in South Africa do not meet the citizen control category of participation, but rather belong to the tokenism category. Communities do not have control in the integrated development planning because they are not involved in all the phases of the process. These sentiments were echoed by Nondo *et al.* (2019) who argued that communities are only requested to submit their needs as part of the analysis phase and comment on the Draft IDP document for compliance purposes and to secure approval. Despite these discussions, there have been a lack of studies on the extent at which public participation should be done. To this end, Msenge & Nzewi (2021) argue that the Municipal Systems Act (2000) must be amended to specify the level at which the communities must be involved in the integrated development planning. This was supported by Biljohn (2019) who highlighted the need for clear set of guidelines for grassroots community participation in government strategies including the integrated development planning.

In contrast to Arnstein (1969) ladder of participation, Wilcox (1994) advocate for support and acting together as key to participation followed by deciding together. Consultation and information giving are placed at the bottom and rated as the least level of participation. Based on Wilcox (1994) ladder of participation, it can be argued that Municipalities are not doing well with regard to participation. This is because most Municipalities are still struggling to consult and inform the communities on the integrated development planning (Molefe & Manamela, 2021). Refining the integrated development planning process is therefore necessary to compel Municipalities not to only consult and inform the communities but support and work together with them in solving their challenges (Cornwall, 2008). Conclusively, Eyben (2003) ladder advocates for participatory rights and cultural rights as pillars of quality participation. It places instrumental participation as the least level of participation. This implies that instrumental participation is not enough and that there is a need to recognise the participatory and cultural rights of communities. In support of these sentiments, Dinbabo (2003) concedes that Municipalities must ensure that the rights of communities to actively participate are protected during the integrated development planning process.

### ***2.6.2 Stakeholder participation in the integrated development planning***

Applying the theory of stakeholder management is paramount in the success of the development planning process, including the integrated development planning. Marambana (2018) asserts that the theory of stakeholder management advocates for positive relations among parties involved in the development process. These sentiments were echoed by Msenge & Nzewi (2021) who stresses that stakeholder management in the integrated development planning is centred on how the stakeholders are managed with respect to their participation and inputs in the integrated development planning value chain. However, Baloyi & Lubinga (2017) contend that it is impossible to build a sustainable organisation of any type, including a profitable business, if that organisation fails to meet the needs of its stakeholders. These authors advance the view that it should be a prerequisite for key stakeholders to be consulted in integrated development planning. It follows from the foregoing that the theory of stakeholder management is imperative in planning processes, such as integrated development planning, which by its nature is stakeholder-driven. Most government authorities are struggling to deliver services to communities due to the disputes with the local stakeholders. This seems to be a common feature in most of the Municipalities in South Africa, which are expected to adopt the IDP to guide their planning and budgeting processes.

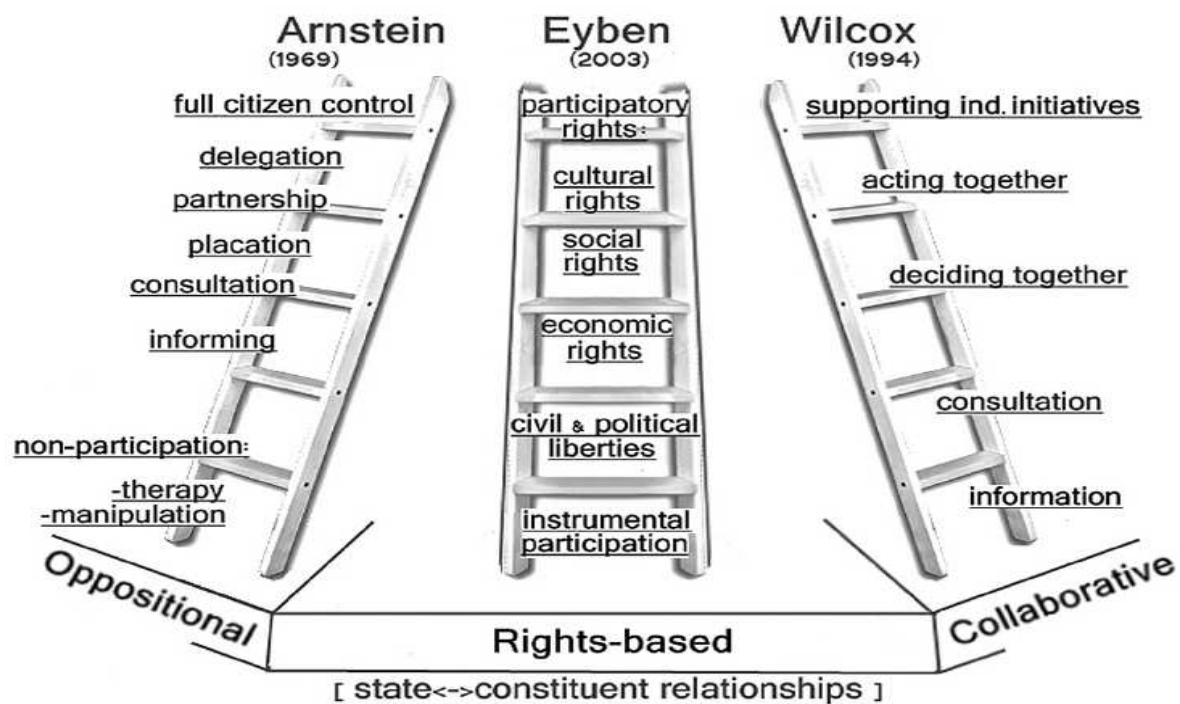


Figure 2. 1: Models of public participation (adapted from Arnstein (1969), Wilcox (1994) and Eyben (2003))

## 2.7 The role of budget in the integrated development planning

Budget plays a vital role in the implementation of any development planning tool, in particular the IDP. According to Hlongwane & Nzimakwe (2018), IDP and budget are power-twins, without which service delivery cannot be achieved. These sentiments were supported by Harrison *et al.* (2019) who argue that IDP should align with the Municipality's resources and capacity in the implementation of the plan and should inform the framework on which the annual budget must be based. For this reason, IDP cannot be regarded as complete and credible if it does not have a budget, therefore it is imperative that the Municipality should prioritize correctly to ensure that the community needs are addressed accordingly in the budget. This will address the challenge of having a non-funded IDP which will not be implemented, resulting in the failure of community projects

Conclusively, Banda *et al.* (2020) suggest the introduction of ward-based budgeting wherein the budget is allocated per ward and the communities decide on projects to be prioritized, as well as the participatory project identification and planning. Presumably, the two suggestions will be instrumental in addressing the service delivery problems, particularly when there are disputes in the identification of IDP projects.

## 2.8 Summary of Literature Review

The advent of democracy in many developing countries necessitated transformation and introduction of new systems of governance. Since then, countries such as Canada, Mexico, Sierra Leone, Zambia and South Africa adopted integrated development planning as a key model of development planning to strengthen democracy and fast-track the delivery of services to the communities. Although the cited countries have adopted integrated development planning as a catalyst for integrated planning in local government, there is a growing demand to refine the process in order to make it more effective in responding to the needs of grassroots communities. These sentiments have been confirmed by the review of literature on both local, regional and international levels. For example, the literature confirms that there is a need to assess integrated development planning, particularly in South Africa, to determine if there are gaps in the process.

Available literature is rich in various models of the planning process which are crucial in refining the development planning tools. The models include, among others, the sequential,

identification, contextual, contingency, interaction and exchange model. This was done to recognize the fact that the outcomes of planning are determined, not only by the ends that are being sought, but also by the processes that shape their implementation in practice. However, several gaps in planning were identified per each model of development planning (Table 2.1)

The literature emphasises that theories of participation and stakeholders management are very instrumental in the success of planning processes, in particular the integrated development planning. Despite the above discussions, there have been a lack of studies on the extent at which the communities must be involved in the integrated development planning process. In conclusion, several standards of development planning that can be applied in the integrated development planning were highlighted. Table 2.2 gives summary of the key observations and conclusions drawn from the review of literature.



**Table 2.2: Observations and conclusions in relation to the objectives of the current study**

Objective of the Research	Corresponding Questions	Observations and Conclusions
1. To determine the major criteria for assessing the quality of each phase of integrated development planning	What criteria can be used to assess quality at each phase of integrated development planning?	In integrated development planning, criteria should measure the capacity to fulfil its mandate of working together with the communities in delivery basic services. The literature has highlighted the need for stakeholders, in and outside the Municipality, to play their roles in the process.
	What are the major criteria at each phase?	In a nutshell, the major criteria that should link all the phases of integrated development planning is the alignment of all the phases and buy-in of stakeholders in the process.
2. To determine the extent to which key stakeholders play their designated roles in integrated development planning	Who are the key role players in the integrated development planning value chain?	The literature shows that, irrespective of who plays what role in the integrated development planning value chain phases, the accounting officer or the municipal manager must ensure that the stakeholders play active roles in the process through a viable consultation process.
	To what extent are the stakeholders satisfied with execution of roles by each player?	The literature review shows that the proper model for engaged participation in integrated development planning can be achieved by involving all stakeholders in the planning phase of the IDP through to the implementation.
	What are the reasons for the satisfaction or dissatisfaction with the extent of execution of designated roles of stakeholders?	The literature review on the model and role of stakeholders with regard to satisfaction or dissatisfaction with the integrated development planning is related to the outcome of the implementation of the IDP. In most rural Municipalities the implementation and outcomes of the end product, which is service delivery, is a far cry from the models outlined in the literature review.
3. To analyse the major weaknesses of each phase of the Integrated Development Planning value chain	What are the weaknesses identified at each phase of integrated development planning?	Contrary to the ideal models of the IDP regarding a sound process, the main weaknesses are with the policy, namely, conceptualization and implementation. Despite training and provision of manuals, there are still confusion regarding the meaning of integrated development planning, i.e., why is it necessary, who is responsible for it and what is the legal status of the IDP? The issue of alignment and linkage of the phases is an uphill task considering the skills development level of some of the employees.
	How can the weaknesses be addressed?	The literature review reveals that the main model for the implementation of the IDP requires that local government officials should be well trained to perform their duties as consultants, to dovetail and arrest poor linkages between Municipalities and sector departments, provision of clear instead of ad-hoc allocation of roles of stakeholders such as Councillors and community representatives in integrated development planning, bringing all the line- function departments together to ensure proper coordination of the implementation of the IDP.
4. To propose a refined process to facilitate integrated development planning in Mbombela Local Municipality	What modification or changes can be made at each phase of the Integrated Development Planning value chain in order to improve its quality?	The literature review show that in order to attain the required modification in integrated development planning for sustainable service delivery, the IDP policy framework must allow for maximum flexibility and urgency in the local spheres of government, without compromising the crucial tasks of alignment and coordination of planning, budgeting and delivery or spending within and between the spheres of local authorities.

## **CHAPTER 3: RESEARCH METHODOLOGY**

### **3.1 Introduction**

In this chapter, the research methodology is covered. The study area is described first. Thereafter, the research design, study population, sampling procedures and methods of data collection and analysis are presented and explained. Ethical considerations of the study are outlined at the end of the chapter.

### **3.2 Description of the Study Area**

The study was conducted in the Mbombela Local Municipality (MLM) of Ehlanzeni District Municipality in Mpumalanga Province (Figure 3.1). It is one of the four local Municipalities that constitute Ehlanzeni District Municipality. The Municipality shares borders with the Kruger National Park to the south, Nkomazi Local Municipality in the north, Swaziland to the northeast and Thaba Chweu Local Municipality to the west. It was established in terms of Section 12 of the Municipal Systems Act of 2000 after the disestablishment of former Mbombela (MP322) and uMjindi (323) Local Municipalities. The Municipality is located in the North Eastern part of South Africa within the Lowveld sub-region of Mpumalanga Province. Its geographical positioning coordinates are 25.4° South and 30.9° East. The administrative offices of the MLM are found in the city of Mbombela, which also hosts the head office of the Mpumalanga Provincial Parliament. Just like any other Municipality in South Africa, MLM develop and adopts an IDP every five years. The IDP processes at MLM forms the basis of this study.

### **3.3 Research Philosophy and Design**

#### **3.3.1 Philosophical Stance**

According to Bryman (2008), philosophical paradigms are described as a collection of beliefs that prescribe what should be studied and how the results should be interpreted. In short, they are general orientations about the world the researcher holds (Creswell & Clark, 2017). Due to the fact the study was qualitatively driven, it was embedded on the Pragmatism Philosophy (Patton, 2002). Human interaction was used to explore the best practices for integrated development planning.

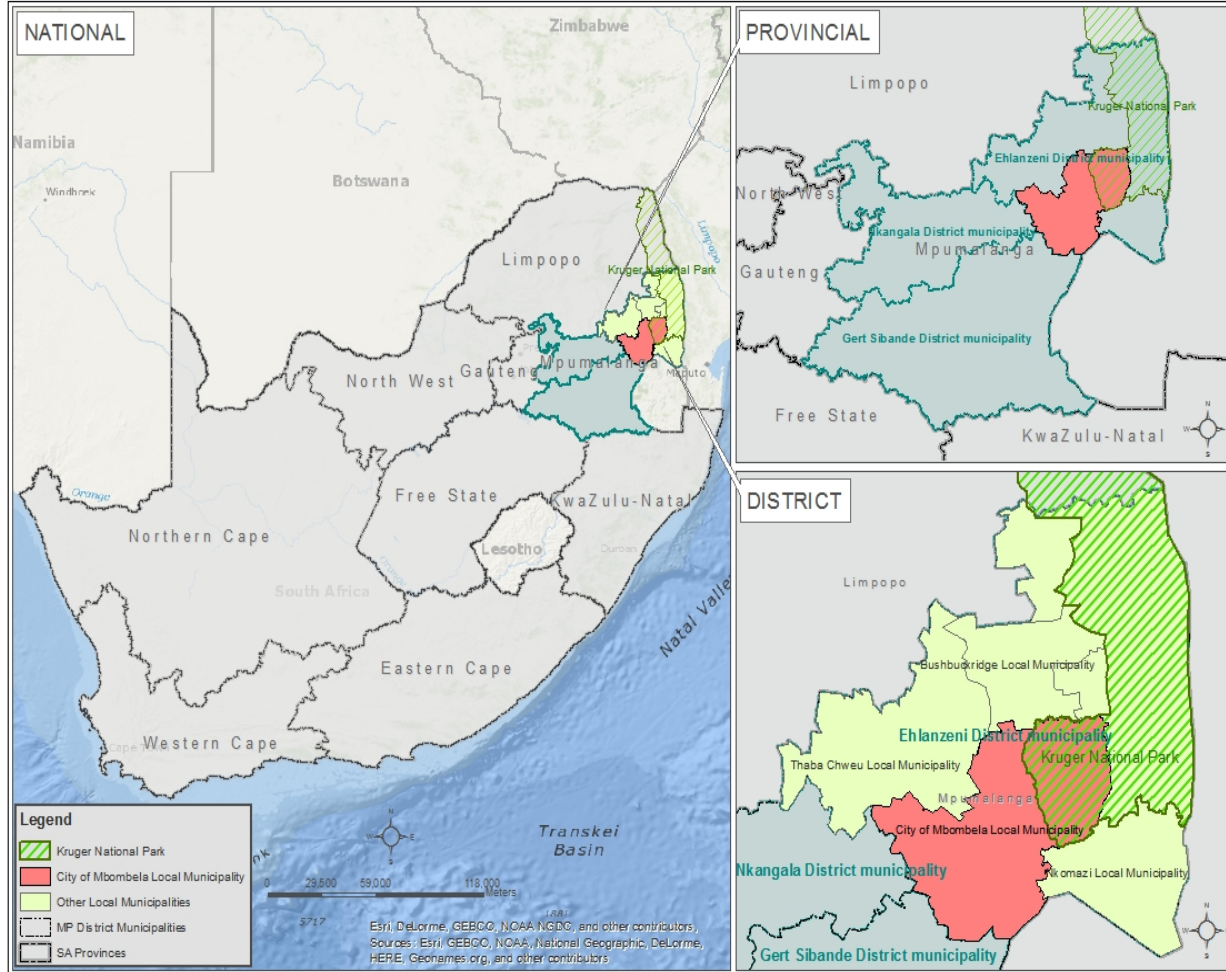


Figure 3.1: Map of South Africa Showing the location of Mbombela Local Municipality

### **3.3.2 Research Design**

A sequential exploratory mixed methods research design (Creswell & Clark, 2017) was adopted. The study focused on exploration and description (Morse, 2016) of the process of integrated development planning. In doing so, it adopted an inductive theoretical drive (Schoonenboom & Johnson, 2017). The sequential exploratory aspect come in the sense that data collection and analysis was conducted in phases. The first phase of the study was carried out and completed and the results informed the second phase until all the required data was gathered and analysed. The first phase constituted qualitative data collection and analysis; and the results thereafter informed the second phase which in this case was quantitative data collection and analysis. This was in line with the below Morse (2016) notation system design. More weight is attached to the core qualitative component written in capital letters while the quantitative component in small letters only supplemented it.

**QUALI** → **quan** design,

During the first phase, the study participants were purposively sampled. Qualitative data was collected using multi-stakeholder workshops and interviews with key informants as part of the ethnography design. The participants were engaged to explore their opinions or observations on the integrated development planning and its influence on service delivery. Special attention was given to the participants perceptions on the preferred major criteria for assessing quality of each phase of the integrated development planning, the extent to which they play designated roles, scrutinize the weaknesses of each phase and their perceived process to facilitate integrated development planning. The results of the first phase were summarized and organised into sub-themes. The consolidated information was then used to construct a questionnaire with closed-ended questions that was administered to the respondents as part of phase two of the study.

In order to compliment the multi-stakeholder workshops and interviews, a legislative analysis was done on the legislations governing the integrated development planning in South Africa. The legislations included the Constitution of the Republic of South Africa Act, No. 108 of 1996, the White Paper on Local Government, 1998, the Municipal Systems Act, No. 32 of 2000, Municipal Planning and Performance Management Regulations, 2001, the Municipal Finance Management Act, No. 56 of 2003, Intergovernmental Relations Act, No. 13 of 2005, the Spatial Planning and Land Use Management Act, No. 16 of 2014, the District Development Model of 2019 and the White Paper on Science, Technology and Innovation, 2019.

In phase two, quantitative data was collected using the closed ended questionnaire. The questionnaire was informed by the results collected in phase one, and thereafter used to authenticate the qualitative results (Figure 3.3).

### **3.4 Population and Sampling Procedures**

The study area was randomly selected from the four local municipalities within the Ehlanzeni district. This was motivated by the fact that all the municipalities in Ehlanzeni district used the similar integrated development planning process. Choosing one Municipality was necessary to limit the scope and focus in a specific area.

Purposive sampling was used to select the population (Patton, 2002). The rationale behind using the purposive sampling was that it made it possible to choose participants and respondents on the basis of their involvement and exposure to the integrated development planning. A census of the two hundred and sixty five (265) stakeholders who are in the database of integrated development planning structures of Mbombela Local Municipality was done (Table 3.1). The stakeholders included the Councillors, Ward Committees, Community Development Workers, Organised Business, Community Leaders, Traditional Leaders and War Rooms.

All the 265 stakeholders were selected to participate in the facilitated multi-stakeholder workshops per four regions and close-ended questionnaires respectively. The multi-stakeholder workshops were chosen to maintain the existing stakeholders configuration and draw their knowledge and experiences on integrated development planning in a more collaborative and participatory nature. Interviews were conducted with seven officials and Councillors respectively, who were purposively selected on the bases of their direct involvement and experience in the integrated development planning. These included IDP Manager (1), Budget Manager (1), Public Participation Manager (1), Strategic Planning and Research Manager (1) at Ehlanzeni District Municipality, Members of the Mayoral Committee (2) and Deputy Director IDP: Department of Cooperative Governance and Traditional Affairs (1).

**Table 3.1 Selection of stakeholders in Mbombela Local Municipality**

Name of the stakeholders	No. of stakeholders in the IDP databases	Municipal Regions			
		Northern Region (10 wards)	Eastern Region (9 wards)	Central Region (18 wards)	Southern Region 8 (wards)
Councillors	90	20	18	36	16
Ward Committees	45	10	9	18	8
Community Development Workers	45	10	9	18	8
Organised Business	15	4	2	5	4
Community Leaders	15	3	3	6	3
Traditional Leaders Representatives	10	4	4	-	2
War Rooms	45	10	9	18	8
Total	265	61	54	101	49

### **3.5 Data collection**

In line with the research design, the study adopted a combination of qualitative and quantitative methods to collect data from the respondents. The process of collecting data was preceded by the discussion guide which was presented and adopted by the Ehlanzeni District Municipality IDP Manager's Forum (a Forum that is constituted by IDP practitioners from various Municipalities in the Ehlanzeni District) and the Mbombela Local Municipality General Manager's Forum. The guide served as a pre-test to measure the validity, reliability and relevancy of the data collection tools. Moreover, the guide covered themes and questions relating to the integrated development planning.

#### **3.5.1 Multi-stakeholder workshops**

Multi-stakeholder workshops were seen as the most appropriate means of getting first-hand information from the key participants. In this study, facilitated multi-stakeholder workshops were conducted from 19 to 22 November 2022, with the stakeholders in the data base for integrated development planning across the Municipal area to acquire their perception, experiences, opinions, feelings and knowledge. The workshops were constituted in all the existing four Municipal regions, which include northern, eastern, central and southern regions. Each workshop comprised multi-stakeholder from wards that belong to the respective Municipal regions. Thus, the multi-stakeholder workshops were attended by 90 Councillors, 45 Ward Committees, 45 Community Development Workers, 15 Organised Business, 15 Community leaders, 10 Traditional Leaders and 45 War Room who were selected from the list of registered stakeholders from the forty-five Municipal wards (Table 3.1).

A protocol was developed to guide the proceedings during the multi-stakeholder workshops with the participants. The protocol covered the stakeholders informed consent, the right to participate and confidentiality; and also clarified the language used, amount of time allocated per session and how the proceedings were recorded. Moreover, a presentation outlining the research background and problem statement was prepared to guide the multi-stakeholder workshops. The agenda was designed in such a way that it allowed a presentation to be done first, and then stakeholders were given an opportunity to engage, raise their perceptions on the integrated development planning. The presentation covered the background, definition and legal



framework, phases and role players in the integrated development planning and a summary of the research problem statement and research questions.

Two enumerators were appointed as Research Assistants. The enumerator's role was to take minutes and ensure that attendance register is signed during the multi-stakeholder workshops which was facilitated by the Principal Researcher. Prior to embarking on data collection, an hour training session was arranged with the Research Assistants on how to administer the tools designed for the purpose, specifically minutes taking, recording and the Research Assistants conduct or behaviour during the multi-stakeholder workshops.

A schedule was developed to guide the process with regard to the dates, time and venue of the four multi-stakeholder workshops. The participants for each workshop were requested to write the perceptions or views on the flipcharts using markers after consensus was reached on issues relating to the allocated topics. The topics were related to the perception on the major criteria for assessing quality of each phase of the integrated development planning (objective 1), the extent to which key play designated roles in the integrated development (objective 2), scrutinize the weaknesses of each phase of the integrated development planning (objective 3) and their perceived process to facilitate integrated development planning (objective 4). All the flipcharts were labelled correctly, showing the respective multi-stakeholder workshops identification, composition and region it belongs. Participants were also given notebooks to write their perception regarding the given allocated topics.

### ***3.5.2 Semi-structured interviews***

To confirm the information from the multi-stakeholder workshops, interviews were conducted with the IDP Manager, Budget Manager, Public Participation Manager, Strategic Planning and Research Manager at Ehlanzeni District Municipality, two Members of the Mayoral Committees and Deputy Director IDP: Department of Cooperative Governance and Traditional Affairs. Communication was sent to all the identified participants requesting them to voluntarily participate in the interviews and also requesting them to indicate suitable date, venue and time for the interviews. The communication outlined the purpose of the study and stated that participation on the interviews was voluntary and they were free to withdraw at any point during the interviews. Subsequently, the semi-structured interviews were conducted on 24 February 2020. During the interviews, the participants were asked questions relating to the major criteria



for assessing the quality of each phase, the extent to which key play designated roles in the process, the weaknesses of each phase, the extent to which the legislation informed the implementation of the IDP and their perceived process to facilitate integrated development planning. The interviews were audio-recorded and the Principal Researcher was taking notes.

### **3.5.3 Questionnaires**

The data collected through the multi-stakeholder workshops and interviews were used to construct a closed-ended questionnaire (Appendix 3). The purpose of the questionnaire was to confirm the results from multi-stakeholder workshops and interviews as part of phase two of the study. The questionnaire was administered to all the 265 stakeholders which comprised of Councillors, Ward Committees, Community Development Workers, Organised Business, Community leaders, Traditional Leaders and War Rooms representatives. The respondents were requested to give responses on a 5-point Likert-type scale ranging from 1 (Completely disagree) to 10 (Completely agree).

The same Research Assistants who assisted the Principal Researcher during the multi-stakeholder workshops were trained on how to administer the questionnaires to the respondents. The Research Assistants were instructed to ensure the respondents complete all the questions. This was achieved through clarifying questions to the respondents and by assisting those who could not read and write, and those who did not understand English. Consequently, 120 out of 265 questionnaires administered were returned.

### **3.6 Data Analysis**

Several data analysis methods, tools and techniques were used (Table 3.2). This was due to the fact that the study used two different type of data collection methods, which included the multi-stakeholder workshops and interviews (qualitative), and questionnaire (quantitative). With regard to the multi-stakeholder workshops, a Thematic Content Analysis was used to analyse data. The data was logical packaged and transcribed into reflective statements and analysed in accordance with the specific objectives. This was achieved through coding text and developing descriptive themes to establish whether there are common themes from the responses given by stakeholders. The three stages of the process were followed, namely data reduction, data display and data drawing. Data was sorted and organised (data reduction) then arranged in concepts and thoughts to make it easier to establish some meaning (data display). The data was

then categorised based on similar patterns, themes and interrelations (data drawing) with the aim of building conceptual coherence and consistency of the data.

The data was stored in the Microsoft Office Word Processor before being exported to ATLAS.ti version 8.4 for qualitative data analysis. Using the ATLAS.ti software, document groups were created, showing Councillors, Ward Committees, Community Development Workers, Organised Business, Community leaders, Traditional Leaders and War Rooms representatives as interest groups. Open and list coding were carried out at the same time. During the coding, memos and comments were used to draw and record any interesting or contradictory observations. These were set aside for use when discussing the research results. The related codes were eventually merged. Apart from the activities presented above, code groups were created to cluster related sub-themes which were adopted as the broad themes. Three types of outputs were generated, namely, code-document tables, network diagrams and textual reports. Code-document tables were used to show the sources of the data, broad themes, subthemes and number of associated quotations. Network diagrams presented the overview of themes and sub-themes as well as relevant quotations. This assisted in showing the relationships existing among themes. Lastly, textual output was used to retrieve relevant verbatim quotations.

