

**Determinant of Public Participation in Integrated Development Planning in
Polokwane Local Municipality, Limpopo Province**

By

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DISSERTATION

Submitted in partial fulfilment of the requirements for the degree

Master of Development in Planning and Management

In The

**Faculty of Management and Law
School of Economics and Management**

At The

University of Limpopo

Supervisor: Prof MP Sebola

2021

DECLARATION

I Lethabo Ophelia Meso declare that the dissertation hereby submitted to the University of Limpopo, for the degree of Master of Development Planning and Management has not been previously submitted by me for a degree at this or any other university; that it is my own work in design and in execution, and that all material contained therein has been duly acknowledged.

Ms. LO Meso

Date: 09/09/2021

ACKNOWLEDGEMENT

The journey that was taken in completing this dissertation was not easy. Regardless of that, there were numerous people who motivated and guided me to be able to continue working and exerting my potential. I would like to acknowledge the following people for the different roles they played in my master's dissertation journey:

- Firstly, I would like to give special thanks to God the Almighty for giving me wisdom, strength, health and other resources to successfully complete this dissertation.
- I would like to acknowledge the academic support and invaluable guidance that I received from my supervisor Professor MP.Sebola throughout this dissertation.
- A special thanks to my mother, Daphney Noko Moloto, and two younger brothers, Leruo Meso and Letago Moloto, my uncle Tlou Meso, and my grandmother Mphileng Meso, Khomotso Nkoana and the entire family for their unconditional love, moral support and unrelenting motivation throughout my academic journey.
- Above all, I give special thanks to my child, Karabo Meso for his love and understanding of the fact that I was not able to spend much time with him during my studies.

"For we are His creation – created in Christ Jesus for good works, which God prepared ahead of time so that we should walk in them"

DEDICATION

This dissertation is dedicated to my beloved son Karabo Meso.

ABSTRACT

The central emphasis of this study was to investigate the determinant of public participation in Integrated Development Planning (IDP) of Polokwane Local Municipality, Limpopo Province. To this culmination, precise working objectives were formulated as follows: to study the typologies and processes of public participation; to explore the roles of stakeholders in public participation; To examine the phases in Integrated Development Planning and to examine the levels of public participation in Integrated Development Planning. This dissertation studies the determinant of public participation in Integrated Development Planning. Douglas Huber (2008); Franks, Sharma, and Dayaratna (2004); Kimathi (2016) found that there is a positive relationship between public participation in the Integrated Development Planning locally and globally. From a South African perspective, the study shows that public participation is the strongest element for successful development planning. To operationalise this study, descriptive statistics were used to analyse data and data analysis was performed using inferential statistics mainly correlation and linear regression. The data collected from the Capricorn District Municipality Socio-Economic Impact Assessment Study of Integrated Development Planning (2012) was analysed using the 2013 Microsoft Excel Software for raw data and Statistical Package of Social Sciences (SPSS) to compute variables that represent the determinants of public participation in Integrated Development Planning into factors. The results of this study show that generally, there is a strong positive relationship with public participation in Integrated Development Planning in Polokwane Local Municipality with an average magnitude of 0.75 correlation. However, the most interesting discovery is that the economic factor is a determinant of public participation in Integrated Development Planning in Polokwane Local Municipality.

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ABBREVIATIONS AND ACCRONYMS

CAA	Community Action Agencies
CDM	Capricorn District Municipality
CDW	Community Development Municipality
DFA	Development Facilitation Act
EPWP	Extended Public Works Programme
EU	Europe Union
GDS	Growth and Development Summit
IDASA	Institute for Democratic Alternatives in South Africa
IDP	Integrated Development Plan
IPU	Inter-Parliamentary Union
KHRC	Kenya Human Rights Commission
LDOs	Land Development Objectives
LED	Local Economic Development
PPP	Public Participation Principles
PPU	Public Participation Unit
PSC	Public Service Commission
RDP	Reconstruction and Development Planning
RSA	Republic of South Africa
SAHRC	South African Human Rights Council
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SPSS	Statistical Package of Social Sciences
UNDP	United Nations Development Programme

USA United States of America

WPLG White Paper of Local Government

CHAPTER 1

CONTEXTUAL OVERVIEW OF TOPIC INFORMATION, RESEARCH PROBLEM, AND DESIGN

1.1. Introduction and Background

The concept of public participation in development planning and implementation was popularised in the late 1960s in view of the ineffectiveness of the top-down models (Manaf, Mohamed & Lawton, 2015; Swapan, 2016; Wagner, Vogt & Kabst, 2016a, 2016b). As a result, a generic assumption was adopted to the effect that public participation especially in decision-making, is vital for the success and sustainability of development (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016). There are internal and external factors of public participation that affect development planning within local government such as; social, political, economic, behaviour and cultural factors (Manaf et al., 2015; Muro & Namusonge, 2015; Vob & Amelung, 2016; Wagner, Vogt & Kabst, 2016a). However, public participation in development planning is not a given, notwithstanding its goodness because there are enablers and disablers (Cornwall, 2008; Muro & Namusonge, 2015; Swapan, 2016; Wagner, Vogt & Kabst, 2016b). Among other things, the context of public participation in development planning determines the prospects of success and degree of ownership by giving the citizens the opportunity to engage (Cornwall, 2008; Muro & Namusonge, 2015; Swapan, 2016; Wagner, Vogt & Kabst, 2016b). To some extent, public participation is a strategy of the vibrancy of the democratic decision-making process (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014).

Additionally, public participation is dynamic in supporting and sustaining democracy (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016). Democracy builds a decent platform between the citizens and the government in developing countries (Ahmad & Talib, 2011; Swapan, 2016; Wagner et al., 2016a). Some developing countries have adopted public participation as a key driver of Integrated Development Planning (Wagner et al., 2016a). However, the

connection between public participation and Integrated Development Planning is mediated through a variety of determinants such as social, economic, political, and psychological factors (Ahmad & Talib, 2011; Swapan, 2016).

In developing countries such as South Africa, Integrated Development Planning has remained an interactive and participatory process (Bogopane, 2012; Van Niekerk, 2014; Manaf et al., 2015; Swapan, 2016). Integrated Development Planning is a process to layout service delivery, budgets and plans for municipalities through the participatory process that involves the public (Tau, 2013; Van Niekerk, 2014). The Constitution of the Republic of South Africa (1996) and Municipal Systems Act no 32 of 2000 mandate municipalities to develop an Integrated Development Plan through a participatory process (Bogopane, 2012; Van Niekerk, 2014; Manaf et al., 2016). Additionally, Integrated Development Planning is supported through the Development Facilitation Act (1995), White Paper on Local Government (1998), the Municipal Structures Act of (1997) and the Local Government Transition Act (1993) as amended (Bogopane, 2012; Tau, 2013; Polokwane Local Municipality IDP, 2016/2017). Notwithstanding the legislative provisions, Bogopane (2012), Van Niekerk (2014) and Manaf et al. (2016) found that public participation in Integrated Development Planning within municipalities has remained suboptimal. The purpose of the study is to investigate the determinants of public participation in Integrated Development Planning in Polokwane Local Municipality, Limpopo Province.

1.2. Statement of the Research Problem

Public participation is a crucial factor in development planning (Tau, 2013). In most developing countries, citizens are encouraged to participate in local government activities inclusive of Integrated Development Planning process (Tau, 2013; Pedersen & Johannsen, 2014; Van Niekerk, 2014; Manaf et al., 2015; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). The suboptimal public participation in local government activities is a common challenge faced by municipalities in developing countries such as South Africa (Tshabalala & Lombard, 2009; Pedersen & Johannsen, 2014; Vogt & Hass, 2015; Wagner et al., 2016a, 2016b). For example,

Swapan (2016:2) stated that “in some developing countries citizen’s motivations and participation in development planning are found to be significantly low”. Van Niekerk (2014) argues that citizens often want to participate in the destination of development planning, but they are rarely given the opportunity to do so effectively. Nevertheless, in developing countries like South Africa, public participation was presented as a principle for democracy to correct injustices caused by apartheid in order to ensure that all citizens receive equitable services through multiple legislative frameworks (Tau, 2013; Pedersen & Johannsen, 2014; Van Niekerk, 2014; Vogt & Hass, 2015; Manaf et al., 2015; Mathebula, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). One of the legislative frameworks such as; the Constitution of the Republic of South Africa (1996) Section 152 (e) states that the objective of local government is to ensure the involvement of communities in development planning and decision-making. Despite this and such other provisions, there is suboptimal public participation in Integrated Development Planning especially among rural communities (Bogopane, 2012; Tau, 2013 & Van Niekerk, 2014; Manaf et al., 2016). It is for this reason that the study attempts to investigate the determinants of public participation in Integrated Development Planning within Polokwane Local Municipality.

1.3. Hypotheses

There are five tests of the pure hypotheses that need to be examined. The hypotheses are formulated as follows:

- **Hypothesis 1:** There is a positive relationship between Demographic factors and public participation in Integrated Development Planning.
- **Hypothesis 2:** There is a positive relationship between cultural factors and public participation in Integrated Development Planning.
- **Hypothesis 3:** There is a positive relationship between economic factors and public participation in Integrated Development Planning.
- **Hypothesis 4:** There is a positive relationship between social factors and public participation in Integrated Development Planning.
- **Hypothesis 5:** There is a positive relationship between behavioural factors and public participation in Integrated Development Planning.

1.4. Aim and Objectives

The study aimed to investigate the determinant of public participation in Integrated Development Planning. To this extent, research objectives are formulated as follows:

- To study the typologies and processes of public participation;
- To explore the roles of stakeholders in public participation;
- To discuss the phases in Integrated Development Planning;
- To examine the levels of public participation in Integrated Development Planning; and
- To investigate the factors that determine public participation in Integrated Development Planning.

1.5. Definition of Terms

Public participation in today's world has become a buzzword and remains a pipe dream for planners (Manaf et al., 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). It is a term that encircles an inclusive variety of conceivable meanings (Tau, 2013; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). Many different stakeholders with different contradictory motivations and objectives adopt the language of public participation with different meanings (Ababio, 2007; Tshabalala & Lombard, 2009; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

1.5.1. Public participation

Kimathi, (2016) defines public participation as an open, accountable process whereby individuals, organisations and groups are consulted by government entities and organisations before development. The study used public participation as a method where public values, needs, concerns, and ideas are merged together into corporative decision-making (Tau, 2013; Pedersen & Johannsen, 2014; Van Niekerk, 2014; Manaf

et al., 2015; Mathebula, 2015; Swapan, 2016; Vogt & Hass, 2015; Wagner et al., 2016a).

1.5.2. Integrated Development Planning

Integrated Development Planning is defined as a decision-making process that involves the municipalities and its citizens to find an acceptable and suitable strategy or solutions to achieve a decent long-term development objective (Bogopane, 2012; Tau, 2013; Van Niekerk; 2014; Manaf et al., 2016). It can also be defined as the cohesive and participatory process that aims in integrating social, institutional, sectoral, economic, environmental, spatial and fiscal strategies to sustain the ideal resource allocation within the local government (Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016). The study used Integrated Development Planning as a participatory process, which embraces citizens and municipalities in achieving decent development objectives (Bogopane, 2012; Tau, 2013; Van Niekerk, 2014).

1.5.3. Service Delivery

Firstly, defining service delivery needs a mutual definition of service. Service is an activity or product that meets the needs of the user through the following attributes, availability, reliability, usable, and sustainability (Seleka, 2013; Reddy, 2016). Service delivery can be described as a systematic association for satisfactorily with most advantageous use of resources to handing over effective, efficient, and monetary offerings ensuing in measurable and appropriate advantages to the purchaser (South African Management Development Management, 2002; Sindane & Nambalirwa, 2012). In South Africa, the phrase service delivery is used to describe the distribution of basic resources that the public depends on (Reddy, 2016). In the study the term service delivery is used as a provision of a product or service, by a government or government body to the public or community that was promised to be delivered, or which is expected by the public or community (Bogopane, 2012; Sindane & Nambalirwa, 2012).

1.6. Research Design and Methodology

A research design is a universal plan that connects both conceptual research problems to the relevant empirical research for the study that will be conducted (Ababio, 2007; Du Plooy-Cilliers, Davis & Bezuidenhout, 2014). This section consists of the research design and methodology that is appropriate for the research project. Research design pronounces what data is necessary, what are the methods going to be used to collect and analyse data.

1.6.1. Research design

The study used a descriptive survey design to explore determinants of public participation in Integrated Development Planning in Polokwane Local Municipality. Kimathi, (2016) described descriptive survey as a method of data collection with the aim of testing hypothesis or answering questions concerning the current situation of the subject under the study. The study adopted descriptive survey research design because it is suitable for the study since it allows the researcher to generate both numerical and descriptive data that was used in measuring the relationship between variables as well as determinants of public participation in Integrated Development Planning. Creswell (2003; 2014) and Kimathi (2016) advocate descriptive survey design for its application in positivists research paradigms because of its ability to collect quantitative data which is analysed. The study adopted the latest Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study of Integrated Development Planning (2012) to collect quantitative data which is analysed. The descriptive research design was used appropriately for this study because this research design produces quality statistical information about aspects of the study that may give interest to academics, policy-makers, government officials and industry players (Shuttleworth, 2008; Kimathi, 2016).

1.6.2. Kinds of data required

The core form of data that was required for this study was secondary data such as textual (qualitative) and empirical (qualitative and quantitative) data. Due to the nature of this study, as explained in the research design, textual data was required in order to analyse literature and articles that explain public participation models of planning debates on the typologies and processes of public participation, roles of stakeholders in public participation, phases in Integrated Development Planning, level of public participation in Integrated Development Planning and factors that determine public participation in Integrated Development Planning.

The qualitative empirical data required for this study were in relation to the operation of public participation, the establishments of Integrated Development Planning and the citizen's influence in the decision-making and planning process. The empirical data required was in the form of textual and statistical data which was sourced from newspapers, government documents and reports, internet, Statistics South Africa (Stats SA) publications, and Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study of Integrated Development Planning (2012). The Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study (2012) was the main source of quantitative data that was required in relation to the public participation in Integrated Development Planning variables.

1.6.3. Description of the study area

The study has taken place at Polokwane Local Municipality in Limpopo Province. Polokwane Local Municipality is a Category B municipality located within the Capricorn District Municipality in the Limpopo Province. It is one of the four municipalities in the district that is making up just under a quarter of its geographical area. Polokwane Local Municipality has seven clusters such as City Cluster, Molepo-Chuene-Maja, Sebayeng-Dikgale, Mankweng, Seshego, Moletjie, and Aganang Cluster. The municipality serves as the economic hub of Limpopo and has the highest population density in the Capricorn District Municipality. It shares its name with the city of

Polokwane (previously Pietersburg). Polokwane Local Municipality consists of 167 settlements and the estimated population is 586209 and 38 wards (CDM Socio-Economic Impact Assessment Study of Integrated Development Planning, 2012). Polokwane Local Municipality consists of both urban and rural areas; however, it is dominantly rural.

1.6.4. Target population

Kimathi (2016) describes a target population as a total collection element about which one wishes to make influences while the sample size is a representative of the population. Therefore, Polokwane local municipality consists of 167 settlements, which are grouped into 38 wards. The study involved public participation in Integrated Development Planning, for that reason, the process of Integrated Development Planning is framed through representatives, wherein public participation in integrated development does not necessarily involve individual person or households. Since the data was collected as a secondary data from CDM Socio-Economic Impact Assessment Study of Integrated Development Planning (2012), this source indicated that the target population was 556 settlements, 368760 households, IDP and planning offices and traditional leaders from six local municipalities such as Polokwane Local Municipality as a study area, Blouberg, Lepele-Nkumbi, Aganang and, Molemole Local municipality.

The CDM Socio-Economic Impact Assessment Study of Integrated Development Planning (2012:3) stated that in its research methodology “the households and municipal services in the households become the unit of analysis or the sources of the information gathered”. However, this is relevant to the study because municipal services evolve through planning, decision-making, and participation. In this regard, it provides data regarding the determinant of public participation in Integrated Development Planning in the Polokwane Local Municipality.

1.6.5. Sampling design

According to Capricorn District Municipality's (CDM) Socio-Economic Impact Assessment study of Integrated Development Planning, published in (2012:3) the study was informed by the multi-facets data required to achieve the objectives of the study. Since the information was required from residents without any exception in the study frame, the study was designed within Capricorn District Municipality. Within the framework of design, no selection probability was established, each of the five local municipalities was considered a unique cluster; the wards, settlements, and dwelling units were defined as first, second and third enumerations areas respectively. The stands and individual/ family residence on the stands became the dwelling unit and households.

1.6.6. Data collection techniques

The study used secondary data, textual and empirical data. Textual data was collected through reviewing used materials like books, academic journals, government publications, paper-based sources such as local newspapers, and electronic sources such as local radio stations. Textual data is relating to typologies and processes of public participation, roles of stakeholders in public participation, phases in Integrated Development Planning, level of public participation in Integrated Development Planning and the factors that determine public participation in Integrated Development Planning. The data is arranged to form a literature review that presents the determinant of public participation in integrated development theoretically and empirically on South Africa. Empirical data for the study is mainly in the form of statistics which is extracted from the Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study (2012). The statistics extracted is that of Polokwane Local Municipality, where variables that represented public participation and Integrated Development Planning are used.

1.6.7. Data analysis procedures

Once the raw data was captured from the survey instruments, the process of analysis of the data started. According to Cooper and Schindler, (2011) the purpose of data analysis was to reduce accumulated data to a manageable size, look for patterns, develop summaries, and also apply statistical techniques. The study used a quantitative approach. Therefore, descriptive analysis was used to determine the frequency and proportion of the variables. The data collected from the CDM Socio-Economic Impact Assessment Study of Integrated Development Planning (2012) was analysed using the 2013 Microsoft Excel Software for raw data and Statistical Package of Social Sciences (SPSS) to compute variables that represent determinant of public participation in Integrated Development Planning into factors. Other statistical testing processes were correlation analysis and linear regression analysis. This software's assisted the researcher in manipulating, exhibiting, presenting, and analysing data to create descriptive statistics. This action is an attempt to complement the quantitative intuitions thereby creating a space for objective analysis, interpretations and creating connections from the supposed determinant of public participation in Integrated Development Planning.

1.6.8. Validity and reliability

The conception of the study evolves out of a system of ideas supported by validity and credible publication. Some of the scholars dealt with the public participation model of planning and Integrated Development Planning is Arnstein (1969), Bogopane (2012), Van Niekerk (2014) and Swapan (2016). These publications have proven to be reliable sources on the conception of public participation in Integrated Development Planning. The same studies have also commonly used the quantitative method. Therefore, attesting to the credibility and validity thereof, social sciences at times relied on statistics for data collection from the public and the results have been credible and valid (Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Swapan, 2016). The analytical tool used in the study, especially scholarship synthesis has continued to be valid and reliable (Du Plooy-Cilliers et al., 2014). Therefore, the study tool holds a promise to deliver credible and valid results, the researcher didn't change any information

collected from the Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study (2012) and the results.

