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**Assessing Community Participation in the Integrated Development
Plan to enhance service delivery at Mbizana Local Municipality**

Faculty of Commerce, Administration, and Law

Department of Public Administration

Candidate: Mr Mandisi Matyana

Student number: 201619596

Supervisor:

Prof. Richard Mduduzi Mthethwa

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Declaration

I, Mandisi Matyana, declare that this research report is hereby submitted to the University of Zululand, in the fulfilment of the requirements for the master's degree in Public Administration. This work has not been previously submitted for a degree at this institution or any other university. I also declare that this is my own work and that all information involved herein has been thus recognised.

.....

Mr Mandisi Matyana

.....

Date

Dedication

- I dedicate this study to my 95-year-old grandmother, Eunice Matshezi Matyana. Her encouragement on the importance of education made me a better person. Today, my accomplishments are because of her inspiration. May God continue to bless her with more days to live.
- I also dedicate this study to my late father, Ndzuzo Ndzoyiya, for believing that I was born to lead in this world.

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- Finally, my peers, friends, and family members, who have been there for me throughout my journey to complete this study.

May God bless each of you for assisting me through this journey.

Abstract

This study was undertaken to assess the community participation in the Integrated Development Plan. The study aimed to identify the causes for poor service delivery in the Mbizana Local Municipality. The study attempted to comprehend if this poor service delivery is caused by the inadequate management of an Integrated Development Plan (IDP) or the lack of community participation in local government affairs, particularly in the Integrated Development Plan. The existing literature reveals that poor service delivery could be caused by aspects, such as a lack of communication, participation, corruption, fraud, political interference in administration, elevated levels of unemployment and inadequate institutional capacity. Data was collected from both municipal officials and community citizens to understand the causes of poor service delivery in Mbizana Local Municipality. This was conducted by employing the qualitative approach. Semi-structured interviews served as a device to collect data from the study participants, representing community citizens, and municipal officials. This device was chosen attributable to its ability to collect as much information as possible from the study participants; therefore, participants were not limited when responding to the interview questions. The study findings reveal that the poor service delivery at Mbizana Local Municipality is caused by a lack of community participation and inadequate management of the Integrated Development Plan formulations. First, this is because the community citizens do not understand the processes of an Integrated Development Plan formulation and its importance to their lives. Second, the municipal officials also fail to adequately deliver municipal services attributable to concerns, such as internal political conflicts, corruption, and failure to maintain open communication with the local constituents. The study provides recommendations suggesting potential solutions for poor service delivery in Mbizana Local Municipality, which can also be adopted by all South African municipalities.

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List of abbreviations

ANC	African National Congress
APES	Academic and Professional Editing Services
BRICS	Brazil, Russia, India, China and South Africa
CBO	Community-based organisations
CoGTA	Cooperative Government and Traditional Affairs
DCLG	Department for Communities and Local Government
DHET	Department of Higher Education and Training
DLG	Developmental local government
DSD	Department of Social Development
DTIC	Department of Trade, Industry, and Competition
GDP	Gross domestic product
HKSAR	Hong Kong Special Administrative Region
HOD	Head of department
ICSSSM	International Conference on Service Systems and Service Management
IDP	Integrated Development Plan
IPADA	International Conference on Public Administration and Development Alternative
LED	Local economic development
MEC	Member of the Executive Council
MOEs	Municipal-owned estates

MSA	Municipal Systems Act
NDP	National Development Plan
NGOs	Non-governmental organisations
NRF	National Research Foundation
NSG	National School of Government
PM	Performance Management
PMS	Performance Management System
RDP	Reconstruction Development Programme
RF	Representative Forum
SAARC	South Asian Association Regional Cooperation
SAR	Special Administrative Regions
SDBIP	Service Delivery Budget Implementation Plan
SDG	Sustainable developmental goals
SEZ	Spatial economic zones
SPII	Studies in poverty and inequality institute
UN	United Nations
WPLG	White Paper on Local Government

Chapter 1: Outline and introduction of the study

1.1 Introduction and background

Local government remains vital to the lives of many constituents globally in the 21st century with the main purpose of rendering services. In South Africa, these services are recognised in Schedule 4 and 5-part B of the Constitution of 1996. The local sphere of government is mandated to provide and maintain services for community development (DCLG, 2006). In this sphere of government, local authorities are provided with the freedom to make decisions aiming to alter the living conditions of the inhabitants of the jurisdiction.

There are three types of municipalities in South Africa. These are metropolitans (metros), local or rural municipalities, and district municipalities. The Mbizana Local Municipality is the local municipality categorised as Group B of municipalities. Local municipalities are rural-based mainly depending on national and provincial grants to provide their citizens with goods and services. Metro municipalities are the municipalities established in large cities with high population levels. These cities hold ample economic and social development, categorised as Group A of municipalities. District municipalities are categorised as Group C of municipalities, comprising a few local municipalities; their duties are to guide their smaller municipalities and guard the governance matters of the district.

All municipalities in South Africa are mandated by Chapter 5 of the Municipal Systems Act (2000), to adopt an Integrated Development Plan (IDP) as a mechanism to be employed to deliver the services in the communities of their jurisdiction. They are also required to perform objectives, such as public participation, effective and efficient service delivery, and provide a democratic and accountable government for local citizens, as they are mandated by the Constitution of South Africa (1996), Chapter 7 Section 152. IDPs structure the mainstay of service delivery in South Africa for all municipalities, indicating that all activities and services delivered by the municipalities should be drafted from the IDPs. IDPs should ensure the success of municipal objectives (Section 152 of the Constitution).

IDP is a strategic programme, connecting and integrating the municipal specific plans. It is also a mechanism employed as the basis to implement the annual budgets (Municipal System Act, 32 of 2000). It further explains IDP as a device that implements the national and provincial goals. Mahlinza (2013) states that an IDP should promote community participation in local government to enhance service delivery to local municipalities. Less consultation with communities and manipulation of their ideas remains a challenge in most municipalities in South Africa.

A variety of legislative measures were introduced by the African National Congress (ANC) since 1994 in South Africa. These legislative measures support IDP adoption in local government. They also aim to promote community participation in IDPs and fair practices in local government affairs, such as eliminating maladministration practices, fruitless expenditures and the lack of transparency and accountability. These legislations include the following:

- The Constitution of South Africa (1996)
- The Municipal Systems Act (2000)
- The Municipal Structures Act (1998)
- *The White Paper on Public Service of 1998*
- The Batho Pele principles of 1997
- Municipal Planning and Performance Management Regulations (2001)
- The Strategic Agenda of the municipality
- National Development Plan 2030

Provided all these legislations, there are still municipalities in South Africa that perform poor, engaging in inadequate management practices, such as fruitless expenditure and manipulation of IDPs, attributable to political interests and pressures. The Mbizana Local Municipality is one of those municipalities considered poor performers in the Eastern Cape province. Nwafor (2016:172) states that Mbizana Local Municipality is attributed to poor community participation and low improvements on economic and social developments attributable to poor service delivery. Govender and Nwafor (2019) state that Mbizana Local Municipality encounters poor service delivery levels attributable to intra-party disagreements within the municipality and other crime reported incidents in the municipal practices. The poor service delivery in Mbizana

Local Municipality affects the well-being of citizens (contributes to poverty). This study, therefore, assessed community participation in IDP to enhance service delivery in Mbizana Local Municipality, intended to investigate the extent which the municipality promotes community participation during the formulation of an IDP. This study also investigated and evaluated attempts by Mbizana Local Municipality to combat poverty, affecting its inhabitants via IDP management.

1.2 Literature review

The South African Constitution of 1996, Chapter 7 Section 152, mandates municipalities to perform five objectives of local government:

- Economic and social development
- Providing services
- Ensure health and safety in their jurisdiction
- Provide public participation
- Accountable government

The IDP formulation for municipalities should, therefore, achieve local government objectives as outlined in the Constitution of South Africa, Section 152. Chapter 3 of the South African Constitution promotes intergovernmental relations. The IDP formulation of the municipality should, therefore, implement the plans and targets of all spheres of government.

Municipal Systems Act (MSA) (2000) requires municipalities to adopt the IDP as a device to deliver services to the entire jurisdiction they are serving. An IDP is defined as a strategic five-year proposal that connects and integrates the municipal specific plans. It is also a mechanism employed as the basis to implement the annual budgets (Municipal System Act of 2000). It further explains IDP as a device that implements the national and provincial goals.

IDPs were first introduced in 2001/2002 in South Africa to improve the planning processes of municipalities in confronting the injustices of the past (Mulaudzi, 2007). IDPs are also implemented to prioritise the local needs of the inhabitants, equitably managing scarce resources to solve their needs. They also serve as a device to advise

the municipality on lease areas and lease costs that may assist the municipality in accelerating service delivery at the lowest cost. The IDP is employed as a device to promote coordination in the government where the national, provincial and local government may find common ground to combat the needs of the citizens.

The Municipal Systems Act (2000), Chapter 4 necessitates municipalities to create an environment where communities should participate in government affairs. This includes the formulation of IDP and its publication, implementation, and overviews. Cele (2015) defines community participation as a process of involving community stakeholders in decision-making, affecting their well-being economically, socially, or politically. Community participation is a system that public officials should employ to interact with their stakeholders in ensuring service provision (Cele, 2015:2). Community participation in IDP formulation is important in Mbizana Local Municipality because this is where the citizens have an opportunity to express themselves about the services expected from the municipality.

Erftemeijer and Bualuang (2002:27) state that local projects and services for communities are more successful if the community is involved in the decision-making processes. Kilewo and Frumence (2015) indicate that community participation might fail attributable to deficient communication among the parties involved and a lack of information needed by the parties. They mention further that community participation might also fail if the parties involved are unaware of their roles. A lack of management capacity may also cause community participation to fail (Winkworth, Healy, Woodward, Camilleri, 2009; Ababio, 2004). These challenges are failures that may cause poor community participation at Mbizana Local Municipality. This study, therefore, identified the extent to which Mbizana Local Municipality promotes community participation during IDP formulation.

Ramphoma (2014) defines poverty as an inability of a household or individuals to meet their basic social and economic needs. Ramphoma (2014) further defines poverty as the insufficiency of funds and resources to maintain a living. Poverty can be caused by three core factors, namely, structural causes, pathological causes, and residual causes (SPII 2007:15). South African inhabitants live in a democratic country; no matter what kind of poverty exist in local government, the municipalities should play a

role in reducing it through proper IDP management, specifically in the Mbizana Local Municipality. A common ground should be established where citizens should reiterate combating poverty through community participation in IDP processes.

There are various ways where an adopted IDP can be employed to combat poverty in a certain municipal jurisdiction. According to Selepe (2017), an IDP should be employed as a device to combat unemployment, poverty and boost local economies of their jurisdiction. An IDP should provide clear guidance, identifying basic services to be provided in municipal jurisdiction. Moon (2019), in support, states that basic needs or services concerns standards of living for individuals. This includes the ability of a municipality to deliver basic services to its constituents, such as water, electricity and infrastructural development, combating poverty.

An IDP should also state the extent to which the municipality engages Non-Governmental Organisations (NGOs) and the private sector in poverty alleviation. Section B of White Paper on Local Government (1998) implicates the importance of developing local government. Scholars, such as Werhane, Newton, and Wolfe (2020) state that NGOs and public-private institutions should be employed as strategic devices to end poverty. They collaborate closely with local markets (municipalities) in developing the local areas while creating employment. Other methods the IDP may employ to reduce poverty include clear plans for Local Economic Development (LED), individual and community empowerment.

The absences of municipal services, such as access to water, electricity, formal dwelling and access to sewage services, lead to poverty. After 27 years of democracy in South Africa, certain communities still encounter poverty, lacking access to services, therefore, this study investigated to what extent the IDP of Mbizana Local Municipality attempts to combat poverty in this municipality.

Service delivery disparities present massive government challenges in the 21st century for South Africa, where the levels of community protests are increasing (Mamokhere, 2019). Several factors contribute to the increase in service delivery disparities, such as corruption, a lack of community participation in the decision-making processes of the municipality and high unemployment levels (Nwafor, 2016; Shabangu and Madzivhandila, 2017; Mamokhere, 2019).

The Mbizana Local Municipality has huge service delivery disparities, harming its citizens because the living conditions are unsuitable for other communities; each municipality in South Africa has to provide equal services to its citizens (Jili, 2012). The municipality population is 319 948, translating to 61 383 households. Of the total households, 71.8% (44 073) have access to electricity. The severity of disparities is evident in water access as only 0.6% (368) households have access to in-pipe water inside their yards or houses; only 0.6% (368) households have access to flushing toilets; only 1.4% (859) of households have access to refuse removal services; only 21 173 households have formal dwellings in this municipality. The entire population is dwelling on traditional and informal dwellings (IDP 2017/ 2022).

Despite the aforementioned literature, divergences and challenges are identified in service delivery, particularly for Mbizana Local Municipality. Less literature focuses on community participation in IDP as a mechanism to solve the service delivery disparities and local municipalities encountering poverty. The Mbizana Local Municipality, therefore, must ensure that its IDP is drafted and managed to ensure that the identified challenges are solved for the sake of its citizens. The municipality needs to create an environment where all citizens have equal access to municipal services, such as water, sewage services, electricity and formal dwellings, to combat the service delivery disparities and the poverty citizens' encounter.

1.3 Problem statement

According to Mathebula and Sebola (2019:113), municipalities of South Africa should become the principal drivers in alleviating poverty, while promoting economic and infrastructural development. Service delivery backlogs remain an excessive challenge in South Africa, where several municipalities encounter high poverty levels and great service delivery disparities, as is the case with Mbizana Local Municipality. Nwafor (2016) states that this municipality's disparities are attributed to poor service delivery and low improvements in economic and social developments.

Govender and Nwafor (2019) also agree that Mbizana Local Municipality encounters poor service delivery levels attributable to intra-party disagreements within the municipality and other crime reported incidents in the municipal practices. The Honourable Mayor of Mbizana in the 2018/2019 IDP review plan, acknowledged that

this municipality encounters greater levels of poverty and unequal distribution of services to its communities; she further stated that Mbizana IDP continues to provide social and economic radical changes to the society.

There is insufficient community participation in IDP process in Mbizana Local Municipality and this contributes to the incapacity of the municipality to address service delivery challenges. Mbizana Local Municipality encounters enormous service delivery disparities for its citizens (IDP 2017/ 2022). Poor service delivery affects the well-being of citizens as it contributes to poverty (Gazze and Abubakar, 2018). The inability of citizens to access basic services, such as water and sanitation services, demoralises the principles of democracy (Kroukamp, 2017:33), such as the infringement of a right to human dignity as it is enshrined in Chapter 2, Section 38, of the Constitution. Therefore, this study assessed the community participation in IDP in Mbizana Local Municipality.

1.4 Aim of the study

The study aimed to assess the community participation in IDP processes towards ensuring effective service delivery in Mbizana Local Municipality. The study also aimed to establish a solution to the service delivery disparities in Mbizana Local Municipality.

1.5 Objectives of the study

The study objectives were as follows:

- To investigate the importance of community participation in the IDP formulation to ensure effective service delivery in Mbizana Local Municipality.
- To investigate the role of community participation in poverty alleviation in Mbizana Local Municipality.
- To investigate the challenges, contributing to the service delivery disparities in Mbizana Local Municipality.
- To provide recommendations on viable strategies that may be adopted to improve service delivery in Mbizana Local Municipality.

1.6 Research questions

1.6.1 Primary question

What actions can be performed in Mbizana Local Municipality to boost the community participation in IDP to enhance service delivery and to reduce service delivery disparities encountered?

1.6.2 Sub-questions

- Why is community participation important during IDP formulation in Mbizana Local Municipality?
- What is the role of community participation in poverty alleviation in Mbizana Local Municipality?
- What challenges contribute to the service delivery disparities in Mbizana Local Municipality?
- What are viable strategies that may be adopted by Mbizana Local Municipality to ensure improved service delivery?

1.7 Significance of the study

According to Topchy, Jain, and Punch (2005:74), the significance of the study is a justification and the contribution at a certain point for the proposed study. They continue that the significance of the study is there to improve or add people's knowledge; the results of a study must be vital to the targeted group. The significance of the study forms the introductory part of a certain study. It states how a specific audience mostly, the study participants, will benefit from the findings (Brogger, 2018). The significance of the study should challenge the researcher to answer two questions, enabling the study to contribute research-wise and why this research should be published when it is completed?

South Africans live in a democratic society where the rights of individuals should be respected; everyone in society needs to be treated with respect. The absence of proper municipal services to the society, therefore, infringes on the rights of individuals, such as the right to dignity, as it is enshrined in Section 38 Chapter 2 of the Constitution of Republic of South Africa. This infringement results to local citizens

living under harsh conditions such as drinking water with stock and living in old and dilapidated houses.

This study aimed to create an environment where the levels of community participation in the formulation of IDPs are high at Mbizana Local Municipality. Citizens will live under better conditions where the rights of individuals are respected; poverty alleviation is attributable to the impetus of service delivery provided by the municipality. The municipality will also progress concerning service delivery in the jurisdiction for current and future reasons.

1.8 Intended contribution to the body of knowledge

The researcher undertook this study, due to high service delivery disparities in Mbizana Local Municipality. The living conditions are deficient for most of the citizens in this municipality. This aimed to ensure improved service delivery in Mbizana Local Municipality, ensuring that the levels of poverty and service delivery disparities are reduced and the living conditions for citizens are improved.

1.9 Methodology of the study

This section presents the research methodology of the study. A research methodology should be understood by the researcher. According to Mthethwa (2017), research methodology entails, how scientific research will be conducted in a particular study. Mthethwa (2017) continues that to produce varied and valid results for a particular study, good research practices or requirements of research should be comprehended. The research methodology is crucial in providing the correct direction on identifying the design to be adopted in a study. The study methodology serves as guidance on how to produce meaningful results from the proposed study. The research methodology also defines the logic behind techniques and methods used in a study (Welman Kruger and Mitchell, 2005). The study methodology can be either quantitative or qualitative; for this study, the qualitative method was employed due to its relevance to the topic aim, which is to understand the inner perspective of the participants.

1.9.1 Quantitative research

According to Newman, Benz and Ridenour (1998:3) quantitative method is used when a researcher wants to prove or test the correctness of a hypotheses and it is usually beginning with an existing theory. Quantitative method has to do with statistical data (Brannen, 2017), this is where the researcher deals with numbered information such as statistics, graphs, diagrams etc. Quantitative method deals with deductive hypotheses and is grounded on positivism approach (Creswell, 2009). The strength of this research method is that the results of the study are more reliable.

1.9.2 Qualitative research

According to De Vos, Strydom, Fouche and Delpont (2011), the qualitative method concerns non-statistical measures to collect data with small samples, purposely selected. According to Nambira (2017:93), qualitative research focuses on interpretation, describing or translating a certain phenomenon to provide a greater, meaningful picture. The methods employed in a qualitative study are fundamentally descriptive as they are useful to describe certain cases. Qualitative research methods concern how individuals observe the world. These methods can be defined as resources that a researcher could use to observe a certain situation and to discern social life aspects (Miller and Dingwall, 1997). This research method was used in this study because both community members and municipal officials of Mbizana Local Municipality were interviewed to understand their inner perspectives.

1.9.3 Research design

The research design can be either qualitative or quantitative. Quantitative studies employ statistics, graph and tables. Conversely, qualitative studies employ citizens' perceptions and opinions. This study employed a qualitative research design. The qualitative research design is more beneficial for rural-based studies because the researcher can comprehend the settings, relationships and key stakeholders (Heslop, Burns and Lobo, 2018). The qualitative research design employed in this study is interpretivism. Interpretivism design is defined as a technique that is more concerned with the in-depth understanding of variables and factors related to the context (Alharahsheh and Pius, 2020). This design allows the researcher to understand and

observes people’s experiences about the phenomenon invested (Thanh and Thanh, 2015). This designs fits in this study because it sought to find interpretative understanding of the phenomenon by assessing community participation in IDP to enhance service delivery at Mbizana Local Municipality.

1.9.4 Target population

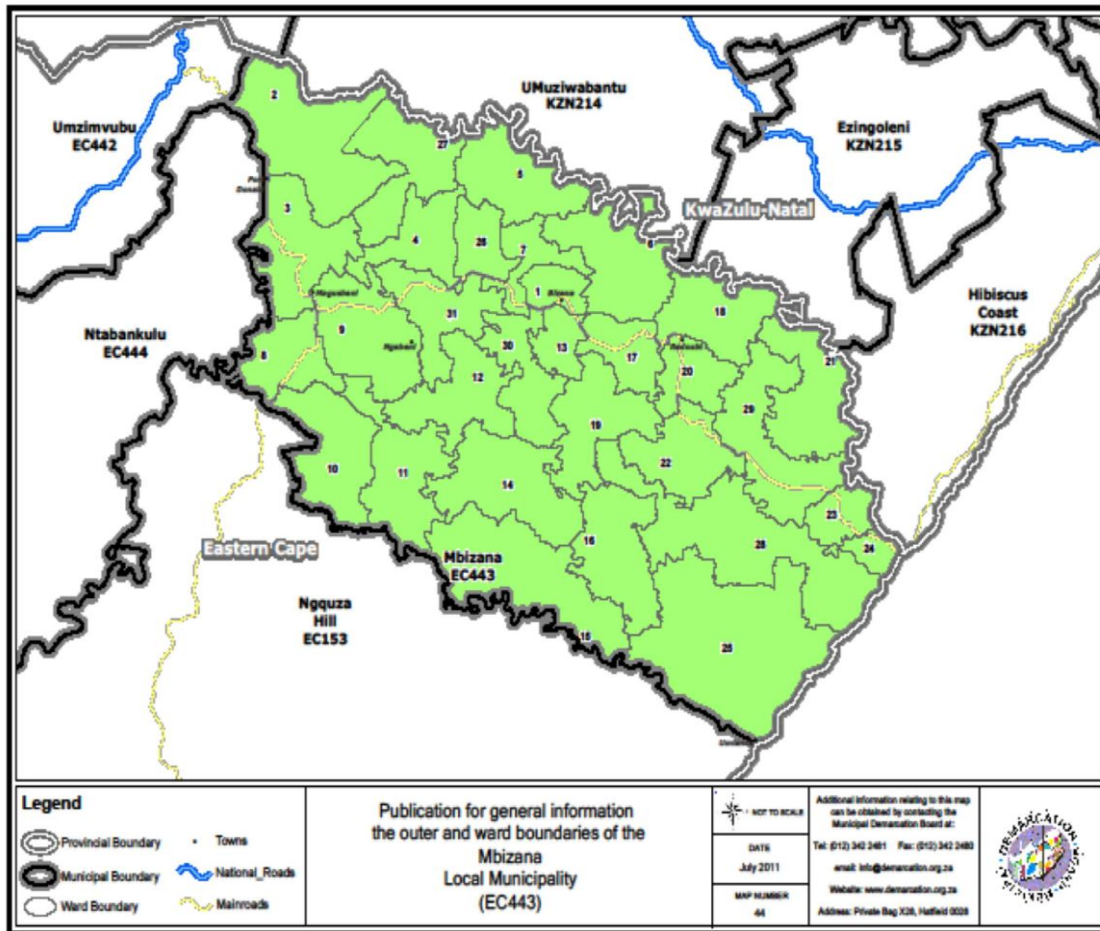


Figure 1.1: Mbizana Local Municipality wards

Source: Mbizana IDP 2017/2022

The above map depicts the ward arrangements of Mbizana Local Municipality since the target population is derived from three wards of this municipality. Brynard, Hanekom, and Brynard (2014) define the target population as a group of individuals, meeting the designed criteria established by the researcher to be the respondents in the study. They further define the target population as a discourse community with the

characteristics that the researcher is interested in, for the study. Without a target population, the research is non-existent.