The Statistical Package for Social Sciences version 26.0 was used to analyse the data collected using the closed-ended questionnaire. The data was cleaned before being coded, captured and stored on a Microsoft Excel spreadsheet. All the data was nonparametric. Thereafter, the data was imported into the Statistical Package for Social Sciences version 26.0 for analysis. Ranked mean scores and standard deviations for all the perceptions were calculated.

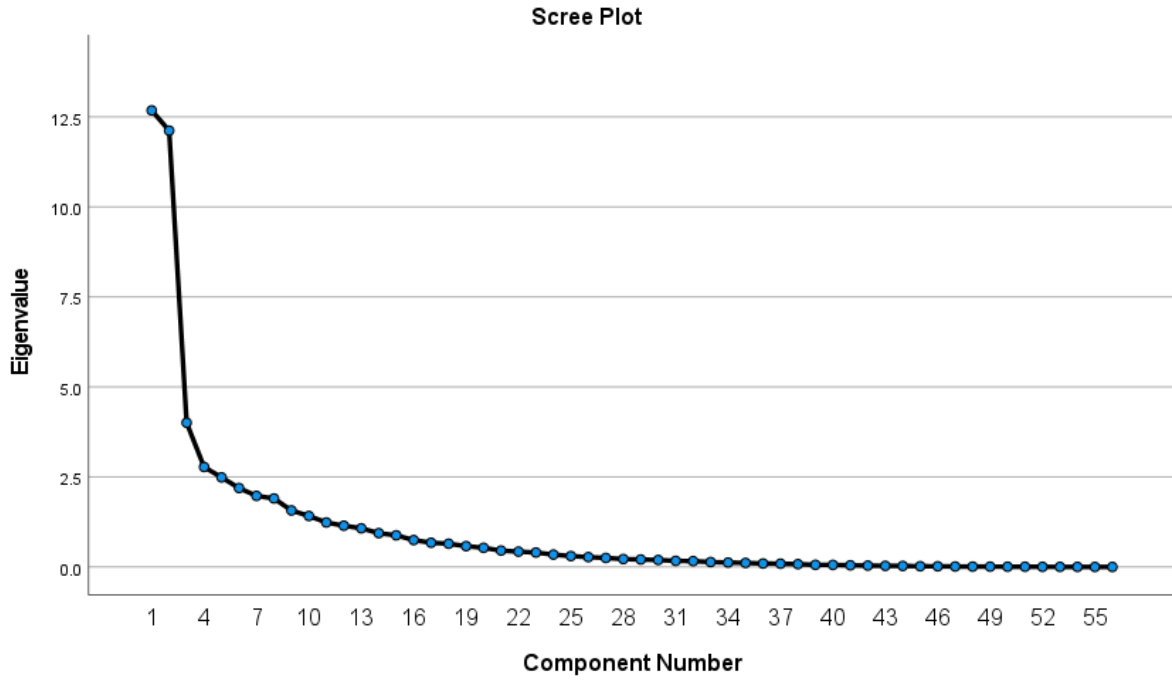
The Principal Component Analysis was adopted to validate the data analysis from the Thematic Content Analysis. Data was analyzed using the IBM SPSS 26 software to isolate the principal factors to be considered in developing a refined integrated development planning. The Principal Component Analysis (PCA) was chosen based on its ability to reduce the multi-dimensional problems inherent in the data sets as was also used in previous studies by Nyangena (2005), Katungi (2006) and Zuwarimwe & Kirsten (2015).

The PCA was used to isolate the principal components that can be used in refining the integrated development planning. This enabled the reduction of the data set to a few components that accounted for 83 % of the total variance within the data set. This then offered more opportunities for deeper interpretation. The premises was that in the dataset with many

factors it is possible to isolate a few that can account for the variability of most  $p$  components. These  $k$  principal components have as much information as in the original variables.

Algebraically, principal components are linear combinations of the random  $p$  variables  $X_1, X_2, X_3, \dots, X_p$ . These principal components are uncorrelated linear combinations  $X_1, X_2, X_3, \dots, X_p$  whose variances are as large as possible to account for the variability within the dataset. The first principal component is the linear combination  $a'$  that maximises  $\text{Var}(a'X)$  subject to  $a'a=1$ . The  $i$ th principal component is the linear combination  $a_i'X$  that maximises  $\text{Var}(a_i'X)$  subject to  $a_i'a_i=1$  and  $\text{Cov}(a_i'X, a_k'X)=0$  for  $k$  being smaller than  $i$ . The critical statistics of the PCA are the loadings or vectors  $a = (a_1, a_2, \dots, a_p)$  associated with each principal component and its associated eigenvalue or variance. Whereas the pattern of the eigenvectors for a principal component aid in interpreting the principal component, the eigenvalues provide an indication of how well they account for the variability in the dataset for their relative sizes are indicative of the relative contribution of the variable to the variance of the principal component.

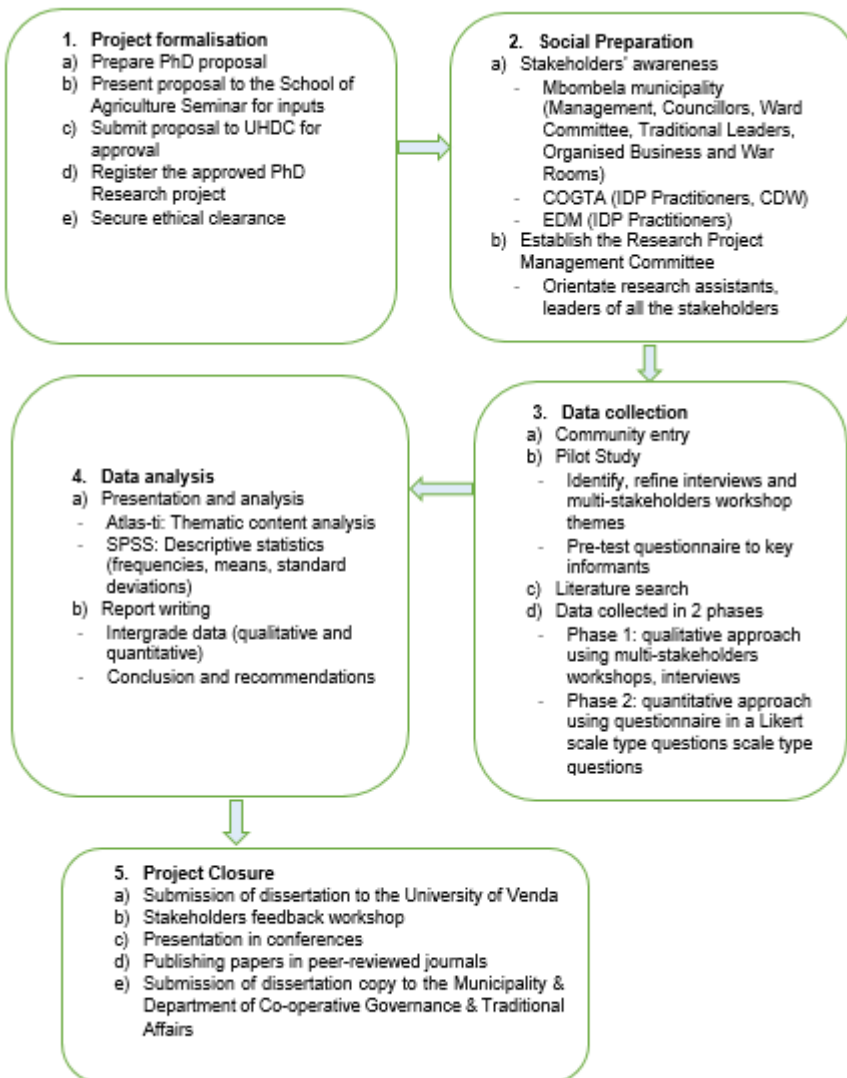
To identify the principal components, a scree plot was used to identify the cut off of factors to be considered (Figure 3.2). The rule is that where the scree plot turns into an elbow is the cut-off point and in this case it is at the 13<sup>th</sup> component as shown on the scree plot. After selecting the principal components, the next step was to determine the variance being accounted for by the selected components.



**Figure 3.2** Scree plot showing the principal components selected

**Table 3.2 Research methodology matrix**

Specific Objective	Research Questions	Sampling Approach	Data Collection Methods, Techniques and Tools	Target Group	Data Analysis Methods, Techniques and Tools
1. To determine the preferred major criteria for assessing the quality of each phase of the integrated development planning	What criteria can be used to assess quality at each phase of the integrated development planning? What are the major criteria at each phase?	Multi-Stage Procedure (Purposive, Random & Census of all the stakeholders in the selected wards)	Multi-stakeholder workshops Interviews Questionnaire	Councillors; Ward Committees; Community Development Workers; Organized Business; Community Leaders; Traditional Leaders representatives; Ward Rooms; Mayoral Committees; IDP Practitioners; Budget, Technical and Public Participation Managers	Thematic content analysis Principal component analysis Descriptive statistics ATLAS.ti
2. To determine the extent to which key stakeholders play designated roles in formulating the IDP	Who are the key role players in the integrated development planning value chain? To what extent are the stakeholders satisfied with execution of roles by each role player? What are the reasons for the satisfaction or dissatisfaction with the extent of execution of designated roles by each stakeholder?	Multi-Stage Procedure (Purposive, Random & Census of all the stakeholders in the selected wards)	Same as above.	Same as above.	Same as above.
3. To analyze the major weaknesses of each phase of the integrated development planning value chain	What are the major weaknesses identified at each phase of the integrated development planning value chain? How can the weaknesses be addressed?	Multi-Stage Procedure	Same as above.	Same as above	Same as above.
4. To analyse the legal framework governing integrated development planning in South Africa	What are the legislations governing integrated development planning in South Africa? To what extent is the integrated development planning comply with the governing legislations?	Census of all the relevant legislation	Legislative analysis Interviews	N/A	Thematic content analysis Descriptive statistics
5. To propose a process to facilitate integrated development planning	What modifications or changes can be made at each phase of the integrated development planning value chain in order to improve its quality?	N/A	Data obtained from objectives 1, 2, 3 & 4	N/A	N/A



**Figure 3.3 Summary of approach to conduct research on how to refine the integrated development planning in Mbombela Local Municipality**

### 3.7 Ethical Considerations

To uphold research ethics, ensure conformity to the ethical requirements and secure informed consent, approval to undertake the study was sought from the University of Venda's Research Ethics Committee (Appendix 4). Permission and approval for conducting the study was sought from the Accounting Officer of the Mbombela Local Municipality (Appendix 5). The aim and purpose of the study, implications and possible risks for involvement in the study was communicated to both the participants and respondents accordingly.

The researcher ensured that the participants and respondents involvement did not cause any foreseeable forms of harm and danger. They were informed of the fact that they have the right to withdraw from the study at any time, and doing so would not expose them to any form of prejudice or criticism. Those who volunteered to participate were asked to sign an informed consent form before participating and attendance registers which were stored separately from all the other research materials. Permission to take voice records of the deliberations of the multi-stakeholder workshops and interviews was sought and granted.

Feedback sessions were held in all the four Municipal regions to ensure that the participants and respondents verify the information provided and to improve accuracy of results of the study. Assurance was given to the participants and respondents that the information collected will be used only for purposes of the study (most likely to be published in various scholarly platforms such as journals and books) and copies of the PhD thesis will be handed to the Speaker of Mbombela Local Municipality Council and the Accounting Officer to serve as the Municipality and community resource respectively.

## **CHAPTER 4: CRITICAL ANALYSIS OF THE LEGAL FRAMEWORK GOVERNING INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA**

### **4.1 Introduction**

In this chapter, a critical analysis of legislation governing the integrated development planning in South Africa is presented. Special attention was given to the legal framework, such as the Constitution of the Republic of South Africa Act, No. 108 of 1996, the White Paper on Local Government, 1998, the Municipal Systems Act, No. 32 of 2000, Municipal Planning and Performance Management Regulations, 2001, the Municipal Finance Management Act, No. 56 of 2003, Intergovernmental Relations Act, No. 13 of 2005, the Spatial Planning and Land Use Management Act, No. 16 of 2014, the District Development Model of 2019 and the White Paper on Science, Technology and Innovation, 2019.

### **4.2 The Constitution of the Republic of South Africa Act, No. 108 of 1996**

This legislation is the supreme law of the country. It supersedes all existing legislations. The legislation makes provision for the establishment of three spheres of government namely national, provincial and local government, which are inter-dependent and related. For example, the national government is responsible, inter alia, for enabling legislation; the provincial government is responsible for the implementation of some government programmes and to provide support to local government. On the other hand, local government is responsible for providing basic services, democratic and accountable government to local communities, for promoting social and economic development, for promoting a safe and healthy environment and encouraging the involvement of communities in line with Section 152 of the Constitution. To achieve its duties, local government is expected to manage and structure its administration, budgeting and planning processes through the development of the IDP. This according to Dlamini & Reddy (2018) implies that Municipalities are accountable, have to be transparent and reactive in providing essential services to the communities.

The Constitution has successfully laid the framework for IDP, and any failure therefore cannot be linked with this legislation (Mathebula & Sebola, 2019). These sentiments were echoed by one of the participants who indicated during the interviews that the problem with integrated development planning is not the lack of legislation, because the framework has been set in the Constitution with regard to the responsibilities of different spheres of government. However, Mangwanya (2019) argues that the Constitution is not specific with regard to integrated planning;



in most instances integrated development planning is viewed as a local government matter. In addition, sector departments do not want to participate in integrated development planning, despite certain service delivery challenges such as housing, education and health falling within their ambit. In turn, this has weakened the ability of IDP to deliver services to the communities, rapidly resulting in community protests.

Mathebula (2018) is of the view that, although the Constitution calls for co-operative governance and inter-governmental relations amongst the three spheres of government, lack of strategic coordination is a barrier in the implementation of IDP. A common view amongst the interviewees was that, for the integrated development planning, as a nurturing instrument, to fulfil its mandate to fast-track service delivery, sector departments must play their part. For this reason, Sakiwo (2020) advances the view that the Constitution must be amended to specify that integrated development planning is a planning function for all the three spheres of government. Contrary, various scholars (Munzhedzi & Phago, 2020; Khambule, 2021) argue that the introduction of the District Development Model (DDM) has closed the gap in terms of silo planning across the three spheres of government. In light of the above, it can be concluded that the Constitution has sufficiently provided a framework for the IDP to achieve its mandate to fast-track service delivery and also created a platform for communities to participate in the affairs of government. This is in line with the aspirations of the Public Participation Theory which advocates for the inclusion of grassroots communities in development planning processes such as integrated development planning. Any failure in the IDP can therefore not be linked with a shortcoming in the policy.

### **4.3 The White Paper on Local Government of 1998**

In complementing the principle of developmental local government as provided for in the Constitution, the White Paper on Local Government advocates for the creation of developmental local government which is committed to working with the local communities and stakeholders to find sustainable ways to meet their social and economic needs (RSA, 1998; Zerihun & Mashigo, 2022). The Paper asserts that local government must play a central role in representing and protecting human rights and addressing the needs of the communities. The assumptions of a development local government have direct relation to the founding principles of integrated development planning (Dlamini & Reddy, 2018; Ledger, 2020). This is because integrated development planning serves as a planning tool for local government to fulfil the aspirations of being developmental in line with the Constitution. The fact that IDP is founded on the principle of public participation makes it a perfect catalyst to fulfil the obligation of developmental local

government (Adonis & Walt, 2017). In contrast, Biljohn (2019) contends that integrated development planning has become business as usual rather than an enabling instrument to fast-track the delivery of services to the communities. Considering the constant service delivery protests experienced in Municipalities, Biljohn (2019) questions the credibility of integrated development planning, particularly with regard to stakeholder participation, which is key towards achieving developmental local government. For example, if Municipalities are working together with the communities in the compilation of the IDP, why are there protests? The manner in which public participation is done in South Africa leaves much to be desired; in many instances it is done only for compliance purposes (Munzhedzi, 2020). These sentiments were echoed by Dlamini *et al.* (2021) who state that, despite its inherent goodness, the IDP has introduced unprecedented challenges in service delivery caused by a lack of integration of community needs in municipal projects. Additionally, the integrated development planning must be refined to place stakeholder participation as mandatory in all the stages, in order to fulfil the aspiration of developmental local government. In summary, it can be concluded that the White Paper has adequately provided the framework for the implementation of integrated development planning. However, there is a need to refine the process to enable the communities to participate in all the stages.

#### **4.4 The Municipal Systems Act, No. 32 of 2000**

The purpose of this Act is to provide the systems, core principles and processes that are necessary to enable Municipalities to fulfil their constitutional obligations (RSA, 2000). This is the legislation which gives effect to the creation of IDP. Central to the legislation are matters relating to community participation and performance management. Chapter 4 of the Act requires Municipalities to develop a culture, mechanisms, processes and procedures for community participation. Municipalities are expected to encourage and create conditions for the communities to participate in the affairs of the Municipality, including integrated development planning (RSA, 2000). This can be done *inter alia* through community meetings, local newspapers, radio broadcasts, social media platforms, outreach programmes and imbizos. Farrington & Santos (2020) contend that the experience of COVID 19 has taught the world that the times for face-to-face engagements are over, and it's time for online platforms such as Microsoft Teams, Zoom, Facebook, Twitter and WhatsApp.

Chapter 5 of the Act requires Municipalities to undertake development-oriented planning to ensure that it strives to achieve its objectives as required in terms Section 152 of the

Constitution. To give effect to this policy directive, the Act requires all municipal councils to compile an IDP, which is a 5-year principal strategic planning instrument which guides and informs all planning, development, management and budgeting in the Municipality (RSA, 2000). Increasingly, IDP is required to reflect an assessment of the existing level of development in the Municipality, which must include an identification of communities which do not have access to basic services, a spatial development framework, and a financial plan which must include a budget projection for at least three years and the key performance indicators and targets. Chapter 6 requires Municipalities to develop a performance management system which sets appropriate key performance indicators, including outcomes and impact, with regard to the Municipality's development priorities and objectives set out in its IDP (RSA, 2000). The primary objective of a performance management system is to measure the performance of the Municipality and also to ensure accountability by the executive authority.

Despite laying a legal foundation to achieve developmental local government through the introduction of IDP, the Act did not clarify the level at which the communities must be consulted (Msenge & Nzewi, 2021). This vacuum has resulted in the lack of meaningful community involvement in municipal processes, including integrated development planning. These sentiments were endorsed by Biljohn (2019) who argues that a clear set of guidelines and strategies must be formulated to strengthen community and stakeholder involvement in the integrated development planning to address the challenges of public protests.

The Act legislation has laid a foundation for the IDP and set out systems such as the SDF, financial plan and the performance management system to enable Municipalities to fulfil their constitutional mandate. However, the introduction of the Spatial Planning and Land Use Management Act (SPLUMA) as a legal and policy framework for spatial planning through the SDF necessitates an adjustment on the Act (Monama *et al.*, 2022). This is based on the fact that the Act places SDF as a component of the IDP, while SPLUMA advocates for the creation of a long-term SDF. The lifespan of an IDP is 5-years and linked to the term of office for council. The notion of SDF being a component of IDP means that it does not have legal teeth over the IDP (Mamokhere, 2021). A common view to address this challenge amongst interviewees was that a legal clarity must be sought on the status of SDF in the IDP. In light of the above and the feedback from the interviews with various participants, it can be concluded that this legislation does have any shortcoming with respect to the success of the IDP. The Act must be amended to clarify the levels at which the communities must be involved in the integrated development planning. This should be done in line with the principles of Public Participation Theory (PPT) as

prescribed in Dinbabo (2003) where inclusive stakeholders participation is paramount in any development taking place in their area.

#### **4.5 The Municipal Planning and Performance Management Regulations, 2001**

The purpose of the regulations is to unpack the details of IDP with regard to the process to be followed in developing and amending the IDP, its relation to the SDF, Financial Plan and Performance Management System. Central to the regulations is the role of public participation in all the core municipal processes such as the IDP. Apart from what has already been outlined in the preceding sections, the regulations require the municipal IDP to at least identify the institutional framework, which must include the organogram, any investment and development initiatives, projects, plans and programs to be implemented, and the key indicators set by the Municipality.

The regulations require Municipalities to implement the adopted five-year IDP without any interruption and only amend it in cases where specific circumstances deem it necessary. To ensure accountability, Municipalities are expected to develop the Service Delivery Budget Implementation Plan (SDBIP) which serves as an implementation plan for the IDP and Budget within a specific financial year (RSA, 2001; Mathebula & Sebola, 2019). The SDBIP is linked to the performance management agreements which must be signed by the Accounting Officer together with the Section 56 Managers who are appointed by Council to assist the Accounting Officer. The challenge is that Municipalities are failing to implement consequence management on officials, particularly the Section 56 Managers who are underperforming. This, in turn, has led to service delivery protests within communities, complaining about poor performance on some of the projects (Sakiwo, 2020). These sentiments were echoed by Sebake & Mukonza (2020) who argued that the failure of the IDP to deliver services is linked with poor performance by the municipal officials, who are not held accountable despite signing performance agreements. A common view amongst interviewees was that the regulations have provided necessary tools and guidance on how the integrated development planning model should be implemented. Therefore, any failure in the IDP, cannot be linked to a lack of legislation, but rather the failure of the municipality to enforce consequence management on officials who are not performing.

#### **4.6 The Municipal Finance Management Act, No. 56 of 2003**

The purpose of this Act is to secure sound and sustainable management of municipal finances and to establish treasury norms and standards for local government. Sections 16 and 21 of the

Act require the Municipality to approve the annual budget, which must be aligned to the IDP at least 90 days before the start of the new financial year (RSA, 2003). This implies that the Municipality may, except where otherwise provided for in the Act, incur expenditure only in terms of the approved budget and within the limits of the amounts appropriated for the different votes in an approved budget. The approved annual Budget and IDP must be implemented and monitored through the SDBIP, which must be approved by the Executive Mayor and ratified by Council for accountability (RSA, 2003; Masiya *et al.*, 2021).

Hlongwane & Nzimakwe (2018) view IDP and Budget as power-twins, without which service delivery cannot be achieved. This notion is supported by Nowak (2020) who argued that the effectiveness of Municipalities to deliver services is largely dependent on its ability to plan, through the integrated development planning and allocate funds accordingly. Additionally, proper management of budget and implementation of IDP projects are the pre-condition for community trust and limits the outbreak of service delivery protests in the local government context.

The Act requires Municipalities to adopt a supply chain management policy to manage the procurement of goods and services within the municipal area in line with the IDP priorities and projects. Despite it being a requirement in terms of this Act, supply chain management processes in Municipalities must be given special attention, especially with regard to the performance of IDP projects (Lunga *et al.*, 2019; Munzhedzi & Phago, 2020). This view is based on the background that many projects are delayed because of the supply chain management process. However, a common view amongst interviewees was that the Act has efficiently covered the all the key financial aspects in relation to the IDP. Accordingly, any failure of the IDP cannot be linked to a shortcoming in this legislation, but rather to the tardiness to comply with the prescripts of the Act.

#### **4.7 Intergovernmental Relations Framework Act, No. 13 of 2005**

The purpose of this legislation is to promote and facilitate intergovernmental relations between the spheres of government (RSA, 2005). This is line with Section 41 of the Constitution of 1996 which provides for adhering to the principles of co-operative government and inter-governmental relations. The three spheres of government are expected to work together in the implementation of government priorities and programs through integrated development planning, which is a participatory and integrated tool to deliver services to the people (Venter, 2018; Sakiwo, 2020). The Act gives effect to the establishment of intergovernmental structures such as the

Presidential Co-ordinating Council, the Premier's Intergovernmental Forum and the District Intergovernmental Forums, which are expected to facilitate coherent planning, align priorities or programs and to consult on matters of mutual interest across the three-sphere government (RSA, 2005).

Although the Act was introduced to facilitate coherent planning and alignment of plans across the three spheres of government, the intergovernmental relations systems do not add value to the IDP (Tibane, 2017; Biyela *et al.*, 2018). This is because government programs are not integrated and sector departments do not want to be part of the integrated development planning. Different spheres of government are operating in silos; hence, it is difficult for government to make an impact in terms of addressing the challenges facing the communities (Zerihun & Mashigo, 2022). Munzhenzi & Phago (2020) argue that the IDP is viewed as a local government matter and sector departments do not plan according to the community priorities as outlined in the municipal IDP. Moreover, lack of strategic coordination among the spheres of government has been a barrier to expedite service delivery because of the duplication of tasks and lack of leadership (Khambule, 2021). This has resulted in the growing number of service delivery protests in most part of the country. These sentiments were echoed by one of the participants who indicated during interviews that Municipalities cannot complete their planned projects due to the unfunded mandate created by the sector departments. For example, there are cases where the Department of Human Settlement has built RDP houses in an area without services. At a later stage, the Municipality was forced, due to community protests, to divert from its plans and provide services.

The poor intergovernmental relations are underpinned by the legal and structural architecture of governance in South Africa (Mangwanya, 2019). The same sentiments were expressed by Munzhedzi (2021) who criticised the intergovernmental framework for using a top-down approach to planning. Specific reference was given to the fact that all the government plans, including the IDP, are expected to be in line with the National Development Plan as the central command of development planning, but which should be visa-versa.

In light of the above arguments, it can be concluded that there is a need to strengthen the functionality of intergovernmental structures to assist in ensuring integration and alignment of programs across the spheres of government. The Act has sufficiently created a framework for intergovernmental relations; however, a Service Level Agreement must be introduced to compel the three spheres of government to work together in line with the Act. This will add value to the

District Development Model (DDM) which government has been introduced to improve integrated planning and service delivery across the three tiers of government with district and metro spaces functioning as focal points of government and private sector investment.