1.7. The Significance of the Proposed Study

The significant of the study is divided into historical and practical perspectives. From the historical perspective, the study will contribute to the sum of knowledge about public participation in Integrated Development Planning. Therefore, it will add knowledge to the government to improve the legislative frameworks and ensure that it comes to practice. However, Polokwane local municipality has historically been excluded from public participation in civic affairs because the provision of legislative frameworks will not on its own precipitate civic activism. From the practical perspective, public participation in Integrated Development Planning in Polokwane local municipality is a challenge that needs to be addressed since the 25 years' milestone of democracy. The study will assist in which participation can integrate public values into decision-making, reduce conflict, improve the functional quality of decisions, increase trust in societies, and educate or inform the public. The results or findings of the study will be contributory on the determinants of public participation in Integrated Development Planning in Polokwane Local Municipality.

1.8. Ethical Considerations

The study is conducted based on subsequent ethics which requires to be taken into consideration when conducting research because they serve as moral and values which the researcher ought to evaluate their research. The University Plagiarism Policy is endorsed by ensuring that scholarly ideas materials are acknowledged adequately. Importantly, the data that is used is already documented in the CDM (2012) report and therefore, interaction with people in the study area was virtually non-existent. However, the study did not result in any harm, whether physical or psychological.

1.9. Structure of the dissertation

This dissertation was divided into five chapters which pursued out to establish the determinants of public participation in Integrated Development Planning both theoretically and empirically, using different sources and analysis tools as indicated in the methodology. The structure of the dissertation is as follows:

Chapter 1: As an introductory, chapter 1 includes a contextual overview of topic information, research problem, and research design. It will also provide the reader with the background relating to the study, and what other scholars have revealed about public participation and Integrated Development Planning. This chapter outlines the introduction and background of the study; the statement of the problem; hypotheses; the research aim and objectives; the definition of terms; the research design and methodology; significant of the study; and ethical consideration.

Chapter 2: This chapter consists of a literature review on the typologies and processes of public participation.

Chapter 3: This chapter consists of roles of stakeholders in the public participation process, phases of Integrated Development Planning and Integrated Development Planning in Limpopo province.

Chapter 4: This chapter includes the levels of public participation in Integrated Development Planning and the legislative framework that support public participation and Integrated Development Planning.

Chapter 5: This chapter includes factors determining public participation in Integrated Development Planning, public participation in the Integrated Development Planning in South Africa, the importance of implementing Integrated Development Planning in South Africa.

Chapter 6: This chapter presents the research findings, analysis, and interpretations of the outputs that were generated from the correlation and linear regression, the analysis tool used to compute the correlation between the public participation in Integrated Development Planning.

Chapter 7: This chapter includes a summary of the study, conclusion, and recommendation of the study. Findings relating to the correlation between public participation and Integrated Development Planning in Polokwane Local Municipality based on the analysis and interpretations conducted in chapter six. More importantly, the researcher made recommendations from findings for local municipalities to improve public participation in Integrated Development Planning. This chapter closed by indicating the main relationship that was found to be existing between public participation in Integrated Development Planning and also what are the determinants of public participation in Integrated Development Planning within Polokwane Local Municipality, indicating the need for further research based on the findings this study generated.

1.10. Conclusion

The main drive of the study was to find the determinants of public participation in Integrated Development Planning in Polokwane Local Municipality. This chapter provided the background of the study and presented the methodology that was used to conduct the study. Additionally, the chapter outlined the overview of the study, breaking down the structure of the dissertation to provide a summary of the study chapter by chapter. In the next chapter, a theoretical discourse is set out to conceptualise, identify connections, and explore findings conducted by other researchers about the theoretical part of public participation in Integrated Development Planning.

CHAPTER 2

TYPOLOGIES AND PROCESSES OF PUBLIC PARTICIPATION

2.1. Introduction

The context of understanding public participation and Integrated Development Planning in local government requires elaborative exercise that provides literature from different scholars (Sebola, 2017; Flannery, Hearly & Luna, 2018). The contextual understanding of local government exists in both practice and theory. In this regard, local government in practice refers to the activities of the practitioners who are using their powers, efforts and responsibilities to deliver quality services to the local communities (Zhang, 2015; Ureta, 2016; Sebola, 2017; Anuar & Saruwono, 2018). Although, in theory, it may refer to the subsystems of the national government, through the general political and administrative norms or processes developed by its national state institutions, which delivers services to the public at the grass-roots level (Muro & Namusonge, 2015; Sebola, 2017; Baker & Chapin, 2018). Given the inherent nature of local government, public participation is a practice used to embolden Integrated Development Planning with a means of improving service delivery in local government (Tau, 2013; Aklilu et al., 2014; Van Niekerk, 2014; Zhang, 2015; Sebola, 2015; Muro & Namusonge, 2015; Sebola, 2017; Flannery et al., 2018).

Public participation is a “buzz word” in most developing countries, a term that embraces a wide range of possible meanings (Tau, 2013; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b; Anuar & Saruwono, 2018). Many different stakeholders with different contradictory motivations and objectives adopt the language of public participation. Here, the study looks at public participation as a method by which the citizen’s values, needs, concerns, and ideas are merged together into corporative decision-making (Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016; Flannery, Hearly et al., 2018). Public participation in most developing countries is seen as a process used to improve service delivery in local government through Integrated Development Planning (Tau, 2013; Aklilu et al., 2014; Zhang, 2015; Baker & Chapin, 2018).

Public participation in the Integrated Development Planning process is simply one of the numerous areas for interaction between public and local government and it is also an important factor in decision-making process (Tau, 2013; Aklilu et al., 2014; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016; Baker & Chapin, 2018; Flannery et al., 2018). It has been argued that public participation in the decision-making process is dynamic for a diversity of altered reasons (Aklilu et al., 2014). Public participation brings benefits not only to the government but, more importantly, it develops democratic justice to the public (Aklilu et al., 2014; Mathebula, 2015; Zhang, 2015; Wagner et al., 2016a, 2016b; Anuar & Saruwono, 2018). It uses the skills, knowledge, and interest of the public to help in decision-making, and comprehensive solution to social problems and recognises the significant role that the public play in decision-making (Lawton, 2016; Wagner et al., 2016a, 2016b; Vogt & Haas, 2015). Enhancing public participation in government decision-making contributes significantly to the improvement of democracy from the grassroots (Cornwall, 2008; Ahmad & Talib, 2011; Tau, 2013; Swapan, 2016).

However, Cornwall (2008); Bogopane (2012); Manaf et al., (2016) and Van Niekerk, (2014), stated that there is a lack of public participation among local communities in the municipal Integrated Development Planning. In these regards, the literature will discuss the theoretical part of the determinants of public participation in Integrated Development Planning. This chapter is structured into eight sections. These sections outline Integrated Development Planning in the international context and public participation in the international context. Furthermore, it describes the typologies and processes of public participation, explore the roles of stakeholders in public participation, and discusses phases in Integrated Development Planning. It also examines the level of public participation in Integrated Development Planning and identify the factors that determine public participation in Integrated Development Planning. The last section is the legislative frameworks in the international context.

Public participation is a band of interaction between the public and government, by providing ideas and skills through informing and listening to each other about the

knowledge gained and also how to implement a strong granted solution (Tau, 2013; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). Particularly, public participation can be described as a conscious process by which interested groups, individuals, civil society organisations, affected citizens and government officials are involved in policy-making process before a political system take the decision on its own (Aklilu et al., 2014; Mathebula, 2015; Ureta, 2016; Vob & Amelang, 2016).

2.2. Typologies of Public Participation

There is a wide range of literature relating to the typologies of public participation (Ureta, 2016). Typologies are a useful preliminary point for distinguishing degrees and kinds of participation (Swapan, 2016; Ureta, 2016; Baker & Chapin, 2018). Furthermore, it provides a series of ideal types along which forms of participation may be arranged (Baker & Chapin, 2018). Most typologies transmit implicit normative assumptions that place these forms of participation along an axis of 'good' to 'bad'. Many of the typologies of public participation that have been shaped focus on the intentionality, and associated approach of those who recruit participation.

Public participation in development planning is a process whereby people exercise their cooperative and individual creativities to promote their interests in decision-making and precise their mistakes (Tau, 2013; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b; Baker & Chapin, 2018). Not all types of public participation are the same, steering meaningful public participation comprises public input or ideas for the decision-making process. The Municipal Systems Act 32 of 2000 listed typologies of public participation which are particularly important in municipal decisions and planning processes.

Most of the developing countries use different typologies of public participation in the planning and decision-making process (Vogt & Hass, 2015; Swapan, 2016; Baker & Chapin, 2018). In this regard, typologies of public participation are as follows; passive

participation, participation by information giving, consultative participation, participation for material incentives, interactive participation, self-mobilisation participation and right-based participation (Vogt & Hass, 2015; Swapan, 2016). Public participation in the planning and decision-making process itself is not always a golden recipe for success. The ideal is interactive participation, but this is very resource intensive in terms of time, skills and cost and it is usually not necessary or desirable in certain circumstances. In many cases participation in information-giving and participation by consultation are the most important and elementary typology of participation in the local government planning process because it simply conveys information to people and they are also consulted in terms of decision-making process (Vogt & Hass, 2015; Swapan, 2016; Baker & Chapin, 2018).

2.2.1. Passive Participation

In this type of participation, members of the public are informed about unilateral information on the accomplished or forthcoming project but are given no opportunities to bring input into the project. This is poor participation and thoroughly disgraced and associated with failure (Baker & Chapin, 2018). It indicates that the public is not actively participating in many community activities, hence they don't plan, organise, coordinate or do the actual work to bring a community development activity to execution (Tau, 2013; Vogt & Hass, 2015; Swapan, 2016; Ureta, 2016; Baker & Chapin, 2018). In this regard, the public participates passively as an outcome independent directive, without being involved in the decision-making process. In this typology, the public has no power in decision-making they participate by being told on what the officials have decided based on what is already existing (Swapan, 2016; Baker & Chapin, 2018). It also involves announcements made by the government or project management and not listen to the public's response to the project and what they regarded as important information is from external professionals (Tau, 2013; Vogt & Hass, 2015; Ureta, 2016). Passive participation is characterised as unilateral information sharing in which people are informed of what is to happen (Concern Worldwide 1995, pp4-5). The community has no decision-making role and is asked, or forced, to participate (Eyben 2003). Participation is a pretence with people's representatives on official boards but who are unelected and have no power (Pretty, 1995).

2.2.2. Participation by Information Giving

The alteration of information between public and government is a crucial feature of early involvement and is integral to the development service plan (Eyben 2003; Hickey & Mohan, 2003; Ureta, 2016). However, the information being shared among the public and government belongs only to the external professionals. In this regard, the public participates by answering questions modeled by researchers using questionnaire surveys or similar approaches. The public is not given the chance to influence proceedings, as the findings of the research are neither shared nor checked for accuracy (Tau, 2013; Vogt & Hass, 2015; Swapan, 2016; Ureta, 2016). Participation by information giving is characterised by participation which confined to answering questions for surveys and information questionnaires, the results of which are never made available to the contributing community (APSO, 1996).

2.2.3. Consultative Participation

Public consultation is one of the fundamental regulatory tools adopted to improve efficiency, transparency, and effectiveness of Integrated Development Planning. In this regard, the public is consulted and presented in development projects (Swapan, 2016). Therefore, external professionals listen to views, ideas and define both problems and solutions, and these are modified considering the public's responses (Eyben 2003; Hickey & Mohan, 2003; Ureta, 2016). However, the public's needs and favourites are discussed, and external agents then devise and plans which might or might not address those priorities. The consultative process does not acknowledge any segment in the decision-making process, and professionals are under no responsibility to take people's ideas or views (Tau, 2013; Aklilu et al., 2014; Zhang, 2015; Swapan, 2016; Ureta, 2016).

The public participates through consultation in the workshop's forums, and meetings, to express their opinions and views regardless of being excluded from decision-making. The public might be given feedback or informed of the outcomes, and their ideas might even have solicited again, but there is no assurance that their ideas or

opinions will be considered or taken into account (Eyben 2003; Hickey & Mohan, 2003; Swapan, 2016; Ureta, 2016; Baker & Chapin, 2018). Consultation participation is characterised by that, “though humans are consulted problems are nonetheless defined and analysed” with the aid of outsiders who make all the decisions (Concern Worldwide 1995, pp4-5). People participate through being consulted or by answering questions. External marketers define problems and information gathering methods and so manage analysis. This procedure does not concede any share in decision-making and authorities are under no duty to undertake people's views (Pretty, 1995).

2.2.4. Participation for Material Incentives

Citizens participate by providing resources and such resources are cash, labour, in return for food, or other material incentives. The majority of on-farm research is included in this group, however, farmers in this group provide the fields but are not given the opportunity to participate in the process of learning or experimentation. More importantly, it is surprising to see this called participation, while citizens are not yet having no stake in prolonging activities when the incentives end (Eyben 2003; Hickey & Mohan, 2003; Baker & Chapin, 2018).

2.2.5. Interactive Participation

Citizens participate in the combined analysis, which hints to accomplishment plans and the establishment of new local institutions or the strengthening of existing ones. It aims to contain interdisciplinary methodologies that pursue quite a few views and make use of systematic and structured gaining knowledge of tactics (Tau, 2013; Vogt & Hass, 2015; Baker & Chapin, 2018). However, groups take control over local decision-making, and so the public has power in maintaining structures and is also actively involved in the community development activities and planning process (Eyben 2003; Hickey & Mohan, 2003). This confers a feel of ownership due to the fact that they screen the implementation and evaluate the impact on their own initiatives or programmes. It helps in gathering information, analyse situations that are faced by the community, and plan the projects (Eyben 2003; Hickey & Mohan, 2003; Baker &

Chapin, 2018). People participate collectively in the analysis, improvement of action plans, and monitoring of impact. Participation is inter-active and structured to permit groups to take over decision-making and manage the resources, such that they have a stake in preserving constructions and practices (Concern Worldwide; 1995).

2.2.6. Self-mobilisation

The public participates by taking creativities through self-governing to transform systems. They established interactions with external institutional on guidance with the availability of resources and technical advice needed when using the resources. Such self-initiated mobilisation and collective action may additionally or may additionally not challenge existing inequitable distributions of wealth and power (Eyben 2003; Hickey & Mohan, 2003; Baker & Chapin, 2018). Communities plan and execute their personal initiatives independent of mobilisation from exterior institutions. The merely difficulty is the economic useful resource gap, the development burden and the extent to which donors may also be given a "hands-off" role (Baker & Chapin, 2018).

2.2.7. Rights-based participation

Groups of people declare and workout decision-making powers on problems affecting them, with participation both entry-point and aspect of wider bids to understand rights (Gaventa, 2002; Eyben 2003; Hickey & Mohan, 2003). The approaches and arena for participation can be created and managed from inside the country (as with the participatory finance strategies of Porto Alegre, for example). Groups of residents may also embark on their very own initiatives, either entirely of their personal accord or alongside and drawing on the help of different institutions. The initiatives sometimes occur beyond the perimeters of traditional development planning and can straddle the nation-states of legality and illegality (Hickey & Mohan, 2003). In so far as it entails claiming and exercising positive powers normally viewed as the hold of the state, rights-based participation addresses an enduring criticism of mainstream types of public participation – which is that they eventually depart the status quo untouched. Hence Arnstein's (1969: 216) rejoinders that "participation without redistribution of power is an empty and frustrating process".

2.2.8. Izimbizo

In South Africa, izimbizo are regarded as a very useful weapon for strengthening democracy as a form of public forum. However, Kondlo, (2010) argues that izimbizo as a public forum and as a weapon it is not being utilised appropriately. Izimbizo were announced by the government to facilitate regular discourse and interaction between the three spheres of government (local, provincial and national spheres) and members of the public (Ginsborg, 2008). Izimbizo forum is one of the typologies of participation that was conceptualised within all levels of government and rather than transmitting the objectives of the ordinary masses to decision-making levels (Ginsborg, 2008; Kondlo, 2010). The izimbizo programme has been challenged from the point of conception in the views and the voice of the public were absent. Hence izimbizo are considered to be a key tool among other tools that are available to the government to deal with all the concerns about service delivery, the origin of this typology needs to be tested with communities further yield to communities to lead its implementation (Department of Provincial and Local Government 2008).

2.3. Other Typologies of Public participation

According to Mudzanani (2016) there are diverse typologies and dimensions of public participation, depending on the condition and the environment in which they are applied. The following subdivisions outline some of the most relevant typologies of public participation at a local government level.

2.3.1. Political Parties

In all spheres of government, political parties are regarded as a key pressure group to address the issues of service delivery and public participation that affect the public. It is observed as a pressure group due to its potential to influence its major political decisions by putting persistent pressure on the issues of service delivery and public participation (Mudzanani, 2016). Moreover, it is important to have political parties

because it is a pressure group regarding articulation and final inclusion of the needs and demands of the public in the Integrated Development Plan of a municipality's service delivery priority list (Tau, 2013; Vogt & Hass, 2015; Baker & Chapin, 2018). It serves to note that political parties sometimes seek to exploit situations to gain control on, either by unassisted efforts or in collaboration with other parties in an endeavour to compete against the ruling benches (Berner, 2006: 81).

2.3.2. Middle-Class Groups

Middle-class groups are constituted by members of such professional bodies as Legal Aid, Teachers Unions, the Medical Council, or School Principal Associations (Vogt & Hass, 2015; Mudzanani, 2016). In this regard, middle-class groups have the courage to influence policy-making and implementation on matters of service delivery and public participation within the municipalities (Berner, 2006: 91; Vogt & Hass, 2015). They ensure that the identified issues of service delivery affecting the public are taken into consideration and be addressed by the government (Tau, 2013).

2.3.3. Consultation

The term consultation refers to a course of engagement between two or more parties seeking advice or information (Chen, Pearson, Wang & Ma, 2017). In local government is a process whereby a municipality interacts with the public within the communities in order to share notes and ideas about the services that are needed (Tau, 2013). Most importantly, it provides information to the members of the public and implores opinions from the affected participants. This form of participation involves a process of communication between the affected members of the public and government (Craythorne, 1997: 99).

2.3.4. The Business Sector

The level of democracy in South Africa is closely connected to basic freedoms as the right to private ownership. Finally, it enables the public to be part of the free-market

system of profit based on the demand and supply principle (Berner, 2006: 91; Vogt & Hass, 2015). The linkage between private entrepreneurship, free market system, and democracy has positive outcomes for public participation and service delivery. Furthermore, the business sector can accomplish an advisory function on the matters of service delivery and can also highlight on how the public may participate in the issues affecting the economy of their municipality (Mudzanani, 2016; Foss, 2018). However, the business sector cannot be ignored, as it has the essential financial strengths to boost the economy of the municipality. The business sector's strategic financial position provides its preferential access to public participation on issues of service delivery (Mudzanani, 2016).

2.3.5. Non-Violent Protests

South African local government experience different protests such as violent and non-violent protests in the name of service delivery (Berner, 2006). In this form of participation, the public can participate in the matters of service delivery through the non-violent form of protest as a peaceful march, mass meetings, and demonstrations. According to Bridges (1974: 30), a non-violent protest is not essentially a sign of the rejection of authority, because it is normally based on moral pressure. Non-violent protest in a multifaceted municipality with quick-changing needs, is more than just a safety block. It can also become a valuable compound of public participation for a municipality that is capable of using it effectively and efficiently for the same purpose (Chen et al., 2017). Large-scale, passive resistance has the potential to become more serious. This is because it directly challenges authority and is regarded as an effective approach to revolutionary action (Foss, 2018).