The target population for this study comprised the following:

- The community members of Mbizana Local Municipality, between the voting ages of 18 to 65 years. These community members were selected from Ward 1, Ward 24 and Ward 28 of Mbizana Local Municipality. These wards were purposely selected because they vary in development. Ward 1 is located close to the town with improved development; Ward 24 is allocated away from town with a few municipal services, including electricity, RDP houses, and improved access to the main road community; Ward 28 is more rural, minimum developed, with a high poverty level.
- The municipal officials as employees involved in IDP formulation and serving as major role players in service delivery.

The selected target population assisted to understand the interaction between the community members and the municipality during IDP formulations. It also assisted to identify strategies to address the challenges from a problem statement to provide the impetus for service delivery at Mbizana Local Municipality.

1.9.5 Data collection tool

The study employed a qualitative technique to collect data from the study participants, particularly, the semi-structured interviews: Longhurst (2003, 103) defines a semi-structured interview as a verbal interchange between a researcher and the study participant to elicit the information shared. Longhurst (2003) further indicates that in these interviews, the researcher (interviewer) may prepare predetermined questions for an interview, but the respondents (interviewees) are allowed to unfold the conversation in such a way they explore concerns they observe as important.

- Semi-structured interviews were chosen because they allow greater detail of data to emerge from the interview process (Britten, 1995). The researcher conducted and managed all interviews. The interviews allowed assessing the behaviour of participants while clarifying the misunderstandings or confusions the participants

encountered. This data collection device (interviews) was used, though, it had a shortfall of being shallow, limited the number of participants, complicating the deep setting and emotions of participants affected by the matter.

- These semi-structured interviews enabled data collection from both municipal officials and community members. Their interview questions were dissimilar as their roles were diverse in IDP (Appendix B: Interview questions). Study participants were invited to participate in interviews using the invitation letter (Appendix A: Interview invitation letter: Interview invitation letter). A recording device was used during the interviews to assist in verifying the responses. This was conducted to ensure the accuracy of responses by the participants and to reduce potential bias towards the data collected (Borg and Gall, 1996:96) as cited in Mthethwa (2017).

1.9.6 Study area



Figure 1.2: Mbizana Local Municipality’s physical position

Source: Alfred Nzo District Municipality website (www.andm.gov.za)

The Mbizana Local Municipality is a rural-based municipality located at Alfred Nzo District Municipality in Eastern Cape. This is a Category B municipality, located 57km from Port Edward using the R61 road, which connects KwaZulu-Natal and Eastern Cape in the coastal boundary. This municipality is demarcated by two large rivers, indicating the Mtentu River (western side) and the Umtamvuna River (eastern side). Agriculture and forestry are the main economic sectors available in this municipality. The municipality stretches 2 415km² along the Indian Ocean.

1.9.7 Sampling

There are two types of sampling techniques, namely, probability and non-probability sampling. Probability sampling provides the target population with an equal chance to participate in a study. Non-probability sampling does not provide the target population with an equal chance to participate or in a particular study; however, this study employed purposive sampling. A researcher uses purposive sampling to collect data from the participants who possess certain information, therefore, the study participants were selected purposely.

Purposive sampling was chosen in this study to allow selecting informants who possess the information needed for the study (Tongco, 2007). Purposive sampling was employed to collect data from both community members and municipal officials.

1.9.8 Sample size

The study had 38 participants; eight municipal officials; 30 community members (ten participants from each ward) see the below table (Table 1.1). Creswell (2009) supports the sample size of this study, asserting that a qualitative study is not about large numbers of participants, but the focus is on the collection of information variable and valuable for understanding a certain phenomenon in depth.

Table 1.1: Participants

Participants	Sample size
Ward 1	10
Ward 24	10
Ward 28	10
Municipal officials	8
Total participants	38

1.9.9 Data analysis

Data analysis for this study was conducted using a thematic analysis. This process involved analysing the raw data collected in the form of perceptions and opinions from the participants. It assisted to identify common themes from the data collected from community citizens of selected wards and municipal officials of Mbizana Local Municipality. Schwandt, Lincoln, and Guba (2007) define thematic analysis as a process, identifying or indicating patterns or themes within qualitative data. It was chosen in this study to allow easier analysing and summarising the data collected as it enables the researcher to be flexible with received or collected data. NVivo™ software was used in this study to assist in establishing common themes of the study faster.

1.10 Reliability of results

Reliability examines the scores of a used instrument in research as either stable or consistent (Mohamad, Sulaiman, Sern and Salleh, 2015); reliability also refers to the dependability of results received from the study participants. (Sibiya, 2017) discloses that the collection procedure of data should not vary to ensure the consistency of results. In this study, the reliability of results was ensured by employing an expert review, where experts were invited to a seminar to verify the data received from the study participants. These experts were requested to review the information or data collected. They were crucial informants of the societies and the municipality.

1.11 Ethical considerations

Research should not violate the rights of individuals, animals, and nature involved in research (Brynard *et al.*, 2014). Research ethics are defined as a moral right and moral wrong in research. Munro (2011) defines research ethics as a set of morals or principles accepted in research to guide individual or group behaviour in dealing with study participants, sponsors, collaboration with other researchers, research assistances and students.

The University of Zululand Research Ethics Policy defines ethics as follows:

The principles and practices that guide the ethical conduct of research. These should embody respect for the rights of others directly or indirectly affected by the research; such rights include rights to privacy and confidentiality, protection from harm, giving informed consent, access to information pre-and-post- research and due acknowledgement. Ethical conduct in research also includes the avoidance of inflicting animal suffering of any kind and protection of the environment.

The researcher declares that the university policy and ethical requirements were perused, understanding the consequences of non-adherence, ensuring the following:

- Protecting vulnerable people in research
- Non- disclose participants' names
- Acknowledged all assistance received
- Did not disclose sensitive information of the participants
- Did not allowed any conflict of interest to arise
- Respected feelings, safety, and dignity of participants
- Acknowledged all sources employed in a research

1.12 Limitation of the study

This study was limited to Mbizana Local Municipality, specifically in Ward 1, 24 and 28. The study is also limited to its participants identified in sampling. Individuals speaking Xhosa dominate at Mbizana Local Municipality, therefore, most of the data were collected in IsiXhosa.

1.13 Definition of terms

- **Service delivery-** a process of providing constituents of a certain jurisdiction with municipal services they are entitled to receive from the municipality, such as clean in-pipe running water, electricity and RDP houses.
- **Integrated Development Plan-** a strategic five-year plan employed in municipalities to outline all the services and actions that should be provided or be conducted by the municipality for its jurisdiction.
- **Community participation-** a process of empowering constituents of the municipality on municipal plans, actions, and process, by allowing them to voice on matters that directly affect them.
- **Local municipality-** a type of rural-based municipality, mostly depending on national and provincial grants to provide services to its constituents. These municipalities are ranked as Category B of municipalities in South Africa.

1.14 Outline of the study

This study comprises five chapters as outlined in Table 1.2.

Table 1.2: Chapter outline

Chapter 1	Serves as an introduction to a thesis. It covers the introduction and background, preliminary literature, aims and objectives, problem statement, significance and research methodology
Chapter 2	Observes the literature review, which is a process where the researcher assesses other scholars regarding community participation in IDP. This chapter also observes the theories used to define the study.
Chapter 3	Observes the international overview perspective of the study, where comparative analyses are conducted against two international countries on how they manage community participation in their local government affairs.

Chapter 4	Observes the data interpretation and analyses; where the researcher is analysing the data collected from the study participants.
Chapter 5	Concluding chapter of the study. It provides study findings and the recommendations that could be taken by the municipality to combat poverty and service disparities at Mbizana Local Municipality.

1.15 Summary

This chapter presents as a support of the study; it provides the introduction of the study, outlining components, such as the problem statement, objectives, and aim of the study. This chapter is vital, summarising the main study content. The subsequent chapter observes the literature review of the study with the best defining theories.

Chapter 2: Literature review

2.1 Introduction

Chapter 1 presented the introductory part of the study, identifying the main study problem, aim, objectives, and motivation. This chapter focuses on three components or sections, indicating the legislative framework of the study, the literature review, and the theoretical framework. The legislative framework observes legislations and policies that regulate community participation in IDP to enhance service delivery for local communities. A literature review is a process enabling the research to observe and scrutinise the ideas of other scholars. The last section observes the theories of public administration, better defining the relationship between the community members and the municipality regarding community participation in IDP formulations.

2.2 Legislative framework

Legislation could be defined as a guiding document aiming to control the behaviour of an individual, group of people, or a certain institution in performing a certain function of the state (Liebregts and Stam, 2019). Various legislations are used in the public sector depending on the nature of a particular institution. In South Africa, diverse legislations were introduced for local government management to enhance service delivery since 1994 (Madzivhandila and Asha, 2012; Madumo and Koma, 2019; Chauke and Mathebula, 2019). These include the Constitution of South Africa, the Municipal Systems Act (2000) and the Municipal Finance Management Act (2003). These legislations exist for various reasons because they perform diverse functions for the municipal jurisdictions. They ensure improved service delivery for local communities. The following legislations are discussed, to evaluate their importance in improving service delivery at Mbizana Local Municipality.

2.2.1 Constitution of South Africa Act 1996

In 1996, the new South African Democratic Constitution was introduced as the supreme law of the country, any action contra to it is regarded as invalid. The Constitution of South Africa is there to solve the injustice practices and problems of the past that existed because of apartheid. Some of these challenges include service

delivery. South African municipalities should employ the Constitution as a leading approach to change the socio-economic status of the previously disadvantaged group in South Africa (Dlamini, 2015). He further indicates that municipalities should use the Constitution as the basic device for community participation in local government affairs. The Constitution of South Africa recognises the importance of community participation in local government affairs to combat poverty and service delivery disparities for local communities. It does so by outlying relevant provisions, which speak with the management of the municipalities.

Certain chapters and sections in the Constitution are adapted for the operation of a local municipality to ensure improved service delivery to local communities; these chapters include Chapter 3, Chapter 7, Chapter 10 and Schedule 4 and 5-part B of the Constitution. Chapter 3, Section 40, of the Constitution presents the importance of cooperative governance and intergovernmental affairs on spheres of government. The Constitution of South Africa indicates that the spheres of government are interdependent and interrelated so they should collaborate in achieving the welfare of all citizens in South Africa. Phelan, McGee, and Gordon (2012) state that cooperative governance is a consistent method to ensure integration in government to ensure improved living conditions for the citizens. The South African municipalities should not operate in isolation with the other two spheres of government, namely, the national and provincial spheres. This is required to improve the living conditions of all citizens in South Africa, where they have equal access to municipal services. The local municipalities should receive orders from other spheres on how they should operate, and these orders usually come in a form of policies, such as the National Development Plan (NDP).

Chapter 7, Section 152 of the Constitution, outlines the objectives of the local government of which the local municipality should work towards. This section states that local municipalities are responsible for achieving five objectives of local government, which include providing democratic and accountable government, improve safety and health in a jurisdiction area, improve the economic and social status of the jurisdiction of a local area, provide municipal services to the citizens, and ensure community participation in local government affairs. Local municipalities need

to arrange their structures and manage their administration that these objectives are achieved (Dlamini, 2012).

Local municipalities should produce a plan to achieve the Section 152 objectives of local government, a strategic IDP (Mojaki, 2012). The IDP can be an instrument to ensure service delivery to local communities. During IDP formulations, the municipality should engage the local citizens (community participation) in its processes from the planning stage until the monitoring and evaluation stage. The aim is to obtain their observations, opinions and recommendations. Improved community participation in IDP ensures efficiency in local government while reducing poverty (Piper and Von Lieres, 2008; Mojaki, 2012).

Chapter ten outlines the basic principles that should guide “public administration”. The local municipalities are required to consult their communities on each matter that affect them. Schedule 4&5-part B of the Constitution outlines the specific services that local municipalities are responsible to deliver to their communities, such as sewage services, electricity, water and infrastructure development.

2.2.2 Municipal Systems Act 32 of 2000

This legislation focuses on the mechanism that the local municipalities should tail for them to progress forward. The focus is to ensure the municipalities achieve their social and economic mandates. The Municipal Systems Act focuses on innovation for the municipal jurisdiction. Chapter 4 and Chapter 5 of the Municipal Systems Act aim at ensuring improved service delivery for local communities where levels of citizens’ participation in local government affairs are increased.

Chapter 4 of the Municipal Systems Act emphasises on the importance of community participation in local government affairs. Various democratic mechanisms were established to facilitate community participation in local government affairs across South Africa since 1994 (Madumo, 2014). According to Madumo (2014), community participation is the process where the municipality provides citizens with the power to stand for their own needs and their development. The Municipal Systems Act requires the municipality to have a culture of community participation in an IDP, such as planning, implementation, and performance management.

Municipal Systems Act also requires the municipalities to adopt mechanisms and procedures to facilitate community participation. This includes the Municipal Structures Act function, focusing on the structures to facilitate the community participation in local government affairs from the municipal council to the ward community. Efficient community participation in local government affairs, specifically in an IDP, contributes to developing the local area, eliminate delays and costs in municipal projects, promote proficient interaction among the municipality and the citizens while increasing credibility and legitimacy in local government (Maphazi, Raga, Taylor and Mayekiso, 2013; Madumo, 2014; Fu and Jiang, 2020).

Chapter 5 of the Municipal Systems Act also focuses on the importance of IDP adoptions on local municipalities as a strategic instrument that should be employed to deliver services in the communities of the jurisdiction. According to Abrahams (2018), IDPs were introduced to eliminate inappropriate planning in local government affairs and to integrate all the activities and services of the municipality to be delivered to the communities. All local municipalities in South Africa are, therefore, required to produce detailed IDPs to be used for service delivery in their jurisdiction. The municipal council is crucial in adopting the IDP, while implementation is delegated to the accounting officer (popularly known as municipal manager) as head of administration in the municipality. The municipal council should facilitate community participation at all stages of IDP formulation.

2.2.3 Municipal Structures Act 117 of 1998

The Municipal Structures Act provides for the internal structures, particularly for office bearers and councillors of the municipality; these structures are important to facilitate community participation in local government affairs specifically in an IDP. The mayor of the municipality with his or her mayoral team/ executive team must identify the needs of a municipality and produce a plan of how to meet these needs (Dlamini, 2015).

The Municipal Structures Act provides for various stakeholders involved in municipal structures that should facilitate community participation in local government affairs. These stakeholders include the traditional leaders, ward committees and executive committees. The municipalities, therefore, need to be aware about stakeholders

between them and the community, enabling the promotion of community participation in local government affairs. South African municipalities are required to follow the mandates of this Act. It ensures the full performance of all municipalities in South Africa, where the levels of community participation are increased on local affairs.

2.2.4 *White Paper on Local Government* (Government Gazette No. 18739 of 1998)

Before 1994, South Africa was under the leadership of an apartheid government system, where the distribution of municipal services to local communities was unequal. Municipal services were delivered based on discriminatory factors, such as race, and geographical areas. The *White Paper on Local Government* was adopted in 1998 to heal and combat the injustices of the past as a result of the apartheid system. This paper was adopted to ensure an equal distribution of municipal services to local communities.

This White Paper outlines programmes and frameworks that should be transformed into local government to allow the radical transformation in local government. This paper also emphasises the importance of community participation in local government affairs in identifying ways of developing citizens and improve their living conditions.

According to Callanan (2002), local municipalities should ensure that human rights, such as the right to human dignity, are respected for the communities of the jurisdiction, where citizens have access to services, such as water, health, sanitation and electricity. These services should be delivered in the communities and the rights of individuals must be respected. This paper, therefore, requires strong collaboration among the local municipality as the principal player of service delivery, the community, and the service providers (Department for Communities and Local Government, 2006; Davies, 2008). The *White Paper on Local Government* is important for local municipalities, hence it ensures the effectiveness and efficiency of municipal practices and high levels of community participation in local government.

Section B of the White Paper encloses the importance of developmental local government (DLG) on local municipalities. DLG focuses on three approaches, namely, the participation of all sectors in local government, social equity provision and an

integrated planning and management (Cuthill, 2001). Local municipalities should collaborate with other sectors in local government, such as an NGO, private sector, to change the living standards for local citizens, meeting their economic and social needs (Madumo and Koma, 2019).

2.2.5 National Development Plan 2030

In 2012, the ANC introduced the National Development Plan, a long-term objective of the national government to eliminate poverty, unemployment and inequality by 2030. This development plan aims to change the lives of all citizens in South Africa by 2030, where the citizens' capacity is stretched and their right to dignity is respected (Mbizana IDP review, 2018/2019). This plan further ensures that the injustices of the past are overcome, enabling change in the life of all citizens of South Africa.

Chapter 13 of the NDP proposes a capable and developmental state where local municipalities deliver their legislative mandates to ensure improved service delivery for all South Africans. This is conducted through a system of the Intergovernmental Relations Framework. This plan emphasises that all municipalities should perform their duties to the fullest ability to ensure local government development. Good municipal performances at a local level ensure that the national plans are achieved at a national level. Good IDP implementation and management with good community participation ensures better governmental performance for the state as it serves as a coordinating device in government.

2.2.6 Municipal Planning and Performance Management Regulations, 2001

This Act provides for performance regulations of the municipalities to ensure improved service delivery in the communities. It covers the importance of planning in IDP formulations, providing the following regulations:

- Identifying an institutional framework for IDP implementation
- Managing investment initiatives
- Identifying development initiatives, including infrastructure development, social, and economic development

- Identifying main performance indicators to measure the performance of local municipalities

All municipalities must ensure that they use their provided resources effectively and efficiently to achieve the objectives of proposed programmes while enhancing service delivery (Asmah-Andoh, 2012). According to the Auditor-General report of the 2018/19 financial year, R27.7-billion was lost in the local government level as a consequence of irregular spending. This Act is important for municipalities because the actual performance of the municipality can be compared with an initial plan (IDP), while observing the financial and other performance challenges that result in service delivery concerns such as poverty.

2.2.7 Municipal Demarcations Act 27 of 1998

This Act was introduced in 1998; it focuses on determinations of demarcation boundaries and wards for local municipalities. Each municipality needs to be aware of its demarcation area, enabling attentiveness of the communities they need to serve, identifying the resources needed to serve those communities. Determination of wards within the municipal jurisdiction is important because it empowers all citizens within wards to participate in IDP formulations where they are allowed to raise diverse observations on matters that affect their well-being. Given political and community conflicts, the community participation may not occur properly in wards. This could harm service delivery (Kanyane, 2019). Poor service delivery within wards causes dissatisfaction of community members resulting in service delivery protests (Chauke and Mathebula, 2019).

Additional legislations apply in local government management, such as the Municipal Finance Management Act 56 of 2003 (MFMA), and the Batho Pele principles. However, the aforementioned legislations are best in serving the purpose of this study. Based on the above, it can be deduced that South Africa implemented several legislations to enhance service delivery for fairness. These legislations are important for local municipalities operations; hence, they give statutory mandate and guidelines about the community participation and in relations to service delivery as well.

Regardless of this effort and importance, obstacles are causing the failure of the implementation of the above policies and procedures.

2.3 Integrated Development Plan formulation process

The previous section presents the legislative framework governing community participation in local government affairs for IDP. This section further explores the IDP process at municipalities by observing IDP phases, allowing smooth implementation.

2.3.1 Phases of the Integrated Development Plan formulation

According to Dlamini (2015), an IDP process comprises six phases. These phases should allow respected interaction between the community and the municipality. Dlamini further indicate that from these six important IDP phases an essential phase is excluded, indicating the municipal vision. Municipal vision is the process where municipal officials plan for the future of the municipality, engaging community members to promote a community vision (Shiple, Feick, Hall and Earley, 2004). Each municipality in South Africa needs to plan, with implemented guidance.

2.3.1.1 Phase 1

Phase 1 of IDP requires both municipal councils and municipal administration to conduct a situational analysis about developing the municipality; this is where the municipality is required to consider factors, such as service delivery backlogs, the resource worth of the municipality, skills needed and available for the municipality and identifying main priority areas of the municipality. The main aim of identifying these priority areas is to ensure that the poverty is addressed, ensuring a good strategy for social expenditure in municipalities (Medel-Ramírez and Medel-Lopez, 2018). This phase is important for all municipalities to consider because it serves as a starting point for a prosperous IDP.

2.3.1.2 Phase 2

Phase 2 of an IDP also requires municipalities to improve their development strategies to ensure that Phase 1 plans succeed. In this stage, the municipality is expected to interact with its stakeholders involved in the process and to identify the goals and

objectives to be achieved in the short, medium or longer term (StepSA, 2010). The municipality stakeholders may include the private sector and NGOs to whom they contribute financially towards, ensuring the success of an IDP to enhance the development in the municipal jurisdiction. These stakeholders, therefore, need to be included in the IDP processes.

2.3.1.3 Phase 3

This phase focuses on operational strategy, safeguarding optimal good management strategies to ensure optimal benefits (Rong, Pan and Tang; 2019). This phase positions objectives, indicators and targets for project proposals. Project proposals concern the objectives and targets of the municipality, where the municipality is supposed to consider the financial available resources to ensure that IDP goals and targets are achieved. The IDP Representative Forum (RF) is responsible for this phase as a primary participant.

2.3.1.4 Phase 4

Phase 4 of an IDP process involves the screening and adjustments of proposals for the proper implementation of proposed projects. The focus of this phase is to ensure suitable planning and implementation of services through municipal projects. In this phase, the municipality needs to ensure proper planning by integrating all IDP strategies, such as the Local Economic Development (LED), water services, sanitation services, poverty alleviation plans, and spatial development plans and frameworks (Dlamini, 2010). This phase is also mandated to IDP RF assisted by teams from the technical department. The municipality should indicate how the poverty challenges of the jurisdiction will be attempted through better service delivery.