#### **4.8 Spatial Planning and Land Use Management Act, No. 16 of 2014**

The purpose of this legislation is to provide a framework to guide or inform spatial planning and land use management, and to address the challenge of racial inequality, segregation and unsustainable settlement patterns (RSA, 2014). Chapter 4 of the Act requires Municipalities to prepare an SDF, to serve as one of the core components of the IDP, by identifying areas suitable for service delivery and infrastructure development. The IDP constitutes the blueprint of the Municipality's strategies in addressing the socio-economic development needs of the communities, and the SDF is prepared in conjunction with the IDP (Nowak, 2020). The IDP reflects the key development focus areas agreed upon with communities and the SDF, in turn, guides and informs land development and management (Monama *et al.*, 2022). This implies that the SDF gives spatial effect to multi-sectoral projects identified in the IDP and also presents a long-term vision of the desired spatial form of a Municipality and thus constitutes a critical informant to bulk infrastructure planning, which normally has a 20-year planning horizon.

Visser & Poswa (2019) argue that this Act came at the right time when there was a need for legislation to enforce spatial transformation in South Africa. They concede that the Act gave effect to the devolution of planning powers to local government, which can be viewed as one of the fundamental reforms in the legal and policy framework for spatial planning and land use management. However, the fact that the Municipal Systems Act views the SDF as a core component of the IDP is a serious concern and necessitates legal clarity on the status of SDF in the IDP (Monama *et al.*, 2022). The lifespan of IDP is five years linked with the term of office of Council. A common view amongst interviewees was that when the new council prepares its IDP as required by the Municipal Systems Act, it changes the SDF, which defeats the aspirations of the SPLUMA to have a long-term spatial plan. This in turn results in the SDF being compiled for compliance purposes and not adding value to the IDP. Similarly, Maharaj (2020) argues that the Municipal Systems Act must be amended to place the SDF as the standalone plan which must inform the IDP. In turn, this implies that the IDP will function as the implementation plan for the SDF. In light of the above, it can be concluded that the legislation has sufficiently provided a framework to guide the development of SDF which must give spatial effect to multi-sectoral



projects identified in the IDP. However, there is a need for a legal clarity on the status of the SDF in the IDP.

#### **4.9 District Development Model, 2019**

The District Development Model (DDM) is a framework which was introduced by the South African government in 2019 to improve integrated planning and service delivery across the three spheres of government with the district and metro spaces serving as focal points of government and private sector investment (Department of Cooperative Governance and Traditional Affairs, 2020b). The DDM introduced a new planning instrument in the form of the One Plan, which aims to strengthen and enhance the IDP and other sector plans of Municipalities. Moreover, the DDM makes provision for One Plan, which is an intergovernmental plan setting out a 25-30 years long-term strategic framework (consisting of short-, medium- and long-term intergovernmental actions) to guide the implementation of investment and delivery plans in relation to each of the 52 district and metropolitan spaces.

According to the Department of Cooperative Governance and Traditional Affairs, the DDM is an operational model for improving cooperative governance at district and metropolitan level aimed at building a capable, ethical, sustainable and developmental state, including improving and enhancing the state of local government. The Department described the DDM as inclusive and towards a more participatory approach in governance, including oversight over budgets and projects in an accountable and transparent manner. To enable the DMM to have legal authority, government has revised the IDP Guidelines and also introduced the Draft Regulations on coordinating and aligning development priorities and objectives between the three spheres of government within the context of the DDM. The expectation is that government planning and development, including the identification of programs and projects, should be consistent with the DDM's One Plan and IDP of the Municipality (Department of Cooperative Governance and Traditional Affairs, 2020a).

Khambule (2021) views the DDM as the best planning instrument which will address the challenges of government working in isolation, lack of coherence in development planning and will improve the delivery of services to the communities. However, a common view amongst interviewees was, for the DDM to nurture, government must introduce Service Level Agreements which must be signed by all the stakeholders. This will compel the stakeholders to implement the decisions and commit to the DMM's One Plan and the IDP of Municipalities. Moreover, the



overburdening of Municipalities with functions without the necessary financial support has the potential to scupper the DDM. This is exacerbated by the fact that Municipalities are struggling to generate revenue, because the DMM does not have a specific budget allocation while government institutions are expected to implement the programs as set out in the One Plan and IDP using the allocation from the Division of Revenue Act.

It can be concluded that the introduction of the DDM presents new opportunities to reform the planning systems across the three spheres of government. In its current form the DDM has proved to be effective in ensuring that government institutions plan together and implement programs in an integrated manner. This addresses the gaps highlighted in most of the legislations presented in the preceding sections.

#### **4.10 White Paper on Science, Technology and Innovation, 2019**

The legislation sets the long-term policy direction for South African government to ensure a growing role for Science, Technology and Innovation (STI) in a more prosperous and inclusive society (White Paper on Science, Technology and Innovation, 2019). It also focuses on using STI to help the country to benefit from the rapid technological advancement, geopolitical and demographic shifts and respond to the threats associated with some of these global trends. Special attention is given to the significant changes that are associated with the Fourth Industrial Revolution (4IR). In this regard, Ayentimi & Burgess (2019) advance the view that government, particularly Municipalities, must invest in 4IR technologies, which, if managed well, can help Municipalities to tackle major challenges, improve service delivery and safety and security, and promote social inclusion.

The experience of COVID 19 has taught government that the time for face-to-face engagements with the communities are over (Farrington & Santos, 2020). Municipalities must use the advantage of 4IR technologies, such as online platforms, to engage the communities on matters of public interest (Xing & Marwala, 2017; Channing, 2020). This was evident in the multi-stakeholder workshops wherein a broad range of modern communication channels such as Radio stations, Emailing, SMS Messages and social media (including WhatsApp; Facebook; Instagram and Twitter) were cited as perfect techniques to align to the 4IR. Despite the benefits, resistance to change is the major hindrance to the uptake of the 4IR (Francis *et al.*, 2020). A common view amongst interviewees was that improved communication platforms and tools, intensive participation in scientific research and collaboration, and training of communities at

grassroots level, are the pre-conditions to promote community participation in 4IR. Moreover, adapting to the digital revolution require Municipalities to focus specifically on their digital strategies which should be included in the IDP and subsequently integrated with national and provincial strategies.

It can be concluded that there is a need to institutionalize 4IR technologies in Municipalities. This will not only assist Municipalities to comply with the legislation, but will improve the participation of communities in core processes such as IDP. A common view amongst interviewees was that the municipality must adopt digital innovative ways of engaging the communities. These include amongst others the podcasts and social media platforms such as Twitter and Facebook. The legislation has sufficiently provided a framework on how Municipalities must apply Science, Technology and Innovation; therefore, any failure of the IDP cannot be linked to a shortcoming in the legislation.

#### **4.11 Conclusion**

Integrated development planning is one of the planning instruments which has been introduced by government to develop local government. The process is heavily regulated by various statutory obligations. This was demonstrated in the analysis of key legal frameworks governing the integrated development planning in South Africa. It is evident that there is sufficient legal framework to guide and manage integrated development planning (Table 4.1). Any failure of the IDP model to fulfil its obligations cannot be linked to a lack of policy or legislation. However, there is a need to amend the Constitution to place integrated development planning as a function for all the spheres of government and the Municipal Systems Act to clarify the level at which the communities must be involvement in the integrated development planning. A legal clarity be sought on the status of SDF in the IDP to address the confusion between the two core municipal processes.

**Table 4.1 Analysis of the legal framework governing integrated development planning in South Africa**

Legislation	Key features relevant to IDP	Debates or gaps especially in relation to the current research and practice
The Constitution of the Republic of South Africa Act, No. 108 of 1996	<p>Created the three spheres of government.</p> <p>Advocated for developmental local government.</p> <p>Defined the objects of local government</p>	<p>Supreme law of the country (Mathebula &amp; Sebola, 2019).</p> <p>The Constitution is not specific, with regard to the planning. IDP is seen as a local government matter (Mangwanya, 2019).</p> <p>Lack of strategic coordination is a barrier in the implementation of IDP (Asha &amp; Makalela, 2020). The model of IDP is central to the success of developmental local government (Khambule, 2021)</p> <p>IDP is a perfect catalyst to fulfil the obligation of developmental local government (Dlamini &amp; Reddy, 2018).</p>
The White Paper on Local Government, 1998	<p>Advocated for the creation of developmental local government which is committed to work with communities and stakeholders.</p> <p>Advocated for public participation which is a founding principle of IDP.</p>	<p>IDP has become business-as-usual rather than an enabling instrument to fast-track the delivery of services to the communities (Mathebula &amp; Sebola, 2019).</p> <p>Increase number of service delivery protests experienced in most Municipalities raises a question on the credibility of the IDP process (Biljohn, 2019)</p>
The Municipal Systems Act, No. 32 of 2000	<p>Mandated all Municipalities in South Africa to adopt IDP to guide planning, development and budgeting.</p> <p>Placed community participation at the centre of municipal affairs, including IDP.</p> <p>Advocated for the implementation of PMS to monitor the performance of IDP and Budget.</p> <p>Identified SDF as the core component of the IDP.</p>	<p>IDP brought unprecedented challenges in service delivery caused by lack of integration of community needs and municipal projects (Dlamini <i>et al.</i>, 2021).</p> <p>The Act did not clarify the level at which the communities must be consulted (Msenge &amp; Nzewi, 2021).</p> <p>Clear set of guidelines and strategies must be formulated to strengthen community and stakeholder involvement in the IDP to address the challenges of service delivery (Biljohn, 2019).</p> <p>The introduction of the SPLUMA as a legal and policy framework for spatial planning through the SDF necessitates an amendment of the Act (Monama <i>et al.</i>, 2022).</p>
The Municipal Planning and Performance Management Regulations, 2001	<p>Outlined the definition, requirements and process of IDP.</p> <p>Placed public participation as central to the IDP process.</p> <p>Municipalities mandated to develop SDBIP as part of a performance management system and compelled the Section 56 Managers to sign performance agreements.</p>	<p>The notion of SDF being a component of IDP means that it does not have legal teeth over the IDP. There is a need for legal clarify on the role of SDF in the IDP (Monama <i>et al.</i>, 2022).</p> <p>The failure of IDP to deliver services to the communities cannot be linked to the lack of legislation (Sakiwo, 2020).</p> <p>Municipalities consult for compliance purposes and community inputs are considered in the IDP (Mathebula &amp; Sebola, 2019).</p>
The Municipal Finance Management Act, No. 56 of 2003	<p>Made provision for the approval of the process plan to guide the IDP &amp; Budget process.</p>	<p>The failure of IDP is linked to poor performance by the municipal officials. Municipalities do not implement consequence management to officials who are not performing (Sebake &amp; Mukonza, 2020).</p> <p>IDP and Budget are power-twins, without which service delivery cannot be achieved (Hlongwane &amp; Nzimakwe, 2018).</p>

Legislation	Key features relevant to IDP	Debates or gaps especially in relation to the current research and practice
Intergovernmental Relations Framework Act, No. 13 of 2005	<p>Made provision for the approval of the annual budget, which must be aligned to the IDP.</p> <p>Made provision for the approval of the SDBIP, to monitor the implementation of the approved IDP &amp; Budget.</p> <p>Made provision for the establishment of intergovernmental structures (Presidential Coordinating Council, Premier's Intergovernmental Forum &amp; District Intergovernmental Forum) to facilitate coherent planning &amp; alignment of plans including the IDP.</p>	<p>The effectiveness of Municipalities to deliver services is largely dependent on its ability to plan and allocate funds (Nowak, 2020).</p> <p>Proper management of budget and implementation of funded IDP projects is a pre-condition for community trust and limiting the outbreak of service delivery protests in the local government context (Lunga <i>et al.</i>, 2019). Although the Act was introduced to facilitate coherent planning and alignment of plans across the three spheres of government, the intergovernmental relations systems do not add value to the IDP (Sakiwo, 2020).</p>
Spatial Planning and Land Use Management Act, No. 16 of 2014	<p>Made provision for the approval of the SDF, which must guide and inform land development and management.</p> <p>Advocated for a long-term vision of the desired spatial form of the Municipality.</p>	<p>Government programs are not integrated and sector departments do not want to be part of the IDP. IDP is viewed as a local government matter; sector departments do not plan according to the community priorities as outlined in the municipal IDP (Tibane, 2017). The Act came at the right time when there was a need for legislation to enforce spatial transformation in South Africa (Visser &amp; Poswa, 2019).</p> <p>Devolution of planning powers to local government, which can be viewed as one of the fundamental reforms in the legal and policy framework for spatial planning and land use management (Monama <i>et al.</i>, 2022).</p>
District Development Model, 2019	<p>Made provision for the approval of One Plan at the district level, setting out a 25-30 years framework.</p> <p>The One Plan must include programs and projects for all the three spheres of government, within a district.</p> <p>Required the municipal IDP to be aligned to the One Plan.</p>	<p>Need for legal clarity on the status of SDF in the IDP. The Municipal Systems Act view SDF as a core component of the IDP with a lifespan of 5 years, which defeats the aspirations of the SPLUMA to have a long-term spatial plan (Monama <i>et al.</i>, 2022). The District Development Model (DDM) is the planning instrument which will address the challenges of government working in isolation and the lack of coherence in development planning (Department of Cooperative Governance and Traditional Affairs, 2020).</p> <p>The DDM will strengthen and enhance government plans including the municipal IDPs which have experienced insufficient support from the provincial and national government (Khambule, 2021).</p>
White Paper on Science, Technology & Innovation, 2019	<p>Set out the long-term policy direction for government to use Science, Technology and Innovation (STI).</p> <p>Required government to align to the Rapid technological advancement and the Fourth Industrial Revolution (4IR).</p>	<p>The overburdening of Municipalities with functions without the necessary financial support is a risk to the DDM (Khambule, 2021). Special attention must be given to the significant changes brought by the 4IR) (Channing, 2020).</p> <p>Resistance to change is the major hindrance to the implementation of 4IR. Improved communication platforms are the pre-conditions to promote community participation in 4IR (Francis <i>et al.</i>, 2020).</p>

## **CHAPTER 5 REFINING INTEGRATED DEVELOPMENT PLANNING**

### **5.1 Introduction**

In this chapter, the results of a series of studies conducted to develop a refined integrated development planning for Mbombela Local Municipality are presented. Socio-economic profiles of the key stakeholders that served as respondents and participants in both phases one and two of the study are presented first. Thereafter, the results of the investigations into understanding the preferred criteria for assessing quality of each phase of integrated development planning; extent to which key stakeholders play their designated roles in the integrated development planning plans; weaknesses of the IDP value chain; and perceived interventions for improved facilitation of integrated development planning are covered. For each objective, the results of phase one are covered first followed by those of the confirmatory phase two. Lastly, the chapter presents the results of the Principal Components Analysis which was done to deepen the analysis of the study.

### **5.2 Demographic Characteristics of Respondents**

In phase one of the study, 265 people participated in multi-stakeholder workshops. Most of the respondents (76 %) were 36-50 years old. The remainder were at least 51 years old. A greater proportion of them were female (52 %). Youth constituted approximately 21 % of the total number of the participants. Out of the latter proportion, 18 % were male youth. About 56 % of the participants had secondary school education followed by those with tertiary qualifications (22 %). The rest either had attained primary school (15 %) or had no formal education (7 %). Slightly less than half (46 %) of the participants were employed as casual workers. Part-time employees contributed 22 % of the total number. The remaining participants were unemployed (17 %) or in full-time employment (15 %).

In phase two of the study, 120 of 265 questionnaires administered were returned. This gives a response rate of 45 %. Sixty-three percent (63 %) of the 120 respondents were women. Approximately, 52 % of the respondents were 36–50 years old. Slightly more than a third (35 %) were aged between 19–35 years. About eleven percent (11 %) of the respondents were more than 51 years old. Approximately, 78 % of the respondents had attained secondary school and tertiary education respectively, with 16 % having completed primary schooling only. The remaining 6 % had no formal schooling. Almost half of the respondents (49 %) who participated

in the study were employed as casual workers. Full-time workers constituted 27 % of the total number of respondents. Only 9 % of the total number were part-time workers with the remaining 15 % being unemployed. The majority (82 %) of the stakeholder representatives who participated in phase one and two of the study, were Community leaders, Community Development Workers, Ward Committees and Councillors respectively. The least (18 %) War room, Organised business and Traditional representative respectively.

### **5.3 Preferred major criteria for assessing quality of phased integrated development planning**

In phase one of the study, 107 quotations relating to preferred criteria for assessing quality of phases of integrated development planning were drawn. They were categorised into 14 sub-themes, which were then analysed and reduced into six broader themes. The six themes were “stakeholder participation and ownership”, “leadership and accountability”, “impact and outcome-based”, “compact value-chain”, “monitoring and evaluation”, and “others or general” (Table 5.1).

“Stakeholder participation and ownership” and “leadership and accountability” were the most popular themes whereas “Impact and outcome-based” and “others” yielded the least quotations. The various interest groups expressed views that are related to the extent to which grassroots community, other stakeholders and the municipal council considered and adopted reports of each phase of integrated development planning. Distribution of quotations also varied among interest groups with respect to the need for transparency in the process and the involvement of mayor(s) and municipal manager(s). Below are some verbatim quotes that confirmed that “stakeholder participation and leadership” were of major concern to the respondents:

*“Communities know what they need: no development will succeed without their buy-in. It is important to understand the role that communities play in the development” (Ward Councillor).*

*“I feel like the IDP process lacks leadership; it has been relegated to junior officials who do not take decisions. So, for the process to be credible, the centre must hold (IDP Practitioner).*

Across the six themes, “extent to which grassroots community, other stakeholders and municipal council consider and adopt reports of each phase of integrated development planning”, “transparency of process in terms of prioritization of projects and allocation of budget” and

“quality of respective leadership and management provided by mayor (s) & municipal manager (s) in each phase of the integrated development planning” were most common.

With regard to the “regularity of progress monitoring and reporting on all phases”, the interest groups suggested that monthly community meetings must be used to provide feedback to the communities on the progress of each phase of the integrated development planning. The following excerpt from one Ward Committee member sheds some light on the need for regular feedback at each phase of integrated development planning:

*“Having regular progress reports on each phase of the integrated development planning will add value to the process since the quality of each phase will be monitored and improved prior to the next phase rather than proceeding to the last phase without having any report.”*

In phase two of the study, thirteen criteria were drawn as the most preferred criteria for assessing quality of phases of integrated development planning (Table 5.2). The criteria were categorised into six themes which were subsequently ranked according to the mean scores. According to the rankings, most of the respondents reported that “grassroots community, other stakeholders and the municipal council must consider and adopt reports of each phase of integrated development planning”. This was followed by the need for “transparency of process in terms of prioritization of projects and allocation of budget” and the “involvement of councillors and ward committees in the phases of the integrated development planning” respectively.

Across the thirteen criteria, the “involvement of multi-stakeholder team” and the “progress monitoring and reporting on all phases of the integrated development planning” were ranked at the centre between the most and least common criteria. On the other hand, the views expressed with regard to “COGTA and the District Municipalities assessing phases of the integrated development planning and the “non-necessity to have formal criteria of the integrated development planning phases” received the least from the respondents.

**Table 5.1: Preferred major criteria for assessing quality of phased integrated development planning**

Perception or View	IDP Practitioners	Councillors	Ward Committees	Community Development Workers	Organised Business	Traditional Representatives or Induna	War Room	Totals
<b>Stakeholder participation and ownership</b>								
i) Extent to which grassroots community, other stakeholders and the municipal council consider and adopt reports of each phase of integrated development planning	1	5	4	3	2	3	5	23
ii) Transparency of process in terms of prioritization of projects and allocation of budget	1	2	2	2	2	2	2	13
iii) Involvement of multi-stakeholder team in assessment of integrated development planning	1	1	1	0	1	1	1	6
iv) Involvement of councillors and ward committees in assessing quality of the integrated development planning	0	1	1	0	0	0	1	3
<b>Leadership and accountability</b>								
i) Quality of respective leadership and management provided by mayor (s) & municipal manager (s) in each phase of the integrated development planning	4	2	1	1	2	1	2	13
ii) Local stakeholders to assess the IDP not COGTA assessors	0	3	2	1	1	1	2	10
iii) COGTA and the District Municipalities assessment of every phase	1	1	1	0	0	0	1	4
iv) Evidence of power and influence of War Rooms in determining the quality of each Integrated Development Planning phase	0	1	0	0	0	1	2	4
v) Level of confidence of organized business that its inputs are used to influence decisions in Integrated Development Planning and budgeting	1	0	0	0	2	0	0	3
<b>Impact and outcome-based</b>								
i) Responsiveness of IDP to citizen and stakeholder aspirations and expectations	0	1	0	1	1	2	0	5
<b>Compact value-chain</b>								
i) Comprehensiveness of checklist or scorecard of deliverables of each phase	2	2	1	1	0	1	2	9
<b>Monitoring and evaluation</b>								
i) Regularity of progress monitoring and reporting on all phases of the integrated development planning	2	2	2	1	1	1	2	11
<b>Others</b>								
i) No need to have formal criteria of the Integrated Development Planning phases	0	0	0	1	1	0	1	3
<b>Total</b>	<b>13</b>	<b>21</b>	<b>15</b>	<b>11</b>	<b>13</b>	<b>13</b>	<b>21</b>	<b>107</b>



**Table 5.2: Ranked scores of preferred major criteria for assessing quality of phases of integrated development planning**

Themes of preferred criteria	Mean	Standard Deviation	Rank
<b><i>Stakeholder participation and ownership</i></b>			
a) Extent to which grassroots community, other stakeholders and Municipal Council consider and adopt reports of each phase of integrated development planning	8.16	1.979	1
b) Transparency of process in terms of prioritization of projects and allocation of budget	7.93	2.244	2
c) Involvement of Councillors and Ward Committees in assessing quality of the IDP	7.82	2.219	3
d) Involvement of multi-stakeholder team in assessment of Integrated Development Planning phases	7.49	2.279	6
<b><i>Leadership and accountability</i></b>			
a) Local stakeholders to assess the IDP not COGTA assessors	7.68	2.139	4
b) Quality of respective leadership and management provided by Mayor (s) & Municipal Manager (s) in each phase of the integrated development planning	7.58	2.462	5
c) Evidence of power and influence of War Rooms in determining the quality of each Integrated Development Planning phase	6.83	2.629	11
d) Level of confidence of organized business that its inputs are used to influence decisions in Integrated Development Planning and budgeting	6.74	2.495	12
e) COGTA and the District Municipalities assessment of every phase	6.67	2.623	10
<b><i>Impact and outcome-based</i></b>			
a) Responsiveness of IDP to citizen and stakeholder aspirations	6.93	2.193	8
<b><i>Compact value-chain</i></b>			
a) Comprehensiveness of checklist or scorecard of deliverables of each phase	6.88	2.457	9
<b><i>Monitoring and evaluation</i></b>			
a) Regularity of progress monitoring and reporting on all phases of the integrated development planning	7.01	2.812	7
<b><i>Others</i></b>			
a) No need to have formal criteria of the Integrated Development Planning phases 6.01		2.818	13

## **5.4 Stakeholders participation in formulating the IDP**

### ***5.4.1 An audit of stakeholders in the Mbombela Local Municipality IDP value chain***

In phase one of the study, all the participants indicated that stakeholders such as Councillors, Ward Committees, Community Development Workers, Organised Business, Community Leaders, Traditional Representatives and War Rooms Representatives that were purposefully selected for this study were key in the formulation of the integrated development planning. The results were observed in all the four municipal regions (Table 5.3).

In phase two, about a quarter of the respondents (25 %) were community leaders. The proportion of Ward Committee members was 23 % with 18 % and 16 % being Councillors and Community Development Workers, respectively. The rest of the respondents either represented Organised Business (7 %) or Traditional leaders (7 %) or War Room (5 %). Across all the respondents, 28 % represented the Central region with 25 % each coming from Northern and Eastern regions. The Southern region was least represented (22 %).

### ***5.4.2 Stakeholder participation in the integrated development planning***

In phase one of the study, a common view from the multi-stakeholder workshops and interviews was that the participants did not participate in formulating the IDP. Their views were not considered and the Municipality only requested the stakeholders to submit community needs as part of the analyses phase and their views and to comment on the draft IDP to secure approval of the final plan.

In phase two, most of the respondents (51 %) reported no participation in the formulation of the IDP. Major (22 %) reasons for non-participation were linked to the fact that the respondents' views were not considered, while 12 % felt that they were never afforded an opportunity to participate. On the other hand, 9 % and 6 % did not participate because they did not understand their role and language used respectively. The remaining 2 % were related to the reasons which could not be specified.

**Table 5.3 Key role players in Mbombela integrated development planning**

Roles player in the integrated development planning	Respondents' preference on key role players in the integrated development planning				Comments
	Northern region	Eastern region	Central region	Southern region	
Councillor	✓	✓	✓	✓	Is the champion of the IDP in the community
Ward Committee	✓	✓	✓	✓	Is the cabinet of the Councillor in the community
Community Development Worker	✓	✓	✓	✓	Represents COGTA and other spheres of government in the community
Organised Business	✓	✓	✓	✓	They have interest in the affairs of the Municipality
Community Leaders	✓	✓	✓	✓	Represent the general public in integrated development planning
Traditional Rep/Induna	✓	✓	✓	✓	Most of the areas in the Municipality falls within the Traditional authorities. Their buy-in in the integrated development planning is vital.
War Rooms	✓	✓	✓	✓	Is an inclusive multi-disciplinary structure established across the Mpumalanga process and its existence in all the wards qualifies to be a key stakeholder in the integrated development planning.
Sector departments	✓	✓	✓	✓	Some community needs require the attention of sector departments, hence their participation in the integrated development planning is very vital.

## 5.5 Weaknesses of phases of the integrated development planning value chain

In phase one, one hundred and four (104) quotations relating to the weaknesses of the phases of integrated development planning were drawn from the study (Table 5.4). The quotations were categorised into fifteen (15) sub-themes and also linked to the phases of integrated development planning. When further processed, five (5) broader themes were identified. The five themes were “stakeholder participation”, “integrated planning”, “skills”, “baseline data” and “monitoring and evaluation”.

“Stakeholder Participation” was the most popular response in all the phases of integrated development planning. This was followed by “integrated planning” and “skills” respectively. On the other hand, “baseline data” and “monitoring and evaluation” obtained the least quotations. “Lack of stakeholders’ involvement”, and “project misalignment to the community priorities and sector plans” were cited unanimously and were most common, particularly on the analysis phase, project phase and approval phase. Distributions of quotations also varied amongst interest groups with respect to “project misalignment to the community priorities and sector plans”, “outdated baseline and insufficient information (backlogs)” and “Wish list of community needs”.