2.3.6. Public Hearings

A public hearing is the most important form of public participation where municipalities and legislatures demand a public hearing where stakeholders, interest groups, and individuals are invited to comment on service delivery issues (Chen et al., 2017). This typology of participation provides opportunities for the public to share their issues and expectations regarding service delivery. It also permits the government to conduct

educational outreach, before the public is required to make inputs (Reddy, 2016). Public hearing encourages municipalities to facilitate pre-hearing workshops, to provide the public with direction on how inputs can be prepared and submitted. This typology of public participation requires the government to provide the public with an opportunity to make inputs when the bill is tabled before them (Mudzanani, 2016).

2.3.7. Elections

Elections are viewed as a process through which the voters elect among candidates who are eligible for a vacancy like the political position of municipal councillor (Mudzanani, 2016; Reddy, 2016). Voting during elections is regarded as the main form of public participation at the local government level. Elections are usually held at intervals of not more than five years, to give registered voters the opportunity to approve or disapprove the nominated candidates (Reddy, 2016). Therefore, elections are the channel through which the electorates participate in issues of service delivery (Chen et al., 2017).

2.3.8. Interest Groups

Interest groups embrace of six to ten people brought together to exchange ideas and notes on a particular matter and they also serve as the representative of a specific group in society (Hanekom, 1991:80). Interest groups have only one purpose which is to influence the government to take their proposals on the community needs and proposals of the community they represent into consideration through oral or written submissions (Chen et al., 2017). They are more interested in promoting the interests of the community and do not give up until their demands and needs are met (Atkinson, 1992: 21). They enable the government to take cognisance of the main facts, views, and values of a group with the aim of establishing an expressive priority for general satisfaction within a particular community (Fred, 2003).

2.3.9. Referendum

A referendum is very much important because it offers the public an opportunity to make a choice between alternative courses of action on an issue affecting them (Leach, 2000: 90). According to Artin (2002: 75), a referendum is an establishment allowing the public to accept or reject the position of a government or council, through a formal election. A referendum requires an expensive and long phase of information and debate. Through this form of public participation, the public may be more vulnerable to emotional declarations than to apply their minds to a particular position bearing in mind the economic, political, or social implications of their votes (Allen, 1984: 98; Chen et al., 2017). This form of public participation provides the public with an opportunity to inform the government or council about the popular opinion or views on a debated issue (Fred, 2003: 69). Nevertheless, the power of a referendum does not allow the public to invalidate a law that is already functioning, but rather or withdraws or suspends a law that has not yet effective.

2.3.10. Survey Questionnaires

Through survey questionnaires, a researcher can ask prepared questions to a sample population that is statistically representative of all affected communities and stakeholders (Atkinson, 1992: 21). This form of participation assists researchers to get the attitudes, views, and opinions of the affected communities about the precise issues. It provides the public or municipalities with valuable information on public preferences. However, it must be well-known that survey questionnaires are normally administered through interviews (Fred, 2003). The latter consists of the application of survey questionnaires with semi-structured questions directed to key informants in the local government. These questions relate to a set of variables that the technical planning team is responsible to carry out (Patton, 1989: 78).

2.3.11. Education and Outreach Programmes

Education requires the local government to have some form of an outreach programme in the areas that fall in the jurisdiction of each municipality. Strategies

generally used include educational workshops and information dissemination (Fred, 2003). The latter is achieved through focused media strategies and through the use of community radios and the South African Broadcasting Corporation's radio stations (Kanyane, 2014). Polokwane Local Municipality has developed programmes targeting people who do not belong to organised civil society structures, although organised structures are likely to be included in workshops and discussions. Such organised structures are also far more likely to be successful in making oral and written submissions (Chen et al., 2017). In the case where significant pockets of the public do not understand how municipalities are structured and function, as well as the important work of councils within each municipality, most municipalities produce pamphlets as well as other materials and educational tools that supplement outreach programmes (Kanyane, 2014). Such interventions have the potential to radically increase interest in and awareness of municipal processes, strengthen the relationships between municipal councils and communities, and build community groups' capacity to understand and engage with council processes (Sebei, 2013).

2.3.12. Constituency Offices

Constituency offices are typically motivated by politicians and have the potential to strengthen and develop democracy if it is well managed or trained. These offices can assist by informing the communities about the roles and duties of each municipal council (Kanyane, 2014; Foss, 2018). These offices can facilitate public education and outreach. They can empower the public by providing them with information and knowledge on how to submit issues of service delivery to municipal councils. The only most important challenge about these offices is that they are more political entities than extensions or service stations of the municipality or the Parliament (Chen et al., 2017). Therefore, there is a need to capacitate and empower these officers so that they understand their main mandate of serving the communities (Foss, 2018).

2.3.13. Committee Meetings

A committee is a formally established structure that embraces stakeholders who have been elected or appointed with the aim of examining a policy matter (Webster,

1995:180; Chen et al., 2017). The point that the public engages together, on a particular point, in order to discuss the issues that affect them should be regarded as the heart of public participation processes, be they social get-togethers, workshops, committees, or any other public meetings (De Visser, 2005: 69). The researcher agrees with the above view that committee meetings are interactive opportunities where the public participate in in-depth municipality-related engagement on the matters of service delivery and public participation.

2.3.14. Social Media

According to Fred (2003: 21), social media should be regarded as a means of making available large amount of regularly up-dated reference material, meant for members of the public to enable them to give their inputs or ask questions where they do not understand. Social media provides members of the public with an opportunity to submit their views or opinions on issues of service delivery (Fred, 2003). As members of the public exchange ideas through social media, they are offered an opportunity to get involved in issues that affect them (Kanyane, 2014; Foss, 2018).

2.3.15. Mass Media

Mass media such as televisions, community radios, newspapers, and SABC radio play a major role in transferring information, are important because they enable citizens to make inputs or to engage the public on issues of interest (Chen et al., 2017). Radio and television stations would hence be regarded as additional platforms for public participation in the matters of public participation and service delivery (Koma, 2010). Likewise, local, national, and international newspapers and magazines are also mass media through which the public can take their views or opinions and outlet their frustrations on service delivery (Kanyane, 2014; Foss, 2018).

2.4. The Processes of Public Participation

The literature suggests that there are several important processes of public participation in local government (Rasche et al., 2006; Swapan, 2016). Those processes are as follows: access to information, consultation, active involvement, collaboration and empowerment (Tau, 2013; Pedersen & Johannsen, 2014; Van Niekerk, 2014; Manaf et al., 2015; Vogt & Hass, 2015; Swapan, 2016; Wagner et al., 2016a, 2016b). The processes of public participation helps to encourage citizens to participate in the decision-making and planning process (Van Niekerk, 2014; Wagner et al., 2016b). In this regard, people express diverse philosophies about what defines a good public participation process. In so doing, they illustrated what we call social discourses or ideological perspectives on public participation (Tau, 2013; Pedersen & Johannsen, 2014).

2.4.1. Access to Information

The advent of knowledge and information to the society has an extensive intervention with the potential to ensure that government and the public interact with a goal for achieving meaningful and successful development (Tau, 2013; Wagner et al., 2016a, 2016b). Access to information is the first, elementary and important right that originate from entire process of public participation (Wagner et al., 2016a, 2016b; Baker & Chapin, 2018). More importantly, the government should provide the public with information about its planning process and the types of documents that need to be adopted at the beginning of the planning process. It also ensures that the public does understand the process and will also form part of the decision-making processes by providing comments, reasoning and drafts throughout the process (Elmir & Bounabat, 2012; Hoskins & Kerr, 2012; Hoskins, Han, Kerr & Veugelers, 2012; Vogt & Haas, 2015; Baker & Chapin, 2018). They are legislative frameworks that are regulated to encourage access to information and support the idea that government should not apply measures which would prevent the public from receiving the information, for example, The Batho Pele Principles, The White Paper on the Transformation of the Public Service of 1995 and Public Service Regulations of 1999 and 2001 (Muro & Namusonge, 2015; Swapan, 2016; Wagner et al., 2016a).

The motivation of giving the public rights to access information is to substitute a culture of accountability and transparency in the public structures, and to promote a culture in which the public have active access to information that empowers them to fully protect and exercise all their participation rights (Van Niekerk, 2014; Vogt, Forster & Kabst, 2014; Wagner et al., 2016b; Baker & Chapin, 2018). For example, the public in most rural communities they prefer the traditional method of getting information whereby they organise meetings with the traditional leaders or indunas, local government officials and community even though they rarely given the opportunities (Evans-Cowley & Hollander, 2010; Fedotava, Teixeira & Elvelos, 2012; Van Niekerk, 2014). In this process information should always be truthfully and honestly served and the public should fully understand the projects and decisions, also they must make their own appropriate and adequacy conclusions. When access to information process is being conducted, it is more important not to try to manipulate or persuade the public (Evans-Cowley & Hollander, 2010; Lawton, 2016; Cuomo, Mallin & Zattoni, 2016). The public can access information in many ways: workshops, local newspapers, radios, society meetings, political campaigns and creating awareness or being consulted (Rasche et al., 2006; Swapan, 2016; Vogt & Haas, 2015).

There is a legislative framework that was established by the South African government in order to promote access to information in the country such as the Promotion of Access to Information Act 2 of 2000 (PAIA). This legislation in the Republic of South Africa allows access to any information held by the State, and any information held by private bodies that are required for the exercise and protection of any rights. It applies specifically to South Africa but is part of the global drive towards freedom of information. The Act is enforced by the South African Human Rights Commission (SAHRC). Section 32(1)(a) of the Constitution of the Republic of South Africa, 1996, determines that everyone has a right of access to any information held by the State. Section 32(2) of the Constitution provides for the enactment of national legislation to give effect to this fundamental right. PAIA is the national legislation contemplated in section 32(2) of the Constitution. Section 9 of PAIA recognises that the right of access to information is subject to certain justifiable limitations aimed at, amongst others: (a)

the reasonable protection of privacy; (b) commercial confidentiality; (c) effective, efficient and good governance.

2.4.2. Consultation

A consultation is a powerful tool that enriches and shapes government policies such as the Integrated Development Plans (IDPs) and its implementation in the local sphere. This principle is further supported by the Municipal Systems Act that emphasise the importance of consultation through public participation in government, particularly at the local government level where development remains one of the serious challenges. According to Kimathi (2016), consultation contains communication between the government and the governed (community) in dealing with a public issue. The consultation also refers to the process of seeking information or advice. Consultation between the local government and participants is a two-way process, where each has something the others want. Therefore, consultation is a form of participation in which information is made available and the opinion of participants is elicited.

Consultation is a second process of public participation that also contributes to increasing the level of effective public participation. Consultation means the process whereby the stakeholders are discussing, seeking and considering the views or ideas of other participants and to reach feasible and strong agreement (Tau, 2013; Aklilu et al., 2014; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016; Baker & Chapin, 2018). Consultation in public participation can be made in different ways, for example government can provide solicitation to sit down together and work on things in a collective way, whereby the public is required to provide their opinions, views, comments, reasonings, and feedback on a specific document that they have consulted with (Tau, 2013; Van Niekerk, 2014; Baker & Chapin, 2018). However, it is a reactive and cooperative way of participation whereby the public becomes involved because it is the government requests as indicated in the Constitution of the Republic of South Africa. Nonetheless, the public should pro-actively engage and remind the governmental bodies about the need to be asked to comment on laws that will affect

them through the decision-making process (Phago, 2008; Van Niekerk, 2014; Baker & Chapin, 2018). In the consultation process, the government generally asks for inputs at set points in the planning process from the public and provides an ongoing opportunity for input and encourage active involvement in the planning process (Baker & Chapin, 2018).

2.4.3. Active Involvement

This process of public participation encourages jointly, and alliance started responsibilities at all platforms of the decision-making through issue identification, drafting, agenda-setting, decision and implementation (Mafunisa & Xaba, 2008; Maphunye & Mafunisa, 2008; Evans-Cowley & Hollander, 2010; Baker & Chapin, 2018). The active involvement process of public participation is exceedingly significant than a consultation process. Active involvement in public participation includes all the public in the planning and decision-making process where there should be a strong and convenience agreement about the conjoint goals, and the public should also be able to preserve their independence, and to campaign and advocate for the solutions they wish to adopt (Fedotava, Teixeira & Elvelos, 2012; Van Niekerk, 2014). At this process, the public is involved in the process, from the beginning and it provides several continuing opportunities for input in the decision-making process. The goal of public participation at this process government officials work in a straight line with the public and take their inputs into consideration throughout the decision-making process (Maphunye & Mafunisa, 2008; Mafunisa & Xaba, 2008; Evans-Cowley & Hollander, 2010; Baker & Chapin, 2018). The promise at the involved process is that the public will have plentiful access to the decision-making process and will be granted the opportunities to give input throughout the process and receive direct feedback on how their input assisted in influencing the decision (Fedotava, Teixeira & Elvelos, 2012; Van Niekerk, 2014).

2.4.4. Collaboration

The collaboration process in public participation embraces all the elements of the active involvement process. To collaborate means sharing ideas and working together. The collaboration process is different from the consultation and active involvement process because in this process the public is directly engaged in decision-making (Mafunisa & Xaba, 2008; Tshabalala & Lombard, 2009; Tau, 2013; Baker & Chapin, 2018). Collaborate often contains an obvious effort to find consent and assent solutions. Nevertheless, at the active involvement process, the government is still the decisive decision-maker. The point which agreement will be required and how much decision authority the government officials are willing to share must be made clear. In the end, the government officials use the input received and make the decision on their own (Mafunisa & Xaba, 2008; Maphunye & Mafunisa, 2008; Evans-Cowley & Hollander, 2010; Baker & Chapin, 2018). The goal of public participation in the collaboration process is to plan a process that permits effective partnerships between the public and government officials on all aspects of the decision-making process (Siyongwana & Mayekiso, 2011; Walther, Vogts, & Kabst, 2016).

2.4.5. Empowerment

At the empowerment process, the government delivers the public with a brighter and cheerful opportunity to make their own decisions (Tshabalala & Lombard, 2009; Tau, 2013; Vogts, & Kabst, 2016; Baker & Chapin, 2018). The most mutual activities at this process are public ballots or voting, but there are also other practices available as well. Government hardly conducts public participation at the empowerment level because public ends up fighting for unnecessary things unless if few people are selected to represent the public in government (Amelung, 2015; Vogts, & Kabst, 2016). In general, the government is not allowed to delegate their decision-making authority to the public and creating a legitimate, fair and inclusive process for empowerment beyond basic voting. Basic voting by itself often fails to create the level of public knowledge and a broad range of public input that is needed for meaningful public participation (Tau, 2013; Vogts, & Kabst, 2016). The goal of public participation in the empowerment process is to create a program that allows the public to make an

informed decision. The promise at this process is that the government will implement what the public decides (Vogts, & Kabst, 2016; Baker & Chapin, 2018).

2.5. Conclusion

In participation exercises and, to a lesser extent, consultation exercises the problem arises as to how to unite the various participants' knowledge or opinions into some complex response that accurately combines all relevant information from those participants. The majority of scholars suggest that consultation as a typology of public participation is the most important from all the typologies of public participation. This typology relies on the public and government officials to come together and share the ideas and reach decisions rather than vice versa. As such, the involved public is largely self-selected and biased in terms of those most proactive and interested.

CHAPTER 3

INTEGRATED DEVELOPMENT PLANNING AND ROLES OF STAKEHOLDERS IN PUBLIC PARTICIPATION

3.1. Introduction

Local government has a central role to play in the delivery of national intentions. Therefore, “capacity in local government refers to a number of initiatives that are undertaken to improve the abilities of local government to perform its proposed objectives and address the foremost challenges of its localities, as they arise” (Lombardi & Prosperi, 2017). Public participation can be a process to address and break down multifaceted decisions made by diverse stakeholders who provide new ideas, information, views, interests, and needs (Cornwall, 2008; Pedersen & Johannsen, 2014; Muro & Namusonge, 2015; Wagner et al., 2016; Anuar & Saruwono, 2018). Participation is largely grounded in the animation of a set of stakeholders with certain rights in the planning process.

Public participation involves different stakeholders and they play a crucial role (Rasche et al., 2006; Van Niekerk, 2014; Swapan, 2016; Anuar & Saruwono, 2018). In this regard, different stakeholders are important in public participation because it permits the public an opportunity to understand the government policies and decisions. More importantly, it will provide the government with input to assist them in designing and implementing a better and legitimate decision (Rasche et al., 2006; Moll & Padovan, 2008; Marcken-Walsh & Curtin, 2012; Van Niekerk, 2014; Swapan, 2016).

3.2. The Importance of Implementing Integrated Development Planning

Preparing Integrated Development Planning is a legal requirement in terms of the local government: municipal systems act (Act 32 of 2000). However, it's not the only reason why municipalities must prepare the plans. Under the constitution of the RSA (108 of 1996), municipalities have been awarded major developmental responsibilities to

ensure that the quality of life for its citizens is improved (Van Niekerk, 2014; Wagner et al., 2016a). There is a new role for local government that includes: provision of basic services, the creation of jobs, promoting democracy, accountability, and eradication of poverty. Preparing and having Integrated Development Planning enables the municipality to be able to manage the process of fulfilling its developmental responsibilities. Through the Integrated Development Planning, the municipality needs to be informed about the problems affecting its municipal area through consultation and, being guided by information on available resources, and will assist to develop and implement appropriate strategies and projects to address the problems (Van Niekerk, 2014; Manaf et al., 2015; Muro & Namusonge, 2015; Vob & Amelung, 2016; Wagner, Vogt & Kabst, 2016a). According to the literature, there are reasons why every municipality should have an IDP and such are:

- It helps to speed up delivery by providing a tool which guides where investment should occur, getting the buy-in of all relevant role-players for implementation, providing deadlock breaking decision-mechanisms and arriving at realistic project proposals taking into consideration limited resources;
- It helps to attract additional funds where there is a clear municipal development plan, private investors and sector departments are willing and confident to invest their money because the IDP is an indication that the municipality has a development direction;
- It helps to make more effective use of scarce resources by focusing on identified and prioritised local needs by taking into consideration local resources. Searching for more cost-effective solutions and addressing causes rather than just allocating capital expenditure for dealing with symptoms;
- It helps to strengthen democracy and hence institutional transformation because decisions are made in a democratic and transparent manner, rather than by a few influential individuals;

- It helps to overcome the apartheid legacy at the local level by promoting the integration of rural and urban areas, different socio-economic groups, places where people live and work, etc and facilitating the redistribution of resources in a consultative process and;
- It promotes intergovernmental coordination by facilitating a system of communication and coordination between local, provincial and national spheres of government.

Regardless of these reasons on why municipalities should have IDP, the government should explain the reasons and importance of IDP to the public and also be transparent in the provision of services to communities to encourage public participation (Manaf et al., 2015; Muro & Namusonge, 2015; Vob & Amelung, 2016). The involvement of the public in the participation process can build a sound or solid relationship and public trust in all levels of government (Mautjana & Mtapuri, 2014). When the public is actively involved in all service delivery projects and have ownership and also have the understanding of the related processes, the level of public participation in Integrated Development Planning increase and will lead to successful service delivery (Muro & Namusonge, 2015).