2.3.1.5 Phase 5

Phase 5 of an IDP focuses on the approval of IDP projects for implementation. The implementation phase of government projects requires considering aspects, such as human, budget constraints and technical attentions (Leshore and Minja, 2019). In this stage, the municipal committee is mandated to ensure all consultative and legal requirements were followed, such as community consultation. This is conducted to

avoid service delivery biasness in the communities; however, Chapman (2019) argue that projects may succeed or fail due to the discipline of team members involved. The approval process must, therefore, be well considered.

2.3.1.6 Phase 6

Phase 6 is the final stage of an IDP process. It focuses on the assessment of IDP requirement criteria, identified by Municipal Systems Act (Chapter 5) and by the provincial government.

2.4 The role of a municipal council in Integrated Development Plan (planning, decision-making, legislative oversight)

According to Sokopo (2012), introducing IDP to municipalities is regarded as an initiative to solve service delivery challenges encountered by municipalities. The municipal council should take a leading role in formulating the IDP. The council comprises ward councillors voted by the constituents of the local jurisdiction, led by the appointed mayor. Mayors are crucial in managing the municipalities (Wallmeier and Thaler 2018). They further state that mayors also play two important roles, namely, political leadership and public management. The municipality needs to appoint mayors that will improve the service delivery and the local development of the jurisdiction. The municipal council (chaired by the mayor) should, therefore, perform the following duties concerning IDP management.

2.4.1 Planning

Public institutions become involved in planning for future accomplishments. The objectives of these public institutions are regarded as the future because that is what they would like to achieve. In local government, municipalities are required to adopt the IDP as a strategic vision; the planning system should promote development in the interest of the public (Dutton, 2019). The municipal council should plan to achieve the goals of the municipality in consultation with communities (community participation). Councillors of the jurisdiction should visit their communities during IDP formulations to obtain their observations on expected or desired services, therefore, their suggestions and ideas serve as a foundation of planning.

A lack of planning in IDP formulation and the failure of a municipality to align with IDP requirements are the main reasons why most South African municipalities encounter service delivery backlogs (Mashamaite, Moloto and Municipality, 2016). Community participation in the planning process of the municipality ensures that citizens have a direct voice on public decisions concerning IDP formulation (Maphazi *et al.*, 2013), therefore, this study assessed the planning processes in IDP formulations at Mbizana Local Municipality. This was conducted by critically evaluating the municipality interactions with its constituencies (community participation) during IDP formulation.

2.4.2 Decision-making

According to Kamal, Begum and Al-Hossienie (2018:51), councillors (council) of the municipality need to take various decisions concerning the public welfare, regulations, public health and development activities. They further indicate that those councillors serve as a bridge between the community members and the local municipal decision-makers. The municipal council is the main body responsible for localising democracy. They should present local citizens in their best interest (McGarvey and Stewart, 2018). Central or national government plans depend on local government actions and strategies to succeed (Chowdhury and Al-Hossienie, 2012). It is, therefore, important for local councillors to become good decision-makers of the municipality to enhance service delivery for the jurisdiction.

Councillors are crucial in decision-making since they act on behalf of their community members. This study, therefore, assessed the extent of councillors' involvement with citizens in decision-making, affecting good decisions for the municipality. The municipal council has a final say in the approval of the municipal IDP. It is, therefore, important that they become the voices of their communities in policy cycles of the municipality where all citizens are presented fairly and inclusively on municipality affairs (McGarvey and Stewart, 2018). In this study, the participation of the municipal council to eliminate service delivery disparities at Mbizana Local Municipality was investigated. This enabled assessing if citizens have equal participation in an IDP.

2.4.3 Legislative oversight

The local governance system in South Africa is divided into two main systems, namely, the cadres and meritocracy system. The cadres system concerns the politics of the municipality. It concerns the functionaries of the municipal council (councillors), while meritocracy concentrates on the municipal administration, led by the accounting officer (municipal manager). The municipal administration has the mandate to ensure they execute the functions of the municipality, managing scarce resources available to satisfy targeted needs (Elston and Dixon, 2020:114).

The municipal council functions as the legislative body of the municipality, serving as the watchdog of the municipality, ensuring reliable performance of the executive (administration) while promoting good governance for the municipality (Frye and Parker, 2019). They further state that the legislative body is responsible for policymaking. In local government, the municipal council should construct policies (bylaws) governing their municipality, but not above to the national Constitution of South Africa.

A lack of collaboration between the council and the administrative team of the municipality damages the output because it results in inefficiency (Dixon and Elston, 2019:26). The municipal council should play an oversight role over the administrative functions. Council oversight ensures that the legislative requirements are applied in the municipal administration. In South Africa all municipalities (administration) should prepare reports for the municipal council oversight towards the end of each financial year, where the council will oversee all the activities performed during the financial year (Foure and Oppreman, 2015). Good legislative oversight by the municipal council provides the impetus for service delivery because each function of the municipality is performed to the fullest capacity, therefore, it is important to consider the legislative oversight concerning service delivery.

2.5 Functions of Integrated Development Planning

Dlamini (2015:30) states that the current concerns South African municipalities encounter can be attempted by the effectiveness, integration and transformation of public institutions. This statement is also supported by Masiya, Davids and Mangai

(2019), indicating that the increase in service delivery in the local sphere of government improves the living conditions for South Africans because their human needs are met. IDP is the device that should be employed in local governance to promote development, participatory and inclusive projects (Patel, 2001: 2).

An IDP should outline how municipal objectives are going to be reached, it promotes three main functions for a particular municipality such as the management of municipal resources, promoting cost-effective methods for the municipality and strategic plan to coordinate national and provincial plans or agenda. These main functions are achieved, considering eight IDP key performance areas, such as service delivery, LED, governance, intergovernmental relations, spatial planning, performance monitoring, and evaluation.

2.5.1 Management of resources

Two resources are vital for municipal survival, namely the financial and human resources. Improved service delivery depends on how these two resources are managed. According to Moloto and Lethoko (2018:02), municipal financial viability is the fundamental component in providing services in the communities of jurisdiction. Moloto and Lethoko further state that the failure of a municipality to manage its financial viability discredit its ability to combat socio-economic challenges encountered in the jurisdiction. The poor performance of the municipality may be linked with human resource capacity (Mehlape, 2017:1). Municipalities need to manage their human resource component effectively providing impetus for service delivery. There is a strong link between the municipality's financial and human resources. This is because the financial management qualities depend on human resource qualities, such as skills, compliance levels by the staff and the competency of the staff (Choonara 2017; Moloto and Lethoko, 2018). Improved service delivery should be promoted by good implementation and management of an IDP, determined by the management of municipal resources (financial and human resources). The third objective of this study, therefore, observed challenges contributing to service delivery disparities at Mbizana Local Municipality.

2.5.2 Cost effectiveness

The public assumes that the government has unlimited funds, which is incorrect; the government also encounters constraints on funds (Chikobvu, 2016). Government has to supply public goods and services for unlimited needs of the population, whereas the available funds are limited (Tsoai, 2008) all public institutions need to use the available resources adequately. The local sphere of government fails to deliver optimal services, due to a lack of best practices from the administrators and councillors (Singh, 2016:07). Singh further state that strategic mechanisms should be implemented to ensure that the efficiency in service delivery is reached for communities. In local government, an IDP should be employed as a device promoting efficiency in the service delivery, with strategic methods of ensuring quality services at low cost and decent quality.

2.5.3 Coordination in government

In South Africa, there are three spheres of government, namely, national, provincial, and local. The condition where these spheres of government should collaborate is called intergovernmental relations. According to Chapter 3 Section 40 of the South African Constitution, these spheres of government should collaborate in changing the lives of the South African constituents. In intergovernmental relations, provincial and local government concern is about incoherent government while the national sphere of government oversees supervisory duties over the other spheres of government (Steytler, 2016:303; Naidoo and Ramphal, 2018:83). The local sphere of government is mandated with the duty to carry functions prescribed in pieces of legislation provided by provincial governments (Naidoo and Ramphal, 2018:83). This is because local government is the closest sphere of government to the constituents of South Africa, responsible for community service delivery.

The ANC adopted various government programmes, targeting to change the lives of South African citizens since 1994, such as GEAR and NDP. These programmes serve as strategic visionary plans of the government for a certain period. The latest programme adopted in South Africa is NDP (2030), adopted in 2012 as a strategic device to eliminate poverty, inequality and unemployment by 2030 in South Africa. IDP is employed as a device to implement these national, provincial goals and targets at a

local level. Municipalities should act within Constitutional obligations to meet these targets (Madumo and Koma, 2019), where the municipality employs limited resources effectively and efficiently for improved development in the jurisdiction. Each municipality needs to structure its IDP that it is in line with national government objectives to strengthen the coordination in government while improving the lives of South African citizens demarcated in that municipal jurisdiction.

2.6 Integrated Development Plan and Performance Management

Chapter 6 of the Municipal Systems Act requires municipalities to comply with Performance Management System (PM) actions. This section divides 12 components of PMS on municipalities. These components should be used as drivers to ensure IDP's success in municipalities. The PM is adopted in South Africa as a device to maximise service delivery, particularly, for the local sphere of government (Mkhize, 2018:07). Mkhize further indicate that PM helps employees involved in the service delivery to focus on their duties and responsibilities to achieve IDPs in local government. Municipalities need to ensure they adhere to PM measures for efficient operations. PMS encourages municipalities to continuously monitor and evaluate their performances to ensure compliance with developmental mandates (Selepe, 2018). According to Selepe (2018:02), this monitoring and evaluation should be conducted on the Service Delivery Budget Implementation Plan (SDBIP) and in IDP to enlighten the stakeholders involved about the performance of the municipality. PMS covers the following components.

2.6.1 Performance Management System

Three aspects are expected from the municipality in this component. First, the municipality is supposed to implement a system in line with IDP targets and objectives, considering the available resources for the municipality. Second, the municipality holds a mandate to manage and administer its affairs. The resources of the municipality are managed in an economic, efficient and effective manner. Third, the municipality should ensure promoting a working culture for both municipal councillors and officials.

2.6.2 Development of management system

In this component, the municipal council is expected to assign the responsibilities of IDP to the municipal manager (accounting officer) to prepare and deal with the implementation process. The council is also expected to manage to develop a performance system.

2.6.3 Community involvement

Concerning Chapter 4 of the Municipal Systems Act, the municipality is expected to consult their communities during IDP formulations, to comprehend their needs. According to Maphazi *et al.* (2013), community participation is a foundation of democracy, where individuals are provided with a chance to influence public decisions by officials. They further state that where levels of community participation are high in local governance affairs (IDP), the levels of service delivery are also improved.

2.6.4 Identification of key performance indicators (KPIs)

The Taylorism system considers that people are like robots, indicating they cannot perform actions without supervision. Each municipality must set its own KPIs for an IDP to ensure they achieve its aims. The Member of the Executive Council (MEC) usually establishes these KPIs. The MEC is responsible for local governance to ensure that municipalities perform well.

2.6.5 Annual performance reports and reports by the Member of the Executive Council

Each municipality in South Africa is expected to compile annual performance reports during August and September of the succeeding financial year cycle to demonstrate all activities with financial reports (Foure and Oppreman, 2015). These annual reports are submitted to the MEC for scrutiny and also to the provincial parliament.

Each municipality needs to comply with the implemented PM measures to enhance the service delivery of the jurisdiction. A lack of compliance with these requirements may result in service delivery concerns such as poverty. The success of an IDP also depends on the good PM. This is important hence one of the study objectives observed

challenges contributing to poverty and service delivery disparities at Mbizana Local Municipality.

2.7 Community participation in the Integrated Development Plan

Chapter 4 of the Municipal Systems Act emphasises on the importance of community participation in IDP. Community participation is defined as the process where the affected parties in municipal affairs are provided with an opportunity to participate, comment, and raise concerns on the relevant application (Naidoo and Ramphal, 2018). Inadequate community participation in IDP results in poor service delivery, therefore, several municipalities encounter an elevated level of community protests, causing high levels of service delivery backlogs (Patel, 2001: 2; Naidoo and Ramphal, 2018: 83). Various factors exist for community participation failure in IDP. This section observes those factors.

2.7.1 Poor communication and lack of information

The reason most of the local communities engage in strikes is they sense exclusion in government affairs, such as decision-making and accountability from the councillors representing them in the municipality (Managa, 2012). Managa further indicate that this exclusion of communities on IDP conflicts with Chapter 4 of the Municipal Systems Act, requiring good interaction between the municipality and the communities. Ward councillors should provide communication based on IDP fora, budget consultations and community meetings.

2.7.2 The power struggle in politics

Govender and Nwafor (2019) state that Mbizana Local Municipality encounters poor service delivery levels due to intra-party disagreements within the municipality and other crime reported in the municipal practices. Tensions in public institutions due to political differences weaken the state capacity to deliver services (Mourad and Piron, 2016:14). They affirm that political conflicts within the municipality may influence communication with citizens.

2.7.3 A lack of awareness and responsibilities

In local government, communities and officials need to be aware of the correct paths and responsibilities in IDP. Effective engagement in any environmental challenge depends on the awareness between the communities and relevant officials or authorities (Kiessling, Salas, Mutafoğlu and Thiel, 2017: 83).

2.7.4 A lack of management capacity

Participation in local governance should be facilitated through capacity building, where the community can participate in planning, and local stability concerns (Cuthill and Fien, 2005:64). This capacity-building should be conducted to ensure improved service delivery in the communities; however, Managa (2012:03) argued that a lack of adequate staff (with skills) in municipalities resulted in many of the communities remaining in poverty. According to Managa, the lack of adequate staff harms service provision; the municipal leaders do not have leadership skills to manage funds due to the municipality.

2.7.5 Transparency and accountability

Section 195 of the South African Constitution outlines the principles that govern public administration in South Africa. These principles serve as an initial condition of the state information and scientific processes (Baranov, 2019). Transparency and accountability should be a device to change governance, enhance services and combat corruption (Rasmini and Masdiantini, 2018). Each local municipality needs to promote the fair application of principles of public administration as the Constitution stipulates in Section 195, to enhance service delivery in the jurisdictional area.

2.8 Benefits of community participation in the Integrated Development Plan

When the municipality ensures greater participation of communities in IDP formulations, service delivery is improved. The municipality acts in the best interest of citizens. Scholars articulated various benefits or advantages of greater community participation in IDP. According to Schafer (2019:01), public engagement and participation are critical components of governance and public administration.

According to Creighton (2005) cited in Maphazi *et al.* (2013), community participation in an IDP has ample benefits for the municipality because it improves decision-making. It also accompanies efficient methods in the municipality that eliminates delays. Creighton further state that good community participation in IDP increases the credibility in the municipality where the concerns of the public are anticipated to allow the development for everyone including civil societies.

Community participation in IDP also ensures that the dictatorship leadership style is eliminated in government affairs (Masango, 2002) because municipal leaders (officials) tend not to abuse power embedded in their work positions. Communities may improve the service quality of the municipality by putting pressure on local officials through their collective voice (Rolfe, 2016:101). Rolfe further articulates that community participation can be a system to address the democratic deficit by re-engaging people in democratic practices.

Participation in local governance has great benefits for the jurisdiction because it is conducted in small jurisdictional areas, where citizens have a direct effort to participate in national objectives conducted by local government (Einstein, Palmer, & Glick, 2019). Community participation also allows better transaction of socio-economic concerns for previously disadvantaged communities or individuals (Einstein, Palmer, and Glick, 2019: 02). These benefits affect the well-being of citizens positively if they are well implemented in a certain municipality, hence the study, assessed the community participation in IDP formulations at Mbizana Local Municipality to measure the level of contented towards the citizens.

2.9 General information on poverty

The introduction of NDP in South Africa in 2012, was a strategic action by the ANC government to combat poverty by 2030. Poverty alleviation and disparities in development had been a major concern for the South African Government since the adoption of democracy in 1994 (Fransman and Yu, 2018:02). According to Von Fintel, Zoch, and Van Der Berg (2017), South African government has been trying to reduce poverty since 2000s. They further state that even though the South African Government is trying its best to reduce poverty, some communities find themselves in a serious poverty cycle. Employment is the best device to combat poverty for most

individuals (Feder, and Yu, 2020:364), but Fransman and Yu (2018:06) oppose that besides employment, the government should deal with non-money poverty by increasing the delivery of free basic services in the communities to allow the economic transition. This study observed the non-money poverty, which is a government role to deliver basic services, such as water, sanitation services, electricity, and infrastructural development to the people.

Poverty is an inability of a household or individuals to meet their basic social and economic needs (Ramphoma, 2014). There are three causes of poverty, indicating structural causes, pathological causes, and residual causes (SPII 2007:15). Communities or individuals may encounter various needs in their daily lives, which may result in poverty if they are not taken care of by the government. These needs may be grouped as basic, social and economic needs. Basic needs concern standards of living for individuals (Moon, 2019).

Social needs concern, affection, status, related to social strength and behavioural confirmation of their absence, result in satisfaction, creating negative psychological consequences (Steверink, Lindenberg, Spiegel and Nieboer, 2019). Economic needs concern the economic well-being of households or individuals, such as economic security (Nam, Lee, McMahon and Sherraden, 2016). Local municipalities improved service delivery assists in confronting these needs; therefore, this study observed the role of Mbizana Local Municipality in combating poverty in its jurisdiction through the implementation of IDPs.

2.9.1 Effects of poverty in a society

Elevated levels of poverty in society harm the lives of the individuals within the society. The influence can be either economical or affecting health status. Scholars articulated various consequences of poverty in a society. According to Lewis (2013a), a society encountering poverty may experience deaths, injuries, shocks and catastrophic experiences. This assertion was further supported by Lewis (2017b) that a society encountering poverty usually deals with various forms of corruption at all levels of society. Lewis (2017) further indicate that poverty may also result in social inadequacy because most of the material is impeded.

According to Zhang and Pryce (2019), poverty results in enormous disparities in development between poor and non-poor individuals or households where their access to services differs, such as employment and amenities. Providing these influences of poverty in society, however, Njoya and Seetaram (2018:01) argue that poverty is caused by not using available resources in a society, important to strengthen the state and individual capacities to combat poverty. In local government, the municipalities should use all the resources due to the municipality to combat poverty through IDPs. This is important for this study as one of its supplementary objectives is to investigate the role of IDP in poverty reduction.

2.9.2 Non-government organisations and private institutions in community poverty alleviation

Section B of the *White Paper on Local Government* encloses the importance of the Developing Local Government (DLG) on local municipalities. DLG focuses on the following three approaches:

- The participation in all sectors in local government
- Social equity provision
- An integrated planning and management device (Cuthill, 2001)

Local municipalities should collaborate with other sectors in local government, such as NGOs and the private sector, to change the living standards for local citizens where economic and social needs are met (Madumo and Koma, 2019). According to Werhane *et al.* (2020), NGOs and public-private institutions should be used as strategic devices to end poverty, collaborating with local markets (municipalities) in developing local areas, while creating employment for the local inhabitants. Private sectors became a significant driver for local development globally (Banks, Scheyvens, McLennan and Bebbington, 2016).

Private institutions, such as Small, Medium, and Micro Enterprises (SMMEs) are regarded as front-line participants in local areas as they collaborate with local authorities to combat poverty by empowering people living in poverty on an economic ladder. The partnerships between the local municipalities and private institutions assist in reducing operational and transaction costs, allowing the improved provision of

services to the people. The outsourcing of municipal activities of NGOs, and private institutions ensures efficiency in managing resources within municipalities (Maksimov, Wang and Luo, 2017:245). This study, therefore, investigated the extent to which Mbizana Local Municipality collaborates with other institutions, such as the aforementioned, to combat the poverty and the service delivery disparities among citizens through the management of IDPs.

2.9.3 Community citizens in poverty alleviation

This study observed non-money poverty; the government role to increase the delivery of free basic services in the communities, allowing economic transition to take place (Fransman & Yu, 2018:06). The study disregarded the role of individuals in poverty alleviation concerning self-development. The study focuses on the collective attempts by the community to ensure that local government increase service delivery to improve living conditions. According to Bank *et al.* (2016:246), communities have a role to play in cooperation agreements between the community and the private sector, though development interface, negotiations and practices of the programmes implemented.

Ramos-Mejía, Franco-Garcia and Jauregui-Becker (2018:222) advise that development innovations based on solidarity and sufficiency are worthy. They increase the service delivery while discouraging consumerist (sole) behaviour. Innovations increase the empowerment of socially excluded groups in development. A bottom-up strategy should be adopted when dealing with the community's needs to ensure that the suggested solution meets the content need (Middlemiss & Parrish, 2010; Ramos-Mejía *et al.*, 2018). Adoption of community development-based approach is useful. It ensures the increased success of programmes in actions (Adams *et al.*, 2004; Bank *et al.*, 2016). This study examined all the attempts by Mbizana citizens to combat poverty in their communities, particularly for IDP formulations. Community voices and actions are important towards IDP effectiveness in poverty alleviations.

2.10 Municipal services

To overcome service delivery disparities and poverty in lesser-developed countries (including South Africa), municipalities must provide various municipal services to the constituents of their jurisdictions, as specified below.

2.10.1 Water

It is crucial to supply safe drinking water to humans, because their absence may result to human illness (World Health Organization (WHO), 2011). According to Chowdhury, Mazumder, Al-Attas, and Husain (2016), developing countries encounter challenges to reduce and eliminate human exposure to unhealthy water which also results to the incapability of the economy and low levels of advancement in technology. A community survey published by Statistic South Africa in 2016, proved that most South African constituents (89.8%) have access to healthy water, delivered to them through pipes. This expansive water provision statistic, however, differs throughout municipalities in South Africa. Municipalities, such as Mbizana Local Municipality, hold an enormous backlog of water delivery to the constituents of the jurisdiction, with an average of 92% of households lacking access to healthy and in-pipe water (IDP: 2017-2022).

2.10.2 Electricity

Electricity shortages dismiss economic opportunities supposed to be present in a certain area. Electricity shortages also root to deficient performance in the industrial sector. Energy is one of the vital factors for human lives (Ellahi, 2011; Yu, Liu, Chen, Eti, Dinçer, and Yüksel, 2019). In local municipalities, such as Mbizana, electricity provision must be upgraded because its availability contributes to the quality of lives for the constituents, reduce unemployment, and induces better manufacturing or production of diverse goods and services (Mensah, 2018:01). The Mbizana Local Municipality improved electricity provision services; 71.8% on average of households have access to electricity in this municipality (IDP 2017-22) while the national statistic of households with access to electricity is 87,6% (Statistic South Africa, 2016).