Below are some of the verbatim quotes which interest groups expressed regarding the major weaknesses in integrated development planning:

*“I feel like attending IDP meeting is a waste of time. All our inputs are not considered or prioritised” (Ward Committee).*

*“Community members should be trained about the phases of integrated development planning” (IDP Practitioner).*

*We should improve our planning using the updated baseline data from SERO report, master plans in order to ensure that the integrated development plans respond to the needs of people” (War Room).*

In phase two of the study, ten weaknesses were identified by the respondents. The weaknesses were categorised into four themes which were subsequently ranked in terms of mean scores. The themes were “stakeholder participation”, “integrated planning”, “skills” and “monitoring and evaluation”

“Lack of stakeholders involvement” was identified as the greatest weakness on the phases of integrated development planning value chain (Table 5.5). This was followed by those that felt that “Community inputs were not addressed”, “Poor implementation of projects” and the “Absence of regular feedback on project implementation”. “Wish list of community needs” and the “Outdated baseline and insufficient information on backlogs” were identified by a greater proportion of the respondents. On the other hand, the lack of strategic planning reports as well as the lack of understanding of Municipal processes were identified as the least weaknesses in the phases of integrated development planning value chain.

### **5.6 Evaluation of Mbombela Municipality IDP (s) from 2016-2021 in relation services delivery**

This section seeks to provide an assessment of the performance of Mbombela Local Municipality IDP(s) for 2016-2017, 2017-2018, 2018-2019, 2019-2020 and 2020-2021 against the service delivery needs as submitted by the communities during integrated development planning (Table 5.6).

The analysis on table 5.6 above shows that most of the service delivery needs raised by the communities in the IDP for 2016- 2017 still appear on the IDP for 2020-2021 financial year. This implies that the Municipality is not doing well in addressing the community needs. During the interviews, it was revealed that the poor performance is associated with the delay in the supply chain processes as well as community disputes on either the appointment of service providers or the appointment of local people in the implementation of the IDP projects.

**Table 5.4 Weaknesses of phases of the integrated development planning value chain**

Phase of the IDP	Perception	IDP Practitioners	Councillors	Ward Committees	Community Development Workers	Organized Business	Traditional Representatives	War Room	Total
<b>Analysis phase</b>	<b>Stakeholder participation</b>								
	i) Lack of stakeholder involvement	0	2	2	1	1	1	2	<b>9</b>
	<b>Skills</b>								
	i) Lack of understanding of municipal processes	3	0	0	0	2	0	1	<b>6</b>
<b>Strategy phase</b>	ii) Wish list of community needs	2	0	1	1	2	0	1	<b>7</b>
	<b>Baseline Data</b>								
	i) Outdated baseline and insufficient information (backlogs)	4	1	1	0	2	0	0	<b>8</b>
	i) Lack of stakeholder involvement	0	2	1	1	1	1	1	<b>7</b>
<b>Project phase</b>	<b>Skills</b>								
	i) No strategic planning reports	1	0	0	1	2	0	0	<b>4</b>
	<b>Stakeholder participation</b>								
<b>Integration</b>	i) Lack of stakeholder involvement	0	2	2	1	1	0	2	<b>8</b>
	<b>Integrated Planning</b>								
	i) Project misalignment to the community priorities and sector plans	1	2	2	1	2	1	1	<b>10</b>
<b>Approval</b>	i) Misalignment of municipal and sector departments programs	1	1	1	1	1	0	1	<b>6</b>
	<b>Stakeholder participation</b>								
	i) Lack of stakeholder involvement	2	1	1	1	1	1	1	<b>8</b>
	ii) Community inputs are not addressed	0	1	1	0	1	1	1	<b>5</b>
<b>Monitoring and Evaluation</b>	<b>Skills</b>								
	i) Lack of understanding on municipal process	2	0	1	1	0	1	1	<b>6</b>
	<b>Monitoring and Evaluation</b>								
	i) Poor implementation of projects	1	1	1	0	1	0	1	<b>5</b>
<b>Approval</b>	ii) No regular feedback	0	0	1	0	0	1	1	<b>3</b>

**Table 5.5** Ranked scores of respondents on the weaknesses of integrated development planning value chain

Weaknesses of the phases of the integrated development planning value chain	Mean Score	Standard Deviation	Ranking
<b>Stakeholder participation</b>			
i) Lack of stakeholder involvement	8.36	1.755	1
ii) Community inputs are not addressed	8.31	1.649	2
<b>Integrated Planning</b>			
i) Project misalignment to the community priorities and sector plans	7.82	1.804	4
ii) Misalignment of Municipal and sector departments programs	7.52	2.326	7
iii) Outdated baseline and insufficient information (backlogs)	7.59	1.938	6
<b>Skills</b>			
i) Lack of understanding of municipal processes	7.28	1.856	8
ii) No strategic planning reports	6.73	2.890	9
iii) Wish list of community needs	7.73	2.053	5
<b>Monitoring and Evaluation</b>			
i) Poor implementation of projects	7.97	1.886	3
ii) No regular feedback on projects implementation	7.97	2.040	3

**Key:** Rank = position of statement within the themes: the higher the mean score, the more pressing the issue.

**Table 5.6 Assessment of IDP in addressing the community needs**

Community needs		IDP Cycle (2015-2020)			Progress report in terms of addressing the community needs
		2016-2017	2019-2020	2020-2021	
1. Water	Bulk water	✓	✓	✓	Still in both IDPs.
	Reticulation	✓	✓	✓	Still in both IDPs.
	Boreholes & jojo tanks	✓	X	✓	Still in both IDPs. However, the Municipality has provided 25 boreholes in the various wards.
2. Roads (transport)	Maintenance, paving, grading & tarring of major roads/streets	✓	✓	✓	Still in both IDPs. However, the Municipality has managed to implement 13 projects (6 tar & 7 paving)  Grading is done when there is a funeral (only in the street leading to the cemeteries & funeral houses).  Grading is done during rainy season.
	Foot & vehicle bridges	✓	✓	✓	Still in both IDPs. However, 9 bridges have been done.
3. Electricity	Households' connections	✓	X	✓	Still in both IDPs. However, the Municipality in partnership with ESKOM has managed to electrify 10 900 households.
	Streets or high mast lights	✓	✓	✓	Still in both IDPs. However, 30 street lights were installed in various wards.
4. Housing	RDP houses	✓	✓	✓	Still in both IDPs. However, about 23 RDP houses have been built by the Department of Human Settlement.
5. LED	Job creation	✓	✓	✓	Still in both IDPs. 120 young people have been appointed through Extended Public Works Programmes and Community Works Programme.
	Shopping complexes	X	✓	✓	Still in both IDPs. Nothing has been done
<i>Key/Legend</i>		✓	<i>Means the community needs were raised during integrated development planning and is in the IDP</i>		
		X	<i>Means the community needs were not raised integrated development planning and was not in the IDP</i>		



## 5.7 Perceived process to facilitate integrated development planning

In phase one, sixty-eight (68) quotations were obtained from respondents on the key elements of a perceived process to facilitate integrated development planning (Table 5.7). Six sub-themes and broader themes were formulated out of them respectively. The broader themes were “community awareness”, “ward-based budgeting”, “participation”, “integrated service delivery”, “communication” and “fourth industrial revolution”. “Participation” and “ward budgeting” were the most popular responses with “communication” and “community awareness” yielding the least quotations. “Facilitating participatory project identification and planning”, promoting “integrated delivery of basic services”, “adopting a comprehensive communication strategy that takes into account how to share information” and the “use of a broad range of modern communication channels”, were cited unanimously.

Across the six themes, “facilitate participatory project identification and planning”, adopt a ward-based budgeting system” and “integrated delivery of basic services” were most common. The following excerpt from one councillor sheds some light on the need for participatory project identification and planning:

*“I still don’t understand why we can’t all sit around the table, identify projects and plan together as the Municipality” at the end of the day we are obliged to deliver the services to the communities” (Traditional Leader Induna).*

With respect to the “use of a broad range of modern communication channels”, some responses in Table 5.8 suggested that the information should be disseminated through radio stations, emails, sms messages, local newspapers and social media platforms such as WhatsApp, Facebook, Twitter and Instagram. On the other hand, with regard to “adopting a comprehensive communication strategy that takes into account how to share information”, stakeholders such as the church leaders, Traditional leaders, elected leaders (councillors, ward committees), school representatives, business, all spheres of government, NGOs, youth and tertiary institutions (universities and colleges) were identified as key role players. Below are some of the verbatim quotes which interest groups expressed regarding the “adopt a ward-based budgeting” and “integrated delivery of basic services” respectively:

*“We should start by identifying basic service delivery challenges at the ward level and then find the best interventions. We need to also consider allocating budget per ward, maybe it will address the persistent community protests” (IDP Practitioner).*

*“We can make use of our existing resources across the three spheres of government...in order to ensure that service delivery is provided in a sustainable manner” (Organised Business).*

In phase two of the study, five key elements of a perceived process to facilitate integrated development planning were drawn from the respondents. The key elements were categorised into six themes and subthemes, which were subsequently ranked in terms of their mean scores (Table 5.10). The themes include “participation”, “ward-based budgeting”, “integrated service delivery”, “communication” and “community awareness”.

According to the rankings, “participation” was identified as the most (16) preferred key element of a process to facilitate integrated development planning. This was followed by “ward-based budgeting” (15) and “integrated service delivery” respectively (10). A proposal to have a “ward-based budgeting” received popular support from the various interest groups, with some suggesting participatory project identification and planning”, and “integrated delivery of basic services”. “Fourth industrial revolutions” (10) and “community awareness” (7) came least in terms of the rankings. The most common views regarding the latter themes were issues relating to the “use of a broad range of modern communication channels” and adoption of a “comprehensive communication strategy that takes into account how to share information”.

With regard to the “use of a broad range of modern communication channels”, 52% of the respondents indicated that they prefer “social media platforms” followed by those that prefer “sms messages” (22%). The rest either preferred “radio stations” (16%) or “emailing” (10 %). On the “comprehensive communication strategy that takes into account how to share information”, 40 % of the respondents indicated that “Traditional leaders”, “Elected leaders”, “Youth” and all “spheres of government” must be included in the strategy. About 36% indicated that “Church”, “Schools”, “Business” and “Community development workers” must be considered, with 24% suggesting the inclusion of “Tertiary institutions” and “NGO” (s) respectively.

**Table 5.7 Key elements of a perceived process to facilitate integrated development planning**

Perception or View	IDP Practitioners	Councillors	Ward Committees	Community Development Workers	Organised Business	Traditional Representatives or Induna	War Room	Total
<b>Participation</b>								
i) Facilitate participation project identification and planning	3	3	3	2	2	1	2	16
<b>Ward-based budgeting</b>								
i) Adopt a ward-based budgeting	2	4	3	2	2	0	2	15
<b>Integrated delivery of basic services</b>								
i) Integrated delivery of basic services	1	2	2	2		1	1	11
<b>Fourth industrial revolution</b>								
i) Use a broad range of modern communication channels	2	2	1	2	1	1	1	10
<b>Collaboration</b>								
i) Adopt a comprehensive communication strategy that takes into account how to share information	1	2	1	1	2	1	1	9
<b>Community Awareness</b>								
i) Run sustainable community awareness campaigns	2	1	0	1	2	0	1	7

**Table 5.8** Ranked key elements of respondents perceived process to facilitate integrated development planning

Key elements of a credible integrated development planning	Mean	Standard Deviation	Ranking
<b><i>Ward-based budgeting</i></b>			
i) Adopt a ward-based budgeting	9.04	1.155	1
<b><i>Participation</i></b>			
i) Facilitate participatory project identification and planning	8.81	1.380	2
<b><i>Integrated service delivery</i></b>			
i) Integrated delivery of basic services	8.70	1.241	3
<b><i>Fourth industrial revolution</i></b>			
i) Use a broad range of modern communication channels (i.e., radio stations, social media, emails and sms messages)	8.41	1.487	4
i) Adopt a comprehensive communication strategy that takes into account how to share information (i.e., church, traditional leaders, elected leaders, schools, youth and tertiary institutions)	8.41	1.487	4
<b><i>Community Awareness</i></b>			
i) Run sustainable community awareness campaigns	8.33	.972	5
<b>Key: Rank = position of statement within the themes: the higher the mean score, the more pressing the issue.</b>			

## **5.8 Principal components of refined integrated development planning**

The results shows that the thirteen principal components were selected and accounted for 83% of the total variance within the data set (Table 5.9). Component one accounts for 22.65% of the variance with the second component accounting for 21.64% of the variability. The 13<sup>th</sup> component accounts for 1.92% of the variability. More on the components and the loading factors is shown in Annexure 4.

### ***5.8.1 Inclusive decision making***

The first component was inclusive decision making and accounted for 22.65 % of the variability (Annexure 4). The results shows that the component building blocks were issues relating to the need for wider stakeholder consultation during the process, the need to reduce political interference in the process and integrated service delivery to be part and parcel of the integrated development planning. Various interest groups indicated the need to deal with the prevailing lack of stakeholder consultation at grassroots level, political interference with respect to the identification of those who must participate in the integrated development planning. Participatory planning, integrated delivery of basic services and information sharing through existing community structures were thereby viewed to be some of the critical building blocks or pillars for a refined integrated development planning.

### ***5.8.2 Inclusive stakeholders participation***

Inclusive stakeholder participation was the third component and accounted for 21.64 % of the variability. Its building blocks were having an agreed criteria to assess the phases of the integrated development planning, need for the involvement of war-room and ward committee members and the involvement of grassroots communities in the IDP and Budget. The need for a common criterion to select stakeholders who are eligible to participate in integrated development planning was also suggested as one of the key interventions to the process.

### ***5.8.3 Transparency***

Transparency was ranked component number 3 and accounted for 7.15 % of the variability. The building blocks for this component were lack of transparency as the common weakness in the integrated development planning, the need for the inclusion of traditional leaders as key stakeholders, the need for transparency and involvement and consultation of key stakeholders in giving feedback for each phase.

**Table 5.9 Total variance explained by the 13 isolated components**

Component	Initial Eigenvalues			Extraction Sums of Squared Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	12.682	22.646	22.646	12.682	22.646	22.646
2	12.120	21.642	44.288	12.120	21.642	44.288
3	4.008	7.156	51.445	4.008	7.156	51.445
4	2.778	4.960	56.404	2.778	4.960	56.404
5	2.489	4.444	60.848	2.489	4.444	60.848
6	2.192	3.915	64.763	2.192	3.915	64.763
7	1.975	3.527	68.290	1.975	3.527	68.290
8	1.903	3.398	71.689	1.903	3.398	71.689
9	1.571	2.805	74.493	1.571	2.805	74.493
10	1.417	2.531	77.024	1.417	2.531	77.024
11	1.236	2.207	79.231	1.236	2.207	79.231
12	1.147	2.048	81.279	1.147	2.048	81.279
13	1.074	1.919	83.198	1.074	1.919	83.198
56	.001	.002	100.000			

**Extraction Method: Principal Component Analysis.**

#### **5.8.4 Robust and incessant Communication system**

The fourth component which accounted for 4.96 % of the variability was the Robust and incessant communication system. Its building blocks were issues relating to the need for a robust communication system, awareness raising and recognition of traditional leaders as the key stakeholders and custodians of land where all development projects take place. These matters were identified as critical enablers of the integrated development planning. Public institutions such as churches, traditional leaders, ward committees, war rooms, business, NGOs, community development workers, schools and tertiary institutions were suggested as key in dissemination information on integrated development planning.

#### **5.8.5 Inclusive integrated service delivery**

The fifth component which accounted for 4.44 % of the variability was the inclusive integrated service delivery. The building blocks for this component were issues relating to the need for an inclusive integrated approach to implement the IDP projects. The key stakeholders such as community representatives, Traditional Leaders, Municipality and COGTA were identified as important in the delivery of services to the communities.

#### **5.8.6 Effective leadership with accountability**

The lack of effective leadership with accountability was the 6<sup>th</sup> component and it accounted for 3.91 % of the variability. The component building blocks were issues relating to team management process, consultation of traditional leadership, monitoring process at each phase and the need for COGTA and district municipality to set key indicators and deliverables and establish monitoring teams.

#### **5.8.7 Monitoring and Evaluation**

The seventh component which accounted for 3.53 % of the variability was monitoring and evaluation of the IDP. Its building blocks were transparency in the participatory project identification and planning, need for constant feedback sessions at each stage of the process and information sharing on integrated service delivery. The other critical pillar was the need for adoption of integrated delivery of basic services.

#### **5.8.8 Capacity to assess and monitor the IDP process**

The eighth component, which accounted for 3.40 % of the variability was the need for capacity to assess and monitor the integrated development planning by COGTA. Its building

blocks were lack of capacity by COGTA to assess the process, the need to involve local stakeholders during assessing the process as well as the need to recognise and empower the Traditional Leaders as a critical player for assessing the process (integrated development planning). This was in the context of observed lack of skills or capacity to interpret and understand the core municipal processes such as IDP, Performance Management and Budgeting by key stakeholders and heavy reliance on consultants.

#### ***5.8.9 Defined roles of stakeholders in the process***

The ninth component, which accounted for 2.80 % of the variability was thus termed clearly defined roles of stakeholders in the integrated development planning. This component's building blocks were defined roles of war room and councillors and communities; and putting in place a comprehensive strategy to share information.

#### ***5.8.10 Inclusive and independent Ward based budgeting structure***

Component 10<sup>th</sup> accounted for 2.53 % of the variability which was then termed inclusive and independent ward-based budgeting structure. The building blocks were an inclusive local structure to assess the process, IDP to respond to the needs of all, no political interference in the project implementation and having a ward-based budgeting structure. The need for the IDP to respond to the needs of the communities, stakeholders understanding to the process and commitment of all the stakeholders to the integrated development planning at all time was thereby found to be key.

#### ***5.8.11 Community awareness***

Community awareness was the eleventh component which accounted for 2.21 % of the variability. Its building blocks were issues relating to the need for public awareness, commitment by all to the IDP at all times, giving all stakeholders chance to participate and contribute and having a simple criterion for assessing the process which should be jointly designed by local stakeholders.

#### ***5.8.12 Collaboration by local stakeholders in designing assessment criteria***

The 12<sup>th</sup> component which accounted for 2.05 % of the variability was thus termed collaboration by local stakeholders in designing the assessment criteria. The building blocks were simple criteria for assessing the process, local stakeholders being involved in the designing of the assessment criteria and inclusion of all in the designing of the assessment



tool. This is within the context that the establishment of inclusive structures and transparency in the assessment of the process is key for sustainability.

### **5.8.13 Credible and common user-friendly system**

The last component (the thirteenth) which accounted for 1.92 % of the variability was thus termed a credible and common user-friendly system. Its building blocks were issues associated with common criteria which is less technical that should be used to judge the success, involvement of all structures in accessing credibility and the need for community buy in in each phase with the inclusion of ward committee members. The other building block was that the criteria should be less technical and user friendly and should involve all community structures in the entire process value chain.

## **5.9 Conclusion**

The chapter presented the results of the study on refining integrated development planning. In summary, “stakeholder participation and ownership”, “leadership and accountability”, “impact and outcome-based”, “compact value-chain”, “monitoring and evaluation”, were identified as the preferred criteria for assessing quality of phases of integrated development planning. The “stakeholder participation”, “integrated planning”, “skills”, “baseline data” and “monitoring and evaluation” were cited as major weaknesses in the phases of the integrated development planning value chain. The results also revealed that “participation”, “ward-based budgeting”, “integrated service delivery”, “communication and community awareness” are the key elements of a perceived process to facilitate integrated development planning.

In conclusion, the chapter presented thirteen principal for refining the integrated development planning which accounted for 83 % of the total variability. Out of the thirteen principal components, the top five constitute 60 % which include inclusive decision making, inclusive stakeholders’ participation, credible and common user-friendly systems, transparency and inclusive integrated service delivery.

## **CHAPTER 6 DISCUSSION OF THE RESULTS ON REFINING INTEGRATED DEVELOPMENT PLANNING**

### **6.1 Introduction**

In this chapter, the results of the study are interpreted and discussed. Special emphasis is placed on linking the results with key elements of the theoretical framework and literature reviewed. This is important in order to distil any relationships between the results and trends that may have emerged. The results relating to socio-economic profiles of the participants and respondents are discussed first. Thereafter, the results obtained through investigating and building an understanding of the criteria for assessing the quality of each phase of integrated development planning; the extent to which key stakeholders play their designated roles in formulating the IDP; weaknesses of the integrated development planning value chain; and perceived interventions to facilitate integrated development planning, are covered.

The results of the Principal Component Analysis (PCA) are interpreted and discussed. Special attention is placed on the thirteen components for refining integrated development planning. It was important to determine the linkages and trends between the features of each component. Lastly, the chapter provides the proposed refined integrated development planning for Mbombela Local Municipality.

### **6.2 Demographic characteristics of respondents**

Age and gender are the most basic characteristics of a population. Every population has a different age and gender composition. The number and proportion of males and females in each age group have a considerable impact on the population's social and economic situation, both present and future (Molefe & Manamela, 2021). The majority (76 %) of the sampled respondents who participated in the study were adults aged between 36 – 50 years, with a greater proportion of them being female (52 %). Youth constituted only 21 % of the total population, which is a major concern for the credibility of integrated development planning of the Mbombela Local Municipality. This is because Stats SA Community Survey of 2020 revealed that youth form the majority of the South African population and also forms the majority of the unemployed and marginalized. Logically, it means that youth should be involved in the planning processes, in particular integrated development planning, to ensure that their interests are covered. The question is whether the low number of youths in integrated development planning is associated with them being side-lined or unwillingness to

participate in the process. Unlike the youth, the majority of the respondents were women. This can be linked to the view that women are mostly affected by poor service delivery. To buttress this fact, Khambule & Mtapuri (2018) indicated that non-availability of services, such as water and electricity, has a direct effect on women because they get frustrated when there is no water to bath, wash or clean and no electricity to cook. This in turn, encourages women to participate in processes like integrated development planning which are aimed at discussing service delivery matters.

The majority (78%) of the respondents in phase one and two of the study had secondary school and tertiary qualifications. This relatively high level of education might imply that the key stakeholders have acquired sufficient knowledge and capacity to understand the municipal processes including integrated development planning. Any failure or challenge with integrated development planning in Mbombela Local Municipality cannot be linked with the education status of the key stakeholders. These sentiments were echoed by Tibane (2017), who argues that education is one of the indicators that depicts the level of development and the potential for one to have better chances of participating and contributing positively in integrated development planning. However, 22% of the respondents had attained only primary schooling or no formal education. This therefore means that the respondents might not understand the terminology used in integrated development planning meetings. For example, a common view amongst the interviewees was that the IDP document should be written in their vernacular because they don't understand English.

The results further revealed that the majority (46%) of the respondents were employed as casual workers, whereas only 15% have full-time employment. This might be caused by the fact that Councillors and Community Development Workers are the only key stakeholders who are employed full-time and the rest of the stakeholders are either casual, part-time or unemployed. The fact that the majority of the stakeholders are not employed full-time raises a serious concern in their commitment to integrated development planning, particularly with regard to their availability to attend meetings. For example, they might not attend the IDP meetings because of transport costs or do not have time due to other commitments which are aimed at earning money for living. These sentiments were expressed by Dlamini & Reddy (2018) who indicated that integrated development planning is time-demanding and requires full-time people, particularly those who are directly involved in the process.

### 6.3 Preferred major criteria for assessing quality of phases of integrated development planning

The results from phase one and two of the study revealed that “stakeholder participation and ownership” and “leadership and accountability” were the most important norms for assessing the quality of the phases of integrated development planning in the quest for a credible planning process. This observation might imply that communities and key stakeholders are not satisfied with the phases of integrated development planning or the manner in which the process is conducted. Alternatively, they are of the view that the Municipality have side-lined them in the entire process.

Literature has proven that public participation encourages citizen-focused service delivery and improves the quality and legitimacy of decisions made by Municipalities with regard to policy, programs and projects (Sebola, 2017; Nabatchi *et al.*, 2017; Marambana, 2018). Moreover, transparency in the prioritization of projects and budget allocation built confidence and solicit buy-in from the stakeholders in integrated development planning (Marambana, 2018). For this reason, transparency and the involvement of stakeholders including grassroots communities to solicit their buy-in, is required. This has been supported by several authors (Baloyi & Lubinga, 2017; Marambana, 2018; Mangwanyana, 2019) who highlighted the need for stakeholder involvement as an enabler of success in any planning, in particular integrated development planning. This is in line with Nomdo *et al.* (2019) view that community participation is one of the key criteria to determine the credibility of the integrated development planning. Presumably, this might also work in African countries such as South Africa, Sierra Leon and Liberia that have adopted the concept of integrated development planning to deepen democracy and also serves as a catalyst for sustainable service delivery.

The above observation also implies that stakeholders viewed that the lack of decision making in integrated development planning as due to the non-participation of Municipal Managers and Senior Managers. These findings are in line with various scholars (Sebake & Mukonza, 2020; Munzhedzi & Phago, 2020) view that successful integrated development planning were those that had good leadership because it (leadership) ensures accountability and improves performance by fast-tracking the implementation of planned projects. Moreover, a common view amongst the interviewees was that the integrated development planning lacks leadership because the Municipal Managers and Senior Managers have relegated the process to the junior officials who cannot take decisions during municipal engagements with the communities. In a similar study, Dlulisa (2013) found that the Randfontein Local Municipality’s IDP is not credible because of lack of proper leadership in

the Municipality, specifically by the municipal manager and the executive mayor. For this reason, the municipal manager and the management team need to be directly involved to provide “leadership and accountability” for their integrated development planning. This view was supported by various scholars (Dlamini & Reddy, 2018; Sebake & Mukonza, 2020) who emphasized that integrated development planning is the responsibility of the Municipal Manager who is the sole the Accounting Officer in the Municipality and therefore cannot be relegated to any junior officials.

The study also revealed that “impact and outcome-based” were perceived to be lesser norms of assessing quality of the phases of integrated development planning. The findings might imply that the IDP, in general, is not responding to the actual challenges facing communities on the ground. For this reason, an impact appraisal on the alignment of IDP with community priorities using the sequential and identification models of development planning is required. Central to the models is the linkage between problem identification and appropriate intervention (Baum, 2015; Nowak, 2020). Van der Berg (2018) recommends that there should be synergy in the phases of integrated development planning and the aspirations of communities to strengthen the quality of IDP. These sentiments were supported by various authors (Berke *et al.*, 2006; Alexander, 2009) who highlighted the need for impact assessment in development planning interventions such as integrated development planning to determine its effects towards achieving its envisaged goals.