3.3. Phases in Integrated Development Planning

Integrated Development Planning is a process whereby the municipalities prepare a five-year strategic development plan. According to the Municipal Systems Act of 2000, all the municipality categories (i.e. Metros, District Municipalities and Local Municipalities) in all spheres of government must embark on an Integrated Development Planning process to produce integrated development plans (IDPs) (Bogopane, 2012; Malefane & khalo, 2010, Phago, 2009; Van Niekerk, 2014). IDP in local government is a legislative requirement plan with legal standing and it succeeds other plans that guide development in the local government (Bogopane, 2012; Mautjana & Mtapuri, 2014; Mello & Maserumule, 2010). Integrated Development

Planning is an interactive and participatory process that involves several stakeholders for the planning process to run smoothly. Regardless of its participatory nature, it takes almost six to nine months for the municipality to complete an IDP and the period is closely related to the budget cycle of the municipalities (Mautjana & Mtapuri, 2014; Phago, 2009; Van Niekerk, 2014). However, during the period of implementing IDPs, development and service delivery is not at a standstill but process continuous.

In some of the developing countries, local municipalities use Integrated Development Planning as a technique to plan future development to deliver quality services (Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016). Integrated Development Planning is seen as a municipal process to allocate available and accessible resources around certain development priorities and strategies within the community (Bogopane, 2012; Muro & Namusonge, 2015; Manaf et al., 2016). Integrated Development Planning is formulated in phases, such as analysis, strategies, projects, integration, and approval (Tshabalala & Lombard, 2009; Mautjana & Mtapuri, 2014; Van Niekerk, 2014) and is discussed as follows:

3.3.1. Analysis

This phase conducts situation analysis, whereby information is collected on the prevailing circumstances within the local sphere of government. The prevailing conditions of the area have been highlighted and the developmental problems that are faced by the community and the causes of these existing problems in a specific municipality receive attention (Tshabalala & Lombard, 2009; Mautjana & Mtapuri, 2014; Van Niekerk, 2014). In this regards information that is needed is along with the details of the priority problems. However, the identified problems in local government are considered and prioritised in terms of what needs to be done first. In identifying the problems, the municipality considers the public's observations on their needs and problems, but also figures and facts (Phago, 2009; Mautjana & Mtapuri, 2014; Van Niekerk, 2014). It is significant during this phase that the municipalities understand not only the symptoms but also the main causes of the problems to make effective decisions or appropriate solutions (Phago, 2009; Tshabalala & Lombard, 2009).

All stakeholders in local government are very imperative in this phase. The municipality should not make assumptions on what are the challenges that are faced by the community. The public must be consulted in determining the challenges because they are the ones who are affected and not the municipal officials (Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016). According, to Malefane & khalo, (2010) and Bogopane, (2012) it is important to regulate the priority challenges because sometimes it is difficult for the municipality to address all the challenges identified by different sections of the community due to insufficient resources. In this regard, the municipality should be aware of accessible and existing resources and limitations of resources so that the accurate solutions are made. More importantly, at the end of this phase, the municipality will be able to provide an assessment of the existing level of development details on priority issues and problems and their causes and information on available resources (Phago, 2009; Malefane & khalo, 2010; Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

3.3.2. Strategies

During this phase, local municipalities are invited to district strategic workshops to cooperatively debate the most effective and suitable problem-solving strategies. Provincial and national specialists and expert resource people from civil society can be invited to join this process to decide which strategy is suitable to solve the problem and this entails:

Developing a vision - in local government the vision is usually a statement of the ultimate situation that the municipality aims to achieve in the long term after it has addressed the problems drawn in phase one (Phago, 2009; Malefane & khalo, 2010; Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

Defining development objective- after the priority problems are identified in phase one, they are supposed to be interpreted into objectives. Development objectives are different from developing a vision because it is a statement of what the municipality intended to achieve in the medium term to address the problems and also contribute to the realisation of the vision. In other words, the objectives should channel the gap between the vision and current reality (Phago, 2009; Malefane & khalo, 2010; Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

Development strategies- as soon as the municipality identifies what it aims to do and what it needs to accomplish to comprehend the vision, it must then develop strategies for the identified issues (Mello & Maserumule, 2010; Tau, 2013). Development strategies deliver answers to the question of how the municipality will reach its objectives. There strategic decisions about the most suitable ways and means to achieve the objectives (Phago, 2009; Malefane & khalo, 2010; Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

Project Identification- after strategies are formulated, they start with the identification of the projects. Public participation takes place in phase two in the form of a public debate on the appropriate ways and means of solving the problems (Mello & Maserumule, 2010; Tau, 2013; Phago, 2009; Van Niekerk, 2014; Manaf et al., 2016).

3.3.3. Projects

During this phase, the municipality works on the design, description, and content of projects that are identified during phase two as a strategy of phase one (Van Niekerk, 2014). It should meet all the requirements of the project such as scope, cost, time, resource management, and monitoring and evaluation of the project. The project should be clear and vibrant on who are the target group or intended beneficiaries, when it will initiate and end, who will be responsible for managing it, the location of the project, how much it will cost and identify the funder of the project (Malefane & khalo, 2010; Mello & Maserumule, 2010; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

Furthermore, targets group and other relevant stakeholders are framed to measure performance and control of the project. It is the responsibility of the municipality to ensure that there is a direct linkage between the identified projects and the objectives that were identified in the previous phases (Malefane & khalo, 2010; Mello & Maserumule, 2010; Tau, 2013).

3.3.4. Integration

During these phase local and district municipalities confirm the integration between the different processes in the project and combine the institutional restructuring and communication plan, to finalise their respective programmes and IDP's (Mello & Maserumule, 2010; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016). As soon as all projects have been identified, it is the responsibility of the municipality to check again that all the stakeholders contributed to meeting the objectives drawn in phase two. These projects will provide an overall picture of the development plans and all of them must now be integrated. The municipality should also have overall strategies for problems faced by the community (Manaf et al., 2016). These strategies should be integrated with the overall IDP. Additionally, this phase will create an opportunity for the municipality to complement the projects in terms of contents, timing, and location to arrive at combined and integrated programme e.g. Local Economic Development (LED) programme (Mello & Maserumule, 2010; Malefane & khalo, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

3.3.5. Approval

During this phase, the district municipality plays an important role in all the identified issues. After the IDP has been finalised, it must be submitted to the municipal council for consideration and approval (Malefane & khalo, 2010; Mello & Maserumule, 2010; Tau, 2013; Van Niekerk, 2014). Firstly, the council should check whether the IDP contains all identified problems that affect the community and the degree in which the strategies and projects will contribute to the issues that need to be addressed. Furthermore, before the decision made for IDP approval, the municipality must give

the public an opportunity to comment on the draft. Once the IDP is amended according to the input from the public, the council considers it for approval (Malefane & khalo, 2010; Mello & Maserumule, 2010; Bogopane, 2012; Tau, 2013; Van Niekerk, 2014; Manaf et al., 2016).

In an outer layer, Integrated Development Planning is about the municipality identifying its priority matters, which govern its vision, strategies, and objectives followed by the identification of projects to address the issues (Mello & Maserumule, 2010; Tau, 2013). A very critical phase of the IDP is to provide a linkage between municipal budget and planning because it ensures the implementation of the projects and henceforth development is directed by the IDP (Malefane & khalo, 2010; Bogopane, 2012; Van Niekerk, 2014; Manaf et al., 2016).

3.4. Integrated Development Planning in South Africa

This segment looks at the concept of Integrated Development Planning and its product Integrated Development Plan, in the South African context. It illustrates the degree to which both plans and processes are utilised in the South African country for encouraging development and address the injustice caused by apartheid planning (Todes, 2004; Theron, 2005). However, it should be stated at the beginning that both Integrated Development Planning as an approach and the IDP as the product of planning process are development and planning tools designed for the South African landscape post-1994. In the South African local government, IDP familiarised in the post-apartheid in order to correct and address the spatial inequalities and disaggregation that be existent and continue to exist due to the inheritance of racially founded apartheid laws that parted people along the lines of colour (Mohangi, 2014; Harrison, 2006).

Among others, Binns and Nel (2002); Todes (2004); Theron (2005); Sowman and Brown (2006); Harrison (2006); Gueli et al., (2007); Mohangi (2014) all have widely researched Integrated Development Planning in South Africa. According to Todes (2004:844); Mohangi (2014) Integrated Development Planning in South Africa can also be regarded as a new method of regional planning as the concept defines specific spatial entities, and advocates for holistic territorial development. Todes (2004) additionally defines IDP by stating that IDPs are intended to be holistic, integrated and participatory strategic plans guiding the work of the municipality (Todes 2004:849; Mohangi (2014:17). A key concept that Todes (2004) refers to in the definition of Integrated Development Planning is that the IDP is intended to provide an effect to the term of developmental local government, which is a term that has been interchangeably used with post-apartheid local government (Mohangi, 2014).

In relative to the literature review about Integrated Development Planning in the South African context, several scholars have indicated its importance in the development context during the post-apartheid period to heal the wounds that were created by the previous government (Harrison, 2006; Gueli et al., 2007). Mostly, it is indicated that the purpose of the IDP was to rearrange the disjointed spatial form of the country, to make the government more transparent to ensure that the public received basic services and also to allow the public to participate in the decision-making processes of the government. Therefore, the proposed outcome of the planning process is to ensure that the country has a restored and comprehensive governance system that allows all the elements (Gueli et al., 2007).

An Integrated Development Plan is a great plan for an area that provides an overall framework for development. IDP in the South African government was formulated to manage the effort of local and other spheres of government in an intelligible plan to improve the quality of living (Harrison, 2006). Firstly, the local government officials when planning for IDP they must consider the existing problems, conditions and the availability of resources for development, and also consider social and economic development (Todes, 2004, Theron, 2005; Gueli et al., 2007). The local municipalities in South Africa use IDPs as a method to plan present and future development in their

respective areas. It is an approach to planning that involves the municipality officials and residents of those municipalities to find the suitable, and progressive solutions to achieve optimal long-term development objective, which recognise community members as people who superlatively know what they need (Todes, 2004; Harrison, 2006; Mohangi, 2014).

3.5. Integrated Development Planning in the Limpopo Province

Integrated Development Planning at the provincial government level in Limpopo is guided by the Local Government: Municipal System (Act 32 of 2000) which states that, each municipal council must adopt a single and inclusive strategic plan for the development of the municipality within a prescribed period after the start of its elected term (Polokwane IDP, 2017/2018). Municipalities in the Limpopo Province have achieved important progress in relation to the public consultation and another stakeholder during the IDP/Budget Review Process. Moreover, most municipalities have developed an institutional base to strengthen the ward committee system (Mohangi, 2014; Muro & Namusonge, 2015; Swapan, 2016). The key challenge is to advance systemic measures that would ensure the reliable role of the ward committees and other stakeholders during the implementation and evaluation phases of Service Delivery and Budget Implementation Plan (SDBIP) (Gueli et al, 2007; Muro & Namusonge, 2015). It is planned that the council must arrange special community meetings on a half-yearly basis to report on the overall implementation of the IDP/Budget and the Annual Service Delivery and Budget Implementation Plan (SDBIP) (Muro & Namusonge, 2015).

3.6. Roles of stakeholders in Public participation

Proponents of stakeholders may embrace many different views or ideas about the type of democratic system because it support public participation (Zhao & Ritchie, 2008; Mathebula, 2015; Vogt & Hass, 2015). For some stakeholders it is completely secure with the action of representative democracy, offering a way of complementing and

strengthening it through the introduction of new ‘voices’ and modes of engagement in the planning process and public decision-making (Bogner, 2012; Chilvers, 2013; Vogt & Hass, 2015). Nonetheless, the stakeholders point toward an important challenge to representative democracy, suggesting an approach to govern the privileges of the public control through discussion and consensual decision-making over voting and the abandoning of decision-making to representatives (Chilvers, 2013; Anuar & Saruwono, 2018). However, these are the stakeholders in public participation and their roles:

3.6.1. Political Structure

In terms of the provisions of Section 17(1) (a) of the Municipal Systems Act, political structures must be used to drive the public participation process. The following roles have been identified:

3.6.1.1. Municipal Speaker

Section 55 of the Municipal Systems Act simplifies that, the participation of local communities is the important key in local government (Carlsson-Kanyana et al., 2008). In these regards, the role of the municipal speaker is to undertake responsibility for notifying the community about the governance matters as indicated in chapter 2 and chapter 4 of the Municipal Systems Act (Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto et al., 2016). Moreover, this information that is collected can also be contained within the Citizens Participation Charter. Moreover, the municipal speaker should interact with the municipal manager and executive mayor to confirm that all participation matters are taken in to decision-making structures of council and the community through the ward committees as well as other structures and processes (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto, Van Viliet & Prosperi, 2016; Sisto et al., 2017).

3.6.1.2. Executive Mayor

The executive mayor should initiate and accept the public consultation process and also be directly responsible in terms of legislative prescripts e.g. budget (Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto et al., 2016). The executive mayor decides on promotion, marketing, and other policy matters that he/she demand to take to the community; and interacts with the municipal manager and speaker in respect of consultative matters he /she is required to undertake so that the year planner can be updated and coordinated by the Head: Public Participation Unit (PPU) (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto et al., 2016; Sistoca et al., 2017).

3.6.1.3. Municipal Council

The municipal council associate themselves with contents and makes the public aware and oversee its implementation by the officials. Public participation is a legal requirement in local government and supported by several legislative frameworks; therefore, municipal council has a responsibility to ensure that it follows all development matters and planning processes linked to the public (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto, Van Viliet, Prosperi, 2016; Sistoca et al., 2017). The council as the political body in local government must ensure that all legal requirements are met, otherwise, they will be accountable. Participatory and democratic local government entails commitment from councillors because they serve as a vehicle through which communities speak. The councillors must make sure that they keep in touch with the community members or community representatives and identify their needs and challenges. It is the council's accountability to supervise and promote the implementation of public participation initiatives and councillors should act as the empowering agents to the community (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto, Van Viliet, Prosperi, 2016; Sistoca et al., 2017).

3.6.2. Administration

Participation in the administration has historically been one of the contradictions in local government. Both citizens and administrators are key elements of genuine participation as a focus, commitment, trust, and open and honest discussion (Sebola, 2017).

3.6.2.1. Municipal Manager

The municipal manager is accountable for the formation and omission of the public participation unit in close consultation with the Speaker. Moreover, the municipal manager is also accountable in ensuring that public participation is a key performance area for officials, and line function related key performance indicators and targets identified (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto, Van Viliet & Prosperi, 2016; Sistoca et al., 2017).

3.6.2.2. Public Participation Officer

The responsibility of the public participation officer is to coordinate participation functions of the municipality, particularly in drafting the annual participation plan and supervise the circulation of the Public Participation Principles (PPP). Furthermore, the responsibility of public participation officer is to ensure that representations made by the IDP Forum, and other stakeholder groups, are channelled to the appropriate structures for further attention (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto et al., 2016; Sistoca et al., 2017).

3.6.2.3. Heads of Department

The head of the department must ensure that all line managers in the municipality are notified about the matters on which consultation must take place and that the information is taken to the head of the department (Sistoca et al., 2017). Additionally,

the head of department must validate correctness of information and submit through established channels to the municipal manager who must submit the information to the executive mayor, speaker, or the municipal council, as the case may be (Sebola, 2017; Sisto et al., 2016; Sistoca et al., 2017).

3.6.2.4. Line Manager

The duty of the line manager is to undertake responsibility for the participatory process in respect of the purposes for which his/her component is responsible and submit all required information to the head of the departments (Carlsson-Kanyana et al., 2008).

3.6.3. Community

Community interrelates with the executive mayor through public meetings or other forums regarding the matters that the executive mayor is directly responsible for e.g. the budget. The community also cooperates with the executive mayor in respect of policy matters or marketing of the municipality through public meetings etc (Carlsson-Kanyana et al., 2008; Marcken-Walsh & Curtin, 2012; Sebola, 2017; Sisto et al., 2016; Sistoca et al., 2017).

3.6.4. Ward Committee

According to the Municipal Structures Act (Act 117 of 1998) it is compulsory for each ward to have a ward committee. The ward councillor leads the process of establishing a ward committee. DPLG, 2005 stated that ward committees can either be a fully representative ward body enjoying full lawfulness but lack the basic capacity to lead community participation in development and democracy or be less representative in terms of members being members of sector structures but possess the reliable capacity to lead development and effect participatory democracy. From a wider view of public participation, the legislation on local government set clear mechanisms for the establishment of the ward committees as a structure to liaise with the municipalities (Rasche et al., 2006; Vogt & Hass, 2015; Swapan, 2016). Establishing a ward

committee is obligatory for municipalities, as representatives of the community. However, the legislation makes it mandatory for municipalities to develop mechanisms to consult and involve communities in the affairs of the municipality and its processes (Hurlbert & Gupta, 2015). Most municipalities have chosen to establish ward committees to comply with this aspect of the legislation on citizen participation.

Ward Committees are a part of local government and an important way of achieving the aims of local governance and democracy as mentioned in the Constitution, 1996. Its role is to facilitate participatory democracy; disseminate information; help rebuild partnership for better service delivery and assist with problems experienced by the community at ward level. A general understanding has emerged that ward committee is an area-based committee. Ward committee Resource book (2005: 20) provide this information about the ward committees:

- Are made up of representatives of a particular ward,
- Are made up of members who represent various interests within a ward,
- Are chaired by the Ward Councillor,
- Give the community members the opportunity to express their needs, opinions on issues that affect their lives and to have them heard at the municipal level via ward councillor,
- Are advisory bodies created within the sphere of the community to assist the ward in carrying out his or her mandate in the most democratic manner.

In other words, ward committees have been tasked to raise issues about the local ward, link Communities, and Municipal, and participate on behalf of the community in the planning, decisions, integrated development plans, performance management and in all the budgetary processes.

The ward participatory system of municipal government allows for the establishment of ward committees to facilitate public participation within the wards (Hurlbert & Gupta, 2015). They facilitate public participation in several processes at the local level including the formulation of the budget and by-law process, area-based management of municipal employees and official by seeking community input and monitoring of the performance management system and assessing key performance indicators, and the development of the Integrated Development Plan (Van Niekerk, 2014). The establishment of Ward Committees or sub-councils as advisory bodies also helps to channel community needs and recommendations to the council.

3.6.5. Community Development Workers

Community Development Workers are special public servants who are undergoing training to enable them to enter communities and households, engage with citizens and determine what services are needed, to ensure that these services are made available. They often act as a link between communities and local government and other statutory bodies. They are frequently involved in addressing inequality, and projects often target communities perceived to be culturally, economically or geographically disadvantaged.

3.7. Conclusion

Since public participation is an important key element to Integrated Development Planning and constitutes of multiple stakeholders, the government has implemented several participation awareness to impart public about participation in local government (Vogt & Hass, 2015; Swapan, 2016). However, an unconventional expression of the stakeholders in the articulation made by those who recommend a variety of ‘associative democracy’ and there is a partiality for governing through a system of voluntary associations (Moll & Padovan, 2008; Geissel & Newton, 2011; Marcken-Walsh & Curtin, 2012; Gronlund et al., 2014). The impression of involving different stakeholders in public participation’ is also superficial in attempts to intervene in relationships with the economic sphere (Pallet & Chilvers, 2013; Soneryd & Amelung, 2016). The legislation provides a strong signal of different role-players that are complex in the public participation process (Moll & Padovan, 2008; Pallet & Chilvers, 2013; Soneryd & Amelung, 2016).