2.10.3 Formal dwelling

Formal dwelling could be called protective rooms for living, safe for humans. At the municipality level, formal dwelling is encouraged or taken care of by providing RDP houses for the local constituents. RDP houses were introduced in South Africa in the 1990s to support the previously disadvantaged households with a monthly average income of R3 500 or less (Christopher *et al.*, 2019). They further state that these RDP houses are delivered to the constituents of the jurisdiction through projects. Community participation in these projects should be observed as a foundation of their success because it eliminates unnecessary actions, such as favouritism, bias and fruitless expenditure, in these projects. From 61 383 households in Mbizana Local Municipality, only 21 173 households have access to formal dwellings (IDP: 2017/2022). This indicates that most constituents in this municipality lack access to a formal dwelling, therefore, this study aimed to find solutions for these disparities.

2.10.4 Sewage services

A 2016 survey published by Statistic South Africa verified that most South African citizens are accessing sewage services (63, 9%); however, in Mbizana Local Municipality only 859 (1.4%) of households have access to municipal sewage refuse removal services (IDP, 2017/2022).

2.10.5 Other municipal services

There are other additional vital municipal services needed for citizens, apart from the aforementioned services. These include developed shopping centres, leisure services, such as parks, well-developed road infrastructure, employment opportunities and improved education systems, among other things (Cloete and De Coning, 2016: 70-72).

2.11 Service delivery disparities

Basic service delivery provision, such as in-pipe running water, electricity, and sanitation services, is vital for human survival, solving public policy concerns (Gazzeah and Abubakar, 2018:71). Service delivery disparities remain a critical government challenge in the 21st century in South Africa, with an increase in the levels of

community protests (Mamokhere, 2019). Service delivery disparities create poverty concerns in a certain society. It is, therefore, important for municipalities to deal with it effectively. Service delivery should be based on equal access to quality and quantity in decision-making and the services received. Adequate service delivery improves the quality of life for citizens (Gazze and Abubakar, 2018).

According to Dick-Sagoe (2017:223), governments in developing countries adopted a basic need approach to delivering services in the communities, while combating poverty. Dick-Sagoe also opposes that the delivery of these services might be unsuccessfully due to the decentralisation of powers in local government and the political elite capture.

Additional factors that contribute to the increase of service delivery disparities, includes corruption, a lack of community participation in the decision-making processes of the municipality and high unemployment levels (Nwafor, 2016; Shabangu and Madzivhandila, 2017; Mamokhere, 2019).

2.11.1 Political-administrative interface

Chapter 7 of the South African Constitution recognises the establishment of municipalities throughout the republic. The political leaderships are recognised as the main governors of these municipalities (vested with both legislative and executive functions). According to Ndulula (2013) cited on Reddy (2016), the municipal council has the authority to implement policies (bylaws) that will govern the jurisdiction area. This is aimed to improve the lives of the constituents.

The political-administrative theory emphasises on the importance of separation of powers between the political staff and the administrative staff to provide impetus in service provision. The political-administrative boundary should be identified in a municipality because its underestimation (conflicts and overlaps) influences poor service provision (Reddy, 2016:01). Reddy articulates that the political-administrative interference is mostly caused by the cadre deployment, which is the process whereby the leading party of the municipality employ the members that belong to the same political party as loyalists, to delivery services to the constituents. Cadre deployment is an ineffective instrument to provide the impetus for service delivery as it is

associated with unskilled staff and unqualified staff for operations (Tshishonga, 2014; Kok, 2017).

2.11.2 Corruption

Municipalities are considered as the main looters of state resources, to be used for constituents' transition (Managa, 2012:04, Fourie, 2018). According to these scholars, the stealing of state resources violates the rights of constituents; hence, they are not receiving the desired needs or services efficiently. This assertion is supported by Masters and Graycar (2016), indicating that corruption affects the daily living conditions of citizens. Corruption in local government leads to inadequate planning for local resources, such as water, housing, and roads among other things (Masters and Graycar, 2016:43). Corruption is also observed as the main reason why governments fail to function efficiently for the constituents (Aranha, 2017). A high number of corruption cases in a certain municipality may cause enormous disparities in service delivery. Corruption levels in a certain municipality should be considered when encountering service delivery disparities, such as at Mbizana Local Municipality.

2.11.3 A lack of community participation

Chapter 4 of the Municipal Systems Act (2000) emphasises on the importance of community participation in local government affairs. This chapter further requires municipalities to have a culture of community participation in an IDP. This includes planning, implementation and successful Performance Management System. According to Maphazi *et al.* (2013), participation in government is observed as the foundation of democracy. Madumo (2014) defines community participation as the process where the municipality provides citizens with the power to stand for their own needs and their development. Various democratic mechanisms were established to facilitate community participation in local government affairs across South Africa since 1994. Municipalities must enhance community participation in IDP formulations because their deficiencies result in poor service delivery (Skenjana and Kimemia, 2011; Kugonza and Mukobi, 2015; Neshkova and Kalesnikaite, 2019).

2.11.4 Elevated unemployment levels

Unemployment is increasing massively in developing countries with minor combating efforts (Nnatu and Ochuko, 2017). Unemployment has great effects or implications on the lives of many citizens in numerous countries. According to Gbosi (2006), unemployment can be defined as a condition where people are looking for jobs and willing to work but cannot find employment opportunities. According to Vermeulen and Stotijn (2019:40), unemployment causes tremendous harm to countries' social and economic developments.

2.11.5 Inadequate institutional capacity

A lack of skilled and adequate staff in most municipalities has left numerous communities without (or with less) service provision (Managa, 2012: 03). Managa further asserts that skills scarcity in local government is a drastic reason why government fails to solve the challenges of South African constituents. The government should manage this situation effectively and efficiently as Section 195 Sub-Section B of the Constitution mandates. Inadequate institutional capacity cause local government projects to fail because of the staff involved in these projects, who do not fully strategize and plan due to a lack of skills (Zwikael, 2017). Other factors, such as political interference, corruption, uncommitted staff and improper supervision, are reasons causing the failure of municipal projects, providing rise in poor service provision (Damoah and Kumi, 2018:06). The failure of a municipality to manage and strategize for implementing projects may bring devastating effects to the lives of citizens and in development (Damoah and Kumi, 2018). Municipalities should, therefore, combat the concern of inadequate institutional capacity.

2.11.6 Poor asset management and failure to collect revenue due to a municipality

Some South African municipalities can raise revenue for their operations without depending on fair share grants from the national and provincial governments. According to Bunk *et al.* (2017), locally collected revenue could make a huge influence on the lives of local citizens, even though it is far less than the national revenue. The revenues collected could cover the operational and capital costs of the municipality.

Municipalities should fully collect the revenues due to their assets and operations to upkeep the service delivery to the constituents of their jurisdiction. These municipal revenues may be raised on asset management, metre readings, credit and data collection, user charges and tariff management.

Various reasons could lead to disruption of the maximum ability of a municipality to collect the full revenue owed, such as ineffective methods employed for revenue collection, less dedication of a municipal leading political party involved in collecting these revenues (specifically when it is aligned with the national leading political party), and the weakness of civil society or community to be knowledgeable about the proposed financial behaviour of the municipality (Bunk *et al.*, 2017:02).

Jacobs (2019) further assertions that the municipalities cannot raise their fullest revenue because of the inability of citizens to pay for municipal services; a lack of required skills to the employees that work for revenue collection; a lack of accountability in revenue collection; a lack of credit and debt collection over users; a lack of customer care service; and the failure of a municipality to bill users of certain service.

2.12 Strategies to overcome service delivery disparities and poverty concerns in municipalities

Service delivery should be based on equal access (quality and quantity) in both decision-making and services received. Adequate service delivery improves the quality of life for citizens (Gazze and Abubakar, 2018). Literature confirms strategies that could be adopted by municipalities to combat service disparities and poverty in their juristic areas. These strategies are specified below.

2.12.1 Local economic development

After 1994, the South African Government (ANC) adopted LED as a vital strategy to combat disparities in most communities of South Africa. These disparities include poverty, low standards of living for the constituents and unemployment rates (Nxumalo and Naidoo, 2018). A LED can be regarded as crucial to decentralise municipal planning processes to encourage improved development in a certain municipal

jurisdiction (Lawrence and Rogerson, 2019). The main aim of LED was to ensure that the injustices of the past are combated (specifically, human development). According to Rodrigueze-Pose and Tijmstra (2009), the main aim of a LED was to decentralise central (national) government policies and targets of disputing the injustice of the past (in development) through local government operations.

A national framework for the LED is adapted to support LED operations for local areas. These include competitive, innovative, inclusive and sustainable local economies, aiming to maximise local opportunities for development while directing the local community's social and economic needs (Walaza, 2017:6). LED is aimed to develop local areas, but aspects, such as poor awareness and understanding of a LED, human and capital constraints, and insubstantial environments for private business operations, are hampering success (Lawrence and Rogerson, 2019).

2.12.2 Avoidance of political interference

According to Reddy (2016:01), political-administrative boundaries should be identified in a municipality. Its underestimations (conflicts and overlaps) influence poor service provision. Concerns, such as cadre deployment by the municipal leading political party, are causing service delivery concerns. These concerns lead to service delivery disparities. Cadre deployment is regarded as an ineffective instrument to provide the impetus for service delivery because it is associated with unskilled staff, unqualified staff for operations (Tshishonga, 2014; Kok, 2017). Cadre deployment is the process where the leading municipal political party appoints individuals, belonging to the same party, as loyalists, for constituent service delivery. Political interference is mostly associated with political conflicts. It adversely affects and delays service delivery to the citizens. Avoiding political interference in the administrative duties of the municipality may have positive outcomes in service provision.

2.12.3 Combating corruption

Corrupt local government actions promote inadequate service provision in the communities of the jurisdiction. These services include roads, recreation facilities, houses and water, among other things. Local government corruption harms the constituents of the jurisdiction because the municipality fails to deliver the expected

services to the citizens due to bad governance (Masters and Graycar, 2016). According to Hindess (2013:06), the behaviour of local government officials and political office bearers is corrupt when they are engaged in the following activities (one or more):

- When their acts disadvantage the public interest
- When they observe public opinions as corrupt
- When they violate the provided authority, aiming to maximise a personal profit
- When they fail to obey the provided working norms and laws

For municipalities to maximise the service delivery to the constituents of the jurisdiction, they should eliminate corruption. Corruption causes economic wasteful expenditure, obstructing effective and efficient tasks of service delivery (Naidoo, 2017). Corruption also wastes taxpayers' money, because millions of rands in South Africa are lost annually in local government because of corruption (Munzhedzi, 2016).

2.12.4 Promote citizens' participation

Citizens' participation involves a process of attracting and engaging citizens of a certain juristic area to participate in government, political and administrative actions (Thomas, 1995, cited in He and Ma, 2020). This process could be conducted in all spheres of government where it is necessary to engage citizens. According to He and Ma (2020), citizen participation is vital in governmental affairs because it enlarges the citizens' trust while improving the legitimacy of government. Local municipalities must promote citizens' participation in formulating IDP. Scholars articulate that better involvement of the public in governmental affairs has a favourable effect on service delivery (Masango, 2002; Maphazi *et al.*, 2013; Schafer, 2019; He and Ma, 2020).

2.12.5 Developing Local Government

Section B of the *White Paper on Local Government* encloses the importance of the DLG in local municipalities. DLG focuses on three approaches, namely, the participation of all sectors in local government, equity provision and an integrated planning and management device (Cuthill, 2001). Local municipalities should collaborate with other sectors in local government, such as NGOs and the private

sector, to change the living standards of local citizens, meeting their economic and social needs (Madumo and Koma, 2019). According to Werhane, Newton and Wolfe (2020), NGOs and public-private institutions should be employed as strategic devices to end poverty, collaborating with local markets (municipalities) in developing local areas while creating employment.

In conclusion, this section observed the literature on community participation in IDP to enhance service delivery for the constituents of South Africa. It reveals that certain municipalities are performing inadequately attributable to management concerns, such as corruption and failure to engage citizens in governmental affairs. Strategies from various scholars can be adopted and accelerated by municipalities to improve service delivery. This study, therefore, observed the concerns causing Mbizana Local Municipality to perform inefficiently while suggesting strategic measures that could be adopted to improve service delivery for the constituents of the municipality.

2.13 Theoretical framework

Formulation of IDPs to South African municipalities is vital and should be considered seriously by all municipalities as community service delivery depends on. According to Manzo and Perkins (2006:336), community participation is extensively vital in most environments where the community needs to be included in the planning processes. Community participation is important for citizens during IDP formulation, where they should present matters affecting their well-being (Ababio, 2004). McEwan (2003), reports that a democratic government should hold decentralised power in government with excessive interaction among community constituents, the local government and other structures involved in governance. The Mbizana Local Municipality needs to interact with its communities during IDP formulation to guarantee improved community service delivery, needed to combat poverty and disparities in the municipality.

Poverty exist due to the absence of basic services (Kroukamp, 2017). Van Antwerpen and Ferreira (2016) declare that poor community service delivery will always harm the citizens because of an increase in the cost of living and the levels of frustration within the communities. They further indicated that poor service delivery is mostly associated with municipal practices where the staff is inadequately trained to effectively manage the municipal finances and processes.

The aforementioned summarises the importance of IDPs in South African municipalities, observing the importance of community participation in IDP formulations, specifically for Mbizana Local Municipality. Good interaction between the municipality and its citizens is required during IDP formulations. IDP is the service delivery vehicle that should solve social challenges such as poverty encountered by citizens. This discussion can also be defined or interpreted by theories of public administration, focusing on the interlink of community participation and service delivery, namely, the ladder of community participation, the participatory democracy theory and the collaboration theory.

First, is the ladder of community participation theory, outlining eight components required between the community and the municipality in IDP formulation. Second, is the participatory theory, emphasising the equal participation of citizens in local government affairs where these citizens also have the power to decide who should lead them in local government affairs. Last, is the collaboration theory, emphasising a good relationship between two or more objects involved in government affairs, particularly for projects. The sections below elaborate on these theories.

2.13.1 The ladder of community participation

This theory observes the processes needed in local government affairs to harmonise community participation. Arnstein developed this theory in 1969, identifying eight components needed between the community and the municipality, in ensuring good community participation in local government affairs. These components include manipulation, therapy, informing, consulting, placation, partnership, delegated powers and citizens' control. The failure to apply the components of the ladder of community participation fails government programmes, including the dissatisfaction of community members (Choguill, 1996; Dreyer, 2001; Press, 2009).

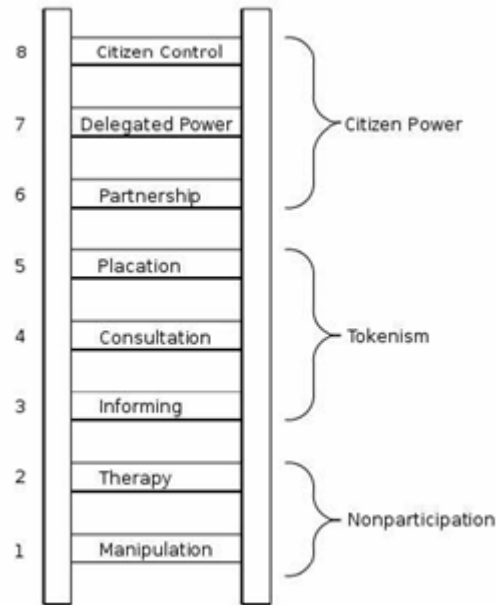


Figure 2.1: The ladder of community participation

Source: American Institute Journal of Planners (35)3, p. 217.

According to this theory, there should be three levels of participation in local government affairs. These include nonparticipation, symbolic participation (tokenism) and genuine participation or citizen power (Press, 2009). For this study, the focus was on symbolic/ tokenism participation and genuine participation, observing the succeeding components:

2.13.1.1 Informing

This step discerns informing citizens about the implemented projects. According to Arnstein (1969), developers running development projects implement or run these projects without consulting affected stakeholders.

2.13.1.2 Consultation

This step observes methods that could be employed to engage citizens in government affairs. The community should be consulted through various forms of communications such as meetings and public hearings. When developers consult communities about the implemented projects, improved results are achieved (Arnstein, 1969).

2.13.1.3 Placation

This step observes appointing a few citizens to represent the community in government affairs. Placation is good because it makes community members feel they are listened in government affairs.

2.13.1.4 Partnership

This step observes the degree where community members may be provided with control powers in government affairs. These include joining policy boards, such as planning committees, and involvement in conflict resolution systems.

2.13.1.5 Delegated power

This step observes empowering the community by providing them with more power concerning decisions on projects.

2.13.1.6 Citizens' control

This stage allows community members to have a full control over government affairs for their communities (Choguill, 1996; Dewar, 1999). In this stage, the community may take care of their community projects.

Municipal Systems Act (2000) requires municipalities to operate transparently, by informing and consult the communities about the plans and projects in action. Municipalities also need to ensure better performance when performing projects for communities. There should be partnerships between the community and the municipality. The citizens should have control over municipal affairs, through representative or direct participation.

The ladder of community participation fits into this study, because during IDP adoption, there should be an application of all the above components, therefore, this study evaluated the application of all these components in IDP formulations at Mbizana Local Municipality.

2.13.2 Participatory democracy theory

This theory was developed during the 1960s and 1970s by MacPherson and Pateman Carole. This theory focuses on maximum participation by citizens in self-government; the focus is beyond just participating in political affairs; the focus is on the well-being of households and workplaces (Hilmer, 2010). Sibiya (2016) states that in a participatory democracy, the community should control the decision of a representative in local government affairs; that person should work towards addressing the community concerns. This theory also focuses on equal participation through decision-making in government affairs to avoid biases in service delivery. Equality in decision-making ensures better outcomes of decisions (Sibiya, 2016).

This theory could be linked in a South African perspective, where the citizens need to vote for their leading parties in national, provincial and local governments. The function of political parties is to select the public personnel to run the public institutions; political parties also have to implement the policies of the country and play a mediate role between the government and the individuals of the country (Scarrow, 1967). Citizens of South Africa need to vote every five years, for the political parties of their choice.

This theory fits this study because the ruling party of Mbizana Local Municipality (ANC) voted by the citizens of Mbizana, influences the community service delivery. Voted councillors need to visit their wards during IDP formulation to obtain the ideas and concerns of citizens on services they would like to be delivered. This theory helps the researcher to understand to what extent councillors of Mbizana Local Municipality engage or visit their wards in IDP adoptions of the municipality. This includes efforts by the councillors of the municipality to enhance service delivery within their wards.

2.13.3 Collaboration theory

This theory observes the collaboration between two or more objects involved in government. The collaboration theory should explain the why and how of collaboration among the objects. Collaboration is the collective effort between two or more objects for the completion of a project (Chaffee, 2019). In a collaboration theory, the government is defined as an entity that should observe the economic needs and well-being of citizens by providing them with the required services. Conversely, the citizens

are mostly concerned about development and personal gain. In a collaboration theory, everyone tends to achieve more because support is provided to one another.

The magnitude of societal problems encountered by communities in the 21st century can be combated through efficient collaboration in government (Diaz-Kope and Morris, 2019). In the collaboration theory, the government is expected to collaborate with other organisations, such as private institutions, NGOs and communities to combat concerns the citizens encounter such as water challenges. According to Shayganfar, Rich and Sidner (2016) in collaboration, there should be a defined system used to define the relationship of the objects involved in that environment. The system employed in South African municipalities is IDP.

This theory suits this study because Mbizana Local Municipality has to provide its citizens with services, such as water, as the Constitution of South Africa (Section 152) mandates. The municipality needs to engage its citizens in the IDP formulation to obtain clear expectation and opinions of citizens on services they would like to receive. This theory also assisted the researcher to comprehend, 'to which extent do Mbizana Local Municipality engage other stakeholders, such as NGOs and the private institutions to combat poverty and service disparities in Mbizana Local Municipality?' It requires the collaboration of other organisations in combating social concerns.

In conclusion, the above theories are best in describing the study. They describe the relationships the Mbizana Local Municipality should have with its citizens to enhance service delivery while combating service disparities. All employed theories focus on community participation concerning IDP formulations at Mbizana Local Municipality; however, this study adopted the ladder of community participation as the core theory as it holds all the required components of community participation in IDP. Additional theories were perused, such as Taylorism (scientific management theory) and the bureaucracy theory, but they do not a significant implication on this study.

2.14 Summary

This chapter presents three important sections for the study. First, the legislative framework (2.2) enlightening community participation support policies. Second, the literature review (2.3- 2.13) of the study, explaining the interaction of community participation in IDP to enhance service delivery. Last, the theories of the study (2.14) are explained in this chapter. The following chapter provide an overview of the global perspective.

Chapter 3: An overview of the global perspective

3.1 Introduction

The previous chapter presented the literature review, with the theoretical framework of the study. This chapter focuses on the global perspective of community participation in local government affairs. This study adopts Brazil, Russia, India, China and South Africa (BRICS) countries as a field of reference. The primary focus is on China and India. These two countries are selected because South Africa cooperates with them through BRICS bilateral agreements, sharing same Sustainable Developmental Goals (SDG) adopted by the United Nations (UN), such as zero hunger and better development, while they also performing economically (Ali, Hussain, Zhang, Nurunnabi and Li, 2018).

The focus of this chapter is to elucidate on the extend South Africa could learn from BRICS countries or the contrariwise, concerning advancing community participation in local government affairs and improving state development.

The South African system of community participation in government affairs (particularly local government) is also highlighted to in Section 3.5. Other BRICS countries, such as Russia and Brazil, are not given focus, with an aim to narrow the study. It is important for South African municipalities to study and compare with these BRICS countries; hence, these countries (China and India) are better developed than South Africa, therefore, their municipal's operational techniques could assist South Africa to enhance its development as well.

These two countries use systems that are slightly different from South Africa's, namely, a council system; India employs a Community-Based Organisations (CBOs) system while China uses a tokenism model to promote community participation in local government affairs (Lin-lin, Bo, Yi, Ming, Yun and Albert, 2017). Conversely, communities in India are provided with immense power to decide, control and evaluate their needs. In China, the power is given to government officials, although the community is greatly consulted and informed about the implemented processes. These countries adopted their systems attributable to political and social living

circumstances, such as high birth rates, urbanisation effect and previous political cultures.

This chapter comprises of three sections. Section 1 observes the foundation information (background) of BRICS, where its formalisations and purpose are explained. Section 2 describes how these countries (China and India) interact with their citizens in local government affairs (community participation). The main purpose is to provide clarity on the developmental statuses and background cultural transformation of these countries, acknowledging that the past will always influence the future. This section also emphasises the role of policy measures in these countries to ensure improved community participation in local government affairs to enhance service delivery. Section 3 provides a brief view of the South African community participation system in local government affairs. This section aims to enable the reader and the researcher to draw lessons that South African could learn from these countries or the contrariwise.