The notion of not having a formal criterion to assess integrated development planning is not justified. This was confirmed by the fact that it received least support from both qualitative and quantitative data. In a similar study, Adonis (2018) noted that development planning tools, in general, should be measured to determine their performance towards the desired goals. Lack of monitoring and evaluation was also perceived to be one of the criteria in the quest for quality integrated development planning. This observation might imply that the communities are not satisfied with the performance of the phases of integrated development planning. The communities link the poor service delivery to the lack of monitoring and evaluation. For this reason, regular progress monitoring and reporting of each phase of the integrated development planning process is required. This argument was supported by various authors (Dawkins, 2000; Sebake & Mukonza, 2020) who highlighted the importance of monitoring and evaluating the development planning tools to increase the chances of achieving its desired goals. Moreover, assessing the performance of each phase prior to the next phase, would thus improve the quality of the integrated development planning value chain.

## **6.4 Stakeholders participation in formulating the IDP**

### **6.4.1 An audit of stakeholders in the Mbombela Local Municipality IDP value chain**

Stakeholders auditing was done to determine the types of stakeholders who were involved in integrated development planning of Mbombela Local Municipality. This was also done to determine whether they played any role in the process. The results from phase one and two of the study revealed that stakeholders such as Councillors, Card Committees, Community Development Workers, Organised business, Community leaders, Traditional leaders and sector departments were perceived to be the key stakeholders in the integrated development planning of Mbombela Local Municipality.

As indicated in Table 5.3, the stakeholders listed were mentioned in all the four municipal regions, which includes Northern, Eastern, Central and Southern. This observation might imply that stakeholders, including communities, are aware that they must be part of the integrated development planning as prescribed in terms of the applicable legal framework, such as Municipal Systems Act, the White Paper on Local Government and the Municipal Planning and Performance Regulations. However, the challenge is the understanding of stakeholder roles and responsibilities in integrated development planning (Mohammadi *et al.*, 2018; Masiya *et al.*, 2019). These sentiments were echoed by Adonis & Walt (2017) who highlight the importance of training key stakeholders with regard to their responsibilities to strength their contribution in integrated development planning. Increasingly, the latter authors argue that the training should not only cover the roles and responsibilities, but also be done on the phases and holistic model of integrated development planning to enable the stakeholders to actively participate in the entire value chain.

### **6.4.2 Stakeholder participation in the integrated development planning**

The majority (56%) of the respondents in phase one and two of the study did not participate in the formulation of the IDP. This is despite the legal requirement (Municipal Systems Act, the White Paper on Local Government and the Municipal Planning and Performance Regulations) which expect Municipalities to involve the stakeholders, including the communities, in the planning process. The majority (36%) cited as reason for not participation that their views were not considered, followed by the fact that they are not afforded an opportunity to participate (26) in the process. The least cited reasons were

linked to the lack of understanding their role (19%) and the language used (11%) respectively. This observation imply that the stakeholders are not satisfied with the manner in which integrated development planning is being implemented, particularly with regard to their role in the process. These sentiments were supported by Sebola (2017) who indicated that Municipalities must move away from conducting community participation for compliance purposes only, but should consult with the intention to solicit communities buy-in to the process. Moreover, the Municipalities do not consider inputs from the communities when finalizing the IDP, resulting in disputes on the final product (Msenge & Nzewi, 2021). These findings are in line with Madzivhandila & Asha (2012) who discovered that the IDP of most of the Municipalities in South Africa have failed due to the lack of meaningful community participation. For this reason, stakeholder involvement and transparency in the entire integrated development planning is essential. Various authors (Othengrafen & Levin-Keitel, 2019; Masiya *et al.*, 2021) highlight the importance of stakeholder involvement as an enabler of success for any planning exercise. This is also in consistent with the principles of Public Participation Theory (PPT) which advocate for people centre development and requires that people's knowledge forms the basis for planning and change where grassroots community are involved in the decision making process of all the development in their area (Dinbabo, 2003; Chamber, 2009).

The fact that a common view that emerged from the analysis was that the stakeholders only participated in the analysis and approval phases respectively is a major concern in the credibility of integrated development planning. These results might imply that stakeholders are not involved in all the phases of integrated development planning, but they are only consulted in the analysis and approval phases. This is in line with various scholars (Sebola, 2017; Masiya *et al.*, 2021) findings that Municipalities only request the stakeholders to submit community needs and comment on the Draft IDP to secure approval. For this reason, the involvement of stakeholders in all the phases is required to solicit buy-in considering the fact that they are the 'people on the ground' who understand the challenges facing the communities. This will be in line with the aspirations of the PPT, District Development Model, legal requirements (Municipal Systems Act, White Paper on Local Government and the Municipal Planning and Performance Regulations) and also addresses the service delivery protests that are caused by the disputes between the Municipality and communities on the IDP projects. Despite the theoretical knowledge on the importance of public participation, there is a lack of studies on the practical extent at which the communities must be involved in the integrated development planning.



## 6.5 Weaknesses of phases of the integrated development planning

Lack of stakeholders participation and consideration of community inputs in the phases of integrated development planning were perceived to be the most weaknesses in the quest for a credible process to facilitate integrated development planning. These results might imply that communities are not satisfied with the manner in which integrated development planning is carried out, in particular with regard to public participation. A common view amongst the interviewees was that stakeholder participation is done for compliance purposes only. For example, stakeholders are only invited to submit priorities during the analysis phase and requested to comment on the draft IDP document as part of the approval phase to secure approval. The comments submitted in the draft IDP are not considered and no feedback is given on how the process was concluded, which is not adequate to justify citizen participation (Cornwall, 2008; Sakiwo, 2020; Sebake & Mukonza, 2020). For this reason, stakeholder participation should be compulsory in all the phases of integrated development planning. This was supported by Dlamini *et al.* (2021) who asserted that each phase must be subjected to stakeholder participation scrutiny prior to finalization for quality assurance and for buy-in from all the stakeholders including the grassroots communities. This is also consistent with the principles of PPT which advocate for active involvement of local people in decision making including the implementation of processes, programs and projects which affect them (Waishbord, 2001; Chambers, 2009)

Another common view or theme that emerged from the analyses was the lack of integrated planning. The results revealed that there is misalignment between the Municipality's IDP priorities and the community needs. For example, it was revealed by one of the participants during the interviews that, what is funded in the IDP is not what the communities have submitted for consideration during the consultation process. An additional common view amongst the interviewees linked the misalignment to the outdated baseline and insufficient information on the backlogs used by Municipalities when planning for services. These findings are in agreement with Madzivhandila & Asha (2012) who found that most of the Municipalities IDPs do not respond to the needs of the communities resulting in service delivery protests. In another similar study, Tibane (2017) found that there is no alignment between community needs and government priorities because government, especially Municipalities rely on master plans that are outdated and have not been subjected to community verification when compiling the IDP. Consequently, the integrated planning strategies such as integrated delivery of basic services, participatory project identification and planning, ward-based budgeting system and sustainable community awareness



campaigns are suggested. These strategies will advance the aspirations of international models, such as the sequential, identification contextual, contingency, interaction and exchange models (Mathebula & Sebola, 2019; Mickiewicz *et al.*, 2020) which have proved to be important in planning instruments such as integrated development planning, and are also in line with the principles of Public Participation Theory, and the South African government's new integrated model called the District Development Model (DDM) which aims to improve integrated planning and service delivery across the three spheres of government.

Lack of skills to interpret and understand the municipal processes was also cited as another shortcoming of integrated development planning. A common view amongst interviewees was that key stakeholders do not conduct an assessment of their areas to determine priority needs, but only submit a wish list of community needs which makes it difficult for the Municipality to implement. This finding was supported by Mathebula & Sebola (2019) who argued that stakeholders are unable to compile strategic plans of their area due to lack of skills. It is therefore important that key stakeholders should receive training on municipal processes, project management and report writing to analyse and interpret community priorities and also to prepare strategic plans of their areas which will guide and inform the development of the IDP. This is in line with a notion expressed by various scholars (Dlamini & Reddy, 2018; Braithwaite *et al.*, 2018; Mamokhere, 2021) that capacity building should be considered as a continuous process, and highlighted the importance of training role players in order to enhance their understanding of the task assigned to them.

Poor implementation and the lack of regular feedback on project implementation were also cited as major weaknesses in the integrated development planning process. A common view that emerged from the analyses was that the poor implementation was caused by the lack of monitoring the performance and regular progress reports on each phase of the process. For this reason, there is a need to establish a multi-disciplinary team comprising of stakeholders existing in the municipal area to assess the performance of each phase prior to adoption (Ventor, 2018; Sebake & Mukonza, 2020). The multi-disciplinary team will be empowered to confirm if each phase has met all the expected results prior to the commencement of the next phase. When this happens, all the parties including the key stakeholders will remain abreast with the planning. This in turn, will improve the implementation of projects, ensure the involvement of stakeholders in process and has the potential to build a stronger basis for achieving intended development results (Dawkins, 2000). These sentiments were also expressed by other scholars (Walt, 2018; Mashamaite & Lethoko, 2018; Msengi & Nzewi,

2021) who highlighted the importance of involving role players from the beginning until the end, as an enabler of project success.

## **6.6 Perceived process to facilitate integrated development planning**

The study revealed six key elements of the perceived process to facilitate integrated development planning. The elements, which include stakeholder participation, ward-based budgeting, integrated delivery of basic services, sustainable community awareness and comprehensive communication strategies, were used to develop a new model of integrated development planning for Mbombela Local Municipality.

### **6.6.1 Stakeholder participation**

Participation was perceived to be the most important element required to facilitate a credible integrated development planning. A common view that emerged from the analyses was that that stakeholders, including the grassroots communities, are, in general, not satisfied with the existing process followed by the Municipality when formulating the IDP, as they feel sidelined. For this reason, placing stakeholder participation as essential in all the phases of the integrated development planning is required to strengthen democracy and solicit buy-in from the communities. Several scholars (Madzivhandila & Asha, 2012; Biyela *et al.*, 2018; Dlamini & Reddy, 2018) emphasize the importance of involving stakeholders in the planning process as an enabler of fast-tracking the delivery of services to the communities. This is in consistent with the principles of the PPT and the ladder of participation (Arnstein, 1969; Wilcox, 1994; Dlamini *et al.*, 2021) which advocate for the involvement of grassroots communities in the development taking place in their area. It is also in line with the legal frameworks such as the Constitution of South Africa, the Municipal Systems Act, the Municipal Planning and Performance regulations and the District Development Model.

### **6.6.2 Ward-based budgeting**

Ward-based budgeting was perceived to be the second most important element to facilitate a credible planning process. This observation might imply that communities are of the view that there is injustice with regard to service delivery. Some wards are benefiting more than others and those that are politically connected are prioritized in terms of project identification and budget allocation. For this reason, a new system, such as ward-based budgeting which focuses on ward planning and budgeting, is required. Instead of applying a blanket approach, community challenges should be addressed at the ward level, with the budget allocated accordingly (Adonis & Walt, 2017; Banda *et al.*, 2021). This is in consistent with the PPT in the sense that it promotes inclusion and transparency in projects identification and

allocation of projects. In a similar study, Dlulisa (2013) discovered that the Randfontein Local Municipality was unable to spend the Municipal Infrastructure Grant (MIG) because of community protests which were caused by disputes on the criteria used to identify projects to be prioritized for funding in the IDP. Those that didn't have projects accused the Municipality of unfair allocation of projects and budgeting. In support of the ward-based budgeting system, Nabatchi *et al.* (2017) advances the view that every situation should be addressed separately on its merits. The ward-based budgeting system can function perfectly in Municipalities like Mbombela with areas or villages that are vast and have different developmental challenges.

### **6.6.3 Integrated service delivery**

The integrated delivery of basic services was also cited as another element to facilitate integrated development planning. A common view amongst the interviewees was that communities are not satisfied with the manner and pace at which government provides the services. These findings were supported by the 2019-2020 IDP which noted that most of the community protests are caused by poor service delivery. For this reason, an integrated approach to delivery services is required to bridge the gaps of lack of integrated planning between the Local Municipality and other spheres of government. An example was given during the interviews that RDP houses were built in Tekwane North village, but due to non-availability of basic infrastructure such as water, roads, electricity and refuse removal, the project was deemed a failure. The project would have been successful if the Municipality had provided infrastructure before the Department of Human Settlement built the RDP houses. The model of integrated delivery of services is in line with the aspirations of PPT because it promotes partnership and empowerment of communities in the value chain of development taking place in their area (Cornwall, 2008). Various scholars (Nowak, 2020; Banda *et al.*, 2021) highlight the need for integrated delivery of basic services as an enabler to achieve sustainable integrated human settlement. This is also in consistent with the legal framework applicable to integrated planning such as the Municipal Systems Act, the Municipal Planning and Performance regulations, the Intergovernmental Relations Framework Act and the District Development Model.

### **6.6.4 Sustainable community awareness**

Sustainable community awareness was perceived to be another element to facilitate integrated development planning. This might be emanating from the perceived lack of understanding of the Municipality's core processes and the inaccessibility of technological resources, amongst others. A common view amongst the interviewees was that community

awareness and innovation are required in order to enhance capacity development and lifelong learning in the communities. This was supported by Banda *et al.* (2021) who stressed the view that education is necessary in order to equip the communities with knowledge about local government. Furthermore, an effective integrated development planning depends largely on community knowledge because it enables them to be familiar with the processes (Biyela *et al.*, 2018; Biljohn, 2019; Aldrich, 2019). For this reason, workshops and seminars, coupled with the provision of affordable technological infrastructure to share the knowledge to the communities, would thus improve the process. This will require the existing government structures (Councillors, Ward Communities, Community Development Workers, the South African Local Government Association, the Department of Co-operative Governance and Traditional Affairs (COGTA), the Ehlanzeni District Municipality and Mbombela Local Municipality) to work together in educating the communities on planning and budgeting matters.

#### **6.6.5 Comprehensive communication strategy**

A comprehensive communication strategy that takes into account how to share information was perceived to be the last important element to facilitate integrated development planning. The community organised structures such as Church, Traditional leaders, Councillors, Civil associations, Schools, Organization business, NGOs, spheres of government, Community development workers, Youth and Tertiary institutions were identified as key drivers of sharing information. A common view amongst the interviewees was that there is communication gap between the Municipality and the grassroots communities in general. The communication gap might be due to an inefficient way the Municipality communicates with the community. Channing (2020) argue that Covid-19 has forced society to consider other alternatives ways of communication. This was confirmed by the qualitative and quantitative data that revealed that the majority of the stakeholders preferred social media platforms as compared to the face-to-face methods of information sharing. In this regard, various scholars (Xing & Marwala, 2017; Farrington & Santos, 2020) highlight the importance of 4IR technologies in improving integrated development planning.

Furthermore, a common view that emerged from the analyses was that broad range of modern communication channels such as Radio stations and online platforms, including social media (WhatsApp, Facebook, Instagram, Twitter), Podcasting, Webinars, Emailing, Websites, Sms messages, Zoom and Microsoft Teams should be used during the integrated development planning. This is in consistent with the South African government COVID 19

protocols and the World Health Organisation statutes which advocates for the use of virtual meetings and social media platforms when engaging with the communities.

## **6.7 Components of refined integrated development planning**

### **6.7.1 Inclusive decision making**

Out of the thirteen components drawn from the PCA, inclusive decision making accounted for the majority of the variability with 22.65 %. This observation might imply that, in order to come up with an effective IDP, decision makers should involve all the stakeholders existing in the municipal area and to ensure active stakeholders' participation, there should be less political interference. These sentiments were supported by various scholars (Madzivhandila & Asha, 2012; Sebola, 2017; Masiya *et al.*, 2021) who noted the need to involve stakeholders in development planning processes in order to achieve integrated service delivery. Moreover, decision makers must treat all the stakeholders equally, irrespective of their political affiliation, in order to encourage everyone to participate in the process (Chambers, 2009; Collinge *et al.*, 2010; Msengi & Nzewi, 2021). In light of the above, it can be concluded that inclusive decision making is necessary in the development planning processes such as IDP which is dependent on the community buy-in to be a success.

### **6.7.2 Inclusive stakeholders participation**

Stakeholder participation was ranked as the second component and accounted for 21.64 % of the variability. During the interviews, various interest groups expressed views that stakeholders' participation must be cross-cutting in all the phases of the integrated development planning. Similar to the preceding section, this observation might imply that communities are not satisfied with the phases of the integrated development planning. They feel side-lined in some of the phases of the integrated development planning, particularly the strategy, project and integration phases respectively. The notion of a mandatory stakeholder's participation in the phases of the process was supported by various scholars (Biyela *et al.*, 2018; Msenge & Nzewi, 2021; Dlamini *et al.*, 2021) who highlighted the need to involve stakeholders in all the stages of any projects, as an enabler of IDP success. It is also consistent with the principles and aspirations of PPT and the District Development Model.

### **6.7.3 Transparency**

Transparency is very important in development planning progressions (Braithwaite *et al.*, 2018). This is because it prevents any discomfort and promotes ownership to the beneficiaries, particularly communities. In the study, the component of transparency was ranked number three and accounted for 7.15 % of the variability. A common view that emerged from the analysis was the need for government to create feedback platforms, information sharing and also recognise Traditional leaders as a key stakeholder in the integrated development planning since they are the custodian of land in communal areas. This observation might imply that the grassroots communities are not informed of the municipality affairs, including the core processes such as IDP and Budget because there are no feedback sessions. Thus, communities have lost confidence in the Municipality, which is resulting in community protests. Various scholars (Marambana, 2018; Dlamini & Reddy, 2018) argued that there should be transparency in municipal programmes to enable community buy-in which will improve the delivery of services to the communities. In a similar study, Dlulisa (2013) discovered that municipalities fail to spend their Municipal Infrastructure Grant (MIG) due to community protests caused by the disputes on the criteria used to select IDP projects. Drawing from this, it is clear that transparency is necessary to solicit support and buy-in from the grassroots communities on the IDP.

### **6.7.4 Robust and incessant Communication system**

There is a thin line between transparency and communication in development planning processes (Nowak, 2020). This is based on the fact that, regular feedback or communication is an enabler of transparency. In terms of the PCA, the component of communication was ranked number four and has accounted for 4.96 % of the total variability. To confirm the linkage, the component is ranked just below the transparency component. This observation might imply that communities are not satisfied as far as communication is concerned. A common view amongst the interviewees was that, the communities are not informed of what the municipality is doing and doesn't not have any information regarding the integrated development planning. Additionally, there the Municipality does not convene feedback sessions such as community meetings, Imbizos and Outreach programme to share the information to the communities. These sentiments were echoed by Madzivhandila & Asha (2012) who argued that Ward Councillors do not convene community meetings; they are only invite communities to submit their needs and comment on the draft IDP to secure approval. For this reason, there is a need for regular communication to the communities on

the integrated development planning process. Additionally, there is a need to adjust to the 4IR technologies such as online platforms (social media, Microsoft teams, zoom, webinars) in order to improve the interaction with communities on matters relating to integrated development planning (Xing & Marwala, 2017).

#### **6.7.5 Inclusive integrated service delivery**

The need to adopt an integrated service delivery approach was ranked number five in terms of the CPA and accounted for 4.44 % of the total variability. A common view that emerged from the analysis was that there is misalignment between Municipal IDP projects and sector departments projects. Moreover, projects that are implemented by sector departments are not aligned to the municipal IDP and community needs. For example, RDP houses were built, but due to non-availability of basic infrastructure such as water, roads, electricity and refuse removal, the project was deemed as failure. The project could have been successful if the Municipality had provided infrastructure before the Provincial Department of Human Settlement built the RDP houses. Another example was that of the Department of Education which built a school, only to discover later, that the Municipality had not budgeted for the provision of water and electricity. In this regard, various scholars (Khambule & Mtapuri, 2018; Nowak, 2020; Banda *et al.*, 2021) emphasized the need to adopt an integrated delivery of basic services approach, whereby the different spheres of government and communities agree on the projects to be implemented in a particular area. This will not only serve an enabler to achieve sustainable integrated human settlement by providing all the basic services, but will save money and time since all the government resources will be channelled into one place.

#### **6.7.6 Effective Leadership and Accountability**

Leadership and accountability were ranked as the sixth component of the PCA and accounted for 3.91 % of the total variability. A common views that emerged from the multi-stakeholder workshops analyses was, a need for decision makers such as Municipal Managers and General Managers to be involved in the integrated development planning process. This observation might imply that the communities are not satisfied with the attendance of decision maker during the IDP meetings. A common view amongst the interviewees was that the integrated development planning has been relegated to Junior Officials who cannot commit and take decisions. For example, there are instances where the Junior Officials will engage key stakeholders such as Traditional Leaders and couldn't respond to the issues raised. In support, various scholars (Khambule & Mtapuri, 2018;



Sebake & Mukonza, 2020; Munzhedzi & Phago, 2020) notes that some municipalities conduct the integrated development planning for compliance purposes; hence, decision makers do not see any value of participating in the process. In a similar study, Dlulisa (2013) found that the IDP of Randfontein Local Municipality has failed due to lack of proper leadership and accountability. Drawing from the above, it can be concluded that decision makers must be involved in the entire integrated development planning in order to provide necessary leadership to the process.

### **6.7.7 Monitoring and Evaluation**

Monitoring and evaluation was ranked as the seventh component of the PCA and accounted for 3.53 % of the variability. A common view amongst interviewees was that, there is strong linkage between service delivery and lack of monitoring and evaluation. Additionally, most of Municipal IDPs have failed due to the non-implementation of projects, caused by the poor performance by officials and service delivery. This is in agreement with Adonis (2018) findings that monitoring and evaluation is an effective tool to promote affirmative performance values that enhances development planning interventions such as integrated development planning. Furthermore, Sebake & Mukonza (2020) advances the view that when monitoring and evaluation is implemented successfully, it has the potential to build a stronger basis for achieving intended development results.

### **6.7.8 Capacity to assess and monitor the IDP process**

Knowledge is one of the indicators that depicts the level of development and the potential for one to participate actively in the integrated development planning (Tibane, 2017). Capacity building was ranked number eight in terms of the PCA and accounted for 3.40 % of the total variability. A common view amongst the interviewees was the lack of capacity of key stakeholders to interpret and understand the core municipal processes such as integrated development planning. In support, various scholars (Walt, 2018; Dlamini & Reddy, 2018; Sebake & Mukonza, 2020) argue that grassroots communities are unable to actively participate in integrated development planning due to lack capacity of read the IDP documents which are written in English. For this reason, there is a need for communities to be educated on municipal processes such as integrated development planning to enable them to participate actively in the process.



### **6.7.9 Defined roles of stakeholders in the process**

Lack of stakeholders' empowerment was identified as one of the weaknesses in the integrated development planning. This was confirmed by the results of the CPA, which ranked the definition of stakeholders roles as number nine and accounted for 2.80 % of the total variability. According to Munzhedzi & Phago (2020) stakeholders' empowerment on their roles and responsibilities plays a crucial in development planning instruments such as the IDP because it strengthen their ability to participate in the process. This notion was supported by various scholars (Sebola, 2017; Adonis, 2018; Biljohn, 2019) who highlighted the need for key stakeholders such as Councillors, Ward Committees and Community Development Workers to be capacitated and empowered in order to add value in the integrated development planning value chain. This is in line with the Eyben (2003) ladder of participation which advocates for participatory rights and cultural rights of communities. It is therefore clear that the quality of stakeholders participation is dependent on them understanding their roles and responsibilities in the integrated development planning process.

### **6.7.10 Inclusive and independent Ward based budgeting structure**

Ward based budgeting was cited as one of the important elements to refine the integrated development planning. In terms of the CPA results, it was ranked number ten and accounted for 2.53 % of the total variability. Various interest groups indicated that there is injustice in the allocation of projects. They feel that some wards are benefiting, while others are not. This observation might be caused by the lack of a project prioritisation model which spells out the norms and standards for project and budget allocation in the municipality. Nabatchi *et al.* (2017) advances the view that service delivery needs differ from one ward to the other; it is therefore important to adopt a system that will adequately respond to the needs in an equitable way. Various scholars (Biyela *et al.*, 2018; Dlamini & Reddy, 2018) argue that, instead of applying a blanket approach, service delivery needs should be addressed at the ward level, with each ward allocated its own budget. This will not only address the injustice allocation of projects, but also empower the local people to decide on project and budget allocation in their respective ward.

### **6.7.11 Community awareness**

Lack of community awareness was identified by qualitative and quantitative data as another shortcoming in the integrated development planning. In terms of the CPA results, it was ranked number eleven and accounted for 2.21 % of the total variability. A common view that emerged from the analysis was that they are not aware of the process plan which does not only guide the development of the IDP, but clarify the roles and responsibilities of all the stakeholders involved in the process. These observations can be linked to that of the communication component as discussed below (component number 13) in the sense that the communities are not satisfied with the manner in which the integrated development planning is conducted, particularly with regard to awareness. In support, Banda *et al.* (2021) argue that community education on core municipal processes such as integrated development planning is necessary in order to equip the communities with knowledge to enable them to participate actively in the process. For this reason, the use of community awareness platforms such as Civic education sessions, Community meetings, Podcasting, Imbizos and Outreach programmes is important.

### **6.7.12 Collaboration by local stakeholders in designing assessment criteria**

The need for collaboration between spheres of government and communities was ranked as the second last component to be considered to refine the integrated development planning. It accounted for 2.05 % of the total variability. A common view that emerged from the analysis was the establishment of inclusive structures comprising of local people and government to address silo planning and also to ensure that the IDP respond to the needs of the communities. In support, Khambule (2021) advances the view that the introduction of the District Development Model (DDM) will create an enabling environment for government and communities to work together in addressing service delivery challenges. This is also in consistent with the aspirations of the DDM which seek to address the challenge of government working in isolation, lack of coherence in development planning and improving the delivery of service to the communities (Department of Cooperative Governance and Traditional Affairs, 2020). It is clear that the collaboration is very important in promoting integrated development planning.

### **6.7.13 Credible and common user-friendly system for judging the process**

A credible and user friendly criteria was ranked as the last component and accounted for 1.92 % of the total variability. A common view amongst the interviewees was the need for a common criteria, which should be less technical and user friendly, to measure the

performance of the integrated development planning process. This according to Alexander (2002) will not only provide norms and standards of a credible process, but also clarify the role of the community in the process. Various scholars (Sebake & Mukonza, 2020; Masiya *et al.*, 2021) noted that the criteria used by the Department of Cooperative Governance and Traditional Affairs (COGTA) to assess the IDP is too much technical and does not assist the integrated development planning to respond to the needs of the communities. For this reason, there is a need for a credible and user-friendly system to assess the quality of phases of the integrated development planning.