CHAPTER 4

LEVELS OF PUBLIC PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING

4.1. Introduction

According to Robinson (2007), levels of public participation are well-defined as the degree to which citizens of devolved units actively engage the governance system and decision-making structures as to influence how they are to be governed, or how the available resources are allocated to the citizens. According to Young (2008), public participation in Integrated Development Planning can only be enhanced through institutional frameworks. If the public institutional analysis is perceived to address their social-economic and cultural issues, then the public will engage (Esonu & Kavanamur, 2011). The level to which the public participate and recommends the structures of participation is directly related to the perception of the goodness fit of the structures and mechanisms. Furthermore, this establishes the level at which the public will engage the Integrated Development Planning (Esonu & Kavanamur, 2011).

Frey et al., (2004), and Moller et al., (2006), argue that human motivation is the central tenet in establishing a relationship between governance structures, systems, and levels of public participation. Similarly, Deci and Ryan, (2008) contend that human beings are creatures of habit whose function is based on the level of motivation. Furthermore, they argue that for the public to participate actively in any decision-making process, or governance planning process including the budgetary process, they have to feel that the participation process actually fulfils their needs. Therefore, it is extremely essential for decentralised units to establish and link the benefits of public participation in Integrated Development Planning (Esonu & Kavanamur, 2011).

More importantly, Ostrom (2009), argues that public participation requires an environment that advances the desire for participation in decision-making, and also an environment that guarantees the public's inherent psychological need for procedural

justice, self-determination, and fair involvement. According to Aref and Redzuan, (2009), institutional acceptance by the public determines whether they will engage with the articulated public participation process. In devolved unit's public participation indicates acceptance of the structures and systems (Young, 2008). However, according to Ostrom (2009), structures and systems in themselves do not constitute acceptance, rather the extent to which opinion leaders inspire acceptance.

Yang (2008) contends that a delegated system framework for public participation must ensure the effective involvement of citizens in local affairs. Further, Yang (2008) argues that for public participation to be effective, citizen's participation mechanisms should be matched to the local social-ecological context to which the citizens belong to establish the goodness of fit in defining what participation means. According to Van Niekerk, (2014) the level of public participation, therefore, will be to the degree that the public perceives participation as the best fit. Ostrom (2009), Aref and Redzuan, (2009), and Robinson (2007), equally argue that citizen's subjective definitions of participation by local delegated units do influence the level of participation in Integrated Development Planning. Aref and Redzuan, (2009), contend that factors such as demographic, social, cultural, behavioural, and economic factors influence the levels of public participation.

Ostrom (2009) in his institutional framework analysis of research done on social-ecological diagnosing of participatory fit, argues that the study of public participation within decentralised units can only elevate levels of participation if social, cultural, and economic factors are coordinated to address the needs of the public. According to Arnstein's (1969) classic on the ladder of citizen participation, educational pamphlets, attitude surveys, and public hearings do not constitute public participation. The argument behind this assertion is that attitude surveys, education pamphlets, and hearings do not provide direct citizen control over the participation process of Integrated Development Planning, formulation, and implementation. Arnstein (1969), and IAP2 (2007) research on the taxonomy of self-governance argue that constitute public participation can only be executed through direct representation or delegated representation on boards and other types or arrangements of shared decision-making.

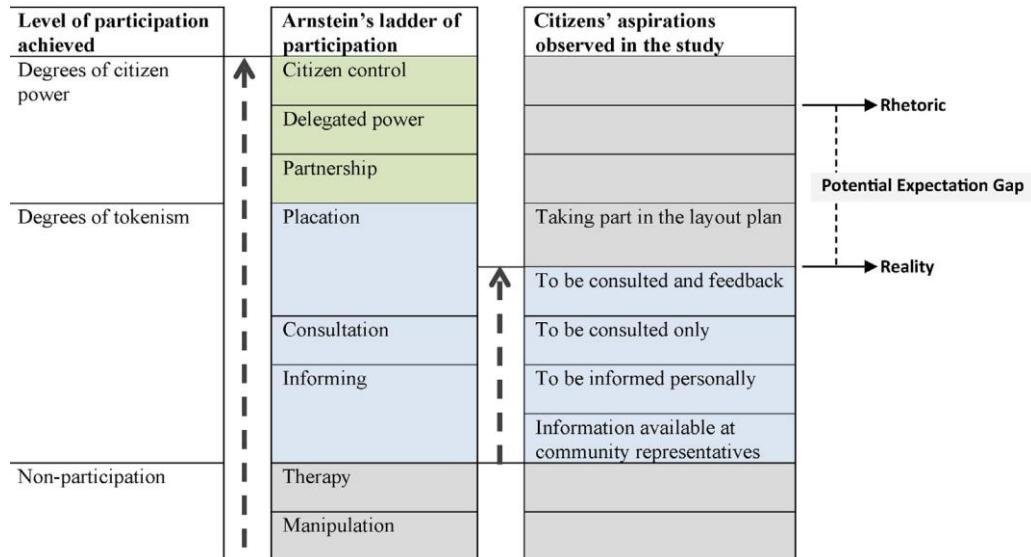
Similarly, Andrade and Rhodes (2012), equally contend that measuring high levels of participation in Integrated Development Planning does not necessarily translate into actual participation since the reliability of human motivation in public participation must be measured at different levels.

4.2. Levels of public participation in Integrated Development Planning

There are eight levels of public participation which can be classified into three categories. These three categories are ranging from the least effective mode of participation to the most effective mode (Arnstein, 1969; Hurlbert & Gupta, 2015). The least effective mode is the mode that citizens are rarely given the opportunity to participate in the decision-making process. The most effective mode is the mode that all the citizens are expected to be engaging in whenever they are involved in public participation (Vogt & Hass, 2015; Swapan, 2016).

Category one refers to the lowest form of participation. In this regard, no impact just done by the people in authority to make the citizens feel happy because their inputs are not recognised. This category consists of two levels: manipulation and therapy, but people do not take part in the decision-making process (Rasche et al., 2006; Hurlbert & Gupta, 2015; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016). Category two is tokenism and it entails the following three levels: informing, consultation, placation or appealing. The tokenism category is a higher level because its primary objective is to allow citizens to hear and be heard (Rasche et al., 2006; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016). Category three is the citizen power which also consists of three levels: partnership, the delegation of power and citizens control. It relates to citizens having greater power over the decision-making process such as: having more seats in a committee. The main objective of this category is to involve the citizens in the decision-making process (Rasche et al., 2006; Van Niekerk, 2014; Vogt & Hass, 2015; Swapan, 2016). This study adopted Arnstein's (1969) ladder of citizen participation as shown in figure 1 below:

Figure 1. Arnstein's ladder of participation



Source (Arnstein, 1969, and degrees of participation

4.2.1. Manipulation

It serves as the lowest level on the ladder of public participation and signifies as the fabrication of public participation and hence called non-participation (Vogt & Hass, 2015; Swapan, 2016). This is a level of participation whereby observers and the public are “manipulated” by thinking that public participation is in progress (Zhang, 2015; Swapan, 2016). In this regard, public participation can take place in numerous ways like meetings with the community as a whole or public advisory committee where the officials influence the public. However, this is regularly used by different organisations with a means of proving that the public is involved in a project which is not even discussed with these people (Arnstein, 1969; Hurlbert & Gupta, 2015). Approximately, the public is not informed about the project and when asked to sign their name for a principled project, they undoubtedly will. Often these “noble projects” have nothing to do with helping less fortunate groups of people and more with the (business) interests of officials (Hurlbert & Gupta, 2015; Zhang, 2015; Swapan, 2016).

4.2.2. Therapy

In this level group therapy, disguised as public participation and is one of the lowest levels of the ladder because it is dishonest and arrogant but better than the manipulation level (Arnstein, 1969; Swapan, 2016). Its administrators - mental health experts from social workers to psychiatrists-assume that powerlessness is synonymous with mental illness (Vogt & Hass, 2015; Zhang, 2015). On this assumption, under a deception of involving the public in planning, the experts subject the public to clinical group therapy. What makes this form of "participation" so invidious is that the public is engaged in an extensive activity, but the focus of it is on curing them of their "pathology" rather than changing the racism and victimization that create their "pathologies" (Arnstein, 1969; Hurlbert & Gupta, 2015; Zhang, 2015).

4.2.3. Informing

Informing the public about their tasks and rights can be the greatest imperative phase in the direction of legitimate public participation (Arnstein, 1969; Zhang, 2015). However, these level flow of information is positioned on a one-way from the government officials to the public with no canal provided for feedback and no power from the public to negotiate (Hurlbert & Gupta, 2015; Vogt & Hass, 2015). Moreover, under these circumstances, predominantly when information is provided at a late stage for planning, citizens are rarely given the opportunity to influence or comment on the program designed or the project for their own benefit (Swapan, 2016). The utmost common tools used for such one-way communication are the news media, posters, pamphlets, and responses to inquiries (Zhang, 2015; Vogt & Hass, 2015).

4.2.4. Consultation

Pleasing public opinions, like consulting them about each development project in local government, is a genuine step towards effective participation (Arnstein, 1969; Zhang, 2015). But if consulting them is not joint with other levels of participation like informing, partnership, the delegation of power and citizen control this level of the ladder will

remain a disgrace, since it is not guaranteed that citizen ideas and concerns are considered (Vogt & Hass, 2015; Swapan, 2016). The most frequent and common approaches that are suitable and appropriate for consulting people are neighbourhood meetings, public hearings, and attitude surveys. When power holders constrain the inputs of public ideas especially to this level, participation remains just a window-dressing ritual (Arnstein, 1969; Zhang, 2015; Vogt & Hass, 2015). The public mainly alleged as statistical abstractions, and participation is measured by how many citizens come to meetings, answer a questionnaire, and take brochures home. What the public achieve in all this activity is that they were involved in the participation process and what power holder's achievement is the evidence that they have gone through the required signals of involving the public (Hurlbert & Gupta, 2015; Zhang, 2015; Swapan, 2016).

4.2.5. Placation

In this level, the public begins to have approximately degree of influence through tokenism and it is still superficial. More importantly, there is an example of placation strategy which is to place a few hand-picked "worthy" poor on boards of Community Action Agencies or on public bodies like the police commission, board of education, or housing authority (Arnstein, 1969; Zhang, 2015; Swapan, 2016). If they are not accountable to the public in the community and if the traditional power elite holds most seats, the have-nots can be easily outvoted and outfoxed. Another example is the Model Cities advisory and planning committees. They permit the public to plan or advise but embrace for power holders the right to judge the legitimacy or feasibility of the advice (Hurlbert & Gupta, 2015; Zhang, 2015; Vogt & Hass, 2015; Swapan, 2016). The grade to which citizens are placated, of course, depends largely on two factors: the quality of technical assistance they have in articulating their priorities; and the extent to which the community has been organised to press for those priorities (Arnstein, 1969).

4.2.6. Partnership

This level is about power reallocated through conciliation between public and power holders. They decide to share decision-making responsibilities through such structures as joint planning committees, policy boards, and mechanisms for resolving impasses (Arnstein, 1969; Vogt & Hass, 2015; Zhang, 2015). After the ground rules and agreements have been established, they are not subject to one-sided change. A partnership is the most suitable and appropriate way to work most effectively when there is an organised power-base in the community to which the public leaders are accountable (Vogt & Hass, 2015). Moreover, the public has some honest trading influence over the outcome of the plan as long as both parties find it useful to maintain the partnership (Hurlbert & Gupta, 2015; Zhang, 2015).

4.2.7. Delegated Power

Negotiations between public and government officials can be an outcome in public achieving foremost decision-making authority over a plan or program (Arnstein, 1969; Vogt & Hass, 2015). Model City Policy Boards (MCPB) or Community Action Agencies (CAA) delegate agencies on which citizens have a clear majority of seats and genuine specified powers are typical examples (Hurlbert & Gupta, 2015; Zhang, 2015). At this level, the ladder has been topped to the point where the public holds the significant cards to assure accountability of the program to them. To resolve differences, power-holders need to start the bargaining process rather than respond to pressure from the other end (Arnstein, 1969; Vogt & Hass, 2015).

4.2.8. Citizen Control

It demands community-controlled schools, black control, and neighbourhood control on the increase. Though no one in the nation has absolute control, it is very important that the speech-making not be confused with intent (Arnstein, 1969; Zhang, 2015). The public are merely demanding that the gradation of power (or control) which guarantees that citizens can administrate a program or an institution, and be fully charged with policy and managerial aspects, and be able to negotiate the conditions

under which "outsiders" may change them (Hurlbert & Gupta, 2015; Arnstein, 1969; Zhang, 2015).

The level of public participation in Integrated Development Planning in most developing countries is significantly low (Swapan, 2016; Van Niekerk, 2014; Vogt & Hass, 2015). The challenge is that rural citizens have a low level of literacy, absence of understanding and knowledge of what is happening in local government (Vogt & Hass, 2015; Swapan, 2016; Tau, 2013). They are often not aware of their own rights, responsibilities, and roles in the municipal programs, and do not know the approaches they can use for participation (Van Niekerk, 2014; Hurlbert & Gupta, 2015; Wagner et al., 2016a, 2016b). For example, people do not trust the government because there are issues among community members and local officials. This might have been forced by inconsistency and lack of communication (including report-backs) within the communities and local government, not only in relation to the Integrated Development Planning but all development activities that take place within local government (Bogopane, 2012; Swapan, 2016; Van Niekerk, 2014; Wagner et al., 2016b).

According to DeCaro and Stokes (2008), level 1 and 2 of public participation constitutes non – participation which has manipulation and therapy levels; Level 3, 4, and 5 are referred to as tokenism and constitutes informing, consulting and placation. However, DeCaro and Stokes (2008), argue that tokenism levels lack to ensure actual participation from the public, in as much as they enhance the ability of the public to hear and be heard. Ostrom (2009) argues that when public participation is restricted to tokenism, the public lacks the ability to follow through on actual planning, formulation, and implementation of the Integrated Development Planning. There is no actual power within the public to decide and enforce their decision in planning.

According to Ostrom (2009), the publics' power in decision-making clout is enhanced with levels 6 (Partnership) where the public can negotiate trade-offs with power holders; level 7 (Delegated Power) and level 8 (Citizen Control), where the public actually have acquired majority say in formulation, planning and implementation of

Integrated Development Planning. Just like Ostrom (2009), DeCaro and Stokes (2008), and Andrade and Rhodes (2012); Stringer, et al., (2006) argues that there is a significant correlation between the degree of public participation and levels of public participation.

They are the importance of implementing Integrated Development Planning in South Africa because preparing Integrated Development Planning is a legal requirement in terms of the Municipal Systems Act (32 of 2000). However, it's not the only reason why municipalities must prepare the plans. Under the new constitution, municipalities have been awarded major developmental responsibilities to ensure that the quality of life for its citizens is improved (Van Niekerk, 2014; Wagner et al., 2016a). There is a new role for local government that includes: provision of basic services, the creation of jobs, promoting democracy, accountability, and eradication of poverty. Preparing and having Integrated Development Planning enables the municipality to be able to manage the process of fulfilling its developmental responsibilities.

Through the Integrated Development Planning, the municipality needs to be informed about the problems affecting its municipal area through consultation and, being guided by information on available resources, and will assist to develop and implement appropriate strategies and projects to address the problems (Van Niekerk, 2014; Manaf et al., 2015; Muro & Namusonge, 2015; Vob & Amelung, 2016; Wagner, Vogt & Kabst, 2016a). According to Van Niekerk (2014), there are reasons why every municipality should have an IDP because it helps to make more effective use of scarce resources by focusing on identified and prioritized local needs taking into consideration local resources. Searching for more cost-effective solutions and addressing causes rather than just allocating capital expenditure for dealing with symptoms.

Moreover, it helps to speed up delivery by providing a tool which guides where investment should occur, getting the buy-in of all relevant role-players for implementation, providing deadlock breaking decision-mechanisms and arriving at realistic project proposals taking into consideration limited resources. It also helps to

attract additional funds where there is a clear municipal development plan, private investors and sector departments are willing and confident to invest their money because the IDP is an indication that the municipality has a development direction.

Furthermore, it helps to strengthen democracy and hence institutional transformation because decisions are made in a democratic and transparent manner, rather than by a few influential individuals. It also helps to overcome apartheid legacy at the local level by promoting the integration of rural and urban areas, different socio-economic groups, places where people live and work, and facilitating the redistribution of resources in a consultative process. Most importantly, it promotes intergovernmental coordination by facilitating a system of communication and coordination between local, provincial and national spheres of government.

4.3. South African legislative frameworks for public participation

In South Africa, citizen control plays an important role in developing democracy and encouraging good governance. Therefore, in governance processes, citizens ensure that their practical and grounded standpoints are taken to the decision-making process and inform government on their needs and found the strategy that can be suitable to address their needs (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016). Given our past, where prior to 1994, the practice of critical participation between public and government was lowered upon by the limited and self-perpetuating state. The new democratic government after 1994 emphasised the need for participation between itself and its citizens (Manyaka & Madzivhandela, 2013). It therefore, encourages public participation as a key constitutional principle which obviously indicates that the public's needs should be met and the public must be encouraged to participate in all local government processes (Madzivhandila & Asha, 2012). After democracy, South African government come with the establishment of legislative frameworks to improve the level of public participation in Integrated Development Planning as a method to speed up service delivery in local government such legislative frameworks are:

4.3.1. Constitution of the RSA (1996)

The Constitution of the RSA, 1996, Chapter 10 expounds the basic values and principles that must govern public participation. The following sections are of importance: Section 151 (1) (e) municipalities should encourage the involvement of communities and community organisations in the matters of local government. Section 152 indicates that the objectives of local government are to encourage the involvement of communities and community organisations in the matters of local government. Section 195 states that public administration must be governed by the democratic values and principles enshrined in the constitution. Thereof, Polokwane Municipality is instructed by the constitutional law to elect different stakeholders within the municipality such as ward committees, ward councillors, community development workers and other stakeholders for them to encourage public participation in the municipal IDP.

4.3.2. The Local Government: Municipal Systems Act (Act 32 of 2000)

In terms of Chapter 5 and Section 27 of the Municipal Systems Act (2000), Municipalities are required to prepare and adopt a framework plan which indicates how the municipality will align its IDP with the plans of other spheres of government. The objectives of local municipality framework are to Involve and integrate all relevant stakeholders in planning, to ensure that all the local authorities fulfil the responsibilities entrusted to them by legislation in the form of powers and functions; and to ensure that the needs of communities and interests' groups are identified, acknowledged and addressed.

According to Section 4 of the Municipal Systems Act, 32 of 2000, the council has a duty to encourage the involvement of the local community, and consult the community about the level quality, range and impact of municipal services provided by the municipality, either directly or through another service provider. This act goes on in Section 5 by indicating that the community has the right to contribute on the decision-

making processes of the municipality and submit written or oral recommendations, representations, and complaints to the municipal council, be informed of the decisions of the municipal council, and regular disclosure of the affairs of the municipality, including its finances.