3.2 General information on BRICS countries

The formalisation of BRICS was conducted on 16 June 2009, following its first summit held in Russia at Yekaterinburg with five countries, comprising Brazil, Russia, India, and China (BRIC). Initially (2009) South Africa was not a part of this team but was invited to join in 2011 under the administration of President Jacob Zuma. The team became BRICS. These countries decided to unite to develop geopolitics and emerging economies (Xie, Xia, Hu, Shan, Le, and Chan, 2017). Diverse agreements and partnerships are endorsed among these countries to fulfil their aim (Mark and Tinghan 2018), such as the China-South Africa trade agreements.

Despite the dissimilarities among these countries, such as culture, political backgrounds and socio-economic backgrounds, they became a team aiming to resolve challenges for their constituents (Jessica, Sincarage and Sharma, 2011) cited in Mthethwa (2017). These challenges include unemployment because of unskilled labour, a lack of knowledge in using technologies and income divergences within societies. BRICS countries collaborate with UN goals, aimed to be achieved by 2030 (Ali, Hussain, Zhang, Nurunnabi and Li, 2018), such as zero hunger, end poverty, clean energy and reduction of inequalities.

The aforementioned challenges or goals concern local government operations. The BRICS aims should be recognised in developing local communities on how local governments of these countries empower citizens to participate in their operations/ actions. In this study, this was investigated in two countries, namely, China and India. The main aim was to measure their mechanism to promote public participation in their municipalities to enhance service delivery and development.

3.3 Community participation in China

Community participation in China can be explained by considering factors, such as an overview of the country's development, government structure, and the role of a policy. These factors are explained below.

3.3.1 An overview of Chinese development

Guo wu yuan fa zhan yan jiu zhong xin, Development Research Centre of the State Council and The World Bank (2013), China's economy performed well in the past 30 years; it is currently ranked as one of the high-income countries globally. Wang and Zhou (2016) also support this assertion. Policymakers of this country focus on how to change a country's growth strategy to respond to the challenges of the local citizens. Evidence of that is that Chinese political leaders compete about spurring the investments and boosting the growth of the local area (Yu, Zhou and Zhu 2016). This is conducted to maximise economic activities in the local government.

China has performed very well in the past three decades, contributed significantly to poverty reduction; 500 million constituents have moved below the poverty line and all the millennium development goals were met (World Bank *et al.*, 2013). The Chinese economy was affected from late 2019 to 2020, following the COVID19 outbreak in Wuhan province, therefore, most of the economic activities were closed, affecting its Gross Domestic Product (GDP) and gross domestic product per capita (Qiu, Chen, and Shi 2020).

This country is currently involved in numerous trading agreements/relationships with the countries globally, such as the Chinese-Latin Agreements (Avendano, Melguizo, & Miner, 2017), BRICS, China-Africa economic factor productivity relations (with 44

African nations) and China-Europe Investments. These agreements are regarded as a ‘going out’ strategy where China aims to increase its economic capacity, political power and its international relationships (Avendano *et al.*, 2017).

3.3.2 Government structure

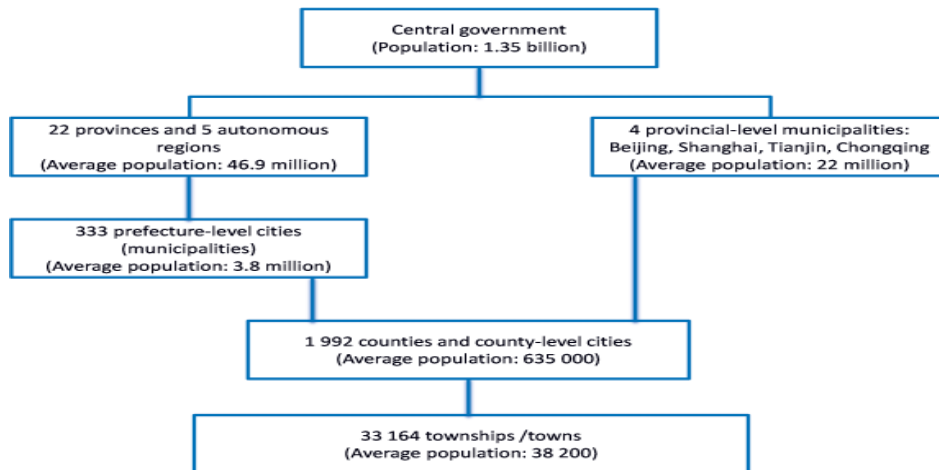


Figure 3.1: Chinese Government structure

Source: Wong (2014: 162)

In China, the administrative systems, supporting community participation in government affairs, differ slightly from South Africa’s. In China, the state is divided into provinces, municipalities, autonomous regions and specialised administrative regions. The main driving force behind this structure/administrative system is that China is populated compared to the rest of the world; China needed responsive measures within governance to support its economic growth and demographic challenges (Enserink and Koppenjan, 2007).

There are 23 provinces in China, including Hebei, Shanxi, Jilin and Zhejiang Province. Each is controlled by the established committee termed the ‘provincial committee’. Provinces of China are directly providing services to the people of their jurisdictions; their actions are regarded as macro actions (Xie *et al.*, 2017). Provinces of China are culture-based since they serve various individuals with diverse cultures.

China also has five autonomous regions established to serve high population areas of ethnic groups. These autonomous regions are provided with the power to have their

own local municipalities with more legislative powers. Presidents of autonomous regions are appointed within ethnic groups, served by the municipality. These regions include Inner Mongolia, Guangxi Zhuang and Tibet.

Municipalities of China are serving high-level cities. Their status is mostly equal to those of the provinces. These municipalities hold more political ranking than the provinces. They collaborate directly with the national/central government to deliver services to the people. These municipalities include Chongqing, Shanghai, Tianjin, and Beijing.

Another administrative system employed in China is Special Administrative Regions (SARs). These regions are highly autonomous, governing sub-nationals of the people of China. They have a chief executive of the region and their head of government. SARs are powerful but they are not fully independent because they do not have their own military policy and they are expected to respect the foreign law/policy. SARs of China include Hong Kong Special Administrative Region (HKSAR) and Macao SAR.

3.3.3 Community participation details

The aforementioned forms the mainstay of community participation in local government affairs in China. The actual community participation in this country in local government affairs is adopted from (or supported) by the tokenism level of the ladder of community participation, introduced by Arnstein in 1969 (Xie *et al.*, 2017). The tokenism stage emphasises that the community should be informed and be consulted about the implemented actions. The Chinese government believes that citizens' participation in local government affairs is useful to improve the democracy of its people, though main actions and decisions are still taken by the government officials or institutions. Even though the Chinese participation is based on the tokenism model, it varies according to the level the participation is applied, since China has various administrative systems (3.3.2).

Community participation in China is based on two levels of participation performance. These are macro and micro-level of participation. The macro participation level in China is mostly based on provinces and municipalities, directly collaborating with the central government (Shan and Yai, 2011). The micro-level is based on additional

administrative systems. These are SARs and autonomous regions. Both these levels are welcome in China as great mechanisms for good governance and good participation in government affairs.

The community participation among these levels aims to take decisions that are improving government democratic decision-making and improving the quality of projects, while preventing any dissatisfied citizens. The communication mechanisms among these levels may vary because macro-level participation requires the public to vote through online voting systems for each implemented project; public hearings and quantity surveys may be conducted on a micro participation level for each implemented project (Xie *et al.*, 2017). The main aim of consulting citizens for each project is to ensure that final decisions by the officials are based on the needs of citizens and stakeholders; projects also receive social acceptance.

3.3.4 Role of a policy in community participation

Each action of government must be supported by a certain legislation/policy; the same is required concerning community participation in government affairs. Community participation in China is supported by policies, such as Archives law of the people of the Republic of China and by the initiatives, such as Republic of China Organisation law for people's congress, where they require municipalities/regions for service delivery to:

- Clearly outline the written plan on how to engage citizens in their government affairs; that plan should be proven by the higher-ranking government institution
- Has clear decision-making on the government affairs stipulating when the citizens must be consulted and informed
- A clear plan of the legality examination of failure for any process about the decision-making or community participation
- Review of decisions if there is a need

These policy actions control factors, such as economic performances and service delivery of China to the localities, in assisting to develop this country (Xixin and Yongle, 2018). South Africa needs to observe how other aspects was steered in China to

accelerate its development, while also promoting immense community participation in local government affairs.

3.3.5 The challenges encountered by the community participation in China (Tokenism)

Most government systems employed globally have their advantages and disadvantages; the same applies to the tokenism model of community participation in China. It is important to acknowledge that this system was adopted in this country to empower citizens in local government affairs and discard traditional closed systems of government. This Chinese system is good for this country; however, disadvantageous actions are dragging this system. According to Wu, Ju, Wang, Gu and Jiang (2020), the following challenges are obstructive to tokenism participation to be best in China.

- Information asymmetry attributable to the public not fully participating in government programmes. Community participation in local government affairs involves various stages, such as planning, implementation and evaluation of the project; given the tokenism model in China, it is difficult for the municipalities to maintain community participation in all these stages. This is also due to the change of citizens who participate in these levels; hence, many fail to participate at all stages of the implemented project.
- The voice of the youth is sometimes not taken seriously because the elders want to overpower them with their own voices or decisions. Elders observe the youth as a naïve group of people regarding government affairs.
- Promoting community participation in local government affairs is to ensure that municipal officials do not abuse the power vested in them; however, this is not the situation in China because the community does not have administrative powers. The community may suggest all their wishes, but the officials might do what is best for them.
- Sometimes it is not easy to obtain reports on time and to reach consensus for urgent decisions attributable to the number of people and stakeholders that need to be consulted or informed.
- Local government officials in China are allowed by the central government to deviate from the normal participation processes; this is not good for the

communities because sometimes the officials will do this deviation just to cover their deplorable behaviour and make false reports to the public.

- Even though the community has provided the power to greatly participate in local government affairs, the projects are still completed by contractors who may not deliver quality projects.

The above challenges are also supported by scholars, such as Gera (2016), Yao and Song (2020), emphasising that tokenism participation in China is working for this country; however, loopholes need to be combated by the central government in this system. Tackling these loopholes will promote a successive environment for good community participation while increasing great satisfaction of the constituents of China about local government mandatory or action.

3.4 Community participation in India

Community participation in India can also be explained by considering several factors, such as an overview of the country's development, government structure and the role of a policy, as explained below.

3.4.1 An overview of India's development

Like many other countries (China, South Africa etc.), India also suffered from the COVID19 outbreak, which resulted in dire economic conditions, such as a decline of the GDP and GDP per capita. According to Dev and Sengupta (2020), the GDP of India decreased by 4.2% in 2019/2020; this is a massive decrease for this country since 2002/2003.

India was affected by COVID19, but its economy is currently doing well since the 1970s (Datta, 2019). According to Babones (2018:01), the economy of India is expected to continue to grow because of its developing economic activities and its purchasing parity power already ranks as number three in the world. In 2018 its GDP was 2.69 trillion US Dollar, ranked as Number 7 in the world (Khan, 2019).

India is involved in many trade agreements/ relationships with other countries, such as BRICS (a relationship between Brazil, Russia, China and South Africa), South Asian Association Regional Cooperation (SAARC), bilateral agreements with Sri

Lanka and Pacific Trade agreements etc. All these trade agreements are boosting the economy of India; hence, it is performing well.

3.4.2 Government structure

India is regarded as a federal state with three levels of government, namely, the central or union, state and local (Azam and Bhatia, 2017). The national government level is supported by the bicameral parliament, comprising two houses (upper and lower). This level remains a powerful level, hence it gives directives to other lower levels on what they should do or perform at base levels. The central level of government is vested with incorporating laws of the state and have amended the Constitution of India 74 times.

After central governments, there are 29 states in India, mostly based on ethnic groups. Each state holds its own legislature, but these states are not independent because they obey to state governor vested with executive power in the country. In managing these 29 states, the state governor is assisted by the council of ministers. They can be further separated into districts to allow smooth governance (Mohanty, Dash, Mishra, and Dehury, 2019).

Local municipalities of India are legally protected by the 73rd and 74th of the amended Constitution, adopted in 1992. "*India lives in villages*" is an idea behind the functioning of municipalities of India stated by their Nation Father Mahatma Gandhi (Ruchita, 2016). Gandhi strongly believed that local people should be greatly involved or participate in local government affairs to allow the development of Indian state; developing a nation should be greatly supported by local government.

Indian municipalities are divided into two, namely, rural and urban. Rural-based municipalities are called 'Panchayats' while urban-based municipalities are called 'municipalities'. Panchayats are more self-governing because in communities where the population is less than 1500, each adult is allowed to be directly involved in governance matters (Ruchita, 2016). In communities with a population over 1500, a certain ratio might be established for the government structure within the community, depending on their population. That structure is responsible for the judicial of the community, legislative functions and revenue management for the community

(Sindhuja and Murugan, 2018:200). Urban municipalities (municipalities) are serving in cities where the total population is very massive. They are managed and controlled using same systems throughout the country, such as state election commissions, finance commissions, a single Constitution for all metropolitans and district planning committees. This is conducted to promote one framework for urban municipalities in the country (Ruchita, 2016).

3.4.3 Community participation details

The community participation of citizens in local government affairs of India is based on CBOs. The aim is to ensure that constituents of that country form the centre of decision-making for local government. This is supported by scholars such as (Aijaz and Hoelscher, 2015; Ruchita, 2016; Praharaj, Han and Hawken, 2018). The constituents of India are involved or participate in all stages of local government decision-making (planning, implementation, monitoring and evaluation).

Deepa (2000) states that CBOs are formed, based on indigenous identities, such as gender, ethnicity and caste, aiming to meet various community needs. People trust these organisations because they have a harmony of responding to their needs. CBOs may be established at diverse government levels (spheres) of which their mandate is critical in building and applying community resilience (Drennan and Morrissey, 2019). These organisations also exist or established to combat drastic effects and influences of inequalities in the communities (Mailloux and Lacharité, 2020). CBOs emerged from community needs and community development.

CBOs of India are based on two main components, namely, social development and personal development (Kumaran, 2006). Social development concerns the social mobilisation of the citizens to unify and raise their consciousness to the local authorities to make them understand their reality of living. According to Adam, Omar and Bin (2019:01), social development is defined in the form of sustainable development where the focus is on poverty reduction, economic growth and achieving national goals, such as Millennium Development Goals (MDGs). Personal development concerns developing individuals to live a better quality and standard of life. The focus of this component is to ensure that local constituents escape the poverty

line. Personal development concerns self-experience where the family's living status is the most important and influential agency (Tattum and Tattum, 2017).

Indian CBOs include groups, such as village community committees, cooperative societies, water users' associations and self-help groups. All these groups hold the potential to create an atmosphere that enables community development because they are driven and managed by the local people, understanding the needs of the communities. The community explores its concerns and presenting a collective voice on how to combat these concerns.

Indian CBOs are empowered with administrative powers in the management of community projects; therefore, they are empowered with executive supremacies (Hidayat and Stoecker, 2018). They consider aspects, such as technological capacity, financial health factors, institutional framework, organisational and management structure, legal entity and community ownership (Daluwatte, 2018).

Scholars articulated the advantages of CBOs in the communities or countries where these organisations are established as intermediary in providing services, particularly for India in this case (Kumaran, 2006; Daluwatte, 2018; Hidayat and Stoecker, 2018). These advantages include the following:

- CBOs promote the harmony of community ownership, where they can decide about the well-functioning of a project under their authority. Community ownership also ensures that the community receives services and projects important in their lives
- CBOs also promote a good institutional framework, where the focus is on the best functionality between the CBO and a certain government institution. The institutional framework increases the monitoring capacity between the two institutions (CBOs and government institutions)
- CBOs coincide with improved results for a project because the community or citizens are involved at all stages of a project. This includes identifying the issue to be confronted, design of strategies to tackle that issue, implementation strategies and evaluation stage of the concern

- CBOs encourage community members to change their behaviour towards a certain service delivered to the community. For example, CBOs may encourage using long-lasting materials and friendly environment services in a project
- CBOs have fewer administration challenges, such as conflict of interest and operational challenges supported by corruption because the community is more united rather than individuals driving the whole process or operation

CBOs are effective in countries that adopted them as their main method to deliver services in the communities and as a method to encourage citizens to participate in local government. The most important part about Indian CBOs is that citizens enjoy direct participation in the governance affairs, assisting in dealing with erroneous actions in service delivery.

3.4.4 Role of a policy in community participation

Local government policies of India are constructed to improve service delivery for the constituents of India. These legislations include the Amended 73rd and 74th Constitution of India, which emphasises the recognition of local governments in the state Constitution for rural 'Panchayats' and urban areas 'municipalities'. The Municipal Corporation Acts for both urban municipalities and rural Panchayats; Urban Development Acts provide great harmony for municipalities, agencies, parastatals to collaborate to develop the local people of India. Some of the most important aspects covered by these legislations include:

- Ministerial oversight for both 'municipalities' and 'Panchayats' on administration duties
- Ministerial involvement on by-law drafting
- Clear recognition of residents' welfare organisations/associations as the heart of service provision
- Clear empowerment of females on government authority (50% currently)
- Guidelines on audits of local governments by the state government, which can be conducted by ministerial or independent regulatory bodies
- Social audit, which is an audit that ensures communities were well-consulted and there is transparency in local government affairs

The legislations of India on service delivery on community participation are well-structured and comprehensive (Ruchita, 2016). Local governments are regarded as the lowest strata in the systems of government, but their role is massive to peoples' lives. Their best practices must always be promoted, hence, developing a country is greatly influenced by the operations of municipalities.

3.4.5 The challenges encountered by the community participation in India (CBOs)

The use of CBOs in local government affairs in India is beneficial to the citizens due to the direct participation, to combat developmental issues. Direct participation of citizens in service delivery results in better performance of the municipalities, because it leads to greater transparency in service delivery. Even though India adopted CBOs to interact with its citizens to deliver services, these CBOs are not fully effective in this state. According to Tirivanhu (2020: 3), "CBO encounters an issue of value orientation and trustworthiness of the community, which is argued to discourage internal and external accountability". This is because CBOs are encouraging more stakeholder involvement in accountability processes, therefore, an established single authority to take care of the accountability procedures lacks, which is not good for the service delivery. Tirivanhu further states that the outcomes of the CBOs are sometimes intended or unintended—there is no guarantee; there are too many contextual factors, such as personal, social, institutional and economic, to be considered when a CBO undertakes a project.

This imperfection of CBOs identified by Tirivanhu is further supported by Agonafer, Carson, Nunez, Poole, Hong, Morales, Jara, Hakopian, Kenison, Bhalla and Cameron (2021), indicating that CBOs encounter a risk of not maintaining proper communication with all stakeholders partaking the process, causing their aim to fail. They further indicate that CBOs may fail because of the limitation of resources needed for a project; even though CBOs are thriving, some might fail attributable to the absence of a policy that speaks directly to incentive sustainability and beneficial partnerships.

3.5 Community participation in South Africa

It is important to consider the system of community participation used in South Africa, to assist in drawing a description of what South Africa could learn from these countries (China and India) or the other way around. Therefore, this section presents the South African system that is used in municipalities to promote community participation.

3.5.1 Government structure

In South Africa, the government is characterised by the existence of three spheres collaborating with the branches of government. These spheres of government comprise national, provincial and local government. They collaborate through a system of intergovernmental relations supported by Chapter 3 of the South African Constitution (Mofolo, 2016). The national sphere is top-ranked, responsible for providing directives to provincial and the local sphere of government. The national sphere of government the president of the state-supported by their cabinet members appointed from the national parliament. The cabinet/ national government are powerful, but they are not fully independent as they are subjected to parliamentary oversight (Mullon and Ngoepe, 2019). Cabinet members are pursuing national departments.

The provincial sphere of government covers provincial matters. It is divided into nine provinces, namely, Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, Northern Cape, North West and the Western Cape. A premier leads each province, appointed by the provincial legislature for a fixed period of five years. Provinces are empowered to construct their own laws (ordinate laws) to govern their people but are not above the national laws.

The local sphere of government is regarded as the 'closest sphere of government' to interact or deliver citizens' needs. The municipal councils manage this sphere of government, led by the appointed mayors. There are 257 municipalities in South Africa; eight are Metro municipalities; 44 are district municipalities; 205 are local municipalities. These municipalities are empowered to create their own policies (bylaws) but should not be above ordinate laws and national laws.

3.5.2 Community participation details

In South Africa, a council system is adopted as the main system to promote community participation in local government affairs. The municipal council is regarded as the main structure in policymaking for the local sphere of government. Its mandate is to ensure the efficiency of a municipality, with a level of improved satisfaction to the constituents of various municipalities (Tran and Dollery, 2020). The council system has indirect participation in nature because the constituents vote for the councillors of their choices to represent them in the local government affairs. These councillors become the voices of constituents because they act on constituents' requirements rather than on their own. The local government is a key player in governance administration aiming to ensure services are delivered in the communities (Farid Uddin, 2018); the municipal council is the main driver behind this process.

A council system in South Africa is mostly facilitated through IDPs, which are five-year plans adopted by the municipalities to deliver services to their constituents. An IDP aims to solve service delivery challenges in a municipality (Sokopo, 2012). A council of a municipality comprises councillors voted from various wards, led by the mayor, appointed by these councillors. According to Akena, Achayo, and Kirungyi (2020:1-2), the five main functions of a council in the municipality are as follows:

- Financial management and oversight
- Political functions and representation
- Legislation and related functions
- Development planning and constituency servicing
- Monitoring service delivery

A council system involves only the councillors in performing the aforementioned actions; the community citizens are excluded and will receive reports from their leaders (council or councillors) about these actions. A council of a municipality may fail to interact with its constituents properly, causing disruption in service delivery due to financial mismanagement and failure to obey Constitutional mandates or requirements (Oranekwu, 2017).

Scholars such as Nwafor (2016); Dick-Sagoe (2017:223); Shabangu and Madzivhandila (2017); Mamokhere (2019); Masuku and Jili (2019), criticised a council system because of its negative influence on service provision. These scholars believe that this system is associated with inefficiency and administration concerns hindering the fullest capacity of service delivery. These concerns comprise the following:

- Political interference of the political barriers to the administrative boundaries of the municipality. This also rises because of the cadre deployment of comrades or staff of the ruling party in a municipality. Cadre deployment refers to the employment of staff that belong to the ruling party
- Elevated levels of corruptions, such as maladministration, fruitless expenditure of municipal funds because of less involvement (participation) of the community in the decision-making of the municipality
- Poor asset management and failure to collect revenue attributable to the municipality, as fewer numbers of the people are involved in the process, therefore, affecting the ability of a municipality to provide services to its fullest capacity

This system is adopted across all South African municipalities. Some municipalities are performing in service delivery within this system because they obtain clean audits on their financial operations, such as Witzenberg, Overstrand and Breed Valley (Auditor-General of South Africa, 2019) while others fail, such as Mbizana Local Municipality (Nwafor, 2016). It is important to consider the effect or the damage that this system in service delivery, hence one of the study supplementary objectives scrutinised how communities are being engaged in local governance through the council system, particularly at Mbizana Local Municipality.