## **6.8 The refined integrated development planning**

### **6.8.1 Refined integrated development planning**

The notion of refining integrated development planning is derived from the modifications and changes that have been encompassed in the current process implemented by all the Municipalities in South Africa, in line with section 25 of the Municipal Systems Act, Act 32 of 2000. The model was developed using the existing phases of the integrated development planning. Each phase was assessed in order to identify gaps, with a view to improve its quality within the context of compact value chain.

According to the results in Chapter 5, the current phases of the integrated development planning system are functionally efficient, except the project and integration phases. The results show that the separation of the phases is causing misalignment and unequal distribution of resources. This has weakened the IDP in terms of the tool working as a mechanism in fast-tracking services to the communities. Lack of stakeholders' participation was identified as a critical weakness in all the phases of the integrated development planning. Key planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication were suggested as crucial in facilitating integrated development planning.

In short, the new refined process entails the amalgamation of the project and integration phases, compulsory inclusive stakeholder participation in all the phases and the infusion of key planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication) into the integrated development planning (Figure 7.1).

### ***6.8.2 Training kit for the refined integrated development planning***

The refined integrated development planning will use the training guide packs which have been developed by the Department of Provincial and Local Government, currently known as the Department of Cooperative Governance and Traditional Affairs. This is because the revised process does not replace any activity in the current process, which have already been spelled out in the guide packs. The revision entails updating and improving relevant sections. For example, the project and integration phases have been amalgamated to ensure coherent project planning and implementation. Inclusive stakeholders participation is made compulsory in all the phases of the integrated development planning, to solicit community by-in and improve quality of individual phases which is crucial in compact value chain. A brochure has been created detailing the revised integrated development planning (Figure 7.2). The brochure demonstrates the changes made in the process and also specify the required activities according to individual phases. As part of the ethical considerations, position papers, policy briefs and workshops will be conducted after the thesis has been accepted.

### ***6.8.3 Pilot testing or validating the refined integrated development planning***

The data analysis on the refined integrated development planning was tested and validated using Principal Component Analysis. The principal components that were used in refining the integrated development planning were isolated to determine those that accounted for higher variance (section 5.8 of Chapter 5). At the end, thirteen components which accounted for 83 % were selected. The thirteen components correlated with the issues received from the data collection. For example, some of the thirteen components, include amongst others, inclusive decision making, community involvement and by-in, transparency, communication and information sharing, ward-based budgeting, integrated service delivery. For this reason, it can be affirmed that the revised process was tested and validated in theory.

The revised integrated development planning was presented at the Research Seminar in Ehlanzeni District and District IDP Managers Forum on 15 June 2020 and 17 August 2021 respectively and was supported, with few inputs. Central to the inputs was the need for compulsory stakeholders' participation in all the phases of integrated development planning.

## **CHAPTER 7: SUMMARY OF MAJOR FINDINGS, RECOMMENDATIONS AND CONCLUSIONS**

### **7.1 Introduction**

The main objective of the study was to develop a refined integrated development planning process for Mbombela Local Municipality. The study was necessitated by the failure of the adopted integrated development planning to fulfil its obligations to promote community participation and fast-track the provision of service delivery resulting in persistent protests in most Municipalities. To achieve the main objective, five specific objectives were formulated which correspond to the steps taken in developing a refined process for integrated development planning. The specific objectives sought to; determine the preferred major criteria for assessing the quality of each phase of integrated development planning, evaluate the extent to which key stakeholders play their designed roles in formulating the IDP, identify major weaknesses of each phase of the integrated development planning value chain, analyse the legal framework governing the integrated development planning and develop a refined integrated development planning for Mbombela Local Municipality and Municipalities with similar characteristics.

The principles of public participation theory as advanced by Dinbabo (2003) together with literature from various experts on public participation were used to guide the study towards achieving the objective of developing a refined integrated development planning. The study followed a sequential exploratory mixed methods design and used a triangulation of legislative analysis, multi-stakeholder workshops, interviews and questionnaires. The qualitative data was analysed using the thematic content analysis and ATLAS.ti while quantitative data was analysed by Statistical Package for Social Sciences. The analysis was authenticated using the Principal Components Analysis. This chapter provides a summary of the major findings, conclusions and recommendations. Conclusions drawn here are closely linked to the objectives of the study. An account of how the study contributes to the body of knowledge regarding the theoretical underpinnings of the concept of integrated development planning where there is inclusive participation of all the stakeholders as outlined in Figure 7.1 is given.

## **7.2 Major findings in relation to the research objectives**

This section outlines how the objectives of the study were achieved with respect to addressing the theoretical and inclusive way of refining the integrated development planning. This was done to demonstrate the validity of the results as far as the research problems were concerned. Table 7.1 shows the summary of the major findings of the five objectives of the study. Described below are major findings of the study.

### ***7.2.1 Preferred criteria for assessing the quality of phases of integrated development planning***

The study identified the stakeholder participation and ownership, leadership and accountability, impact and outcome-based, compact value chain, and monitoring and evaluation as the preferred major criteria to assess the quality of phases of the integrated development planning in Mbombela Local Municipality. Key stakeholders, including communities, were not satisfied with the current process of integrated development planning because they were side-lined in several phases of the process. Thus, the need to consult grassroots communities in the entire value chain to promote inclusion, transparency and solicit community buy-in to the process (Madzivhandila & Asha, 2012; Sebola, 2017). The need for decision makers such as municipal managers and other senior managers to participate actively in integrated development planning was identified as a criteria to strengthen leadership support and enhance accountability with respect to the quality of the process.

The concept of impact and outcome-based approaches were regarded as another criteria for assessing quality of integrated development planning. For this reason, the configuration of the IDP and community priorities was cited as necessary to improve the process. Similarly, effective monitoring and evaluation were identified as adjoining criteria that would enhance quality in integrated development planning. The need for regular progress monitoring and reporting of each phase was recommended as a potential way of improving the quality of integrated development planning in local municipalities with the similar characteristics of Mbombela Local Municipality.

**Table 7.1 Summary of key findings on refining integrated development planning**

Objective	Problems	Major Findings	Recommendations
To determine the major preferred criteria for assessing the quality of phases of integrated development planning	No formal criteria to assess the credibility of phases of integrated development planning  Lack of stakeholders consultation in the phases of integrated development planning	Five major criteria, i) Stakeholder participation and ownership, ii) leadership and accountability, iii) impact and outcome-based, iv) compact value chain, and v) monitoring and evaluation	Consult grassroots communities in all the phases  Need for transparency and community buy-in into the process  Decision makers to participate in the process
To determine the extent to which key stakeholders played designated roles in formulating the IDP	Lack of stakeholders consultation in the entire process  No legal framework to enforce stakeholder participation in all the phases	Key stakeholders, including grassroots communities, were not involved in the formulation of the IDP  Key stakeholders were only requested to submit community needs during the analysis phase and to comment on the draft IDP to secure approval of the final plan	Compulsory stakeholder participation in all the phases
To analyse the major weaknesses in the phases of the IDP value chain	No legal framework to measure the credibility of IDP	Five major weaknesses, i) stakeholder participation, ii) shortage of skills, iii) lack of integrated planning, iv) lack of baseline data and v) lack of monitoring and evaluation	Compulsory stakeholder participation in the IDP value chain  Awareness and training
To analyze the legal framework governing the integrated development planning	Gap in the legislations to enforce stakeholders participation in all the phases of the integrated development planning	IDP is considered to be a municipality plan. Sector departments do not participate.  The level at which the communities must be involved in the IDP is not clarified.  There is misalignment between the status of SDF in the IDP.	Introduce the DDM framework to compel all the spheres of government to participate actively in the IDP process The Municipal Systems Act to be amended to specify the level at which communities must participate in the IDP  A legal clarity be sought on the status of SDF in the IDP
Refined process to facilitate integrated development planning in Mbombela Local Municipality	The current process is not effective to curb persistent service delivery protests	A new process is developed (Figure 7.1 and 7.2)  Compulsory inclusive stakeholder participation is proposed for all the phases.  Project and integration stages is integrated to constitute one phase.  Infusion of key planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication.	

### **7.2.2 Extent to which key stakeholders played designated roles in formulating the IDP**

It was observed that key stakeholders, including grassroots communities, were not involved in the formulation of the IDP. Stakeholders such as Councillors, Ward Committees, Community Development Workers, Organised business, Community leaders, Traditional Leaders Representatives and War rooms were identified to be key in the integrated development planning. Stakeholders were not satisfied with the manner in which the model of integrated development planning was being implemented because they were not afforded the opportunity to participate in the process despite it being a legal requirement. The stakeholders were only requested to submit community needs during the analysis phase and to comment on the draft IDP to secure approval of the final plan. For this reason, compulsory stakeholder participation in all the phases of integrated development planning is recommended to ensure inclusive buy-in. This is in line with the aspirations of the Public Participation Theory and District Development Model (DDM), which promotes community involvement in all government processes, including the integrated development planning (Biyela *et al.*, 2018; Dinbabo, 2003, Department of Cooperative Governance and Traditional Affairs, 2020b). Such a process builds community trust and social cohesion, and has the potential to curtail service delivery protests that are worsening (Masiya *et al.*, 2021).

### **7.2.3 Major weaknesses in the phases of the IDP value chain**

The study identified lack of stakeholder participation, lack of integrated planning, shortage of skills, lack of baseline data and lack of monitoring and evaluation as the major weaknesses of the phases of the integrated development planning. Stakeholders were are not involved in integrated development planning. Instead of consulting to solicit buy-in, stakeholder participation was done for compliance purposes only. A compulsory stakeholder participation in each phase of the integrated development planning was suggested as a way of bringing all stakeholders, including grassroots communities on board to contribute their views to facilitate the planning process. Misalignment between the municipality projects, sector department projects and the community priority needs was identified as another weakness in the IDP value chain. Merging of projects and integration phases to form one phase was recommended to bridge the gap of project integration in the integrated development planning. This is in line with the aspirations of the Public Participation Theory which advocates for inclusion in the development planning



processes (Cornwall, 2008, Dinbabo, 2003). Conversely, the integrated delivery of basic services, ward-based budgeting system and sustainable community awareness campaigns were suggested to enhance the integrated development planning (Sebake & Mukonza, 2020; Banda *et al.*, 2020).

Stakeholders were found not having the necessary skills to conduct service delivery assessments reports of their area. For this reason, community awareness and training of key stakeholders were suggested as crucial in equipping grassroots communities with the knowledge and skills relevant for integrated development planning. This is in line with Tibane (2017) view that regular awareness and training improves the level of stakeholders participation in the integrated development planning.

#### **7.2.4 Analysis of legal framework governing integrated development planning**

The study reveal that there is sufficient legal framework for the integrated development planning. This includes the legal framework such as the Constitution of the Republic of South Africa Act, No. 108 of 1996, the White Paper on Local Government, 1998, the Municipal Systems Act, No. 32 of 2000, Municipal Planning and Performance Management Regulations, 2001, the Municipal Finance Management Act, No. 56 of 2003, Intergovernmental Relations Act, No. 13 of 2005, the Spatial Planning and Land Use Management Act, No. 16 of 2014, the District Development Model of 2019 and the White Paper on Science, Technology and Innovation, 2019. Any failure in the integrated development planning can therefore not be linked with the shortcoming in the policy.

The study reveal that the level at which the communities must be involved in the integrated development planning process has not be clarified by the legislation. Sector departments do not participate in the integrated development planning because they regard it as a Municipality obligation. There is also misalignment between the status of Spatial Development Framework in the IDP. For this reason, the Municipal Systems Act should be amended to enforce compulsory stakeholders participation in the integrated development planning process and also specify the level at which communities must participate in the process. An introduction of the DDM

framework is suggested to compel all the spheres of government to participate actively in the integrated development planning process. Finally, a legal clarity be sought on the status of SDF in the IDP.

### **7.2.5 Refined process to facilitate integrated development planning in Mbombela Local Municipality**

A new refined integrated development planning for Mbombela Local Municipality is recommended (Figure 7.1). The refined process is supplemented by a brochure (Figure 7.2) which demonstrates the changes made in the current process and specify the required activities according to individual phases. In short, the refined process highlights that project and integration stages should be integrated to constitute one phase. This is in line with various scholars (Sakiwo, 2020; Khambule, 2021) who underlined the need to strengthen the integration of government plans in order to improve the delivery of services to the communities. Increasingly, the proposal bridges the gap in literature on the scourge that there is no alignment between IDP projects and community needs (Tibane, 2017; Masiya *et al.*, 2021).

Compulsory inclusive stakeholder participation is proposed for all the phases. The proposal bridges the gap of lack of grassroots communities participation in the integrated development planning. It is also in line with the aspirations of the Public Participation Theory (Carnwall, 2008; Dindabo, 2003) and various scholars (Biyela *et al.*, 2018; Sakiwo, 2020) who asserted that each phase of the integrated development planning must be subjected to stakeholders scrutiny prior finalisation to solicit community buy-in to the process. Key planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication are infused in the refined process to enhance its functioning considering the fact that planning evolves with time and circumstances (Channing, 2020).

### **7.3 Contribution to the Body of Knowledge**

The study on "Refined Integrated Development Planning Process for Mbombela Local Municipality of Mpumalanga Province in South Africa" makes a significant contribution to academic scholarship in the field of rural development planning. A critical analysis of the current situation in Mbombela Local Municipality is provided, including its limitations and challenges. This analysis highlights the need for a refined IDP process, taking into account the specific context of Mbombela and addresses the identified challenges.

Failure of the current IDP process to effectively address key challenges such as poor service delivery, inadequate infrastructure and poverty was highlighted. Limited stakeholder participation and coordination among different sectors and government Departments, which often results in fragmented development interventions, was revealed. It is worth noting that the analysis of the current IDP process contributes to scholarship through providing a comprehensive understanding of the challenges facing development planning in Mbombela Local Municipality.

Apart from critical analysis of the current IDP process, a refined IDP process tailored to the specific needs of Mbombela Local Municipality has been provided. The proposed IDP process is based on an extensive review of relevant global literature and empirical data collected via interviews and surveys with key stakeholders. It offers a more coordinated and coherent approach to development planning and provides recommendations for improving stakeholder participation and accountability. The phased process that has been proposed includes identification of development needs and priorities, setting goals and targets, formulation of strategies and action plans, allocation of resources, implementation of interventions, and monitoring and evaluating progress. Also emphasized is the importance of stakeholder participation and coordination among different sectors and Departments. It is worth pointing out that the proposed IDP process contributes significantly to academic discourse because it offers a practical solution for improving development outcomes.

Overall, it can be concluded that the study has contributed to scholarship through advancing knowledge in the field of rural development planning in a Local Municipality where urban and rural development are interconnected and provided practical solutions for improving social change outcomes. The study provides a critical analysis of the current process and proposes a refined IDP alternative that is tailored to the specific needs of Mbombela Local Municipality. The proposed IDP process might be a model for Municipalities facing similar challenges and has the potential to contribute to the achievement of sustainable development goals.

## **7.4 Conclusion**

The model of integrated development planning has proven to be an important planning tool to assist government to work together with grassroots communities in delivery basic services. For the process to achieve its objectives, there should be regular refinement to bridge any gap which

might negatively affect its performance thereto (Grant *et al.*, 2018; Munzhedzi & Phago, 2020; Nowak, 2020).

The current integrated development planning has failed to deliver according to its expectations because grassroots communities were not involved in all the phases of the process. This might have been the reason why the Mbombela Local Municipality experienced persistent service delivery protests. Thus, there is a need for compulsory stakeholders participation in all the phases of integrated development planning. This will require an amendment on the Municipal Systems Act, 2000 to prescribe compulsory involvement of communities in the phases of integrated development planning.

In the study, it was uncovered that the IDP projects of Mbombela Local Municipality were not aligned to the service delivery needs of communities. For this reason, there is a need to merge the project and integration phases to constitute one phase to ensure project integration in the entire value chain. Lastly, there is a need to infuse the planning elements such as digital participation, ward-based budgeting, integrated service delivery, integrated community awareness and communication in the refined process integrated development planning to enhance its functioning considering the fact that planning evolves with time and circumstances.

### **7.5 Limitations of the Study**

The fact that only stakeholders and officials who are involved in the integrated development planning in Mbombela Local Municipality participated in the study is a potential limitation. The participation of the ordinary community members could have given broader views on the integrated development planning than the minority view.

The fact that multi-stakeholder workshop without break away sessions were chosen to collect qualitative data instead of focus group discussion is another potential limitation. Focus group discussions could have given the better results considering the fact that data was going to be disaggregated per discipline. However, this might have created a risk of “blaming game” whereby stakeholders would blame others instead of providing solutions to the problems.

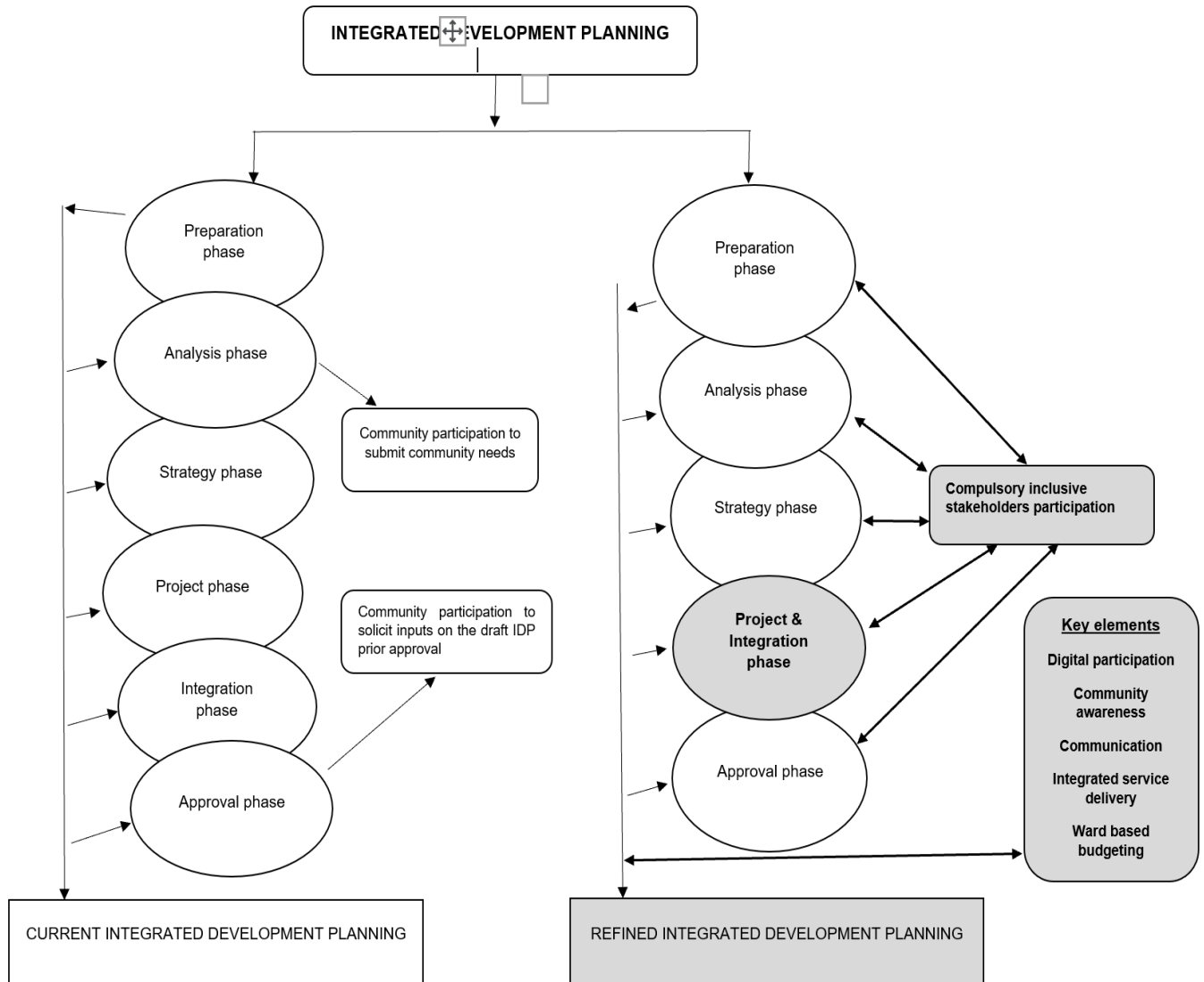
## 7.6 Recommendations

Findings of this study offer several recommendations and further research:

- i) A refined integrated development planning as outlined in Figure 7.1 above is recommended. This will not only improve the integrated development planning to fast-track the delivery of services to the communities in line with the Public Participation Theory (Cornwall, 2008; Dinbabo, 2003), various scholars (Nabatchi *et al.*, 2017; Munzhedzi & Phago, 2020; Dlamini, 2021) and legal imperatives (RSA, 1996, RSA, 2000, RSA, 2003), but bridges the gaps of community trust in government, especially local government. The process will also be of benefit to policy makers, planners and the Department of Cooperative Governance and Traditional Affairs, who have an interest in integrated development planning, in general.
- ii) A study to evaluate the refined integrated development planning should be conducted. This will enable better decision making if the refined process is implemented at a national level.
- iii) In the study, ward-based budgeting was identified as one of the solutions to address the unequal allocation of IDP projects to the communities. Therefore, there is a need to investigate the feasibility and affordability of ward-based budgeting. This will assist the Mbombela Local Municipality to determine whether the approach is affordable or not and clarify the concerns raised by Khambule (2021) that many Municipalities in South Africa are not financial viable and cannot implement any program, including the IDP.
- iv) In the study, a gap was identified regarding the legal status of the Spatial Development Framework (SDF) in the IDP. This was informed by the contradiction between the Municipal Systems Act which consider the SDF as a component of the IDP while the Spatial Planning and Land Use Management Act considers the SDF as a long time framework which should guide all the plans

including the IDP (Mamokhere, 2021; Monama *et al.*, 2022). For this reason, the study recommends that a legal clarity must be sought on the status of the two legislative planning tools.

- v) Further research on the effects of District Development Model (DDM) on the integrated development planning is recommended. This is motivated by the fact that DDM was introduced to ensure integrated planning; the function which is embedded in the integrated development planning (Khambule, 2021). The investigating will therefore help to ensure practical alignment between the two planning instruments. This will also help to determine whether there is a need to continue applying phases of the integrated development planning, in the existence of the District Development Model. The research will also assist to determine where there is a need to amend the Constitution of the Republic South Africa to regard integrated development planning as a process which should be implemented by all the three spheres of government, despite the introduction of the District Development Model.
- vi) Further research on planning tools such as the integrated development planning should be conducted regularly to keep updated information, new innovative methods and disseminate the information to the grassroots communities as the environment keeps on changing. This will assist planners and decision makers to take informed decisions and raise awareness to communities on latest information.



**Figure 7.1** Refined process for an integrated development planning

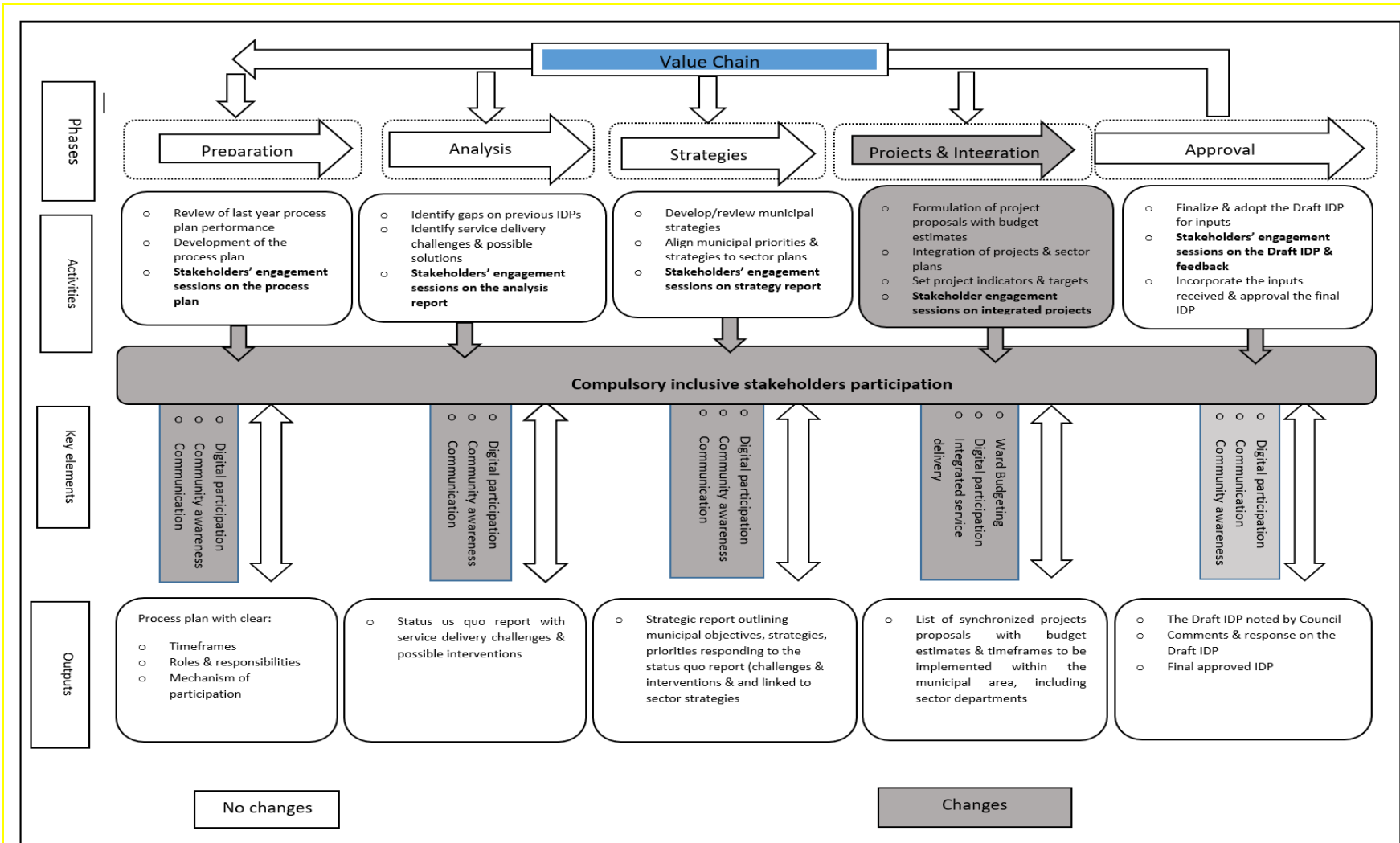


Figure 7.2 Detailed refined process for an integrated development planning



## REFERENCES

- Adonis, V.A. & Walt, F. 2017. Measurement of implementation of integrated development planning: a conceptual framework for South African Municipalities. *African Journal of Public Affairs*, **9 (7)**: 41-51.
- Adonis, V.A. 2018. Performance management system for strategy implementation in local government: an integrated development planning perspective. *Journal of Public Administration*, **53 (2)**: 259-275.
- African National Congress. 1994. *The Reconstruction and Development Programme*. Troyeville: Aloe Communications.
- Aldrich, D. 2019. Challenges to coordination: understanding intergovernmental friction during disasters. *International Journal for Risk Sciences*, **10 (1)**: 306-316.
- Alexander, E.R. 2022. On planning, planning theories and practices: A critical reflection. *Planning Theory*, **0 (0)**: 1-31.
- Arnstein, S.R. 1969. A ladder of citizen participation. *Journal of the American Institute of Planners*, **35 (4)**: 216-224.
- Asha, A.A. & Makalela, K.I. 2020. Challenges in the implementation of integrated development plan and service delivery in Lepelle Nkumpi Municipality, Limpopo Province. *International Journal of Economics and Finance Studies*, **12 (1)**: 1-5.
- Ayentimi, D.T. & Burgess, J. 2019. Is the fourth industrial revolution relevant to sub-Saharan Africa? *Technology Analysis & Strategic Management*, **31 (6)**: 641-652.
- Baloyi, M.L. & Lubanga, E.N. 2017. 'After Izimbizo, what next? A participatory development communication approach to analyzing feedback by the Limpopo Provincial Government to its citizens'. *The Journal for Transdisciplinary Research in Southern Africa*, **13 (1)**: 1-7.
- Banda, B., Niekerk, L., NemaKonde, L. & Granvork, C. 2021. Integrated development planning in Zambia. Ideological lens, theoretical underpinning practices, views of the planners. *Development Southern Africa*, **39 (2)**: 1-16.
- Banda, B., Niekerk, L., NemaKonde, L. & Granvork, C. 2020. Integrated development planning and related financing practices: a comparison case study of Zambia and South Africa. *Journal of Public Administration*, **55 (1)**: 44-59.