It is in the above-mentioned Act, Chapter 4 of the Municipal Systems Act where in section 16 it is required that a municipality should develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Nevertheless, it encourages and creates conditions for the community to participate in the affairs of the municipality, including IDP, performance management system, monitoring, and review of performance, preparation of the budget and other strategic functions. Contribute to building capacity of the local community to participate in the affairs of the municipality and councillors and staff to foster community participation. Section 42 indicates that through appropriate mechanisms, processes, and procedures, the municipality must involve the local community in development, implementation and review of the municipality's performance management system, and allow the community to participate in the setting of appropriate key performance indicators and performance targets of the municipality.

4.3.3. Batho Pele Principles (1998)

Batho Pele principles were developed to serve as an acceptable policy and legislative framework regarding service delivery in the public service (Scott, 2008; Gordon, Strunwig, Roberts, Mchunu, Mtyingizane, & Radebe, 2018). These principles were aligned with the Constitution ideals of promoting and maintaining high standards of professional ethics, providing services impartially, fairly, equitably and without bias, utilisation of resources efficiently and effectively, responding to people's needs, encouraging citizens to participate in policy-making, rendering accountable, transparent and development-oriented public administration (Scott, 2008; Mofolo, 2009; Gordon et al., 2018).

According to the National Batho Pele White Paper (1997), “Batho Pele” is a Sotho expression meaning “People First”. In this regard, the Ward Committee Resource Book (2005:19), as embedded in the legislation recognises that “Batho Pele” Principles should be implemented and underline local government institutions in order to promote the culture of good performance. According to the Ward Committee Resource Book (2005:19), National Government’s approach to all interaction between government institutions and the public is based on the eight “Batho Pele Principles”, which forms the foundation of service delivery to the public and are discussed as follows:

4.3.3.1. Consultation (preferences/affordability)

The principle of consultation means that all stakeholders should be consulted on the nature, quality and quantity of services that should be provided in order to determine the expectations and needs of the end-users (Mofolo, 2009; Gordon et al., 2018). Citizens can be consulted through customer surveys, campaigns, Izimbizo and Workshops. Therefore, the municipalities will be provided with the information that would be appropriate to act and enable effective service delivery. Additionally, it is essential that municipalities should have detailed databases of various stakeholders that could be consulted for the assessment of service delivery standards. According to Polokwane Local Municipality Customer Care Policy, citizens within Polokwane local municipality should be given a choice about the services offered to them and also be consulted about the level and the quality of the public service they receive (Scott, 2008; Gordon et al., 2018).

4.3.3.2. Service Standards (level of quality)

To make aware community members about municipal services, they should be informed about the level and quality of municipal services through making use of local newspapers and copies of the Integrated Development Plans (IDPs) should be left in the local libraries (Scott, 2008; Mofolo, 2009; Gordon et al., 2018). With regard to

monitoring service delivery standards, municipalities should also hold workshops forward committees and other organisations to inform them about their (ward committees and organisations) roles. When new services are introduced, municipalities should also follow the same procedure as indicated to inform their communities to ensure access to services. According to Polokwane local municipality IDP, (2016/2017), every department in the municipality has to establish service standards that give exact guidance on what should be delivered and to what quality or standard. Service standards should clearly state how long it will take and exactly what people can expect from the public service.

4.3.3.3. Access to Services (equality)

According to this principle, municipalities should ensure that all the community members have access to their services. Municipalities should ensure that community members, predominantly those who are seriously in need have access to services through Service Delivery Budget Implementation Plans (SDBIPs) and IDPs for the planning process (Mofolo, 2009; Gordon et al., 2018). These could be done through the establishment of units in residential areas to provide identical services, such as payment of rates and services, buying electricity coupons, and customer care. To this effect, this could help to reduce the distance community members, have to travel towards facilities and resources that are located in a central area (Scott, 2008; Mofolo, 2009). It could also be important that community members should be encouraged to access and use such units in order to avoid long queues at municipal offices. In this way, municipalities should consider decentralizing service delivery points so that the needs of people could be met with speed (Gordon et al., 2018).

4.3.3.4. Courtesy in Treatment (politeness to communities)

In addition to the physical rendering of services, “Batho Pele” principles also require that members of communities should be treated with politeness and consideration when services are provided “across the counter” (Mofolo, 2009). In this way, municipalities should make codes of conduct available to their employees and such

principles should accentuate those good manners to the members of communities is one of the most important duties of municipal employees (Scott, 2008; Gordon et al., 2018).

4.3.3.5. Customer Information (accurate and up to date)

According to this principle, municipalities should make sure that all members of the community receive comprehensive information about the degree of municipal services (Mofolo, 2009; Gordon et al., 2018). For example, municipalities may perhaps inform citizens about capital projects in their areas in the current and the next financial year (Scott, 2008). When practicing this, municipalities should provide full precise and current information about the services they provide and specify who is permitted to those services. This exercise should be carried out properly in order to ensure that all those who need information, have access to such information in order to act as expected (Mofolo, 2009; Gordon et al., 2018).

4.3.3.6. Openness and Transparency (full disclosure)

As the quantity of access to municipal services, community members should be informed about a way in which the municipalities operate and the price of various services, such as the tariffs for basic services (electricity, sanitation and refuse removal) as well as rates in the proposed budget (Mofolo, 2009; Gordon et al., 2018). Moreover, full disclosure should be provided about salaries of councillors and managers in municipalities. In this regard, openness, and transparency could be the cornerstone of good governance and management. Municipal councillors should hold meetings with residents in their wards to convey this information as indicated (Gordon et al., 2018).

4.3.3.7. Redress (communication and correctional measures)

To this end, municipal councillors and employees should ensure that, in a case where the promised standard of service is not attained, members of the communities should

be called to attend meetings where they should get feedback on what caused non-compliance (Scott, 2008; Gordon et al., 2018). A full explanation should be provided and afterward, speedy and effective correctional measures should be achieved. It is important that when complaints are received, members of the community should in return receive sympathetic and positive feedback from wards councillors or municipal employees. The capacity and willingness to act if things are not the way they were promised, is very important because it avoids violent protests (Mofolo, 2009; Gordon et al., 2018).

4.3.3.8. Value for Money (cost-effective)

In this principle, the municipality should provide services as effectively and efficiently as possible to give citizens the best possible value for money. This issue requires that service delivery should be improved and that citizens should be given the opportunity to access municipal services, but it should ensure that the entire cost-effective procedures are created (Mofolo, 2009; Gordon et al., 2018). Therefore, it comes to the fore that 'Batho Pele' principles should be used as guidelines in encounters with individuals across the counter service and as a communication tool with individual groups (ward committees, NGOs, and CBOs), and members of the community. In this regard, municipalities should be proactive, flexible and more resident-oriented (Mofolo, 2009).

4.3.4. The Local Government: Municipal Structures Act (Act 117 of 1998)

Section 72(3) of the Structures Act conveys the sentiment that public participation enhances democracy. This is achieved through representative structures, where ward committees play an important role. Section 74 thus grants ward committees the powers and functions (in addition to any other powers and duties delegated to them) to make recommendations on any matter affecting their wards, through the ward councillors, to the council, executive committee or the executive mayor (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.5. White Paper on Local Government (1998)

According to the White Paper on Local Government 1998, municipalities are required to activate participation of citizens in four levels, namely: Voters, ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote. Citizens express via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preference as far as possible. Consumers and end-users expect value for money, affordable services, courtesy, and responsive services. And organised partners are involved in the mobilisation of resources for the development of businesses, non-governmental organisations, and community-based institutions (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.6. The Local Government: Municipal Finance Management Act (2003)

The objects of the MFMA are aligned with those of the MSA and together they give effect to constitutional imperatives. Sections 21–23, read together with Chapter 4 of the MSA, make provision for public participation processes regarding the municipal budget, integrated development plan, performance management processes, and policy development. Such public participation processes are to be concluded within set time frames in accordance with the specifications set by the MFMA (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.7. The Promotion of Access to Information Act, 2000 (Act 2 of 2000)

The Act operationalises sections 8 and 32 of the Constitution. It aims to foster a culture of transparency and accountability and to promote effective access to information to protect an individual's rights. The Act applies to the records of public and private bodies, regardless of when the record came into existence (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.8. The National Policy Framework for Public Participation (2007:17)

The Policy Framework regards public participation as people who participate as individuals, interest groups or people in general. The framework goes on by highlighting a starting point to strengthen community-based involvement in municipal decision making, municipalities should build on existing civil society sectoral groupings and district forums. These interest groupings or sectors should come together during policy formulation or any decision-making process in a municipality (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.9. Development Facilitation Act (65 of 1995)

The Development Facilitation Act (DFA) has formalised the restructuring of urban settlements and planning in South Africa. The aim of the DFA has been to expedite land development projects and to promote efficient and integrated land development. It is aimed at concluding the Reconstruction and Development Planning (RDP) Programme and to a certain extent replaces the RDP. The Act contains general principles for land developments (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018). It provides that the municipalities must prepare the Land Development Objectives (LDOs) on an annual basis. All the regulations contain stipulations on public participation, creating room for communities to be involved in matters of land development in their areas. The LDOs deal with how people will gain access to basic services and the standard of the services. Since the inception of the IDPs, the land development objectives are addressed in the Spatial Development Framework (SDF), which could form part of the sector plans in the IDP (Scott, 2008). Sections of the Act states that development initiatives are necessary for promoting integration in respect of social, economic institutional and physical aspects of development; promoting integrated development in rural and urban areas; promoting development of localities that are nearer to residential and employment opportunities; optimising the use of existing resources; discouraging urban sprawl; and contributing to more compact cities and towns (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.3.10. Traditional Leadership and Governance Framework Amendment Act 41 (2003)

This Act makes clear the role of traditional leadership in democratic and cooperative governance. The Act encourages the active involvement of the traditional leadership in the formulation and the implementation of the integrated development plans (Polokwane Local Municipality IDP, 2017/2018). Section 4 of the Act provides for the establishment of traditional councils that should: Support municipalities in the identification of community needs, facilitate the involvement of the traditional community in the development or amendment of the integrated development plan of a municipality in whose area that community resides (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018). Furthermore, traditional council participate in the development of policy and legislation at the local level, promote the ideals of cooperative governance, Integrated Development Planning, sustainable development, and service delivery to promote indigenous knowledge systems for sustainable development and disaster management (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

Section 5 (2) of the Act affirms that any partnership between a municipality and a traditional council must be based on the principles of mutual respect and recognition of the status and roles of the respective parties. Furthermore, should be guided by and based on the principles of cooperative governance. A greater percentage of the population in the municipality resides in traditional authority governed areas. To this effect, the local municipality has a standing commitment and tradition of involving the traditional leaders in both the IDP review process and any other developmental matter involving their areas of governance (Scott, 2008; Polokwane Local Municipality IDP, 2017/2018).

4.4. Conclusion

The matter of public participation, or the lack of it, in the South African government, remain problematic (Scott, 2008). Regardless of that, the awareness that public participation is a "vital component in successful development" (Ahmad & Talib, 2011; Tau, 2013) is growing. Moreover, the awareness, at all levels of development, and sustainability is very closely linked to the full and real participation of beneficiaries in the development process. Furthermore, Arnstein (1996) demonstrated that the level of public participation in planning typology is in the category of Informing. It is included in the degree of Tokenism, where the ruling authority creates the image; no longer hinder public participation. That means the government has been carrying out its obligations to provide information to the public by holding a meeting with some community leaders. The society acts only as recipients of the information. Although there are inputs from the society, it will remain set as what has been planned or formulated by the government previously. Regardless of all the legislative frameworks that are established to improve the level of public participation in Integrated Development Planning within the South African local government, the are still diverse challenges that are faced in order to improve public participation. In conclusion, Van Niekerk, 2014, found that public participation in local government is significantly low.

CHAPTER 5

FACTORS DETERMINING PUBLIC PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING

5.1. Introduction

The Constitution stipulates that one of the objectives of municipalities is "to encourage the involvement of communities and community organisations in the matters of local government" (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016). The White Paper Local Government (WPLG) emphasises the issue of public participation but not only in municipal planning. It goes into some detail on how to achieve public participation and the role local government must play to ensure the involvement of citizens in policy formulation and designing of municipal programmes, as well as implementation and monitoring and evaluation of such programmes (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016). Public participation is meant to promote local democracy. While the WPLG emphasises that the municipalities themselves should develop appropriate strategies and mechanisms to ensure participation, some hints on how are given, such as: Forums of organised formations (especially in the fields of visioning and on issue-specific policies, rather than on multiple policies); Structured stakeholder participation in council committees (in temporary issue-oriented committees); Participatory action research, with specific focus groups (for in-depth information on specific issues); and Formation of associations (especially among people in marginalized areas).

There are guidelines reflected in these hints. Firstly, participation should be a structured process rather than a process of public mass meetings. Secondly, public participation should focus on certain specific processes, and is not equally useful in all fields of municipal management (Ahmad & Talib, 2011; Tau, 2013). Local government is not only expected to find its own ways of structuring participation but is expected to become active in encouraging and promoting participation, especially when it comes

to the participation of marginalized groups and women (Ahmad & Talib, 2011; Tau, 2013; Van Niekerk, 2014; Muro & Namusonge, 2015; Swapan, 2016).

The decision on appropriate mechanisms, processes, and procedures for public participation is largely left to the municipality. The only prescribed participation procedures are the receipt, processing, and consideration of petitions and complaints and the public notice of council meetings (Namusonge, 2015; Swapan, 2016). No procedures are prescribed for participation in the Integrated Development Planning process. Municipalities are requested to create conditions for public participation and, moreover, to encourage it (Cornwall, 2008; Muro & Namusonge, 2015). The only prescribed tool for promotion of public participation in the dissemination of information on mechanisms and matters of public participation, on rights and duties of residents and on municipal governance issues in general (Cornwall, 2008; Muro & Namusonge, 2015).

This chapter examines previous literature that has been written on the various factors determining public participation in Integrated Development Planning. The aim of the study is to investigate various factors that determine public participation in Integrated Development Planning. The factors include; demographic factors, behavioural factors, social factors, cultural factors, and economic factors.

5.2. Demographic Factors

The demographic factors are used to define the characteristics of a person or a population. Demographic factors commonly include variables such as race, age, income, marital status, and educational achievement, among others (Kimathi, 2016). Governments, non-government organisations, and corporations use demographics to learn more about a population's characteristics for many purposes, including policy development and economic market research (Bari, 2005). However, this section discusses age, gender, and education as the demographic factors of the study.

5.2.1. Age and Public Participation

This section classifies age into two categories of youth and non-youth. Youth can play a significant role in any development activities or programs. They are indeed invaluable resources to any nation because they bring imperative ideas, capabilities, knowledge, motivation, and innovativeness that can act as a promoter for achieving excellence goals. However, the opportunities for youth to engage in development activities and participate in planning and decision-making processes depend largely on the socio-economic, political and cultural contexts where social norms in many parts of the world result in multiple forms of discrimination against the youth (UNDP and IPU 2012). There is solid evidence from different scholars that the participation of young people in formal, institutional and political processes is relatively low when compared to older cities across the globe. These challenges the representativeness of the political system and leads to the exclusion of young people and enhancing youth political participation throughout the electoral cycle (UNDP, 2012). In a survey conducted by UN IAN YD (2012) in 186 countries, it was emphasised that the main challenge is that youth were given limited opportunities for effective participation in planning and decision-making processes. Regardless of limited opportunities and exposure to effective participation in decision-making processes, young men and women feel excluded and marginalised in their societies and communities. The need for participatory structures and greater trust between youth and institutions were also stressed.

5.2.2. Gender and public participation

Concepts of “participation” and “gender” have been a part of the dialogue and practices for the past decade (Kimathi, 2016). Activists of these concepts have claimed that they allow the representation of the most marginalized groups-women and the poor (Akerkar, 2001). The study of historical, philosophical, political texts shows that "women have been kept outside the public domain of politics as most of the political thinkers and philosophers such as Plato, Aristotle, Rousseau, Lock, Hobbes and Hegel considered women fit only for domestic roles in the private sphere and

maintained that there was no place for women in politics because of their suitability of caring roles as mothers and wives" (Bari, 2005; Kimathi, 2016:18).

Doorpersad (2014) concludes that to empower women and ensure that they effectively participate in democratisation processes there should be a review and revision on existing constitutional, legislative and regulatory frameworks to remove provisions that hamper women's equal participation in the decision-making processes. Studies undertaken in Africa by Zaman (2007); Agbalajobi (2010) and Ihemeje (2013) argue that women participation in governance is not only challenge in decision-making and planning process, but also numerous challenges including lack of economic empowerment, religious or cultural beliefs, men dominance of political power, Relatively low education levels of women, lack of effective means of implementing affirmative action, multiple roles of women in the family setup, women attitude to the process of governance, lack of confidence on the part of women and demanding nature of the work at the local assembly level. Ihemeje (2013) further argues that the demotion of women in local governance is nothing but encouraging male domination in all political activities. As such, historical fact of this nature is strongly associated with the attitudinal views which had often impede the chances of women to having more political representatives at the various local government.

According to Ihemeje (2013), democratic devolution is problematic for women not only because of the closeness of local government to their lives but because-they are often excluded from government decision-making at the national level. Local government is the level that women can easily break into and thus serve as a springboard to national politics, the hierarchical and embedded nature of local government in local social structures make it difficult for women to break in as independent political actors. While supporting this position, Goetz (2002) argues that, where women are given the opportunity to participate in local government, the terms of their inclusion determine the sustainability of their representation. Zaman (2007) on her part argues that to involve women in local bodies and for their active participation in the local government decision-making process, they must be mobilized and organised at various levels through the equal representation of gender in all parts of it.

5.2.3. Education and Public Participation

According to Pharr & Putnam (2000) and Edwards (2005), increasing public participation in the government matters is generally influenced by a better educated, more articulate and more demanding citizenry, many of whom are the ones who express a declining level of trust in their politicians and the political institutions. This belief is usually expressed in demands for more engagement of citizens with meaningful exchanges with government beyond the traditional democratic processes of three or four-year elections cycles.

According to John (2009), education level of the citizenry has a significant correlation in the level of public participation. Education often enhances citizen's awareness of government programs and how to engage the governance system (Ahmad, et al 2005). Edwards (2005) conducted research in six Sub-Saharan countries to determine whether education levels have a correlation with the level of public participation in decentralised units. In their findings, the more community and its citizenry became educated, the more they engaged in public participation duties like budget formulation. Similarly, Joshi & Houtzager (2012) contends that education has a high positive correlation with public engagement in local governance.

By the same token, Mwenda (2010) links levels of education to the public's ability to express their interests in self-determining governance of the people and by the people but argues that lack of enough education-particularly in marginalized communities, hampers information dissemination, hence, low levels of participation. Oyugi & Kibua (2008), similarly argue that public citizens who sit on development and planning board for county governments on a volunteer basis are all educated. Joshi & Houtzager (2012) significantly correlate education, information, and public participation. Further, they argue that the ability to coherently articulate policy issues within the budgetary planning forums favour those with higher levels of education. Pasek et al., (2008) argues that the level of education elevates the citizen's ability to participate in public functions that require a level of technical skills and ability. They contend that the reason the public do not have the desire to participate in forums like budget

participation is that they feel inadequately informed or educated to be of value. Finkel et al., (2012) conducted research in South Africa and the Dominican Republic to determine how engaged the public was an issue of devolved governance and budgetary processes. In their findings, education is the ability to articulate petitions, understand technical budgetary language enabled citizens to engage more actively and effectively not only in the budgetary formulation but in other civic duties. Pasek et al., (2008) agree with Finkel et al., (2012) findings and further argues that positive education levels raise the public's stakes and awareness, to desire the kind of future that went through governance processes like public formulation.