3.6 Concluding remark

Given the above discussed systems for China, India and South Africa, it can be deducted that, even though these BRICS countries work towards same SDG and development agreements, however, their systems of community participation for citizens in local government affairs differs. Their systems are influenced by different factors such as previous political systems, demographic, economic and ethnic factors. The systems that are used in China and India are encouraging citizens to take part in governance, while promoting transparency in local government affairs because citizens voice is the focal point of departure for municipal operations. Their systems also give advantage of flexibility on decisions to be taken. The system that is used in South Africa to empower citizens in local government affairs is limiting the citizens to have a direct interaction with the municipalities hence citizens need to be represented by councillors. In this system the wrong doings may easily occur on the municipal operations or projects hence citizens voice can be ignored, undermining the importance of transparency in the municipality. The extend of which South Africa could learn from the systems of BRICS countries (China and India) adopted in this study is discussed in Section 5.6.

3.7 Summary

This chapter observes an overview of a global perspective. The community participants in government affairs in China and India were studied to draw a description. South Africa can learn from their systems or contrariwise. The economic statuses for these countries are explained. Their policies to empower citizen participation in local government affairs are also explained. Criticism (challenges) of their systems is evaluated. The following chapter observes the data analyses and interpretation of the study.

Chapter 4: Analyses and interpretation of the study findings

4.1 Introduction

The previous chapter provides an overview of a global perspective. This chapter observes the analyses and interpretation of the study findings. The Constitution of South Africa (Section 152) mandates South African municipalities regarding service delivery to constituents of their jurisdictions while promoting immense community participation in local government affairs. Most South African citizens depend on government services for a better life. Local municipalities need to perform their Constitutional mandates efficiently and effectively, as the closest sphere of government to the people. Promoting community participation in local government affairs, particularly in IDPs, grant the local citizens an opportunity to present their opinions regarding the required services. This result in better transparency within the municipalities, improving service delivery.

This chapter presents the findings of the interviews with the study participants. The findings are based on numerous factors included in the interview questions. These factors are in line with the study objectives, as divergences to be bridged by Mbizana Local Municipality, affecting the daily living conditions of constituents. The data was collected using a qualitative method, due to its relevance to the study. The population of this study comprises of community citizens of Mbizana local municipality who between the voting age of 18-65 and the municipal officials. The purposive sampling was used to select 38 participants of the study, indicating, 30 community members from wards (ten per ward, from ward 1, 24 and 28) and eight municipal officials. These participants were interviewed using the semi-structured interviews, which is very flexible with data collection hence participants are or were not limited in answering the questions. Much details of the study methodology are presented in Section 1.9.

4.2 Systematic approach

This chapter's main aim is to interpret, analyse, and describe the data collected through semi-structured interviews. This was conducted to provide an improved understanding and evidence of the findings. The data were not collected from each constituent of Mbizana Local Municipality or the targeted wards, but through the

sampled population explained in Chapter 1, Section 1.9.6 and 1.9.7. The study interest was on identifying interview patterns and trends of the sampled population.

In qualitative research, the researcher has a central interest to identify the best meaning and the symbolic content of the data collected from verbal communications, texts, models, and pictures (Mthethwa, 2017). The interest of the research remains in analysing and interpreting the information or data collected from the aforementioned components. A systematic method is, therefore, needed to filter unnecessary data received during data collection and leave only strong, relevant, and useful data for the study.

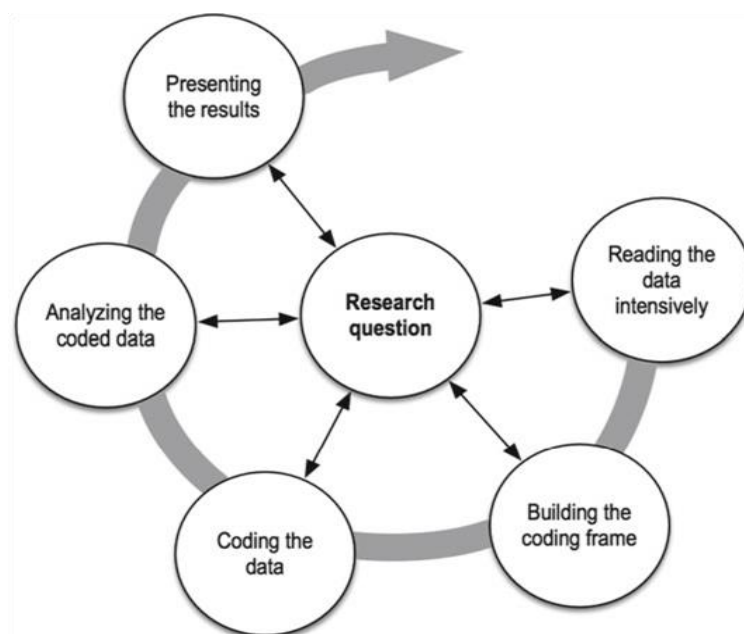


Figure 4.1: Five stages of content analyses

Source: Kuckartz, 2019

The aforementioned system was adopted to intensively analyse the data received from interview questions. According to Kuckartz (2019), the researcher must incorporate the research questions as the core. Components, such as reading, coding, and analyses of coded data, are peripheral to obtain valid and relevant information for the study. Adopting this system allows the researcher to achieve the main aim of the study due to its flexibility in analysing the findings. The responses received from the study

participants remain the support for this chapter. These responses are analysed to achieve the study objectives.

4.3 Discussion of research questions

This study comprises four objectives with 17 interview questions: nine for community citizens and eight municipal officials. Interview questions for community citizens differ from those for municipal officials because their roles differ in IDP. They were interrelated, therefore, responding to the same study objectives. The interview questions are attached as Appendix B: Interview questions. This section, therefore, describes how the interview questions were explored to the study participants and how they were expected to understand them. These questions are in line with study objectives, however, in Section 4.4 and 4.5, the study findings are analysed per questions directed to the participants and not by objectives.

4.3.1 Interview questions for community citizens

Thirty community citizens were interviewed in this study. They were included as the primary participants because they were mostly affected by high poverty levels and service delivery disparities in Mbizana Local Municipality. Their questions were prepared with an aim to understand their current living conditions and to establish what they require from the municipality to progress. They were presented with the following questions:

4.3.1.1 Objective 1: The importance of community participation in IDP formulations

The first section of the interview questions covered the first objective of the study, conversely, the questions directed in this section provided answers to the first study objective. With this objective, the goal was to understand all the dynamics and interactions between the citizens and the municipality during IDP formulation. Therefore, the following questions were asked to community study participants-

- Do you understand the IDP and the application processes for its formulation?
- Do you participate in the IDP formulations?

- Do you encounter any challenges concerning participating in the IDP formulations of the municipality? Please elaborate

4.3.1.2 Objective 2: The role of community participation in poverty alleviation

The second section of the interview questions covered the second objective of the study. In this objective, the aim was to understand the influential role of community participation in poverty alleviation for the jurisdiction through the IDP. This objective is powerful regarding the living conditions of the citizens since the municipality is mandated by Section 152 of the South African Constitution to provide local inhabitants with municipal services, vital for human living. Better provision of municipal services by the municipality combat or reduces poverty for the local inhabitants. In achieving this objective, the following questions were presented to the participants:

- Are you affected by poverty levels in Mbizana Local Municipality, particularly in your ward?
- To what extent do you as a community member ensure poverty alleviation in Mbizana Local Municipality?
- Do you understand to what extent Mbizana Local Municipality engages other stakeholders, such as NGOs and the private sector to mitigate poverty at Mbizana?

4.3.1.3 Objective 3: Challenges that contribute to service delivery disparities

The third section of the interview questions observed the possible factors contributing to service delivery disparities at Mbizana Local Municipality to achieve Objective 3. In this section, the respondents were expected to list and briefly explain the factors they believe are causing service delivery disparities in this municipality. In this objective, the goal was to understand why wards vary in development in this municipality. Some wards hold more municipal services, such as ward 1, while other wards have fewer municipal services, such as ward 28. The following questions were directed:

- What do you think contributes to service delivery disparities in Mbizana Local Municipality? (Please elaborate)
- Which services would you like the municipality to provide in your ward? (Please elaborate on why these services?)

- As a community member are you engaged in the budgetary processes of the municipality? Do you support the system they are currently using?

4.3.1.4 Objective 4: Viable strategies to improve service delivery in Mbizana Local Municipality

The concluding section of the interview questions observed the viable strategies that can be adopted by Mbizana Local Municipality to improve its service delivery. This section aimed to achieve Objective 4 of the study. The participants were expected to list the strategies they have in mind to improve the service delivery at Mbizana Local Municipality. One question was directed in this section:

- What can you suggest to improve service delivery at Mbizana Local Municipality?

4.4 Interview questions for municipal officials

Eight municipal officials were also interviewed in this study. They were included because they play a crucial role in service delivery, particularly in drafting and managing the IDP. Their questions were based on the current actions of the municipality. The researcher has prepared their questions intending to identify any dysfunctionality of their system/s. They were presented with the following questions:

4.4.1 Objective 1: The importance of community participation in IDP formulations

The first section of interview questions for municipal officials covered the first objective of the study. These interview questions were based on the actions of the during IDP formulation to interact with community citizens. This section aimed to understand the effectiveness of the current system of IDP formulation in Mbizana Local Municipality. The following questions were directed in this section:

- Is community participation in IDP formulations effective at Mbizana Local Municipality?
- How do you engage citizens in IDP formulation?
- Do you encounter any challenges in engaging the community members in IDP formulation? Please elaborate

4.4.2 Objective 2: The role of community participation in poverty alleviation

The second section of the interview questions covered Objective 2. In this section the goal was to establish the role played by the municipality or the municipal officials to reduce poverty within the jurisdiction through IDP management, hence, they are the main drivers. The following questions are directed in this section:

- As the municipality, to what extent are you ensuring the poverty reduction in Mbizana Local Municipality now, and further?
- To what extent does the municipality collaborate with other stakeholders, such as NGOs, and private institutions, to combat the poverty and service delivery disparities in Mbizana? (Please elaborate)

4.4.3 Objective 3: Challenges that contribute to service delivery disparities

Section 3 observed the challenges that might be resulting in service delivery disparities. This section provides answers for Objective 3. Municipal officials were expected to list and briefly explain the challenges they believe resulted in the service delivery disparities in this municipality. This section was included for the municipal officials because they experience these challenges. The following questions were directed:

- What do you think contributes to the service delivery disparities in Mbizana Local Municipality? (Revenue collection, administration, etc.)
- Which system do you use as the municipality to engage citizens in the IDP budget processes of the municipality? Is this system still efficient?

4.4.4 Objective 4: Viable strategies to improve service delivery in Mbizana Local Municipality

The last section covered Objective 4. In this section, municipal officials were provided with a chance to suggest viable strategies that may improve service delivery within Mbizana Local Municipality. Only one question was directed:

- What can you suggest to improve the service delivery at Mbizana Local Municipality?

4.5 Data analyses and findings of community citizens

The following responses were received from the community of Mbizana Local Municipality regarding their participation in IDP. They were analysed according to the questions directed to the community citizens as indicated in Section 4.3.

4.5.1 Question 1: Do you understand the Integrated Development Plan and its applicable processes for its formulation?

Selepe (2017) commented on the importance of IDPs on local government by stating that municipalities must use IDPs as a central device to fight unemployment and poverty and to boost local development of their jurisdictions. This importance does not happen in isolation; it challenges the municipalities to constantly consult with their people during IDP formulations so that effective IDPs can be adopted and maintained. This process is called community participation in IDP. According to Mahlinza (2013), community participation in IDP is vital in local government to enhance service delivery attributable to the force it brings.

When this question was directed, 100% (30) of participants demonstrated that they understand that the municipality needs to formulate an IDP to respond to their needs and wishes. However, 60% (18) indicated they do not understand all the applicable processes of an IDP, more especial during its formulation. Some of the participants blamed the municipality for not being fully open or providing them with awareness programmes about the importance of the IDP processes:

“I do understand the IDP... its importance to us as citizens of Mbizana Local Municipality, however, I do not understand its formulation process in detail and I wish the municipality to act on that”, said the participant.

“I do understand the IDP... its importance to us as citizens but our municipality is not fully open to us about its IDP processes”, said another participant.

Chapter 4 of the MSA outlines the processes that South African municipalities must follow for IDP formulations. These processes were also explained and outlined by Dlamini (2015), saying six phases must be facilitated to promote the fair formulation

of an IDP (Section 2.3.1). In these phases, the community consultation remains the central consideration for IDP formulation, because the voices of the citizens must influence the decision by the municipal officials (Maphazi et al., 2013).

The importance of community participation in IDP is crucial for improved service delivery because they become the push factor to the municipality. It is different at Mbizana Local Municipality because the study findings demonstrate that few community members or citizens understand the IDP formulation processes. This discourages the proper consultation of communities by the municipality. Nothing was conducted so far by the municipality to overcome this concern.

4.5.2 Question 2: Do you participate in Integrated Development Plan formulations?

To further understand the levels of community participation in IDP formulation at Mbizana Local Municipality, the community citizens were asked if they participate in IDP formulations. This was conducted to evaluate the participation rate in IDP formulations. This question relates to the first question, observing community citizens' understanding of IDP processes, however, Question 2 observes the rate citizens participate in IDP formulations regardless of their understanding of the application processes.

Citizens' participation in IDP formulation is vital to ensure immense coordination between the community and the government, particularly, with the local government, but not limited to the national and provincial government (Naidoo and Ramphal, 2018). An IDP serves as a vehicle to implement national and provincial goals at a local level, managed by the local municipalities (Madumo and Koma, 2019). With immense communities' involvement in IDP formulation, the service delivery functions efficiently. There is no partiality in decisions by the municipal officials concerning service delivery. This is also supported by Chapter 7 Section 152 (e) of the South African Constitution, stipulating that municipalities must ensure that the communities are involved in local governance matters.

According to the study findings, 50% (15) of the community citizens attend IDP formulation meetings at Mbizana Local Municipality. Other citizens are discouraged to

attend these meetings; they sense that the municipality does not consider their concerns and ideas.

“I do not attend IDP formulation meetings anymore, because our ideas are not taken into consideration by the municipality. Every time during IDP formulations, we propose services we wish to be delivered but we are not getting them, for example since 1994, we need water in this ward (28) and we have been proposing that to the municipality for years but there is no responsiveness to our desire”, said the participant.

The poor attendance of community citizens in IDP formulations at Mbizana Local Municipality is caused by the discouragement citizens have towards the municipality. This is adverse for service delivery, discouraging openness in governance, therefore citizens are unaware of what is happening in the municipality.

4.5.3 Question 3: Do you encounter any challenges concerning participating in Integrated Development Plan formulations of the municipality? Please elaborate

Each system or action has its advantages and disadvantages—the same applies to IDP formulations. When community citizens were questioned about the challenges encountered during IDP formulations, they responded with the challenges as indicated below. Several citizens were furious about the way the municipality manages IDP formulation processes.

4.5.3.1 Prejudice on decision-making

An IDP formulation must be an open process to each citizen in the municipal jurisdiction (Municipal Systems Act, 2000). According to this Act, the municipality must establish and adopt open processes to facilitate community participation in IDP. The failure of a municipality to apply this requirement may result in dissatisfaction among the citizens. When the study participants were requested to identify challenges encountered during IDP formulations, they indicated that during IDP formulation meetings, they encounter prejudice in decision-making. They mostly complain that their ideas are not measured equal in a room by the municipal officials. They indicated

that municipal officials mostly listen to the members of the ruling party—ANC, and few individuals better ranked in the society attributable to their resources such as money.

The failure of not taking the ideas of the community members equal in IDP formulations harms service delivery, therefore, the Municipal System Act discourages such action. The issue of not taking the ideas of the community member's equal in an IDP formulation collection because they belong to other political parties, not the ANC, proves the findings of Govender and Nwafor (2019) that Mbizana Local Municipality delivers poor performance due to intra-party divergences. According to Mourad and Piron (2016:14), these divergences are damaging the service delivery, therefore, they reduce municipal capacity to deliver services to the people adequately.

4.5.3.2 Poor maintenance of standard communication

The central aim to promote community participation in IDP formulation is to ensure standard communication in the municipal jurisdiction and that all constituents are aware of the actions by the municipality. According to Kanyane (2019), the communication must be maintained in all wards of the municipality and all stages, as failure may harm service delivery, promoting the protests in the jurisdiction (Chauke and Mathebula, 2019).

When the community citizens of Mbizana Local Municipality were asked about the challenges they encounter in IDP formulations, they indicated that the municipality fails to communicate with them at all stages of formulation.

“They only consult us once, just to ask us what do we need and thereafter they are gone, they don't even give us the feedback of what was rejected and what to expect”, said the participant.

Participants from Ward 28 were emotional in this challenge, indicating the municipality abandoned their ward and their communication method differs from that used in other wards, such as Ward 1 and 24; because their service delivery is much better than that of Ward 28.

All municipalities in South Africa are recommended to respect principles of public administration as enshrined in Section 195 of the Constitution. These principles

encourage transparency and accountability in local governance. According to Baranov (2019), these principles must be respected by all organs of the state in the country, including the municipalities. Rasmini and Masdiantini (2018) indicate that a lack of transparency and accountability in a municipality leads to corruption. For the municipalities to respect these two main principles, they must maintain strong communication with their communities at all times, particularly in IDP formulations and management.

4.5.3.3 A lack of awareness

The last challenge the community citizens indicated concerning their participation in IDP formulations, is they lack awareness about IDP processes. They acknowledged they do not understand the proper processes of IDP formulations. This disrupted them, leading to an advantage by the municipal officials because they only listen to the municipal officials.

“The biggest issue we encounter in this ward is that we do not have people who understand local governance better we usually listen to what the municipal officials tell us and we cannot verify most of the concerns even if we are unhappy. Our arguments are just weak, hence, they are not concreted by any legislation”, said the participant.

It harms service delivery when the community lacks awareness of what must happen, resulting in challenges for the municipal capacity. According to Kiessling, Salas, Mutafoğlu, and Thiel (2017: 83), municipal officials and community citizens must be aware of their duties and roles in IDP. This action mostly aids to increase checks and balances on actions concerning IDP formulations and their management.

Community participations in IDP formulation is vital because it benefits the community in diverse ways. These include eliminating dictatorship leadership style in the municipality, unnecessary delays, coincide with cost-effective methods, while also solving the socio-economic concerns in the communities. Community participation must always be taken seriously by the municipalities. The Mbizana Local Municipality must work tirelessly to overcome these challenges identified by the citizens,

concerning their participation in IDP formulation; these challenges can harm service delivery.

4.5.4 Question 4: Are you affected by poverty levels (non-money poverty) in Mbizana Local Municipality in your ward?

Nwafor (2016) indicates that Mbizana Local Municipality encounters profound levels of poor service delivery attributed to economic and social declines. This assertion by Nwafor was also supported by the Honourable Mayor of the municipality in the 2017-2022 IDP, where she indicated they will collaborate with the dedication to overcome the poverty and service delivery disparities in this municipality. This statement from the municipal mayor is also supported by Mathebula and Sebola (2019:113), suggesting that South African municipalities should be the focal participants in alleviating poverty, while promoting infrastructural development, and economic development.

Each municipality in South Africa must deal with non-money poverty of the jurisdiction, to improve the constituents' living conditions. Poverty remains a major concern for the entire government since 1994 (Fransman and Yu, 2018:02) and South African Government attempted to combat poverty since 1994 (Fintel, Zoch and Van Der Berg, 2017). Non-money poverty is the process where the government, particularly the municipalities, provide basic services, such as water, electricity, sanitation services, and infrastructure development, in the communities, allowing social, and economic evolution.

When community participants were asked how they are affected by poverty levels in their wards, they had diverse responses, based on their ward developments (Section 1.9.3). The participants provided the following responses.

In Ward 1, [participants indicated] they are not much affected by the non-poverty because they do have access to basic services such as in-pipe running water, RDP houses, electricity, and better street roads. However, with the existing services they have, they indicated they would like the municipality to maintain and renovate some of them such as RDP houses, street roads because they are old. Findings prove that Mbizana Local

Municipality has tried the best to develop this ward and to allow the social and economic evolution.

In Ward 24, [participants indicated] they are also not much affected by the non-money poverty in their wards because they do have access to basic services such as RDP houses, Electricity and better access road. However, they would like the municipality to provide them with in-pipe running water, more importantly.

These findings prove that the municipality attempted to develop this ward even though the citizens are still not contented about the services received.

In Ward 28, [study participants] were emotional when they were answering this question, saying they feel like the municipality does not care about them at all. [They indicate] they are much affected by the non-money poverty in their ward because they only have electricity and few of RDP houses received by certain households regarded as poorer of the society. Study findings prove that the municipality has not yet tried the best to deal with the poverty in this ward.

According to the study findings, poverty levels (non-money) differ within municipal wards. The Mbizana Local Municipality must collaborate with a dedication to overcome this difference. Failure to do so may result in deaths, injuries, and catastrophic experiences among the community members (Lewis, 2013a), attributable to their living conditions. According to the NDP 2030, citizens' living conditions must be improved to respect their right to human dignity.

4.5.5 Question 5: To what extent do you as a community member ensure poverty alleviation in Mbizana Local Municipality?

Poverty may result in elevated levels of frustrations within the societies because the citizens live in unfavourable situations. Both community members and municipal officials need to find common grounds to collaborate to overcome poverty in the jurisdiction (Mathebula and Sebola, 2019). This study did not focus on self-development poverty but non-money poverty—the role government plays to provide free basic services to the people (Fransman and Yu, 2018). Bank *et al.* (2016:246) share that the communities have a role to play in dealing with non-money poverty by

taking part in cooperation agreements between the municipality, private sector, and other stakeholders involved in service delivery. These cooperation agreements are based on assumed programmes and projects.

When citizens were asked about their role in poverty reduction at Mbizana Local Municipality, they collectively indicated they use ward councillors to act on their behalf, presenting their needs to the municipality; however, 76% (23) of the study participants did not have confidence in their ward councillors anymore attributable to the failure to deliver on their expectations, causing poverty to remain on the increase. According to Kamal *et al.* (2018:51), municipal councillors are the principal participants to plan and to take various decisions about the developmental actions of the municipality. The Mbizana Local Municipality citizens report their needs to councillors, indicating a beneficial engagement. Ramos-Mejía *et al.* (2018) also support it indicating that community needs must be attempted using a bottom-up approach, which strongly empowers the citizen's voice. It is important for municipal councillors of Mbizana to always present the best interest of citizens to combat poverty, which is not the current case.

4.5.6 Question 6: Do you understand to what extent do Mbizana Local Municipality engage other stakeholders, such as NGOs, and the private sector to mitigate poverty at Mbizana Local Municipality?