Baum, H. 2015. Planning with half a mind: Why planners resist emotion. *Planning Theory & Practice*, **16 (4)**: 498-515.

Beauregard, R.A. 2020. *Advanced Introduction to Planning Theory* Cheltenham, UK: Edward Elgar.

Biljohn, M.I. 2019. Developing the participatory capacity of South African citizens in municipal service delivery through social innovation. *Politeia*, **38 (2)**: 1-9.

Biyela, A.C., Nzimakwe, T.I., Mthuli, S.A. & Khambule, I. 2018. Assessing the role of intergovernmental relations in strategic planning for economic development at local government level: a case study of *Umkhanyakude* District Municipality. *Journal of Gender, Information and Development in Africa*, **7 (2)**: 221-239.

Braithwaite, J., Churruca, K., Long, J. C., Ellis, L.A. & Herkes, J. 2018. When complexity science meets implementation science: a theoretical and empirical analysis of systems change. *BMC Medicine*, **16 (63)**: 1-14.

Brinkley, C. & Hoch, C. 2021. The ebb and flow of planning specializations. *Journal of Planning Education and Research*, **41(1)**: 79–93.

Chambers, R. 2009. So that the poor count more: using participatory methods for impact evaluation. *Journal of Development Effectiveness, Taylor & Francis Journals*, **1 (3)**: 243-246.

Chambers, R. 2003. *Whose Reality Counts? Putting the first last*, ITDG Publishers.

Channing, J. 2020. The use of technology, 4IR, to manage municipal business. *CIGFARO Journal (Chartered Institute of Government Finance Audit and Risk Officers)*, **21 (2)**: 1-4.

Chettiparamb, A. 2019. Responding to a complex world: explorations in spatial planning. *Planning Theory*, **18 (4)**: 429-447.

Chigudu, A. 2021. Influence of colonial planning legislation on spatial development in Zimbabwe and Zambia. *Journal of Urban Planning and Development*, **147 (1)**: 1-9.

Child, J. & Hsieh, L. 2014. Decision mode, information and network attachment in the internationalisation of SMEs: A configurational and contingency analysis. *Journal of World Business*, **49 (4)**: 598-610.

Chimhowu, A.O., Hulme, D. & Munro, L.T. 2019. The 'New' national development planning and global development goals: Processes and partnerships. *World Development*, **120**: 76-89.

Coetzee, P.J.V.V. 2010. Not another 'night at the museum': 'moving on' – from 'developmental' local government to 'developmental local state'. *Town and Regional Planning Journal*, **54**: 18-28.

Coetzee, P.J.V.V. 2012. The transformation of municipal development planning in South Africa (post 1994): Impressions and impasse. *Town and Regional Planning Journal*, **61**: 10-20.

Collinge, C., Gibney, J. & Mabey.C. 2010. Leadership and place. *Policy Studies*, **31 (4)**: 367-378.

Creswell, J. W. & Clark, V. L. P. 2017. *Designing and Conducting Mixed Methods Research* (3rd). SAGE publications.

Damayanti, R. & Syarifuddin, S. 2019. The inclusiveness of community participation in village development planning in Indonesia, *Development in Practice*, **30 (5)**: 624-634.

Department of Provincial and Local Government. 2000. *IDP Guide Packs*. Pretoria: UNDP.

Department of Cooperative Governance and Traditional Affairs. 2020a. *Towards a district development model*: National Technical Planning Forum. Pretoria: COGTA.

Department of Cooperative Governance and Traditional Affairs. 2020b. *The District Development Model*. Pretoria: COGTA.

Dinbabo, M.F. 2003. *Development theories, participatory approaches and community development*. Unpublished paper. Bellville: Institute for Social Development, University of Western Cape.

Dlamini, B.I., Zogli, L.J. & Hlongwane, T. 2021. Assessing the Integrated Development Plan as a performance management system in a Municipality. *International Journal of Entrepreneurship*, **25 (1)**: 1-21.

Dlamini, B. & Reddy, P.S. 2018. Theory and practice of integrated development planning: a case study of Umtshezi Local Municipality in the KZN Province of South Africa. *African Journal of Public Affairs*, **10 (1)**: 1-24.

Dlulisa, L. 2013. *Evaluating the credibility of the integrated development plan as a service delivery instrument in Randfontein Local Municipality*. Unpublished Masters Dissertation, University of Stellenbosch.

Eyben, R., Harris, C. & Pettit, J. 2006. Introduction: Exploring power for change. *Institute of Development Studies Bulletin*, **37 (6)**: 1-10.

Faludi, A. 2013. *A Reader in Planning Theory*, Pergamon Press, Oxford.

Farrington, M. & Fal Dutra Santos, R. 2020. *Resources for community engagement during Covid-19*, COVID-19 Protection Guidance, Oxfam.

Francis, J., Nyamukondiwa, P. & Hagenmeier, C. 2021. "How can rural-based universities harness the fourth industrial revolution to strengthen community engagement beyond national borders?,". *Journal of Community Engagement and Scholarship*, **13 (2)**:15.

Freetown City Development Plan. 2018-2019.[www.slurc.org/uploads/1/0/9/7/109761391/freetown\\_city\\_development\\_plan.pdf](http://www.slurc.org/uploads/1/0/9/7/109761391/freetown_city_development_plan.pdf).

Grant, J. L., Beed, T., & Manuel, P. M. 2018. Integrated community sustainability planning in Atlantic Canada: Green-washing an infrastructure agenda. *Journal of Planning Education and Research*, **38 (1)**: 54–66.

Gorelik, M. 2005. *Decentralisation, service delivery and the "Rehovot Approach" to integrated development*. Rehovot: Weitz Center for Development Studies.

Harrison, R., Blickem, C., Lamb, J., Kirk, S. & Vassile, I. 2019. Asset-based community development: narratives, practice, and conditions of possibility – qualitative study with community practitioners. *SAGE Open*, 1-11.

Hlongwane, T. & Nzimakwe, T.I. 2018. Towards a municipal infrastructure and finance model for local government: a case of uMgungundlovu District Municipality. *Politeia*, **37 (1)**: 1-21.

Honahefsky, W. 2019. *Ecologically based municipally land use planning*, Taylor and Francis, Nowy Jork.

Huq, E. 2020. Seeing the insurgent in transformative planning practices. *Planning Theory*, **19 (4)**: 371-391.

Katungi, E. 2006. 'Social capital and technology adoption: The case of banana production technology in Uganda'. PhD Thesis. Department of Agricultural Economics, Extension and Rural Development, University of Pretoria.

Khambule, I. 2021. the district development model: towards a capable local developmental state in South Africa. *Journal of Public Administration*, **56 (3)**: 507-523.

Khambule, I. & Mtapuri, O. 2018. Interrogating the institutional capacity of local government to support local economic development agencies in KwaZulu-Natal Province of South Africa. *African Journal of Public Affairs*, **10 (1)**: 25-43.

Ledger, T. 2020. The logic of appropriateness': understanding non-compliance in South African local government, transformation: critical perspectives on southern Africa. *Transformation: Critical Perspectives on Southern Africa*, **103**: 36-58.

Lunga, S.N., Lubbe, S. & Meyer, J. 2019. uMshwathi Municipality's procurement planning and its effect on service delivery. *Journal of Public Administration*, **54 (3)**: 435-446.

Maharaj, B. 2020. South African urban planning in the twentieth & twenty-first centuries – continuities between the Apartheid & Democratic eras. *Urban and Regional Planning and Development*, 101-112.

Mamokhere, J. 2021. Evaluating the impact of service delivery protests in relation to socio-economic development: a case of Greater Tzaneen Local Municipality, South Africa. *African Journal of Development Studies*, 2021 (1): 79-96.

Mangwanya, M.G. 2019. Assessment of intergovernmental relations for efficiency and effectiveness of service delivery in Buffalo City Metropolitan Municipality (BCMM), South Africa. *Journal of Public Administration and Development Alternatives*, **4 (2)**: 49-59.

Marambana, N. 2018. *An analysis of stakeholder engagement in the integrated development planning process: A case of Blue Crane Route Local Municipality*, Faculty of Commerce, Rhodes Business School, Rhodes University, South East Academic Libraries System.

Mashamaite, K. & Lethoko, M. 2018. Role of the South African local government in local economic development. *International Journal of eBusiness and eGovernment Studies*, **10 (1)**: 114-119.

Masiya, T., Mazenda, A. & Gwabeni, T.N.S. 2021. Participatory budgeting in a South African Local Municipality. *International Journal of Management Practice*, **14 (3)**: 325-342.

Masiya, T., Davids, Y.D. & Mazenda, A. 2019. 'Effective public participation in municipal service delivery: the case of Nyanga Township'. *Administration Publication*, **27 (3)**: 27-47.

Masiya, T., Davids, Y.D. & Mangai, M.S. 2019. Assessing service delivery: public perception on municipal service delivery in South Africa. *Theoretical and Empirical Researches in Urban Management*, **14 (2)**: 20-40.

Mathebula, N.E. 2018. *IDP implementation and the enhancement of service delivery: is there a link?* Proceedings of International Conference on Public Administration and Development Alternatives.

Mathebula, N.E. & Sebola, M.P. 2019. Evaluating the Integrated Development Plan for service delivery within the Auspices of the South African Municipalities. *African Renaissance*, **16 (4)**: 113-131.

Mbombela Local Municipality. 2001. *Integrated Development Plan*, Nelspruit, South Africa.

Mbombela Local Municipality. 2006. *Integrated Development Plan*, Nelspruit, South Africa.

Mbombela Local Municipality. 2011. *Integrated Development Plan*, Nelspruit, South Africa.

Mbombela Local Municipality. 2020. *Integrated Development Plan*, Nelspruit, South Africa.

Mbombela Local Municipality. 2019. *Mbombela service delivery protests report*, Nelspruit, South Africa.

Mickiewicz, P., Nowak, M.J., Mickiewicz, B. & Zvirbule, A. 2020. Environmental protection and integrated development planning in local spatial policy on the example of Poland. *Annales Universitatis Apulensis Series Oeconomica*, **22 (1)**: 11-18.

Monama, S.A., Mokoeele, N.J. & Mokgotho, K.D. 2022. South African spatial planning fragmentation: repealing the apartheid planning imprint. *International Journal of Entrepreneurship*, **26**: 1-11.

Molefe, P. & Manamela, M.G. 2021. The spatial spread of violent service delivery protests in South Africa: a question of demonstration effect versus genuine calls. *African Journal of Peace and Conflict Studies*, **10 (3)**: 59-73.

Mohammadi, S.H., Norazizan, S. & Nikkhah, H.A. 2018. Conflicting perceptions on participation between citizens and members of local government. *Quality and Quantity*, **52 (4)**: 1761–1778.

Moroni, S. 2019. Constitutional and post-constitutional problems: reconsidering the issues of the public interest, agonistic pluralism and private property in planning. *Planning Theory*, **18 (1)**: 5–23.

Moyo, H.T.T., Zuidgeest, M. & Delden, H. 2021. Lessons Learned from applying an Integrated Land Use Transport Planning Model to address issues of social and economic exclusion of marginalised groups: the case of Cape Town, South Africa. *Urban Science*, **5 (1)**: 1-23.

Morse, J. M. 2016. *Mixed method design: Principles and procedures*, Routledge.

Mpumalanga Provincial Government. 2019. *War report*, Mpumalanga Province, Nelspruit.

Msenge, P. & Nzewi, O. 2021. A proposed citizen participation-public trust model in the context of service delivery protests in South African local government. *Journal of Local Government Research and Innovation*, **2**: 1-10.

Municipal Demarcation Board, 2017. Municipal Boundaries.

<http://www.demarcationboard.org.za>

Mudimeli, R.N. 2018. *Determining the functionality of traditional leadership councils as agents of rural development in Vhembe District, South Africa*. Unpublished PhD Thesis, University of Venda.

Munzhedzi, P.H. 2020. Evaluating the Efficacy of Municipal Policy Implementation in South Africa: Challenges and Prospects. *African Journal of Governance and Development*, **9 (1)**: 89-105.

Munzhedzi, P.H. 2021. An evaluation of the application of the new public management principles in the South African Municipalities. *Journal of public affairs*, **21 (1)**: 1-8.

Munzhedzi, P.H. 2017. A reflection on the relationship between performance management and training in the South African public service. *SA Journal of Human Resource Management*, **15**: 1-7.



Munzhedzi, P.H. & Phago, K. 2020. Necessitating a germane developmental local government agenda in South Africa: A Post COVID-19 contemplation. *African Journal of Governance and Development*, **9 (1)**: 181-199.

Nabatchi, T., Sancino, A. & Sicilia, M. 2017. 'Varieties of participation in public services: the who, when, and what of coproduction'. *Public Administration Review*, **77 (5)**: 766–776.

Nomdo, A., Masiya, T. & Khambule, I. 2019. A review of spaces of local participation to promote service delivery in South Africa. *Journal of Human Ecology*, **65 (1–3)**: 41–51.

Nowak, M.J. 2020. Integrated development planning and local spatial policy tools. *Journal of Economics & Management*, **41 (3)**: 69-86.

Nyangena, W. 2005. 'The Effect of Social Capital on Technology Adoption: Empirical evidence from Kenya', Working Paper, Department of Economics, Gothenburg University, Gothenburg, Sweden.

Othengrafen, F. & Levin-Keitel, M. 2019. Planners between the chairs: how planners (do not) adapt to transformative practices. *Urban Planning*, **4 (4)**: 111–138.

Patton, M.Q. 2002. *Qualitative research and evaluation methods*. 3rd Sage Publications; Thousand Oaks.

Pieterse, M. 2020. Anatomy of a crisis: structural factors contributing to the collapse of urban municipal governance in Emfuleni, South Africa. *Urban Forum*, **32**: 1-15.

Republic of South Africa. 1996. *The Constitution of South Africa Act*, Act No.108 of 1996, Pretoria, Government Printers.

Republic of South Africa. 1998. *White Paper on Local Government*. Pretoria, Government Printers.

Republic of South Africa. 2000. *Local Government Municipal Systems Act*, Act No. 32 of 2000, Pretoria, Government Printers.

Republic of South Africa. 2001. *Municipal Planning and Performance Management Regulations*, Pretoria, Government Printers.

Republic of South Africa. 2003. *Local Government Municipal Finance Management Act*, Act No. 56 of 2003, Pretoria, Government Printers.



Republic of South Africa. 2005. *Intergovernmental Relations Act*, Act No.13 of 2005, Pretoria, Government Printers.

Republic of South Africa. 2014. *Spatial Planning and Land Use Management Act*, Act No.16 of 2014, Pretoria, Government Printers.

Republic of South Africa. 2019. *White Paper on Science, Technology and Innovation*. Pretoria, Government Printers.

Republic of South Africa. 2020. *Census 2020*, Pretoria, Government Printers.

Sakiwo, K. 2020. *An exploratory study of public participation during the Integrated Development Planning process: a case study of Theewaterskloof Local Municipality*, Western Cape. Electronic Thesis and Dissertation. Cape Peninsula University of Technology.

Schoonenboom, J. & Johnson, R. B. 2017. How to construct a mixed methods research design. *KZfSS Kölner Zeitschrift für Soziologie und Sozialpsychologie*, **69** (2): 107-131.

Sebake, B.K. & Mukonza, R.M. 2020. Integrated Development Plan, Monitoring and Evaluation in the City of Tshwane: a confluence question for optimising service delivery. *Journal of Public Administration*, **55** (3): 261-430.

Sebola, M.P. (2017) 'Communication in the South African public participation process: the effectiveness of communication tools', *African Journal of Public Affairs*, **9** (6): 25–35.

Shahab, S., Clinch, P. & O'Neill, E. 2017. Impact-based Planning Evaluation: Advancing Normative Criteria for Policy Analysis. *Urban Analytics and City Science*, **46** (3): 534-550.

Stimson, R., Stough, R. & Salazar, M. 2009. *Leadership and Institutions in Regional Endogenous Development*. New Horizon in Regional Science, Edward Elgar Publishing Limited, Inc.

Tibane, S.J. 2017. *Integrated Development Planning in South Africa: The practices and applications of South African legislation and policies in the development of strategic plans*, Lambert Academic Publishers.

Van der Berg, A. 2018. *The Pursuit of SDG II Through the Lens of Integrated Development Planning*. The Globalization of Urban Governance, 1<sup>ST</sup> Edition, Routledge.

Van der Walt, G. 2007. *Municipal management: An orientation*. Cape Town: Juta.

Vano, S., Olafsson, A.S. & Mederly, P. 2021. Advancing urban green infrastructure through participatory integrated planning: A case from Slovakia. *Urban Forestry & Urban Greening*, **58**: 1-5.

Venter, A. 2018. *Integrated development planning as an approach to sustainable development*. In Van der Walt, G (Ed), *Municipal Management: Serving the people*. Juta and Company Ltd, Claremont, 110-128.

Visser, J. & Poswa, X. 2019. Municipal law making under SPLUMA: A survey of fifteen “first generation” municipal planning by-laws. *Potchefstroom Electronic Law Journal*, **22 (1)**: 1-28.

Wade, R.H. 2018. The Developmental State: dead or alive? *Development and Change*, **49 (2)**: 518-546.

Walt, G. V. (2018). Local economic development for urban resilience: the South African experiment. *Local Economy*, **33 (7)**: 694-709.

Wilcox, D. 1994. *Community participation and empowerment: putting theory into practice*, PLA Notes CD-ROM 1988-2001.

Xing, B. & Marwala, T. 2017. Implications of the fourth industrial age for higher education. *The Thinker, Issue 73, Third Quarter, 2017*.

Yudarwati, G.A. 2019. Appreciative inquiry for community engagement in Indonesia rural communities. *Public Relations Review*, **45 (4)**: 1-14.

Zerihun, M.F. & Mashigo, M.P. 2022. The quest for service delivery: The case of a rural district Municipality in the Mpumalanga province of South Africa. *Africa's Public Service Delivery and Performance Review*, **10 (1)**: 1-9.

Zuwarimwe, J & Kirsten, J. 2010. The role of social networks in the development of rural non-farm enterprises in the Chimanimani District of Zimbabwe. *Agrekon*, 49(1):17-38.

## APPENDIX 1: Multi-stakeholder Workshops Guide

### Towards a Refined Integrated Development Planning Process in Mbombela Local Municipality

#### Multi-stakeholders workshop Topics/Themes

- Considering the fact that IDP is the end product of a Process comprising of Stages, which are interconnected and which operate as a Value Chain:
  1. Why are we still experiencing service delivery protests and receiving numerous complaints from stakeholders after the approval of the IDP & Budget?
  2. What are the weaknesses & strengths per each Stage of the IDP?
  3. What are the perceived solutions per each Stage of the IDP?
  4. Are the stakeholders playing their roles in each Stage of the IDP?
  5. What criteria can be used to assess quality at each phase of the IDP?
  6. What are the suggested criteria to be used to assess the quality of each Stage of the IDP?

## **APPENDIX 2: Key Informant Interview Guide**

### **Towards a Refined Integrated Development Planning Process in Mbombela Local Municipality**

1. What criteria can be used to assess quality at each phase of the IDP?
  - i. What are the major criteria at each phase?
  
2. Who are the key role players in the IDP value chain?
  - i. To what extent are the stakeholders satisfied with execution of roles by each role player?
  - ii. What are the reasons for the satisfaction or dissatisfaction with the extent of execution of designated roles by each stakeholder?
  - iii. Are you satisfied with the participation of the stakeholders in the IDP process?
  
3. What are the major strengths and weaknesses identified at each phase of the IDP value chain?
  - i. What are the origins or causes of the strengths and weaknesses?
  - ii. How can the weaknesses be addressed?
  - iii. How can the strengths be enhanced?
  
4. What modifications or changes can be made at each phase of the IDP value chain in order to improve its quality?
  - i. What are the risks likely to be faced when implementing proposed modifications?
  - ii. What action should be taken to mitigate the identified risks?

**Thank you for your cooperation**

## APPENDIX 3: Questionnaire Administered to the Respondents

### Towards a Refined Integrated Development Planning Process in Mbombela Local Municipality

#### PART 1

1. Region in Mbombela Local Municipality: \_\_\_\_\_

2. Stakeholder representing: \_\_\_\_\_

3. Gender: \_\_\_\_\_

4. Age Brackets (Place X in box that represents your group):

11 - 18	19 - 35	36 - 40	41 - 50	51+

5. Educational level (Place X in box that represents your group):

No formal	Primary	Secondary	Tertiary

6. Employment status (Place X in box that represents your group):

Full-time employed	Casual employed	Part-time employed	Not employed

7. Stakeholder representing or interest group (Place X in box that represents your group):

Councillor	Ward Committee	CDW	Organized Business	Community leaders	Traditional Rep/Induna	War Room

#### PART 2

##### Instructions

Towards the end of last year, we facilitated several engagements throughout Mbombela Local Municipality. Various stakeholders were engaged. Our aim was to obtain their views or perceptions regarding how to refine integrated development planning and bring better results than is possible at present. The perceptions or views we obtained are shown below. Today, we are here to find out the extent to which you agree with these views. In order to do this, we kindly request you to use a sliding scale of 1 (Completely disagree) to 10 (Completely agree). This means that for each statement in each table below, you are expected to award a score ranging from 1 to 10. Note that the higher the score the more you agree with the view. Make sure that the answer you place in the box corresponding to every statement is what most members in your group agree with. Please encourage those who might not say anything to talk and share their views.

##### 1. Understanding the criteria for assessing the quality of each phase of the IDP

Perception or View	What score do you award from 1-10
1. There are no criteria, hence there are challenges in the IDP process. COGTA to set a criterion for each phase to assist Municipalities in implementing phases of the IDP	
2. There should be a community and Council resolution taken per each phase of the IDP. The community resolution must be signed off by the Ward Councillor. Attendance registers of the community meetings where the resolution was taken must be available for records purposes	

Perception or View	What score do you award from 1-10
3. COGTA and the District Municipalities must assess every phase of the IDP prior to the next phase. This implies that before the Municipality proceed to next phase it has to be approved by COGTA and the District Municipalities	
4. A checklist must be developed to outline key deliverables and scorecard per each phase of the IDP. This will assist Municipalities to evaluate the performance of each phase against the activities outlined in the IDP guide packs	
5. Each stage must be measured against the most common criteria such as relevance, meaningfulness or applicability, health importance or improvement, evidence-based, reliability or reproducibility, validity, and feasibility	
6. The Municipality must appoint a team comprising of Municipal officials, Councillors, ward committees, community development workers and organized business to manage the implementation of the IDP process. The team must be given mandate to decide whether the phase of the IDP has met the required outcomes or not. If not, the team insist that the phase must be re-done until the concerns are raised. This will ensure completed involvement of key stakeholders in the implementation of the IDP process	
7. COGTA IDP assessment criteria are not assisting because the assessors do not know the area and challenges, use local stakeholders to assess the IDP	
8. COGTA IDP assessment criteria is too much technical and doesn't not recognize Councillors as key stakeholders in the IDP process	
9. The IDP process as applied by the Municipal officials is not transparent in terms of project allocation	
10. Councillors and Ward Committees must be used to assess the credibility of the IDP	
11. Ward Committees are not aware of any existing IDP assessment criteria	
12. Ward Committees are only requested to submit community priorities and only invited to attend consultative meetings on the Draft IDP	
13. Ward Committee must be adopted as a Committee responsible for assessing the quality of the phases of the IDP process. If they don't approve, the Municipality must not proceed to the next phase.	
14. An IDP which respond to the needs of the people is the one to be considered as credible. Therefore, IDP must be assessed on the basis of its response to the needs of the people	
15. COGTA IDP assessment criteria must be improved to assess the impact instead of only checking compliance matters	
16. War rooms must be used to assess the quality of the IDP phases as they are an inclusive structure constituted by all the existing stakeholders in the ward. This is due to the fact that they know the area and are able to tell if the process will contribute to service delivery in the Municipal area.	
17. Traditional leaders are not aware of the IDP assessment criteria	
18. Traditional Leaders are not recognized in the IDP process. As a result, most of the projects are delayed	
19. Traditional Leaders must be consulted from the beginning to the end of the IDP process	
20. Traditional Leaders must be afforded an opportunity to assess the quality of the IDP	
21. Most of the areas falls within the Traditional Areas, therefore, it is important that their views get considered in the IDP process. This will add value to the process, considering the fact that large portion of land falls within their jurisdiction	
22. As rates payers, the only IDP assessment criteria to assess a Municipality, is the quality-of-service delivery rendered. If the performance is poor, the IDP can't been viewed as credible	
23. The Municipality must a prepare report of each phase of the IDP process. That report must be subjected to the community and stakeholders inputs prior to the next phase.	