Higher levels of education are critical in entrenching democratic principles of public involvement in governed (KHRC. 2010). Higher public involvement triggers the quest for efficiency and effectiveness in the utilisation of public resources. According to John, (2009) lower levels of education in devolved units negatively correlate with public participation. KHRC (2010) report on public participation highlights the reality of education in the civic process that informs public participation. The report findings argue that citizens without education lack the ability to assimilate information. Therefore, can rarely formulate interests in civic duties like budget formulation. Mboga (2009) draws the correlation to the impact levels of education have on public participation in Kenya. He argues that education expands the ability of the public to appropriate desires, interests, and has their voice heard in the logical concise and organized process like budget formulations.

Mwenda (2010) argues that merely seating in budgetary forums, by those who are educated do not constitute participation. Oyugi & Kibua, (2008) contends that as much as education elevated understanding, and versatile opportunities to engage in the budgetary formulation, the actual is not easily articulated when you divorce self-interest from actual desire to engage in public participation. In the case of participation by representation in budget formulation, the citizenry of a constituency usually engages persons with educational and engaging skills to effectively represent their views (Michels, 2012). Most people who attend public forums on county development

budgetary consist largely of the educated with self-aggrandizing interest, instead of that of the public Mboga, (2009).

According to Michels, (2012) devolution and democratisation are supposed to enhance the concept of self-governance through actual participation in decision making on how to be governed. Joshi & Houtzager, (2012) argues that to enhance public participation in the budgetary formulation, then each devolved unit should consider empowering the citizenry through adequate education, and not just civic education or public forums that are reactionary. Various researchers like Oyugi & Kibua (2008); Joshi & Houtzager, (2012) and Mwenda (2010) argue that there is an existing positive correlation between levels of education and public participation.

5.3. Behavioural Factors

According to Kimathi, (2016) Behavioural factors influence public participation in the Integrated Development Planning process in most developing countries. Behavioural factors consist of attitude and trust factors.

5.3.1. Attitude Factors and Public Participation

There is a consensus among many scholars, about which attitude toward local government is regarded as an effective factor in citizen's participation in local government (Stevenson, 2007). Some scholars generally agree that a positive attitude toward local government influences citizens' participation in local government matters (Kosecik & Sagbas, 2004, Suzanne et al., 2007). As local governments become increasingly significant and important in citizens' everyday lives, the investigation of public attitude toward local government becomes vital for the success of future local government programs and reforms. Aldasher (2003) considers participation as social behaviour, while Rishi (2003) adds attitude as a central element in social behaviour and argues that attitude is imperative for making a change of behaviour. According to Rishi (2003), people's social actions or their personal programs are directed by their attitudes. Rishi (2003) further declares that if people's attitude toward an event or an

action is positive, it is more likely, that they would divert their behaviour in more meaningful ways (Rishi, 2003). Similarly, if the public has a positive attitude towards their local government, it is more likely that they would support the local government initiatives as well as participating more in local government programs (Stevenson, 2007).

According to Ledingham (2001), Citizens tend to participate in local government activities, when they perceive that the local government is providing some benefits for local people or acting in the best interest of local people, and dedicating resources to support matters of importance to the citizens in the exchange relationship between the people and local government. Ledingham (2001), adds that citizens expect mutual interactions with local government, and they seek a balance between the social costs of interaction with their local government. Ledingham (2001), concluded that to be effective, relationships need to be mutually beneficial to the parties in question-based on mutual interest. This argument presupposes that people cannot be expected to demonstrate a positive attitude toward local government if they do not perceive that the benefits and costs of local government are not equal. Kosecik & Sagbas (2004) argue that there is a linear relationship between citizens 'attitude toward local government and their level of participation. Swapan (2018) equally argues that people with a positive attitude toward local government are more likely to participate in local government affairs and programs. Rishi (2003) outlines that understanding people's attitudes is one of the central concerns in social life and is relatively crucial in influencing the desired change in peoples' behaviour. Citizen participation in local decision making and policy-making can also be influenced by their attitude and perception of their ability to influence government decisions and limited knowledge of government. Studies by the World Bank (2009) in Bosnia and Herzegovina established that even though many citizens were not satisfied with their representation in municipal or local authorities' activities, a small minority were willing to participate in such activities.

Participation in local government was limited largely because citizens did not believe they can influence local decision making. As a result, public participation was more

reactive than proactive. Kosecik & Sagbas (2004) argue that a positive attitude toward local government can influence local people to be more active and eager to participate in local government activities and programs. Hickey & Seligson (2003) demonstrates that the performance of local government or council affects citizen attitude toward the government. It is therefore unlikely that the performance of local government would affect citizen attitude but does not have an influence on their level of participation.

Aspden & Brich (2005) claim that there are a number of factors and issues that influence the public 'attitude towards participation in local government affairs and decision making. These consist of, citizen's satisfaction for their involvement, citizen interest, and understanding of local government, citizen trust of the local government and its members, and previous experience of voluntary participation. Aspden & Brich, (2005) and Lowndes et al., (2001), further argue that better understanding of citizen attitude is necessary if public officials are to address and correct the real problems of apathy among citizens that hinder public participation, if they are to maximise the impact and effectiveness of participation (Lowndes, et.al, 2001).

According to a study conducted in Torbat, Iran on the influence of attitude on citizen participation by Mohammad (2010), there is a linear relationship between the level of participation and citizen attitude. The study concluded that it is important for the government to focus on measures that are believed to positively influence citizen attitudes toward local government. These conclusions are further supported by other scholars. In a study carried out in the UK to analyse citizen's attitudes towards e-government, Kolsaker & Lee-Kelley (2008), conclude that improved citizen's perceptions of e-government and e-governance depend on whether decision-making in government is much more transparent and whether outcomes are meaningful. Nam (2011), while conducting a study on citizen attitude toward e-government argues that if a government should care about its citizen's attitudes, then it is crucial to identify and study what shapes citizens perceived value of government. He also argues that trust in the government influences citizen attitude towards the government and its programmes.

5.3.2. Trust Factors and Public Participation

Sociologist and Political Scientist Putnam (1995), argues about the necessity for organisations and institutions to socialise their members by teaching them trust, solidarity, and cooperation. Putnam (1995) furthermore argued that trust characterises people's willingness to accept and fulfill some or all the decisions made by the state. According to Putman (1995), an individual's involvement in political processes largely depends on the motivation to get involved and the understanding that his/her activities will be profitable, beneficial, or useful otherwise.

Many scholars have acknowledged the need either to build trust towards local governance or to overcome its absence to influence and encourage public participation in this domain (Russell, 2008; Fordham et al., 2009; Zattoni et al., 2016). Dasgupta (2000) on his part believes that trust is central to all transactions while Giddens (1990) argues, that some basic form of trust is a requirement necessary in order for us to maintain our "ontological security". Generally, the diminishing amount of public trust in governments has been a problem in the last decade, which has attracted a lot of attention by public administration and social researchers' world over. This explicit decrease of public trust in governments has been observed in some developed democracies such as the USA, Canada, Sweden, Great Britain, France, and other EU member states. The increase of public trust is, therefore, an urgent question for many countries (Seimuskane & Vorslava, 2013).

According to Inglehart (1999) trust ensures authorities' legitimacy. Putnam (1995) declares that trust establishes an individual's willingness and readiness to realise and adopt decisions taken by state authority. Putnam (1995) held that political participation and activity depended on the roles and obligations an individual assumes, by taking part in a political organisation. He further argues that whether an individual takes part in any process or activity related to politics is dependent on their motivation. Other political and social researchers studying the relationship between participation and public trust are not too optimistic. For example, Zmerli (2007) in his research concluded, that although in theoretical literature there is some evidence that a close

link exists between participation and trust, this link is very weak and fragmentary, and is only evident in particular countries. Wang (2007) also argues that trust formation in the public sector is influenced by behavioural factors of two main behavioural characteristics of public administrators. Firstly, participation influences trust when participation produces quality services that the public desires, and secondly, enhanced ethical behaviour on the part of public administration is another key reason that participation leads to trust. Their conclusion is that public trust tends to increase when public officials demonstrate characters such as integrity, high moral leadership, honesty, and when ethical values are institutionalised in government processes through the process of participation.

Uslaner & Brown (2003) look at the concept of trust within the context of inequality in society. They argue that greater equality and higher levels of trust are two pathways to participation. Inequality may suppress citizen participation either directly or indirectly, through its effects on trust. Firstly, where inequality is higher, the poor are likely to feel powerless. They may perceive that their views and priorities are not represented in the political process and they may opt-out of civic engagement. Secondly, Uslaner & Brown (2003) argue that trust in others rests on a foundation of economic equality. When resources are distributed inequitably in a society, people at the top and those at the bottom may not see each other as facing a shared fate. Therefore, they may have less reason or no reason at all to trust people of different backgrounds.

5.4. Economic Factors

Communities that are successful in economic development allocate the suitable resources to the effort, design good programs, and stay with them for the long-term. Over time a good economic development program pays dividends. Economic factors enhance economic development which is the process of creating wealth through the mobilisation of human, financial, capital, physical and natural resources to generate marketable goods and services.

5.4.1. Income Levels

In a traditional society, the income level of a person is considered as an important criterion for judging one's ability. Similarly, to assess the extent of participation of common people in the development project, the income level of participants indicates the participation of the people. Personal income may be defined as the sum of the market value of rights exercised in consumption and the change in the store of property rights between the beginning and end of the period (Simons, 1938). The notion of personal income also corresponds to that put forward by John Hicks (1946), who described an individual income as the maximum value he could consume during the period and still be as well off at the end of the period as he was at the beginning.

The income indicator offers a provocative and thoughtful way to assess our economy's performance in raising living standards during the economic boom of the 1990s. Nazleen (2004) found that the participation of the poor and marginalized in rural development has not increased significantly rather some touts and intermediaries have enjoyed more access to these projects and grasped its fruits. There is a general assumption that the interest of the poor and disadvantaged cannot be safeguarded in the exploitative social structure unless it is protected by legislation.

Brady (2003) argues that since the political and civic process is also a form of participation, like economic participation which takes place in the market place, it seems that known models of economic participation may provide insights into the relationships between income, income inequality, political and civic participation. Brady (2003) further observes that for labour force and marketplace participation, a change in income affects the amount of participation.

Weber (2000) agrees with this notion and further argues that citizen participation committees and forums are usually crowded with members of the highest socio-economic group. The lack of income participants is illustrated in a developing world context by scholars such as Russell & Vidler (2000), who have argued that such citizen

participants are difficult to engage in civic activities because their main priorities are to fend for and to provide basic commodities such as food for their families, and not spend time in meetings. Abel & Stephan (2000) while agreeing with this argument, further caution that although many scholars promote public participation as means of “incorporate community values into the decision-making process that might otherwise be dominated by a small elite” it appears that a non-elected small elite can dominate a participatory process.

5.5. Social Factors

Social factors in local government consists of social cohesion, the general increase in population and the depopulation of urban and rural areas are social factors affecting the expansion of public participation, and also the availability of service delivery in local communities is part of things that affect public participation socially. More importantly, the more the population increases the more government is required to render more quality services continuously. Service delivery refers to the needs of the citizens that government institutions must satisfy, or the needs that the government undertakes to supply to the citizens in terms of their priorities (Berner, 2006:93). Service delivery is further defined as a commitment to address the needs of the members of the public so that they can begin to live a dignified life. The citizens' right to have better services is entrenched in the South African Constitution (Act 108 of 1996). In pre-1994 South Africa, the Apartheid government suppressed all forms of public participation from the black communities. After 1994, the newly elected administration committed itself to and embraced a community-centered development approach (Mudzanani, 2016). Hence, public participation became a constitutional imperative as it is stated that people's needs should be responded to and the members of the public should be encouraged – through the mechanism of public education 54 and outreach – to participate in policy-making or anything that affects them (Naidu, 2008: 83- 92). The involvement of members of the public in service delivery matters is of critical importance in a democratic society. This is because public participation is a mechanism for entrenching democracy and promoting cohesion between local government and communities, particularly regarding the provision of quality and sustainable services (Mudzanani, 2016).

5.6. Cultural Factors

Culture encompasses the set of beliefs, moral values, traditions, language, and laws (or rules of behaviour) held in common by a nation, a community, or other defined group of people (Sebei, 2014; Swapan, 2016). Cultural factor determined characteristics include: the language spoken at home; religious observances; customs (including marriage customs that often accompany religious and other beliefs); acceptable gender roles and occupations; dietary practices; intellectual, artistic, and leisure-time pursuits; and other aspects of behaviour (Sebei, 2014). In the United States, and in other nations with large immigrant populations, there is a wide range of cultural diversity, religious beliefs, customs, and values, reflecting the scattered origins of the people that affect public participation in local government (Sebei, 2014; Swapan, 2016).

5.7. Conclusion

This chapter has explored the determinants of public participation in Integrated Development Planning in South Africa and elsewhere. The study focused on demographic factors, cultural factors, economic factors, social factors, and behavioural factors and the extent to which these factors determine public participation in Integrated Development Planning. The examined literature shows that there is a mixed extent of application of the factors that determine public participation in the Integrated Development Planning and some of these factors are either enhance or hinder public participation.

CHAPTER 6

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

6.1. Introduction

Theoretically, public participation in Integrated Development Planning is an interactive process where citizens are given the opportunity to partake and be part of the decision-making process (Bogopane, 2012; Tau, 2013; Flannery et al., 2018). The accomplishment of democracy in 1994 brought the opportunity for South Africa to address poverty and inequality and thus re-establish its citizens and ensure that South Africa belongs to all who live in it. In alignment with democratic release and pursuit of constitutional necessities guaranteeing the rights-environment and the rule of law, new policies were put in place to improve citizen's quality of life (CDM, 2012; Flannery et al., 2018).

There is an analysis of the assessment for participation and quality of life in the households by the municipal service (CDM Socio-Economic Impact Assessment Study, 2012). The analysis of the quality of living was constituted by the percentages of households within the municipality with or without access to basic services. In this context, the accessibility to all basic municipal services is combined to form the quality of life within the households. Although the quality of life consists of multiple dimensions, the fact that citizens have access to municipal basic services does not really imply a complete or better quality of life in households. However, to assess the improvement of the quality of life within the households made by the municipal services, a question has been asked on "whether the accessibility of the household to the municipal services improved quality of life in the households"? Then the results indicated that less than half of the households in the Polokwane Local Municipality reported in the affirmative (50.6%). It also indicated that the disagreement of the remaining number of households is due to the dissimilarities in understanding the definition or idea of the quality of life. Despite the challenges that many households are facing such as unemployment, water, crime, most households still believed that their quality of life is improved (59.8%). This affirms that 50.6% of the households in

the Polokwane Local Municipality reported that the accessibility of the household to municipal services improved their quality of life.

This research studied the determinants of public participation in Integrated Development Planning in Polokwane Local Municipality. Correlation analysis and linear regression were utilised, as highlighted in the research design and methodology (Chapter 1). Using CDM Socio-Economic Impact Assessment Study and Integrated Development Planning (2012), variables representing public participation and Integrated Development Planning are extracted for analysis. The raw data matrix was run through SPSS and the results were generated, making it possible to extract correlation analysis and linear regression, which formed part of the core interpretation of this study. This chapter delivers a discussion based on the interpretation of outputs regarding the determinants of public participation in Integrated Development Planning in Polokwane Local Municipality.

6.2. Outputs for the correlation test

Before running the regression analysis, a correlation test was conducted to ascertain the relationships between the constructs. Generally, table 1 below shows that there are correlations that are positive and significant. Meaning that we can proceed with the regression analysis.

Table 1: Correlation coefficient

Correlations		Public Participation	Demographic factors	Cultural factors	Economic factors	Social factors	Behavioural factors
Pearson Correlation	Public Participation	1.000					
	Demographic factors	.770	1.000				
	Cultural factor	.760	.963	1.000			
	Economic factors	.815	.966	.931	1.000		
	Social factors	.775	.920	.932	.915	1.000	
	Behavioural factors	-.158	-.087	-.090	-.091	-.109	1.000

After the descriptive analysis, the study conducted a Pearson correlation analysis to indicate a linear association between the predicted and explanatory variables or among the latter. It thus helps in determining the strengths and association between variables. The researcher conducted a Pearson correlation, the study indicates the line of 1.000s going from the top left to the bottom right is the main diagonal, which shows that each variable always perfectly correlates with itself. The study also found a strong positive correlation between public participation and demographic factors as shown by the correlation coefficient of 0,770. The study also found that there is still a strong positive correlation between public participation and cultural factors as indicated in a correlation coefficient of 0.760. The study also found a strong positive correlation between public participation and economic factors indicated in the correlation coefficient with 0.815. Moreover, the study found that there is a strong positive correlation between public participation and social factors with 0.775 as indicated in the correlation coefficient. And finally, the study found a negative correlation between public participation and behavioural factors as indicated above on the correlation coefficient with -0.158.

The findings concur with Franks and Sharma and Dayaratna (2004) who found a strong positive correlation between public participation and perceived economic factors. Furthermore, the findings agree together with Douglas Huber et al (2008) who found that there is a strong positive relationship between positive individual factors and level of public participation. More importantly, Kimathi (2016) found out that there is a strong positive correlation between public participation in country Integrated Development Planning and demographic factors, economic factors, level of community awareness and behavioural factors.

6.3. The output of Linear Regression Analysis

SPSS Statistics generated quite a few tables of output for linear regression. In this section, the study shows three main tables required to understand your results from the linear regression procedure, assuming that no assumptions have been violated. The study provided a complete explanation and the interpretation of the data. This includes a relevant model summary, ANOVA, and coefficients. Below, the focus is only on the results for the linear regression analysis.

Table 2: Model Summary

Model Summary^b				
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.828 ^a	.685	.636	47.02284
a. Predictors: (Constant), Behavioural, Demographic, Social, Economic, Cultural				
b. Dependent Variable: Public Participation				

According to Kimathi (2016), SPSS allows the researcher to specify multiple models in a single regression command, however, the study used one model of public participation. In the table above R is the square root of R-Squared and is the correlation between the observed and predicted values of the dependent variable. R-

Square is the proportion of variance in the dependent variable (public participation in Integrated Development Planning) which can be explained by the independent variables (Behavioural, Demographic, Social, Economic, and Cultural factors). This is an overall measure of the strength of association and does not reflect the extent to which any particular independent variable is associated with the dependent variable. Adjusted R-square is an adjustment of the R-squared that penalises the addition of extraneous predictors to the model. Adjusted R-squared is computed using the formula $1 - ((1 - R^2) (N - 1) / (N - k - 1))$ where k is the number of predictors. Std. The error of the Estimate is also referred to as the root mean squared error. It is the standard deviation of the error term and the square root of the Mean Square for the Residuals in the ANOVA table (see below). According to the table 2 Pearson correlation coefficient is 0,828 and R Square is 0.685 meaning that the five predictors (Social, economic, cultural and demographic) explain 63.6% of the variance of public participation.