Section B of the *White Paper on Local Government* (1998), laminates on the importance of developing local government, the process where the local municipalities collaborate with other stakeholders, such as NGOs, and the private sector. According to Cuthill (2001), DLG focuses on three fields in local municipalities, namely the participation of all sectors involved in local government, social equity provision, and integrated planning. This ensures that the community needs are attempted by all sectors involved in local government, to change the living standards of citizens, and to promote economic and social benefits for the communities.

According to Werhane *et al.* (2020), NGOs and the private sector must serve as strategic weapons to combat poverty in South African municipalities. This is done concerning agreements with the municipalities, such as a donation for certain projects. When the study participants were asked about their understanding of the extent that

Mbizana Local Municipality collaborates with other stakeholders, such as NGOs, and the private institution, 100% of them indicated that this process is unavailable to them—they are uninformed in this regard.

“I do understand that municipality needs to collaborate with other stakeholders to combat poverty, but they do not come clean to us and explain about this process or tell us when there are donations they received as the municipality”, said the participant

“It is the first time to hear about what you are asking, which means this process is not open to us, only the municipality that knows such information” said the participant”, said another participant.

Based on the aforementioned information, the municipality does not disclose its relationship with other sectors, such as the private sector, to the local constituents. This is inappropriate, conflicting with Section 195 (g) of the South African Constitution, which emphasise the importance of transparency on government affairs. This needs to be amended.

4.5.7 Question 7: What do you think contributes to service delivery disparities in Mbizana Local Municipality? (Please elaborate)

According to Gazzeh and Abubakar (2018:71), providing basic services, such as in-pipe water, and sanitation, are important for survival. These services must be provided equivalently to all citizens, considering quality and quantity. The failure to do so may result in service delivery disparities within the municipality. Mamokhere (2019) asserts that service delivery disparity is a major challenge for government in the 21st century, leading to local protests. In the 2018/2019 IDP review, the Honourable Mayor of Mbizana Local Municipality acknowledged that this municipality encounters an unequal distribution of services in the communities of the jurisdiction. When the community study participants were asked what they think contributes to service delivery disparities in Mbizana Local Municipality, the following concerns were received:

4.5.7.1 Corruption

Corruption is one of the major assassins of efficient service delivery in South Africa, hindering services to be delivered to the citizens, especially in the local government. In this study, 90% (27) of community participants demonstrated their frustration about the corruption levels at Mbizana Local Municipality, stating that most of the decisions by the municipality are not open to them. They accuse the municipality of looting the money of other projects supposed to change their lives, leaving them continuing to live under unpleasant situations attributable to the absence of municipal services. This frustration by the community citizens corresponds with the proclamations of Managa (2012); Graycar (2016); Aranha (2017), Fourie (2018), that corruption is the principal reason most of the South African municipalities fail to adequately serve their constituents.

4.5.7.2 Arrogance among the officials

Sixty per cent (18) of community citizens also indicated that municipal officials are not observing their needs in most of the cases. They observe their officials as selfish, playing with their minds.

“I am unhappy about the way the municipality is currently dealing with our needs, because they are only responsive to our needs only if they want, they only observe us as important people during the voting periods, they do not even give us the reports where necessary”, said the participant.

This arrogance from the municipal officials is harmful because they gain an advantage to do corruption, attributable to the lack of transparency and accountability.

4.5.7.3 A lack of proper communication

In question 4.4.3 citizens identified a major challenge encountered in IDP formulations as the maintenance of proper communication between them and the municipal officials. This challenge was also identified as one of the causes of service delivery disparities in Mbizana Local Municipality. Citizens accused the municipality of employing diverse systems of communication within the jurisdiction wards, which promotes an unequal distribution of services at the end of the day. The citizens of

Ward 28 demonstrated great anger and disappointment in this regard. According to community citizens, the municipality disregard standard communication in all wards of the jurisdiction, including all processes and stages of the required communication. This discourages proper community participation in local government affairs, particularly, in IDP formulation and management. The municipality needs to take open communication seriously with its constituents. The absence of community participation and lack of communication in IDP formulations and management lead to poor service delivery (Skenjana and Kimemia, 2011; Kugonza and Mukobi, 2015; Neshkova and Kalesnikaite, 2019).

4.5.7.4 The incompetence of a municipal council

Seventy per cent (21) of community citizens also identified the incompetence of councillors within the municipal council. A municipal council comprises councillors from all wards of the municipality, chaired by the appointed mayor among the councillors. According to Section 151 (2), its function is to take care of the legislative and executive powers of the municipality. It plays a crucial role in adopting the IDP of the municipality and to oversight the actions of the administration. Even though the council is playing such a crucial role in the municipality, citizens are discontented about the competence of other councillors within the council of Mbizana Local Municipality. The citizens complain about the educational levels of the councillors.

They believe that the councillors within the municipal council are easily taken advantage of by other councillors concerning service delivery discussions and decisions. This causes unequal distribution of services in the communities. They wish to appoint educated councillors, but the politics are hindering them because of political party dynamics and rules. This complaint by the community citizens corresponds with the assertions by Managa (2012), Zwikael (2017) and Singh (2016:07) that unskilled municipal workers, including the council, lead to poor decision-making.

Legislation demanding ward councillors to have a certain tertiary qualification/s relevant to the local government lacks. They only have to win over the political spectrum to be empowered in the municipality. In this political spectrum, the community citizens or the youth with relevant local governance qualifications (non-members or less strong members of the ruling party) are usually side-lined even if they

have better skills. This system of appointing councillors without relevant qualifications in the local government is harmful, leading to poor service delivery because these councillors cannot always take competent decisions.

4.5.7.5 Cadre deployment and nepotism

Another cause identified by the community citizens is the concern of cadre deployment and nepotism over the opportunities of the municipality. According to the study findings, 90% (27) of the citizens responded that the municipality corrupts opportunities for employment and tenders, presenting these to their loved ones and their political comrades. Cadre deployment is the process where the ruling party of the municipality engages employees who are members of the party of the administration, while nepotism concerns the employment of friends and family members. Cadre deployment was criticised by scholars, such as Tshishonga (2017); Reddy (2016:01) and Kok (2017), indicating that it is associated with the appointment of unskilled workers, unqualified to serve efficiently. These workers are appointed to serve corrupt desires for certain individuals within the municipality and the ruling party.

4.5.7.6 Levels of unemployment

The last cause identified by 40% (12) of the citizens is the high unemployment rate in Mbizana Local Municipality—currently above 50% of the population (IDP 2017-2022). This was also identified by the Honourable Mayor of the municipality in the 2017-2022 IDP. Community citizens acknowledged that most are not assisting the municipality financially, such as paying the municipal rates or initialising the economic activities. Another contributing factor to this cause is that the municipality does not have industrial activities. Only farming and forestry are available for employment opportunities in this municipality, inadequate compared to its population. Vermeulen and Stotijin (2019:40) indicate that unemployment is extremely harmful to countries' social and economic developments. This high unemployment rate in Mbizana Local Municipality may put pressure on the municipality because the demand for municipal services is high while the funds might be limited.

The aforementioned concerns lead to service delivery disparities at Mbizana Local Municipality, according to the study findings. Community citizens demonstrated great

levels of anger when identifying these causes. In their opinion, the municipality causes all these challenges. Regardless of the cause identified, each cause affects the community service delivery, resulting in service disparities within the municipal wards. The municipality needs to respond to these causes effectively and immediately.

4.5.8 Question 8: Which services would you wish the municipality to provide in your ward? (Please elaborate on why these services are chosen)

The selected wards (Ward 1, 24 and 28) of the study were provided with an opportunity to identify the services they would like to be provided by the municipality to their wards. This aimed to measure and compare the extent of municipal services needed by each ward. The developmental status of these wards is explained in Section 1.9.3. The study findings indicated services needed in these wards varies, provided circumstances, such as the nature of a ward, unequal distributed services (disparity), and the ward political power. The following responses were received to this question:

In Ward 1, they identified non-basic services as the maintenance of roads and establishing industries for youth employment. The municipality already provided basic services in this ward, such as in-pipe running water, electricity, RDP houses, and sanitation services. In Ward 24, they indicated both basic services and non-basic services. They indicated in-pipe running water as the basic service they need currently, but other services, such as the construction of a public library, and establishing employment sources, were mentioned. In ward 28, citizens identified basic services needed, namely, water, RDP houses for all, construction of better roads, and local clinics within the ward, accessible to all citizens. This laminates that ward 28 is regarded as one of the poorest wards in the municipality.

To overcome service delivery disparities, various municipal services must be provided, more especially basic services attributed to their importance to human lives. Scholars articulated this importance, such as Yu *et al.* (2019), signifying the importance of electricity to the lives of the people and the LED. Chowdhury *et al.* (2016), emphasise the importance of clean water in reducing human illnesses and other related diseases.

4.5.9 Question 9: As the community members how are you being engaged in the budgetary processes of the municipality? Do you support the system they are currently using?

Abrahams (2018) states that IDPs were introduced to promote proper planning and to integrate all services in the municipality. This ensures facilitating the proper implementation of municipal projects by the accounting officer (the municipal manager). Leshore and Minja (2019) indicate that aspects, such as budget constraints, and human resources, must be considered when the municipal projects are implemented. The IDP objectives cannot be implemented without a prepared budget, because all the municipal projects need funding to be initiated.

Municipal budget information must be open and accessible to the constituents. This promotes transparency within the municipality as Section 195 (g) of the South African Constitution mandated. Municipal budgets are equivalent to IDP years, which is five years; however, they are divided into single years within those five years because municipalities are functioning on an annual basis. Municipal budgets can be adjusted for reasons such as the municipality received more revenue or income, and the municipality encountering an unavoidable expense.

To overcome service delivery disparities encountered at Mbizana Local Municipality, the municipality must provide services to the people. This action requires funds from the municipal budget.

When citizens were asked how the municipality engages them in municipal processes and if they still support this system, they responded with great disappointment. All of them (100% or 30) confirmed the municipality performs less action to engage them in budget processes. They accuse the municipality of taking and managing budget processes alone or invite-only members of the leading party to such meetings.

“This process is limited to us; there are no open budget sessions made for us in wards, since the new administration has taken over. They only try to tell us verbally how much is the project going to cost when it is about to be done and there is no proof because we don’t even see the approved total

budget for the municipality, therefore I do not support the system they are currently using”, said the participant.

“We are not engaged at all in such processes, they usually invite their friends and comrades in such meetings which I think they are not opposing them on what they are saying because they know how they are going to benefit at the end of the day”, said another participant.

Based on the received findings, the community members are discontented about the way the municipality manages budget processes because of the limited communication among them. They do not support this action; therefore, it promotes corruption. The Mbizana Local Municipality need to act swiftly in this regard in their citizens’ interest. They also believe that corruption is a major cause of service delivery disparities in this municipality as indicated in 4.4.7.

4.5.9.1 What can you suggest, to improve service delivery at Mbizana Local Municipality?

Community participants were also provided with an opportunity to suggest what must be conducted to improve service delivery at Mbizana Local Municipality, to combat poverty, and service delivery disparities. The aim was to obtain their opinion as they are the focal point of departure for the daily municipal businesses. Their suggestions were mostly based on strategic measures of the municipality to improve its situation. Some of their strategies correspond with the measures identified by other scholars, discussed in Section 2.12; 20% (6) of them did not want to suggest strategies they have in mind because they have lost hope in their municipality. They sense that their ideas will not be considered by the municipality because of less responsiveness they usually receive.

4.5.9.2 Increase open communication and planning

One of the challenges that the community participants identified to obstruct improved service delivery at their jurisdiction in Section 4.4.7, is the limitation in the communication between them and the municipality. They believe that this limitation gives the municipality an advantage with involvement in immoral actions, such as corruption; 70% (21) suggested that the municipality must increase the communication

ability with them. This includes the proper consultations in IDP formulations, disclosure of the municipal budgets, and other relevant matters. This suggestion by the community citizens is vital, therefore, it is also supported by the principles governing public administration, enshrined in Section 195 of the South African Constitution.

4.5.9.3 Deal with cadre deployment, corruption, and nepotism

Corruption was identified as the main concern causing service delivery disparities in Mbizana Local Municipality in Section 4.4.7, reducing the municipal capacity to reach its equilibrium stage in service provision. According to the citizens, the main factors causing corruption in their municipality are cadre deployment and nepotism. They accuse the municipality of employing comrades of the leading party and their friends and family. They believe that these practices leave them in inferior conditions, such as poverty, and a lack of service delivery. To deal with this issue, 100% (30) citizens suggested that it is better if they can remove the current leading political party taking legislative and executive decisions for the municipality. This concern challenges them to be proactive as they express discontentment about political parties in the administration, through their votes, empowered by the system.

4.5.9.4 Promoting more checks and balances by the oversight institutions

Oversight is a crucial factor in democracy. Checks and balance should be done for all people and offices, entrusted with funds and power to take decisions on behalf of the citizens. Proper oversight of relevant institutions reduces immoral actions in the municipal administration and provide impetus in service delivery. According to the study findings, 60% (18) citizens suggested that government oversight institutions must play a proficient role in monitoring and evaluating Mbizana Local Municipality to change the situation. The Department of Cooperative Governance and Traditional Affairs (COGTA), Office of the Auditor-General, and the Office of the Public Protector are institutions dealing with oversight of South African municipalities.

4.5.9.5 Local economic development, and tourism development

According to Walaza (2017: 06), local municipalities must promote and maintain the LED to provide local opportunities for both economic and social development for the

constituents. This is also supported by Lawrence and Rogerson (2019), indicating that LED must provide better development in municipal jurisdiction. Community citizens identified initiatives they would like the municipality to implement to promote LED at Mbizana Local Municipality. These initiatives include establishing industrial zones, support of local farmers and agriculture, promotion and development of local peoples' skills, such as plumbing and carpentry. Citizens also suggested the municipality take initiatives to support the tourism industry, therefore, this municipality has potential in this concern. They believe that these initiatives will reduce unemployment, improve the living standards for the constituents, and increase the municipal revenue-raising capacity.

4.5.9.6 Assessment of a municipal council and youth employment and empowerment of the municipality

Forty per cent (12) of citizens requested the screening of a municipal council before they are selected as representatives. They complain about the competency and ability of councillors in economical, efficient, and effective decision-making. They suggested that all members of a municipal council obtain a qualification, relevant to local government. Unfortunately, this wish is not something that might easily change, because members of a municipal council are appointed through the political spectrum, lacking legislation requiring them to obtain qualifications. These citizens also suggested that the municipality must employ and empower the youth to govern its affairs because this will bring fruitful results in service delivery.

4.6 Data analysis and findings of the municipal officials

The previous section present the responses received from the community, now this section observes the responses received from municipal officials. Municipal officials were included in this study due to their role in IDP formulations and management. Their opinion was imperative in this study. They are all from the council of the municipality, serving the municipality for more than one period—that means they have five years and above experience in managing the municipality. Their responses were used to assist in constructing a comparative analysis. The following responses were received, analysed according to the directed questions.

4.6.1 Question 1: Is community participation in IDP formulations effective at Mbizana Local Municipality?

The Municipal Structures Act (1998) delineates structures that must be adopted in municipalities, promoting citizens' participation in local government affairs. These structures are particularly for councillors, office bearers, and administration of the municipality. These structures may become the voice of the local citizens; therefore, they are embedded with legislative, executive, and additional relevant powers within the municipality. This is also supported by Dlamini (2015), indicating that the mayor of the municipality and the structures must lead the development in a jurisdiction by identifying the community needs. A plan should be produced of methods to achieve these needs. This process should not ensue in the absence of citizens (Municipal System Act, 2000).

First municipal officials were asked if community participation in IDP formulations are effective at Mbizana Local Municipality; all of them (eight) responded they are doing their best in the municipality, ensuring that citizens are part of the IDP formulation. They believe they consult and engage with citizens to obtain their observations; however, according to the study findings, community citizens are discontented about the way the municipality engages them in IDP formulations, therefore, they observe they are not consulted at all stages of formulation.

4.6.2 Question 2: How do you engage citizens in IDP formulation?

According to Dutton (2019), an IDP of the municipality must be adopted as a strategic device to enhance development, from the interest of the public. Dutton (2019) believes that citizens' voice must be more empowered in IDP formulations. Municipal officials were asked how they engage community citizens in IDP formulations. In responding to this question, all of them (eight) clarify that they communicate with ward committee members from all communities within the wards, call meetings, and provide brief feedbacks where necessary. Ward committee members are appointed within the wards to assist the councillors to be strategic in their decisions and actions. The Mbizana Local Municipal officials believe that this form of engagement is effective for this municipality. The findings for community citizens, though, prove a lack of proper

communication between the municipality and the citizens during IDP (ward committees).

4.6.3 Question 3: Do you encounter any challenges in engaging the community members in IDP formulations? Please elaborate

In this question officials indicated three main challenges. A challenge as identified in Section 4.4.3, refers to a lack of awareness among community members. Other challenges identified, are the lack of community participation, and political struggles among opposing party-citizens.

4.6.3.1 A lack of awareness by community citizens

Managa (2012) indicates that some South African municipalities encounter strikes attributable to local communities detecting exclusion from governmental affairs. This is because of a lack of information and understanding about municipal processes, particularly, in IDP formulations and management. One hundred per cent (eight) of the municipal officials mentioned that community members lack awareness in understanding applicable processes of IDP formulation and management. This is problematic when entering desired agreements. According to these officials, community members do not understand when there are unforeseen delays in service delivery, such as the adjustment of the municipal budget, and delays from the national, provincial, and district government.

This leads to inadequate service delivery. Officials further stated that if services are not delivered for the previous IDP, the citizens will be angered, interrupting the formulation a new IDP. According to study findings, citizens have acknowledged lacking awareness concerning the understanding of IDP formulation processes, causing vulnerability, and being taken advantage of by the municipal officials. It is, therefore, important for the municipality to deal with this concern urgently because a prosperous IDP depends on the awareness of duties and roles among the municipal authorities and citizens (Kiessling, 2018).

4.6.3.2 Poor community participation

Municipalities must ensure citizen participation in IDP formulations because its deficit affects service provision. This is also supported by scholars, such as Maphazi *et al.* (2013), Kugonza and Mukobi (2015), Neshkova and Kalesnikaite (2019). According to these scholars, community participation in IDP must be a foundation of achieving the municipal objective; 62, 5% (5) of Mbizana Local Municipality officials indicated that one of challenge they encounter in IDP formulation is the poor participation of citizens in meetings, complicating understanding everyone's complaints and concerns.

“Our people do not attend IDP formulation meetings anymore, and I do not know why because this is the only chance for them to make us aware of their concerns and challenges they would like to be attempted by the municipality” said the participant.

In Section 4.4.2 citizens acknowledged, they are discouraged to attend IDP related meetings of municipal officials because their needs are not mostly taken care of. They repeatedly raised certain concerns without receiving a proper response from the municipality. It is important for the municipality to deliver their promises in the communities.

4.6.3.3 Political combats

Mbizana Local Municipality encounters service delivery disparities attributable to intra-party-political conflicts (Govender and Nwafor, 2019). According to Mourad and Piron (2016:14), political struggles within the municipality reduce its capacity to deliver services. Municipal officials of the leading political party and opposing parties put politics before the needs of the people, destroying service delivery. Three (37, 5%) of the municipal officials of Mbizana Local Municipality indicated that during IDP formulation meetings, they encounter that opposing parties are negatively influencing the citizens and opposing their ideas, even if such ideas are strong and helpful to the citizens.

4.6.4 Question 4: As the municipality, to what extent are you ensuring the poverty reduction in Mbizana Local Municipality, now and further?

Municipalities are mandated by the South African Constitution to provide services to the constituents of their jurisdictions. These services combat non-money poverty for the constituents. According to Fransman and Yu (2018:02), non-money poverty is the progression where a certain municipality supplies free services to the people to allow improved development in their jurisdictions. Municipality services to the people respond to diverse needs within the society, such as basic, economic, and social needs. Each municipality needs to deal with non-money poverty; hence, its ignorance influences service delivery disparities (Zhang and Pryce, 2019). The study attempted to understand Mbizana Local Municipality in combating non-money poverty.

In response to this question, 100% (8) of the municipal officials indicated they draft IDPs in such a way ensuring more responses to people's needs and poverty reduction. According to these officials, they believe that the municipality has worked hard to reduce non-money poverty since 1994. The situation was bad for the citizens. They further indicated that it is difficult to provide the same services to all citizens due to assessments needed, causing prioritisation of certain parts within the municipality.

This prioritisation influences unequal sharing of municipal services within the wards, resulting in other citizens affected by serious non-money poverty while others are not. The municipality needs to find a way to balance this prioritisation because citizens are discontented about service disparities in this municipality as indicated in Section 4.4.9 attributable to this prioritisation. Citizens observe these as unfair. This is also supported by Gazzeh and Abubakar (2018), indicating that municipal services must be delivered based on equal quality and quantity.

To combat the poverty in Mbizana Local Municipality, municipal officials have indicated that the municipality currently collaborating with other national government departments, such as the Department of Social Development (DSD), COGTA, Small Business Development, Labour and Employment; Trade, Industry and Competition (dtic). This collaboration process aims to find strategic ways to develop initiatives aiming to empower youth and improve development in their jurisdiction. This action by the municipality is helpful because its success will improve the living standards for

many citizens and defeat personal poverty, therefore, citizens will be empowered financially. They can also contribute to the revenue-raising capacity of the municipality and provide impetus in service delivery.

4.6.5 Question 5: To what extent does the municipality collaborate with other stakeholders, such as NGOs and private institutions to combat poverty and service delivery disparities in Mbizana? (Please elaborate)

Once again, municipal officials were asked to what extent the municipality collaborate with other stakeholders, such as NGOs, and private institutions in combating poverty and service delivery disparities at Mbizana. The study aimed to understand the additional assistance the municipality receive to develop the jurisdiction while promoting DLG. *The White Paper on Local Government (1998)* encourages the cooperation between the municipality and other stakeholders in promoting DLG. According to Cuthill (2001), DLG encourages three actions on local municipalities, namely the participation of all entire sectors available for local government, the promotion of integrated planning, and the social equity for services. They assist the municipality to provide for the citizens' economic and social needs (Madumo and Koma, 2019).

According to the study findings, 100% (eight) of the municipal officials concurred that the municipality collaborates with other stakeholders in the jurisdiction, such as the traditional leaders, local businesses, and NGOs in developing the jurisdiction. According to the officials, these stakeholders assist in various ways in the municipality such as providing the material needed for projects, financial support for projects, policy drafting, and reviews.

This contributes to the promotion of the DLG in the jurisdiction, however, in Section 4.4.6 community citizens complained about the method the municipality employs to collaborate with these stakeholders because is not open to them at all. They are uninformed about matters, such as financial rewards received by the municipality from these stakeholders to provide services to them. The municipality must find ways to ensure that this system or process becomes accessible to the citizens, reducing bad behaviour in the process, such as corruption, and promoting transparency.