Perception or View	What score do you award from 1-10
24. Organized business must be part of the IDP and Budget Steering committee which is chaired by the Executive Mayor and is assigned to determine budget allocation. This will assist in terms of ensuring that business is also catered in the budget. In most instances, the IDP projects are only focusing providing infrastructure in rural areas and nothing is said about business areas.	
25. War Rooms don't know about any existing IDP Assessment	
26. War Rooms are only invited to attend IDP meetings in October and April every year, but their inputs are not considered	
27. An assessment must be designed to check if the phases of the IDP are credible or not. This will address the current challenges of approved IDPs not responding to the needs of people.	
28. War rooms must be used to assess the quality of each phase prior to the finalization of the IDP process. This is due to the fact that war room is made up of all the existing community structure in the ward, therefore, war room are at the better position to guide whether the IDP is responding to the needs of the people	

## 2. The extent to which key stakeholders play designated roles in formulating the IDP

Perception or View	What score do you award from 1-10
1. The key stakeholders in the IDP value chain are municipal officials (Municipal Manager, Head of Departments, General Managers, Chief Financial Officer, IDP Manager, Budget Manager, Performance Manager, Risk Manager & Public Participation Manager), Councillors, Ward Committees, Traditional Leaders, War Rooms, Sector departments, Ehlanzeni District Municipality, Organized Business and National Treasury	
2. The municipal officials deal with all the administration and logistical arrangement in the entire IDP process. The problem is that decisions are taken by TROIKA with regard to the prioritization of projects and budget	
3. Some officials within the Municipality, particularly the CFO and Budget Manager, do not consider the proposals from the IDP Manager and Heads of Department. This makes the process to be invalid because it doesn't have any support from the Accounting Officer	
4. Although the Municipal Manager is required to manage the IDP process, the perception is that the IDP process has been relegated to junior officials	
5. Councillors are not given sufficient opportunity to contribute in the phases of the IDP process	
6. Councillors approve the IDP process plan, but are not involved in the phases of the IDP. They are only required to submit community priorities (during the analysis phase) and also when there is a draft IDP (during the approval phase).	
7. Councillors as community leaders must be involved in all the phases of the IDP process, including the prioritization of projects and allocation of budget, which is done by TROIKA. This will enable Councillors to buy-in into the process and also communicate the decisions accordingly.	
8. The report of each phase must be tabled before Council for approval. This will enable Councillors to intervene at the appropriate phase level when necessary.	
9. Ward committees are only called to develop ward plans; they identify community priorities, however, are not consulted when finalizing the projects	
10. Ward committees are excluded from some of the IDP meetings, and only Councillors are invited.	
11. The relationship between ward committees and Councillors who are the chairpersons (of ward committees) is not good which makes the participation in the IDP process to be difficult.	
12. CDW are excluded from the entire IDP process. They are accused of colluding with sector departments due to their location to COGTA.	



Perception or View	What score do you award from 1-10
13. CDW must be consulted in all the phases of the IDP process. CDW are locally based and understand the challenges on the ground; therefore, are at the strategic position to advise the Municipality in terms of community priorities	
14. Traditional leaders are not part of the IDP process. Council always say they are part of the Municipality. However, in real terms they are not.	
15. The strategies and projects are not addressing the Traditional Area's needs.	
16. Organized business is not involved in the entire IDP process. The Municipality's public participation approach is merely for malicious compliant purposes. The organized business is required to submit inputs as part of the Draft IDP, however, their issues are never addressed during the finalization of the IDP process	
17. War rooms have been established to champion service delivery at ward level, however, they are sidelined during the IDP process	

### 3. Weaknesses and strengths of each phase of the IDP value chain

Perception or View	What score do you award from 1-10
1. With regard to the weaknesses of each stage of the IDP process, it was indicated that communities are not involved in all the phases of the IDP process. There is no communication to the communities and stakeholders on the phases of the IDP process. The municipal officials compile the IDP alone and then present to the communities in the approval phase. It must be stated that the Municipality is consulting for compliant purpose.	
2. During the analysis phase, the Municipality convenes zonal stakeholder meetings where stakeholders are requested to raise issues to be prioritized in the IDP. After that no feedback sessions and prioritization sessions are arranged. The Municipality will convene another meeting where the stakeholders are informed of the projects that have been included in the IDP and Budget.	
3. During the meeting, stakeholders will raise points but those concerns are not addressed. The Municipality will approve the IDP and Budget without addressing the issues raised. To make the situation worse, the Municipality does not provide any feedback regarding the issues raised during the consultation process. No consultation on the project prioritization, no consultation on the preparatory phase, strategy phase and integration phase.	
4. The other challenge is that there is no monitoring tool to monitor the quality of each stage of the IDP process. The Municipality runs through all the processes, and as soon as the IDP is approved, the communities led by the stakeholders protest against the implementation of some of the projects that are in the approved IDP. A suggestion was made that COGTA must develop a monitoring tool for phases of the IDP process, and before the Municipality moves to the next phase, it requires approval from COGTA. This will improve the quality of the IDP process because each phase would have been assessed prior to the finalization of the process.	
5. The other challenge is that the municipal leadership does not use the same momentum or energy they use during the election campaigns. Service delivery is done only during the election period, after that no commitment towards the implementation of service delivery projects. The same energy of consulting the communities should be there in all the phases of the IDP processes.	
6. The other challenge affecting the IDP process is politics. In most instances, political leadership does not implement projects in certain areas due to the politics interference in those areas.	
7. It was also stated that communities do not understand the IDP process. This makes participation to be weak across the phases of the IDP process. When the Municipality presents its long-term plans and strategies during the analysis phase, the communities do not engage, they only raise service delivery demands without linking the issues with the municipal strategic plans. On the other hand, when the	



Perception or View	What score do you award from 1-10
Municipality presents the draft IDP to the communities as part of the approval phase of the IDP process, the communities do not interrogate and make inputs. All they are interested in is to raise challenges instead of solutions	
8. The people who are attending IDP public participation meetings are only politicians, ordinary citizens do not attend due to being victimized. Some feel like it's a waste of time because those who are politically active use IDP meetings to fight political battles, leaving ordinary citizens confused and as a result some meetings are disrupted. Some communities feel that when you raise genuine service delivery problems, those in power feel threatened, and view that as a political attack.	
9. The IDP meetings are normal toxic in such a way that old people are not given an opportunity to raise the views. They are sometimes booed by young people claiming that their issues are not a priority. As a result, old people resort to stay at home.	
10. The other challenge is that IDP process does not cater for adjustment budget. The Municipality adjusts the budget, and does not communicate the adjustment to the communities and stakeholders. The community anticipates a project, which has been re-prioritized during the adjustment budget. This creates tension between the community and the Municipality.	
11. The integration phase must not be a stand-alone phase. Integration must be applicable in all the phases. It must not happen after the Municipality has finalized strategies and projects.	
12. Institutions of local government do not have capacity to champion planning. Practitioners are more focused on ensuring that the process is completed as required by the legislation. They don't care about the quality of each phase. In most instances, capacity of officials dealing with the IDP processes is a serious challenge in the Municipality. As a result, the Municipality cannot even produce reports of each phases. For example, the Municipalities cannot produce an analysis report which is the basis of the entire process.	
13. Roles and responsibilities of key stakeholders in the IDP process is not clarified. It is always municipal officials who is running everything while stakeholders no nothing about the processes. The roles and responsibilities must be presented to everyone and a service level agreement must be signed. It was suggested that stakeholders must be empowered to develop the guide the development of the analysis report, which is part of the analysis phase.	
14. The roles as discussed above must also be clarified with the municipal officials. In most instances, IDP process is relegated to be a function of the IDP officials. The municipal leadership including the Municipal Manager and General Managers do not get involved. Instances where IDP process is successful, the Municipal Manager drives the entire process, while the IDP officials are providing secretariat and advisory role.	
15. The stages are fine, the challenge is understanding what is expected to be done. The Municipality must use the approved sector plans which have been developed by experts in the respective fields. The sector plans must be communicated to all the stakeholders including the general public. This will assist the Municipality to advise the communities in terms of their service delivery needs. Instead of including all the wish lists in the IDP, needs must be analyzed and scrutinized against the sector plans. Civic education needs to be done on a regular basis for communities to understand how government operates, and the importance and content of the sector plans in terms of service delivery.	
16. Public participation must be done in all the phases in order to obtain buy-in from all the stakeholders. This will reduce the service delivery protests. In order to ensure active stakeholders participation, capacity building must be done of the key stakeholders such as councilors, ward committees, community development workers, traditional leaders, organized business and war rooms.	
17. Poor implementation of projects is another challenge in the IDP process. After approving the IDP, the leadership does not put more effort towards realizing all the	

Perception or View	What score do you award from 1-10
<p>targets set in the IDP implementation plan, commonly known as service delivery and budget implementation plan (SDBIP). Once a process is included in the IDP and the budget, the expectation is that it should be implemented so that another project can be included. This will make IDP process to be more progressive towards addressing the needs of the people. Despite poor performance from the municipal officials and service providers, no penalty is taken against those affected. Hence, the situation is not improving.</p>	
<p>18. The other challenge is that the projects identified in the projects phase do not talk to the issues prioritized in the analysis phase. This results in a situation where the key stakeholders, including the communities, do not see a value in their participation in the IDP process.</p>	
<p>19. Time to implement the phases of the IDP process must be extended. For example, only thirty days is allocated to consult stakeholders and communities on the draft IDP and Budget. The Municipality approves the draft documents in 31th March, expected to consult in April and then approve the final documents in May. There is no sufficient time to engage and deliberate on the inputs raised from the public participation process.</p>	
<p>20. The Municipality must be flexible when implementing the phases of the IDP process. If it is discovered along the process that the strategy phase is not assisting the project phase, the Municipality must be flexible to go back to the strategy phase.</p>	
<p>21. The phases of the IDP process lack innovation. There is a need to apply fourth industrial revolution elements such as technology, social media and others to improve the phases of the IDP process. This must be applied to improve the communication and participation of stakeholders in all the phases. Instead of calling people in one room, meetings can be convened virtually, using social media platforms such as Facebook, Twitter, WhatsApp; information can be shared in public places such as malls, schools, libraries, municipal buildings for the public to make inputs in the IDP process.</p>	
<p>22. To improve the quality of phases of the IDP process, it is suggested that the District IDP Manager Forum be empowered to assess each phase and confirm validity and reliability across the entire IDP process</p>	
<p>23. All the phases lack inputs from the Councillors. It is recommended that Councillors must be consulted throughout the entire process, from the analysis phase until the approval phase.</p>	
<p>24. The IDP process does not accommodate Traditional Leaders. The Municipal Councillors and officials sit and decide on everything and then invite Traditional leaders to rubber stamp what has already been finalized.</p>	
<p>25. It is recommended that the Traditional Leaders respect the fact that the majority of land falls within their jurisdiction, and involve them in their entire process.</p>	
<p>26. A representative from the Traditional Leaders must sit in the IDP Steering Committee where decisions are taken on projects.</p>	
<p>27. The Traditional leader's structures of indunas must be incorporated into the Municipal structures to ensure synergy in terms powers and functions.</p>	
<p>28. War rooms must be given project feed backs so that they can keep the communities informed</p>	
<p>29. War rooms must be involved in the project identification and prioritization. This will enable the community to by-in on the IDP process.</p>	
<p>30. The needs of Traditional Leaders must be prioritized in the IDP budgeting process.</p>	
<p>31. A prioritization model must be developed as part of the project phase to guide the allocation of projects and the budget.</p>	
<p>32. Councillors must be afforded an opportunity to comment on the model and also be part of the prioritization process. This will ensure equal distribution of project and also ensure alignment of project and the community needs</p>	
<p>33. Projects in the IDP are not implemented, which nullifies the entire IDP process. It is recommended that a project implementation and monitoring be added as a new</p>	

Perception or View	What score do you award from 1-10
phase of the IDP process. Continuous feedback must be done to the Councillors so that they can inform the communities accordingly	
34. Regular workshops must be arranged on phases of the IDP process. Some Councillors do not understand the phases of the IDP process. This affects their participation in the IDP process.	
35. During the analysis, the information presented to the communities is not correct, which causes chaos in the IDP meetings. In some instances, it is reported that a project is completed, which it is not true.	
36. The community-based plans (CBP) must be used as a base for the analysis phase. The Municipality must identify projects according to the CBP since it has been developed together with the community.	
37. Integration is a continuous process. It needs to be adopted as cross-cutting in all the phases of the IDP, and not a stand-alone phase.	
38. The current process of having integration as a phase is not assisting the process because it consolidates all the projects from various departments internal and external. Hence, it is proposed that integration be applied across all the phases of the IDP process.	
39. Sector departments must be involved in the project phase, particularly during identification and prioritization of projects. This will ensure integration of project, unlike sector departments getting involved during the integration phase which comes after the projects have already been finalized	
40. The other challenge with regard to the project phase is that some projects disappear along the way. They get funded and then disappear without them being implemented. This therefore implies that there should be a system to ensure that all the projects that appear on the approved IDP be completed prior to the introduction of new projects	
41. Public participation must be factored into the entire process. Instead of consulting during the analysis phase and approval phase, it is proposed that consultation be done in all the phases to enable the stakeholders to make inputs in each phase. This will improve the quality of the IDP process.	
42. The phases of the IDP process are not interconnected. The chain within the phases is broken, hence, it is impossible to provide a quality IDP. The implementation of the phases of the IDP process is done purely for compliant purposes.	
43. The Municipality must prepare a report for each phase of the IDP process. Stakeholders must be empowered to assess the quality of each phase of the IDP process. In cases whether the stakeholders are not satisfied with the report, the phase must be re-done until all the parties are satisfied.	
44. The phases of the IDP process are fine. The only challenge is that the ward committees are sidelined in the finalization of projects. Ward committees are only told of the final product, their inputs are not considered at all.	
45. The public participation approach adopted by the Municipality to consult in a zonal/cluster is not assisting because the key stakeholders are left out of the process. This is one of the reasons why there are service protests immediately after the approval of the IDP.	
46. It is suggested that organized business be given an opportunity to participate in every phase of the IDP process.	
47. The Municipality approves the process plan and then invite organized business to submit projects to be implemented in the IDP. They will then be invited to comment on the draft IDP. The other phases such as strategy, project and integration do not exist in reality.	
48. The Municipality must be flexible when implementing the phases of the IDP process. If it is discovered along the process that the strategy phase is not assisting the project phase, the Municipality must be flexible to go back to the strategy phase	

#### 4. Perceived process to facilitate integrated development planning

Perception or View	What score do you award from 1-10
1. Run sustainable community awareness campaigns	
2. Adopt a Ward Based Budgeting System (WBBS)	
3. Facilitate Participatory project identification and planning (PPIP)	
4. Integrated delivery of basic services (IDBS)	
5. Adopt a comprehensive communication strategy that takes into account how to share information with the following stakeholders:	
a) The church	
b) Traditional leaders	
c) Elected leaders e.g., Ward Committee and Civic Associations	
d) Schools	
e) Business	
f) NGOs	
g) All spheres of government	
h) Community Development Workers	
i) Youth	
j) Tertiary institutions e.g., universities and colleges	
6. Use a broad range of modern communication channels	
a) Radio stations	
b) Social media e.g., WhatsApp; Facebook; Instagram	
c) Emailing	
d) Sms messages	

## APPENDIX 4: Loading Factors for the 13 Principal Components

	Component												
	1	2	3	4	5	6	7	8	9	10	11	12	13
Crit1	.412	.341	.477	.168	.356	-.170	-.018	.184	-.162	-.134	-.159	-.064	.113
Crit2	.004	.703	.071	.004	.208	-.174	.315	-.304	.174	.139	-.218	.116	.125
Crit3	.291	.471	.155	.342	-.188	-.463	.142	.018	-.034	.079	-.188	.093	.159
Crit4	.463	.555	.104	.276	-.255	-.315	.020	.140	-.099	.075	.084	.021	-.146
Crit5	.364	.681	.009	.269	-.190	-.158	-.012	.027	-.195	.024	-.120	-.065	-.096
Crit6	.306	.731	.062	.225	-.083	-.345	.036	.062	-.050	-.009	-.087	.028	-.018
Crit7	.212	.587	-.037	-.181	-.275	.187	-.152	.380	.013	-.128	-.166	.199	.091
Crit8	.093	.681	.094	-.365	-.071	.028	.041	.278	.020	.178	.055	.264	-.113
Crit9	-.105	.633	.176	-.458	.117	-.152	.034	.169	.187	-.023	.007	.252	-.045
Crit10	.314	.550	.219	-.123	-.008	-.093	-.303	-.384	.277	.019	-.037	-.039	-.017
Crit11	.282	.399	.349	-.309	.483	.086	-.080	-.053	-.002	.018	.060	-.259	-.115
Crit12	.467	.469	.274	-.014	-.206	.147	-.067	.059	.000	-.068	.301	-.271	-.237
Crit13	-.063	.139	.482	-.029	.437	.208	.483	-.082	-.127	.196	.141	-.027	-.006
Perc1	.634	-.133	-.537	-.141	-.012	-.247	.117	.184	.030	-.189	-.030	-.116	-.095
Perc2	.736	-.214	-.294	-.244	-.116	.110	.081	-.041	.091	.236	-.142	-.153	.104
Perc3	.463	.676	.115	.064	-.304	.038	-.086	-.115	.014	.001	-.003	-.155	-.099
Perc4	.268	.489	-.073	-.285	-.384	.438	.103	.280	.066	.038	.007	.214	-.086
Perc5	-.020	.561	.040	.321	.163	.625	.082	.250	-.170	.002	-.018	.141	.044
Perc6	.158	.654	-.097	.458	.277	.354	.079	.053	-.034	.049	-.043	-.108	.059
Perc7	.053	-.055	.378	.233	-.589	.087	.255	-.427	.006	-.085	.053	.032	.213
Per8	.412	.249	-.238	.529	-.061	.017	.168	.046	.117	.042	-.153	-.079	-.333
Perc9	.503	.653	.147	.028	-.200	.141	.057	-.080	-.009	-.113	.023	-.173	-.024
Perc10	.218	.759	.161	-.202	.298	-.226	-.015	-.121	.154	-.069	-.136	-.021	.052
Perc11	.547	-.125	-.514	-.051	.359	.056	.071	.252	.199	.036	-.040	-.122	-.072
Perc12	.107	.732	-.004	.202	.398	-.057	-.039	-.136	.360	.064	.072	.081	-.040
Perc13	.689	.346	-.030	-.034	-.107	.000	.046	.048	.193	.269	.042	.019	.279
Perc14	.061	.770	.159	-.286	-.024	.147	.072	.176	.183	-.036	.168	.203	-.001

	Component												
	1	2	3	4	5	6	7	8	9	10	11	12	13
Weakstre1	.502	.525	.179	.205	.140	.211	-.031	.100	-.386	.033	.081	-.095	.142
Weakstre2	.533	.660	-.182	-.053	-.117	.143	-.217	-.133	-.143	-.195	.019	-.128	-.069
Weakstre3	.330	.580	-.153	-.396	.248	-.148	-.047	-.366	-.092	-.110	.119	-.065	.033
Weakstre4	.547	.384	-.216	-.351	.143	-.061	.141	-.169	-.287	.038	.110	-.001	.106
Weakstre5	.621	.237	-.378	-.021	.054	-.095	-.178	.087	.049	-.391	-.201	.054	.134
Weakstre6	.700	-.170	-.429	-.177	-.123	-.042	-.059	-.176	-.132	.173	.192	.101	.031
Weakstre7	.620	.209	-.195	-.014	-.140	-.262	.261	.092	-.232	.337	.301	-.040	.000
Weakstre8	.322	.170	-.499	.524	.121	.211	-.085	-.255	.283	-.027	.102	.234	.057
Weakstre9	.317	-.090	-.660	.339	.253	.139	.043	-.167	.105	.101	.245	.137	-.025
Weakstre10	.571	-.017	-.629	-.211	.027	-.012	.078	.069	-.189	-.008	-.188	-.099	-.031
Process1	.533	-.358	.166	-.020	.003	.113	-.059	-.072	-.063	.330	-.483	-.001	.020
Process2	.566	-.401	.279	-.062	.065	.227	-.108	-.133	-.085	.236	-.105	.158	.091
Process3	.678	-.287	.301	.096	.113	.097	-.379	-.011	.118	-.182	.020	.048	-.135
Process4	.678	-.076	.188	.015	-.099	.201	-.423	-.317	-.064	-.159	.009	.140	.012
Process5	.143	.145	.039	.153	-.095	-.055	-.226	.279	.231	-.013	.174	-.025	.462
Inforsha1	.144	-.046	-.006	.105	.211	-.189	.134	-.173	-.436	-.282	-.018	.571	-.248
Inforsha2	.650	-.402	.022	-.110	-.024	-.007	-.053	-.119	-.215	-.109	.156	.101	.255
Inforsha3	.686	-.393	.108	-.183	-.040	.235	.117	-.138	-.015	-.089	-.122	-.052	-.078
Inforsha4	.648	-.378	.391	.101	-.036	-.117	.137	.088	.155	.034	.013	.049	-.171
Inforsha5	.681	-.407	.093	-.088	-.024	.133	.207	-.073	.096	.044	-.091	.125	.015
Inforsha6	.611	-.479	.190	.031	-.041	-.129	.249	.144	.208	-.172	-.100	.002	-.002
Inforsha7	.671	-.371	.020	-.100	.022	.100	.370	-.024	.078	-.190	-.096	.003	.174
Inforsha8	.566	-.454	.193	.069	.093	-.064	.327	.189	.170	-.270	.196	-.033	.085
Inforsha9	.621	-.532	.200	.044	.085	-.015	.189	.094	.118	-.277	.138	-.019	-.045
Inforsha10	.551	-.489	.196	.084	-.089	-.215	-.034	.004	.055	.111	.321	.058	-.062
Commucha1	.390	-.364	.203	.179	.328	-.145	-.373	.308	-.119	.093	.125	.035	.157
Commucha2	.604	-.368	.148	-.039	-.029	-.044	-.234	-.047	.239	.321	.007	.137	-.261
Commucha3	.481	-.451	.032	.057	.150	-.199	-.346	.229	-.172	.220	-.068	.045	.013
Commucha4	.588	-.536	.274	.022	.066	.182	.035	.032	-.063	.019	-.132	-.035	-.102

**APPENDIX 5: Approval from the University of Venda Research Ethics Committee and University Higher Degree Committees**

RESEARCH AND INNOVATION  
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:

**Mr DJ Mulaudzi**

Student No:

**11501204**

PROJECT TITLE: **Towards Refined  
Integrated Development Planning in  
Mbombela Local Municipality,  
Mpumalanga Province.**

PROJECT NO: **SARDF/19/IRD/03/1208**

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof J Francis	University of Venda	Promoter
Dr J Chakwizira	University of Venda	Co- Promoter
Dr J Zuwarimwe	University of Venda	Co- Promoter
Mr DJ Mulaudzi	University of Venda	Investigator – Student

ISSUED BY:

**UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE**

Date Considered: August 2019

Decision by Ethical Clearance Committee Granted

Signature of Chairperson of the Committee: .....

Name of the Chairperson of the Committee: Senior Prof. **G.E. Ekosse**




University of Venda

PRIVATE BAG X5050, THOHoyANDOU, 0950, LIMPOPO PROVINCE, SOUTH AFRICA  
TELEPHONE (015) 962 8504/8313 FAX (015) 962 9060

"A quality driven financially sustainable, rural-based Comprehensive University"

UNIVERSITY OF VENDA DIRECTOR RESEARCH AND INNOVATION 2019 -08- 13
Private Bag X5050 Thohoyandou 0950



## UNIVERSITY OF VENDA

### OFFICE OF THE DEPUTY VICE-CHANCELLOR: ACADEMIC

TO : MR/MS D.J MULAUDZI  
SCHOOL OF AGRICULTURAL SCIENCES

FROM: PROF J.E CRAFFORD  
DEPUTY VICE-CHANCELLOR: ACADEMIC

DATE : 30 APRIL 2019

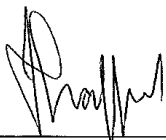
#### DECISIONS TAKEN BY UHDC OF 30<sup>th</sup> APRIL 2019

Application for approval of Thesis research proposal in Agriculture: D.J Mulaudzi (11501204)

Topic: "Towards Refined Integrated Development Planning in Mbombela Local Municipality, Mpumalanga Province."

Promoter	UNIVEN	Prof. J. Francis
Co-promoters	UNIVEN	Dr. J. Zuwarimwe
	UNIVEN	Dr. J. Chakwizira

**UHDC approved Thesis proposal**



\_\_\_\_\_  
PROF J.E CRAFFORD  
DEPUTY VICE-CHANCELLOR: ACADEMIC



## APPENDIX 6: Consent from the Mbombela Local Municipality

---

15 Torbaniet Street  
West Acres Extension 13  
MBOMBELA  
1200

2 September 2019

SR Mhlongo  
Acting Municipal Manager  
City of Mbombela  
P O Box 45  
MBOMBELA  
1201

Sir

### **REQUEST FOR APPROVAL TO CONDUCT A RESEARCH IN THE CITY OF MBOMBELA LOCAL MUNICIPALITY, MPUMALANGA PROVINCE, SOUTH AFRICA**

I am a PhD student in the School of Agriculture, Institute for Rural Development at the University of Venda. My research topic is "*Towards a Refined Integrated Development Planning in the Mbombela Local Municipality, Mpumalanga Province*". I hereby request approval of the Municipality to collect data needed to fulfil the requirements of the topic and PhD research.

In conducting the research, certain officials, councilors, ward committees and members of the war rooms will be interviewed by means of questionnaire, focus group discussions and workshops. The IDP of the municipality will be examined. The information gathered from the findings of the research will solely be used for academic purposes and participants will remain anonymous.

Yours faithfully



**JD MULAUDZI (11501204)**

~~Approved/ Not Approved~~



**SR MHLONGO**  
**ACTING MUNICIPAL MANAGER**