Table 3: ANOVA

ANOVA ^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	152664.243	4	38166.061	17.465	.000 ^b
	Residual	72112.569	33	2185.229		
	Total	224776.812	37			
a. Dependent Variable: Public Participation						
b. Predictors: (Constant), Social, Economic, Cultural, Demographic						

According to table 3 above, the study reported one model in the study. On regression, residual, and total, it shows the breakdown of variance in the outcome variable, these are the categories that are examined: Regression, Residual, and Total. The total variance is divided into the variance which can be explained by the independent variables (Model) and the variance which is not explained by the independent

variables (Error). Sum of Squares is associated with the three sources of variance, Total, Model and Residual. The Total variance is partitioned into the variance which can be explained by the independent variables (Regression) and the variance which is not explained by the independent variables (Residual). Mean Square is the Sum of Squares divided by their respective DF. F and Sig, this is the F-statistic the p-value associated with it. The F-statistic is the Mean Square (Regression) divided by the Mean Square (Residual). The p-value is compared to some alpha level in testing the null hypothesis that all the model coefficients are 0. The F Value is the Mean Square Model (38166.061) divided by the Mean Square Residual (2185.229), yielding $F=17.465$. The p-value associated with this F value is very small (0.0000). These values are used to answer the question "Do the independent variables reliably predict the dependent variable?". The p-value is compared to your alpha level (typically 0.05) and, if smaller, the study can conclude that "Yes, the independent variables reliably predict the dependent variable" and the variable enrol can be used to reliably predict the dependent variable. If the p-value were greater than 0.05, it shows that the independent variable does not show a significant relationship with the dependent variable, or that the independent variable does not reliably predict the dependent variable.

Table 3 indicates that the regression model predicts the dependent variable significantly well. How do we know this? Look at the "Regression" row and go to the "Sig." column. This indicates the statistical significance of the regression model that was run. Here, $p < 0.0005$, which is less than 0.05, and indicates that, overall, the regression model statistically significantly predicts the outcome variable (i.e., it is a good fit for the data). The proposed conceptual model is statistically valid because the ANOVA Table indicates a significant F value ($F=17.465$; p-value =.000<.05).

Table 4: Coefficients

Model		Unstandardized Coefficients		Standardized Coefficients		T	Sig.	Conclusion on hypothesis
		B	Std. Error	Beta				
1	(Constant)	-3.020	17.428			-.173	.864	
	Demographic factors	-.016	.018	-.463		-.888	.381	The results show that demographic factors do not influence public participation in Integrated Development Planning because the p-value is non-significant ($p=0.381>0.05$). Meaning that demographic factors is not a significant determinant of public participation. Therefore, Hypothesis 1 is Rejected
	Cultural factors	.010	.045	.094		.227	.822	The results show that cultural factor does not influence public participation in Integrated Development Planning ($p=0.822>0.05$). Meaning that cultural factors is not a determinant of public participation in Integrated Development Planning. Therefore, Hypothesis 2 is Rejected

	Economic Factors	.037	.016	.958	2.39 9	.022	The results show that economic factors have a significant influence on public participation because the β value is positive (.958) and the p-value is significant ($p= 0.022 <0.05$). Therefore, if the economic factors improve with one standard deviation, it will cause the public participation to also improve with 95.8% of its own standard deviation. Therefore Hypothesis 3 Accepted
	Social Factors	.025	.032	.228	.778	.442	The results show that social factor does not influence public participation in Integrated Development Planning ($p=0.442>0.05$). Meaning that social factor is not a determinant of public participation in Integrated Development Planning. Therefore, Hypothesis 4 is Rejected
	Behavioural Factors	-5.130	6.551	-.078	-.783	.439	The results show that behavioural factor does not influence public participation in Integrated Development Planning ($p=0.439>0.05$). Meaning that economic factor is not a public participation in Integrated Development Planning. Therefore, Hypothesis 5 is Rejected

According to table 4, std. Errors are the standard errors associated with the coefficients. The standard error is used for testing whether the parameter is significantly different from 0 by dividing the parameter estimate by the standard error to obtain a value (see the column with t values and p-values). The standard errors can also be used to form a confidence interval for the parameter, as shown in this table. Standardised coefficients are the coefficients that you would obtain if the predictors and the outcome variables were standardised prior to the analysis. Since all of the predictors are standardized, they are measured in the same units, so the standardized regression coefficients are useful for comparing the size of the coefficients across variables. The results in Table 4 show the regression results conducted to determine if the tested hypothesis is accepted or rejected. For a hypothesis to be accepted, it should have the p-value below 0.05 ($p<0.05$), if the p-value is above 0.05 ($p>0.05$) it means that the hypothesis is rejected (Davies & Hughes, 2014).

The results show that demographic factors do not influence public participation in Integrated Development Planning because the p-value is non-significant ($p=0.381>0.05$). Meaning that demographic factors are not a significant determinant of public participation within Polokwane Local Municipality. Therefore, Hypothesis 1 is rejected. According to the results, the demographic factor of Polokwane Local Municipality which is the number of households, population, gender, age, and education does not determine public participation in Integrated Development Planning within Polokwane Local Municipality.

The results show that cultural factors do not influence public participation in Integrated Development Planning because the p-value is non-significant ($p=0.822>0.05$). Meaning that cultural factors are not a determinant of public participation in Integrated Development Planning within Polokwane Local Municipality. Therefore, Hypothesis 2 is rejected. According to these results, language is spoken at home; religious observances; customs (including marriage customs that often accompany religious and other beliefs); acceptable gender roles and occupations; dietary practices; intellectual, artistic, and leisure-time pursuits in Polokwane Local Municipality doesn't determine public participation in Integrated Development Planning.

The results show that economic factors have a significant influence on public participation because the β -value is positive (.958) and the p-value is significant ($p=0.022 < 0.05$). Therefore, if the economic factors improve with one standard deviation, it will cause the public participation to also improve with 95.8% of its own standard deviation. Therefore Hypothesis 3 accepted. More importantly, the economic factors are a determinant of public participation in Integrated Development Planning in Polokwane Local Municipality.

Economic factors enhance economic development which is the process of creating wealth through the mobilisation of human, financial, capital, physical and natural resources to generate marketable goods and services. According to the results, the economic factor is a determinant of public participation in Integrated Development Planning in Polokwane Local Municipality. Kimathi (2016), argues that the wealthy segment of society and those who are highly educated take a greater role in public participation. Furthermore, it is suggested that it is because they have a greater stake in the affairs of government and due to their understanding of public participation, Integrated Development Planning, service delivery, legislative frameworks, political and social life better. Foss (2018), further argues that citizens with higher income are more likely to be interested and engaged in political and civic engagement activities unlike those who are affected by income poverty. Kimathi (2016), further notes that the majority of citizens with higher income are usually interested in whom to contact, and how to make their voice heard because they know their constitutional rights.

Doorgaper (2014), agrees with this notion and further argues that public participation committees and forums are usually crowded with members of the highest socio-economic group. Regardless of that, the public with low income is difficult for them to participate in the planning and decision-making process because their main priorities are to provide basic commodities such as food for their families, and not spend their time attending meetings. The study concurs with other scholars that the public with high income is the one who mostly participates in development planning activities than the public who are affected by income poverty.

The results show that social factors do not influence public participation in Integrated Development Planning ($p=0.442>0.05$). Meaning that social factors are not a determinant of public participation in Integrated Development Planning within Polokwane Local Municipality. Therefore, Hypothesis 4 is rejected. In this study, the results indicated that regardless of the availability of services, social cohesion, and increase of population within Polokwane Local Municipality, social factor is not determinant of public participation in Integrated Development Planning because the municipality can provide services to the community without them not being involved in planning and decision-making process.

The results show that behavioural factors do not influence public participation in Integrated Development Planning ($p=0.439>0.05$). Meaning that behavioural factors are not a determinant of public participation in Integrated Development Planning within Polokwane Local Municipality. Therefore, Hypothesis 5 is Rejected. According to the findings from the study, behavioural factors such as trust and public attitude within Polokwane local municipality does not have any influence in public participation in Integrated Development Planning.

6.4. Findings

Through the use of correlation analysis and linear regression to find the correlation, and the scrutinising of textual data, there were numerous findings that surfaced, relating to the determinant of public participation in Integrated Development Planning in Polokwane Local Municipality. The findings that emerged from this study are as follows:

- The study found out that demographic factors are not the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality, meaning that there is no positive relationship between demographic

factors and public participation in Integrated Development Planning within Polokwane Local Municipality.

- The study found out that social factors are not the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality, meaning that there is no positive relationship between social factors and public participation in Integrated Development Planning within Polokwane Local Municipality.
- The study found out that cultural factors are not the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality, meaning that there is no positive relationship between cultural factors and public participation in Integrated Development Planning within Polokwane Local Municipality.
- The study also found out that behavioural factors are not the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality, meaning that there is no positive relationship between behavioural factors and public participation in Integrated Development Planning within Polokwane Local Municipality.
- More importantly the study discovered that there is a positive relationship between economic factors and public participation in Integrated Development Planning within Polokwane Local Municipality.
- Literature indicated that there are various typologies of public participation in local government, however not all the typologies are adopted by the municipalities. Polokwane Local Municipality, Integrated Development Plan 2019/ 2020, highlighted that consultative topology of participation is highly adopted by the municipality as a fundamental regulatory tool to improve efficiency, transparency, and effectiveness of Integrated Development Planning.
- According to Polokwane Local Municipality, Integrated Development Plan 2019/ 2020, there are phases of Integrated Development Plan that should be followed by

each and every municipality when implementing Integrated Development Plan. However, Polokwane Local Municipality assured that all phases are implemented.

- Theoretically, the study finds that there is generally a positive relationship between public participation, Integrated Development Planning, and service delivery. However, there is also evidence to suggest that the relationship is complex because public participation should be an everyday tool in Integrated Development Planning for the quality provision of service delivery.
- Although the relationship between public participation and Integrated Development Planning is not affirmed, the outcomes from the survey indicated that generally, there is a strong positive relationship between public participation and Integrated Development Planning. This finding is consistent with the principle and legislative frameworks that there is no Integrated Development Planning without public participation.
- From a South African perspective, the study finds that there is still a lack of public participation in some local government activities. Citizens are encouraged to participate in the planning and decision-making process in local government as also supported by the Constitution of the Republic of South Africa (1996), and other legislative frameworks.
- The study also discovered that there is an increase in service delivery protests in South Africa every year. These service delivery protests are caused by poor communication between local government officials and communities because if people do not participate in planning and decision-making of their services, they will not know what they should expect or not to. Regardless of that, poor provisions of service delivery might cause service delivery protests because citizens sometimes are not satisfied with what they are provided with.

- From Polokwane Local Municipality as the study area, the study finds that there is public participation in the area. However, not all citizens within the Polokwane Local Municipality participate in local government activities due to various challenges that affect the communities and need to be addressed.
- The study found out that the challenges that unable other citizens to participate are as follows: Language that is used in the meetings and in the municipal documents. Modes of transport because some of the citizens do not have cars to travel and attend the meetings. Access to information especially for citizens who stays in the rural area is a serious challenge.
- Above all, the study aims to investigate the determinant of public participation in Integrated Development Planning, the study finds economic factors are the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality. This study found that the majority of the public who participate in Integrated Development Planning are those of high-income level.

6.5. Conclusion

This chapter interpreted the outputs generated from correlation analysis and linear regression analysis which was used to find the determinant of public participation in Integrated Development Planning in Polokwane Local Municipality. The findings generated from this analysis demonstrated that there is a positive relationship between public participation and Integrated Development Planning. More importantly, the study found that economic factor is a determinant of public participation In Integrated Development Planning within Polokwane Local Municipality. The study also found that Integrated Development Planning on its own cannot perpetuate public participation because the determination to engage in public participation lies in the hands of citizens as they should be responsible for their own development. The next chapter is providing a presentation of the key findings that the study uncovered as well as the

recommendations which can be used to assist municipalities to develop strategies that will promote public participation in Integrated Development Planning.

CHAPTER 7

SUMMARY, CONCLUSION, AND RECOMMENDATION

7.1. Introduction

This chapter provides a summary of the research study and recommendations adopted from the study on what can be done to improve public participation in Integrated Development Planning within Polokwane Local Municipality. These recommendations are not only meant specifically to Polokwane Local Municipality but can also assist other municipalities.

7.2. Summary of the study

This study sought out to find the determinant of public participation in Integrated Development Planning in Polokwane Local Municipality. Public participation and Integrated Development Planning statistics of Polokwane Local Municipality, published in 2012 Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study, were analysed through the correlation analysis and linear regression analysis. In order to find the correlations that exist between public

participation and Integrated Development Planning was explained in chapter one. From the analysis, to support the findings that surfaced in chapter two; chapter three, chapter four and chapter five engaged in the theoretical discussion to analyse data that explained the determinant of public participation in Integrated Development Planning, locally and internationally. However, the study is summarised as follows:

Chapter one: This chapter presented an introduction and background of the study. Moreover, the problem statement, main aim, and objectives of the study, hypotheses, literature review, and research design and methodology of the study was discussed. The validity and reliability, ethical considerations and significant of the study were also highlighted. This chapter enables the reader to attain information regarding the justification or the purpose to undertake the study.

Chapter Two: This chapter discussed the typologies and processes of public participation. This provides a broader view to the reader to have a concrete understanding of the types of public participation in local government. The literature revealed that there is no clear understanding of the concept of public participation. However, most of the developing countries regard public participation as a buzz word concept. In South Africa, public participation is recommended to improve service delivery through Integrated Development Planning. In this regard, the study found that there are multiple typologies for public participation in local government however, the public prefer consultative type of participation because they attend workshop forums and meetings to express their opinions and views regardless of being excluded from decision-making. Furthermore, the processes of public participation are also found.

Chapter Three: This chapter outlines literature on the importance of implementing Integrated Development Planning, phases of Integrated Development Planning, and also Integrated Development Planning both nationally and provincially. The literature found that Integrated Development Planning is used as a tool for successful service delivery in South African local government. This chapter further highlighted the stakeholders in public participation and also discuss their roles to encourage public

participation in local government. The literature found that political structure (municipal speaker, executive mayor, and municipal council), administration (municipal manager, public participation officer, head of departments and line manager), ward committees, community development workers and communities at large, work hand in hand to improve public participation.

Chapter Four: This chapter entails the levels of public participation in Integrated Development Planning in local government and further discussed the South African legislative frameworks that are implemented to support public participation in Integrated Development Planning. From the literature given on levels of public participation in this chapter, most of the South African municipalities are still on the 'informing' level of participation because the information is positioned on a one-way from government officials to the public with no canal provided for feedback. The literature also found that, regardless of the legislative frameworks that are established to transform public participation, there are still multiple of challenges that municipalities face in regard to public participation.

Chapter Five: In this chapter, factors determining public participation in Integrated Development Planning were discussed. Hence the study aims to investigate factors determining public participation in Integrated Development Planning, the literature found multiple factors that can determine public participation in Integrated Development Planning in the South African municipalities.

Chapter Six: This chapter presented the research findings, analysis and interpretation of the study. The researcher collected raw data from Capricorn District Municipality (CDM) Socio-Economic Impact Assessment Study (2012). In this chapter, data were analysed, and thorough interpretation of outputs regarding determinant of public participation in Integrated Development Planning in Polokwane Local Municipality was completed. The findings are presented in tables and are further construed to provide a clear understanding of the phenomenon under study.

Chapter Seven: In this chapter, recommendations and conclusion from the findings adopted in the study were discussed. It is noted that public participation plays a crucial role in Integrated Development Planning for successful service delivery in Polokwane Local Municipality. Furthermore, failure to comply with the legislative frameworks for participation and improve the level of public participation undermine the success of Integrated Development Planning for service delivery. This chapter concludes the study by providing the findings that emerged from the textual data which are chapter two, chapter three, chapter four, and chapter five and the correlation analysis and linear regression analysis interpretation in chapter six, from which recommendations are made in conclusion of the study.

7.3. Conclusion

Many studies have been conducted to seek to understand the concept of public participation and Integrated Development Planning worldwide. However, they have neglected to show that integrated development alone cannot be a means to an end. For Integrated Development Planning to take place, citizens should participate in the planning and decision-making process that takes place in local government. The results shows that there is a strong positive relationship between public participation and Integrated Development Planning. This demonstrates that where there is public participation, positive results are likely to follow. This chapter provided the findings of the study, on which this conclusion, and below recommendations are based on. The study further concludes by pointing to the need for future studies based on the theoretical inference that the determinant of public participation in Integrated Development Planning is not straightforward, there is a need to examine in depth the reasons why all members from the communities don't participate in planning and decision-making process within local government.

7.4. Recommendations

Based on the analysis and findings presented in this dissertation, Polokwane Local Municipality is required to change its paradigm, and pay attention to serving citizens and not elites alone. However, the following recommendations are made, which can be used to influence literature that studies the determinants of public participation in Integrated Development Planning, improvement of public participation and municipal service delivery locally and globally.

- The study aimed to investigate the determinant of public participation in Integrated Development Planning in Polokwane Local Municipality. The study suggests that, similar study needs to be conducted to make Polokwane Local Municipality aware of what is happening regarding public participation.
- Theoretically, there is a need to re-examine the understanding of the concept of public participation and Integrated Development Planning because it is not a straightforward conclusion in practice.
- Polokwane Local Municipality should develop a transformational agenda that will recognise the existence of different levels of performance between diverse categories of municipalities in terms of public participation, service delivery, good governance, LED, Integrated Development Planning, and financial management.
- Since economic factors is the determinant of public participation in Integrated Development Planning within Polokwane Local Municipality citizens should be encouraged to participate in local government activities and Local Economic Development (LED) because if citizens participate it can allow them the opportunity to generate an income beyond their basic needs and be able to participate effectively without any financial problems.

- Polokwane Local Municipality should ensure that citizens are given a basic set of tools that will make possible for them to hold their municipality to account and also measure if they are living up to their promises.
- The municipality should ensure that it constantly monitors and evaluates its officials on whether they deliver their ability and carry out their duties because good governance is at the heart of the effective functioning of municipalities.
- There should be a coordination between community structure, whereby councillors, ward committee members, and community development workers work hand in hand to encourage public participation within the communities.
- Polokwane Local Municipality should ensure it has well-written policies and guidelines on public participation that talks to the local environment, circumstance, and situation and should be planned with the intentions of notifying and managing critical engagement with the public.
- The South African municipalities need to revise the legislative frameworks in favour of public participation and Integrated Development Planning in order to improve public participation which will transform to quality service delivery.
- Awareness about the importance of public participation in the planning and decision-making process should be introduced to the communities however the awareness should not only be about knowledge but be in practice.
- The municipal officials should ensure that they report back to the community on each activity they agreed with to avoid protests. The municipality should put “people first” which is encouraged by Batho Pele Principle.

- Polokwane Local Municipality should provide transportation to the community members who don't have cars or who don't have money to use the taxis to attend the meetings because most of the time municipal meetings are held in the inner city of Polokwane.
- Moreover, the municipality can also change the location of the meetings to save the money that will be utilised for transport. Since citizens from Polokwane Local Municipality grouped themselves according to their cultures, meetings can be held in each community by the ward councillors and it will also address the issue of language whereby every citizen will be comfortable to use his or her language.

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