4.6.6 Question 6: What do you think contributes to service delivery disparities in Mbizana Local Municipality? (Revenue collection, administration, etc.)

In this question, a municipal official had a different observation of the causes of service delivery disparities identified by community citizens, such as corruption, a lack of communication, incompetence of a municipal council, and cadre deployment. The officials identified three challenges causing service delivery disparities at Mbizana Local Municipality as follows:

4.6.6.1 Limitation of funds

According to Chikobvu (2016), the public has a mentality to assume that government holds unlimited financial resources, though this is incorrect. The findings of the municipal officials prove Chikobvu's assertion; 100% (eight) stated that the municipality has limited funds to deal with all the needs of the people in the jurisdiction. According to them, this is because the municipality is segmented as Category C of municipalities. This indicates that the municipality depends on national, provincial, and district financial support to provide services. The municipality cannot generate revenue to support service delivery.

4.6.6.2 Limitation of working materials

Lishore and Minja (2019) indicate that municipalities must consider the technical requirements to deal with the implementation of IDP goals. This consideration is vital to ensure that services are delivered (Dlamini, 2015). 50% (4) of municipal officials have raised their concerns in this regard, indicating that the municipality does not have its own working materials to provide services. According to these officials, this harms the implementation of projects in the communities; therefore, the municipality depends on private and independent service providers. These providers are costly and cause unnecessary delays sometimes. This concern by the municipal officials is important, affecting most South African municipalities. A strategic plan and action need to be established in this regard.

4.6.6.3 Acts of God

Acts of God may be destructive because of the damage they might cause to the people or the environment. They include floods, droughts, tornados, and destructive storms. According to study findings, 25% (2) of the municipal officials acknowledged that their plans to deliver services to the people, might fail or be affected given the acts of God, forcing them to adjust budgets to cover the unavoidable damages to affected communities or citizens. These officials acknowledged a budget reserved for such unavoidable expenses but the damage from the acts of God might be far beyond that budget. This forces the municipality to adjust its initial budget to assist affected citizens, while compromises service delivery.

4.6.7 Question 7: Which system are you using in the municipality to engage citizens in IDP budget processes? Is this system still efficient?

This was the second last question for the municipal officials. In answering this question, they provided diverse responses. One response about the system they use to engage citizens in budget processes was expected. Four (50%) of the officials indicated they engage with ward committees to spread their opinion; two (25%) indicated they collaborate with stakeholders to facilitate the process, but the officials refused to specify these stakeholders; two (25%) of the officials indicated that community is engaged through community meetings are called by ward councillors. These officials individually indicated that their system is efficient, even though they provided diverse responses.

According to these findings, the municipality does not use one effective system to engage citizens in budget processes. This causes mismanagement of IDP funds. These findings also correspond with the complaint raised by the community members in Section 4.4.7. The budget processes of the municipality are not accessible and transparent to them. The municipality needs to respond to this complaint as effectively as possible because mismanagement of funds harms service delivery, leading to service delivery disparities.

4.6.8 Question 8: What can you suggest to improve service delivery at Mbizana Local Municipality?

This was the last question for the municipal officials; they were asked to provide their suggestions attributable to their understanding of municipal management, particularly, for IDPs. They provided suggestions that varied from those identified by community citizens in Section 4.4.10; they made the following suggestions.

4.6.8.1 The quick response of national, provincial, and district government

Chapter 3 of the South African Constitution encloses cooperative government, allowing three-sphere of government (national, provincial, and local) collaborating interrelated and interdependent. In this relationship, the national sphere focuses on supervision mandates whereas provincial and local deal with operations (Steytler 2016; Naido and Ramphal, 2018). One of the functions of an IDP is, therefore, to ensure coordination and implementation of national and provincial goals at a local level. These goals are usually adapted from national master plans, such as NDP 2030. Municipalities must ensure they act within these master plans to secure achieving state objectives (Maduma and Koma, 2019).

When officials were asked about their suggestions, they suggested this first. According to 62, 5% (5) of them, sometimes the municipality fail to deliver services on time because of the delays from the national, provincial and district government, hence some of the services are mandated in these levels of government. They indicated that the municipality is mostly depending on equitable share of revenue, where they are mostly depending on national, provincial and district government grants to deliver services. Therefore, they requested that these grants must be released and be available on time to avoid delays in service delivery.

4.6.8.2 Effective response of community members' complaints

When someone is discontented about something they usually act on that to attempt to find a solution to the situation. This principle also applies between the government and the citizens. According to Mamokhere (2019), community protests in the 21st century keeps on rising, given service delivery concerns and disparities. The Mbizana Local

Municipality is one of the municipalities encountering strikes from the communities attributable to their dissatisfaction about the service delivery.

Study participants have mentioned that community citizens respond negatively to complaints they have by vandalising the existing services and infrastructure in the jurisdiction. According to the officials, the vandalised services sometimes are important for them or the citizens, forcing the municipality to change its priorities, plans, and budget to recover the vandalised services; therefore, 100% (8) of them pleased the citizens to be responsive to the decisions over the complains they have. This suggestion is important to the members of the community; therefore, it results in wasteful expenditure in the jurisdiction or for the municipality.

4.6.8.3 Establishment of awareness programmes

Four (50%) municipal officials also mentioned that awareness programmes should be implemented within the municipal jurisdiction. These programmes must be formulated for municipal officials and community members to enhance their understanding of the local government, particularly, the IDP processes. They indicated that these awareness programmes may be in the form of workshops, community awareness to each ward, and online learning. This suggestion by municipal officials is important, therefore, education improves the individual's capability and productivity. If these programmes can be established, the municipal productivity can improve, hence, ensuring better decision-making.

4.7 Implications of the study

Based on the above study findings, three study implications deducted to strengthen the relevance of this research, namely, practice, policy and research implication. Implication of the study is a conclusion deducted from the study findings, which is important or can contribute to policy development and in general practice. Implications for this study are as follow:

4.7.1 Practise Implications

Municipalities exist with an aim to deliver services to the constituents of their jurisdictions; hence, Section 195 of the South African Constitution mandates or also

supports this requirement. In delivering these services, municipalities need to ensure that best practices of good governance are applied and maintained such as transparency. The study findings has identified a couple of dysfunctionalities of the Mbizana Local Municipality in dealing with service delivery provision, such as failure to include the community citizens on budget processes, the failure to maintain good communication and failure to keep openness on DLG agreements where they liaise and be in partnerships with the private sector and NGO's. Therefore, these study findings will assist Mbizana Local Municipality and other municipalities who encounter such issues or loopholes to change the style of doing things, by engaging citizens more in local government affairs and also respect and comply with requirements of good governance, including proper formulation of IDP's.

4.7.2 Policy Implications

Chapter three of the South African Constitution provides for cooperative government, which emphasising that spheres of government (national, provincial and local) are interrelated and interdependent. In other words, these spheres have to work and assist one another in developing South Africa. However, the study has picked-up that the local government is having more centralised powers such as managing their own finance, staff related issues, independence of making their own laws (by-laws). Unlike in national and provincial governments, where the power towards participants of the sphere (departments) are much decentralised such as, the use of national and provincial treasuries. These centralised powers that municipalities have, give rise to lot of issues within the municipalities, such as manipulation of IDP due to personal and hidden agendas, political interference and cadre deployment etc., that affect the effectiveness and efficiency of service provision at the end. Therefore, these study findings can assist to review policies on how municipalities are currently managed in South Africa, to consider factors such as ministerial involvements in IDP formulations and by-laws adoptions, establishment of central one duty mandated institutions for local municipalities such as local treasuries, community participation offices. These actions can assist to combat corruption and dissatisfaction of community citizens towards municipalities in South Africa, while rejuvenating transparency and accountability in local government.

4.7.3 Research Implications

The findings has identified gaps that need to be further researched, to enhance the development of local municipalities in South Africa, while strengthening the community participation in processes. Findings proves that the community participation in IDP processes is lacking at Mbizana Local Municipality, due to fact that citizens have lost hope in the municipality while they also observe the municipality to fail to maintain a proper communication that is at their satisfactory level. Therefore, the study findings are useful in further researching the solutions for the identified actions or challenges, for example, to research the importance of establishment of community participation bodies or offices within local government aim to enforce and maintain good community participation in local government affairs.

4.8 Summary

In conclusion, this chapter presents the clarification and analyses of study findings. These findings were obtained from 38 study participants, 30 community members and eight municipal officials. The presented questions differed; as, their roles also differ concerning IDP formulation and management. They were interrelated; hence, they provide answers to the same objectives. The following chapter outlines the findings, recommendations and the study's conclusion.

Chapter 5: Recommendations and conclusion

5.1 Introduction

This concluding chapter presents three components, indicating, the findings from Chapter 4, recommendations for these findings, and the concluding remarks of the study. This chapter is vital for the study, providing the summative main aim. South Africa is approaching the end of third decade of democracy, therefore, all citizens' rights must be respected and protected. According to Section 10 of the South African Constitution:

Everyone has inherent dignity and the right to have their dignity respected and protected.

This right obliges the government, particularly, the local sphere to take care of its citizens by municipal service delivery. This is because local municipalities are regarded as primary participants in service delivery, therefore, they are the closest sphere of government to the people. This right must be fulfilled and protected by the participants in South African municipalities.

5.2 Rundowns of the preceding chapters

This section summarises the previous chapters as the concluding chapter. This is important to the reader to recap the work conducted in the previous chapters. This section also aims to provide brief supporting information for the findings and recommendations, discussed in the following section.

5.2.1 Chapter 1

In Chapter 1, the study observed an introductory overview, focusing on components, such as the problem statement, objectives, research questions, and methodology. The objectives and the questions of the study were as follow:

Objectives of the study

- To investigate the importance of community participation in the IDP formulation to ensure effective service delivery in Mbizana Local Municipality.

- To investigate the role of community participation in poverty alleviation in Mbizana Local Municipality.
- To investigate the challenges, contributing to the service delivery disparities in Mbizana Local Municipality.
- To provide recommendations on viable strategies that may be adopted to improve service delivery in Mbizana Local Municipality.

Research questions

Primary question

What actions could be performed in Mbizana Local Municipality to boost the community participation in IDP to enhance service delivery and to reduce service delivery disparities encountered?

Sub-questions

- Why is community participation important during IDP formulation in Mbizana Local Municipality?
- What is the role of community participation in poverty alleviation in Mbizana Local Municipality?
- What challenges contribute to the service delivery disparities in Mbizana Local Municipality?
- What are viable strategies that may be adopted by Mbizana Local Municipality to ensure improved service delivery?

The methodology section indicated that a qualitative research method was employed to collect data from study participants. Semi-structured interviews were employed for data collection. This device was chosen attributable to its flexibility to the study findings; therefore, the participants were not limited when they were answering their interview questions. This device was also chosen attributable to its usefulness to understand the views of the participants (inner perspectives).

A total of 38 participants, were chosen in this study: particularly 30 community members from three municipal wards (Ward 1, Ward 24, and Ward 28) and eight

municipal officials. These three wards were selected due to their difference in development. Ward 1 is regarded as the best-developed ward for the municipality with numerous municipal services, such as in-pipe running water, electricity, RDP houses, leisure services (park/s), and better roads. Ward 24 is regarded as a middle-ranked ward with few municipal services, such as the community clinic, electricity, better roads, and RDP houses. Ward 28 is regarded as a low ranked ward with only two municipal services, such as electricity, and RDP houses. Eight municipal officials were also interviewed because they play a principal role in service delivery at Mbizana Local Municipality.

5.2.2 Chapter 2

In Chapter 2, the study observed the literature review, including the legislative, and the theoretical framework of the study. This chapter is vital for the study because it supports the ideas and opinions of other scholars. This chapter aims to establish the situation of community participation in local government affairs, particularly the IDP.

The first section of this chapter observes the legislation, supporting community participation in local government affairs. These legislations are vital for each municipality in South Africa, providing a focal point of interaction between the local constituents and the municipalities to enhance service delivery. Failure to apply and respect adopted legislations for community participation in service delivery result in service delivery collapse. These legislations include the Constitution of South Africa, Municipal Service Act and the *White Paper on Local Government*, etc.

Section two observes the literature review of the study, revealing that even though the South African Government adopted all the aforementioned legislations and policies, some municipalities fail to maintain proper community participation in IDPs. This leads to poor service delivery. Literature also reveals that reasons such as poor communication, a lack of information, the power struggle in politics, and a lack of management capacity, cause poor community participation IDP.

IDP is crucial in changing people's lives and dealing with non-money poverty. Non-money poverty concerns basic services by the municipality, such as clean in-pipe running water, electricity, and sanitation services, vital for human living. Literature

reveals that poor service delivery and elevated levels of non-money poverty are caused by factors, such as paralysed political-administrative edge, corruption and fraud, a lack of community participation, inadequate institutional capacity, poor asset management, and failure to collect revenue attributable to the municipality. Other components, such as phases of IDP formulation, the role of a council in IDP, effects of poverty in a society, strategies to overcome service delivery disparities, and poverty are discussed in this section.

The last section of this chapter observes the theories of the study, which are, the ladder of community participation, participatory theory, and collaboration theory. These theories were chosen to evaluate the interaction between the citizens and the municipality in the IDP formulation and management of Mbizana Local Municipality. These theories connect various divergences of foundation information within the study.

5.2.3 Chapter 3

Chapter 3 summarises community participation in two BRICS countries, particularly, China, and India. The South African community participation system is also emphasised to provide a distinct understanding of the systems employed in these countries. These two countries were chosen because South Africa collaborates with them on BRICS; they are performing well on their development and their economies; therefore, it is important for South Africa to also study their local community participation systems. It is concluded that municipal operations influence the development of the whole nation.

According to the literature reviewed in this chapter, China and India implement systems slightly different from the ones that South Africa is using, the council system. China uses a tokenism model to interact with its citizens in local government affair; this means the citizens of that country are more consulted and involved in municipal projects, even though the final decision is still vested to the municipal officials. This kind of community participation is advantageous in service delivery attributable to its openness in decision-making, therefore, citizens are often consulted. Reasons, such as the failure in urgent decisions attributable to consultations, and failure to respect youth ideas in decision-making, cause this system to be inefficient for the community participation in local government affairs.

India uses a different system from China. It adopted CBOs as their main device to interact with citizens in local government affairs. This system encourages citizens to form groups within the society, including village community committees, cooperative societies, self-help groups, and water users' associations. The main aim of these CBOs is to combat poverty within the society. They are empowered by administrative powers, such as institutional framework, financial health factors, legal entity, and community participation. This kind of community participation in local government affairs is advantageous because the citizens are involved at all stages of service delivery (planning, implementation, monitoring, and evaluation), increasing transparency and openness in service delivery. Impediments, such as the lack of value orientation and trustworthiness, a lack of maintenance of proper communication to all members involved in a CBO, are causing this system to be inefficient in service delivery.

5.2.4 Chapter 4

This chapter observes analyses and interpretation of findings. These findings were collected from the study participants identified in Chapter 1. This aimed to achieve the main aim and objectives of the study. The data collected from participants is analysed according to the directed questions, separated into two main sections for community citizens and for municipal officials. The validation and reliability of the data collected were ensured through expert review, where experts were invited to a seminar to review, the data received from the study participants. These experts were requested to review the information or data collected. They were divided into two groups, indicating, the key informants for the communities and for the municipality. They reviewed data separately to avoid any biases in the data collected. This phase was time-consuming, because, various people were interviewed and consulted.

5.3 Findings and recommendations

The following themes were established from the study findings. They were identified by the researcher, after scrutinises the data collected to identify the common themes. Nvivo software was also employed in assisting to identify these themes.

5.3.1 Theme 1: Communication and community engagement

The study findings reveal that proper communication between the community members and the municipal officials lacks at Mbizana Local Municipality. Most citizens are discouraged about the way the municipality is managed, attributed to poor service delivery. According to the citizens, municipal officials promise them services and fail to deliver these services and they do not update them. This harmful action by the municipality has now reduced community participation in IDP formulation meetings, therefore, citizens have lost hope in their municipality. Community citizens believe that this insignificant communication lacks because of errors within the municipality, by the officials, more especially concerning IDP management, leading to the failure of an IDP start-point (goal).

The study recommends the establishment of an independent community offices or bodies for community participation within South African local municipalities. These will enforce members of the council (councillors) to account for their communities about what is happening in the municipality, therefore, they are the liaison persons. The body must also perform oversight duties over the municipal councils. There should be a clear time frames to be used by this body.

This body must also have a clear framework to enforce the councillors to effectively consult with communities during IDP formulations, in line with the requirements of the South African Constitution, MSA, and WPLG. This body could comprise members from the provincial government, local political parties, and various communities. They must be appointed, considering merits and be selected equitable (no majority rule must apply), to improve the competitiveness of the body. This will help to improve the transparency and accountability within South African municipalities and provide impetus in service delivery.

5.3.2 Theme 2: Awareness

Study findings also reveal that proper IDP formulation is failing at Mbizana Local Municipality due to the lack of awareness between the community and the municipal officials. Citizens are the most affected because most lack an understanding of local government. They sense they are taken advantage of by the municipal officials. Their arguments are not strong; hence, they are not linked to any legislation or policy, they speak in general. They are unaware of the application processes to be followed when adopting an IDP and how important it is to their lives.

The study recommends the strengthening of awareness about local government for both municipal officials, particularly, the councillors and the community. This will assist in advancing their roles and skills in IDP formulation and management. The study proposes that this action must be taken by unemployed graduates with local government-related qualifications for local government management at the tertiary level. This awareness must be implemented through community visits, workshops, short classes, and online learning. The National School of Government (NSG) must facilitate this action. It aligns with its mandate, which is to promote good public sector capacity, through the promotion of education among government participants to ensure that state objectives are achieved.

5.3.3 Theme 3: Municipal council

The study findings reveal the municipal council's deficient performance in this municipality. This is attributable to inadequate education among members of the council, which cause poor decision-making and low productivity of the municipality. Study findings also reveal that political conflicts by the members of a council in the political spectrum adversely affect service delivery at Mbizana Local Municipality.

The study recommends the review of an appointment of council members to all South African municipalities, because of low productivity. Currently, in South Africa, there is no legislation demanding members of a council to have certain qualifications to be appointed; they are appointed by the political parties over political dynamics. The study proposes the political parties appoint councillors based on qualifications and merits, not only by party patronage.

5.3.4 Theme 4: Corruption

The study findings reveal that corruption is the main challenge of Mbizana Local Municipality to underperform. According to the study findings, municipal officials make corrupt decisions to benefit themselves. Corrupt decision-making occurs by awarding unlawful tenders, hiding information from the public, lack of openness in budget processes, nepotism and cadre deployment. No matter what kind of corruption in the municipality, it harms the lives of the citizens because their rights are affected.

The study recommends the review of employment policies, supply chain and procurement policies. These systems must be managed by external or central institutions, independent from the manipulation of municipalities. For example, South African national departments employ one data-based system, termed Logis, to facilitate its supply chain and procurement businesses (tenders). This system is managed by the National Treasury as a central driver of the system. All people who want to do business with national departments (tenders) must register with National Treasury and on the Logis system. This system reduces wrong actions in the tendering process, such as the award of tenders to unqualified companies or businesses, and the award of tenders to the same persons or businesses. The study proposes such a system to be introduced on local government. The study also recommends a strong oversight committee over South African municipalities by mandating institutions.

5.3.5 Theme 5: Funds

Study findings disclose that the municipality has a concern of limited funds to take care of all people in the jurisdiction, by providing them with municipal services. This is because the municipality does not have a revenue-raising capacity; the municipality depends on equitable shares from the national government.

The study recommends the establishment of a master plan action or actions for all South African local municipalities on how they can improve or raise their revenue capacity. This master plan may focus on various investments within local municipalities, such as establishing Spatial Economic Zones (SEZs), constructions of Municipal-Owned States (MOEs), improvement of youth skills such as carpentry. These investments may influence differently but positively on revenue capacity for

local municipalities in the future. For example, MOEs could be owned by the municipalities and the tax collected or generated from them could be used to enhance service delivery. SEZs could bring more investors in the jurisdiction and enhance the LED for the municipalities, assisting in infrastructural development such as the construction of roads.

5.4 Research main question

The primary question for this research was 'what actions can be performed in Mbizana Local Municipality to boost the community participation in IDP to enhance service delivery and to reduce service delivery disparities encountered'. This question served as a backbone of the study. After data collection and analyses, the study concludes that there should be many reviews for South African municipalities to rejuvenate the community participation in IDP processes and to enhance service delivery as well. These includes the establishment of community participation bodies or community offices which will enforce members of the council to procedurally consult and account to the communities where there is a need, to ensure that better communication between the municipalities and communities is maintained. The study also recommends that there should be an improvement of education for the people involved in municipal management, including the councillors and the administration team. However, this improvement should not be limited to the community members as well, to improve their understanding about municipal operations.

5.5 Interaction of findings with the theories of the study

Studies are expected to be explained by theories. These theories provide philosophical foundation information about the topic or the study. In this study there are three theories adopted, detailing the interaction between community participation and the IDP. Chapter 2 elaborates on these theories under Section 2.13. These are the ladder of community participation, the participatory theory, and the collective theory. This section interacts the study findings with these theories.

5.5.1 Ladder of community participation

The ladder of community participation is the theory produced by Arnstein in 1967, which observes eight components that must occur between the community and the municipality. These components include manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizens' control. This theory fitted in this study because the researcher wanted to critically scrutinise the application of these components between the communities of Mbizana and the municipality of Mbizana. This study focused on six of these components, indicating informing, consulting, placation, partnership, the delegation of power, and citizen control.

According to the study findings, these stages are inadequately applied or followed at Mbizana Local Municipality. Citizens are complaining that the municipality is unfairly and partially consult them where necessary. The community is uninformed. They are excluded from municipal partnerships, such as the relationship with the private sector. Study findings further prove that the community lacks delegated powers or citizen control over the municipal projects or deals.

5.5.2 Participatory democracy theory

MacPherson and Pateman in the 1960s to 1970s developed this theory. They believed there should be maximum participation of citizens in local government affairs. Participation must ensure an improvement in the well-being of all households in the jurisdiction. This theory was adopted in this study to measure or evaluate the extent to which the ruling party of Mbizana Local Municipality (ANC) take initiatives to change the lives of its citizens.

According to the study findings, the community participation in local government affairs at Mbizana Local Municipality lacks; citizens are not directly empowered by the municipality, and their concerns are not effectively responded to, therefore, they are discouraged. This is disadvantageous for the municipality, especially for the citizens, resulting in challenges, such as corruption, lack of proper communication, partial distribution of resources, cadre deployment, and nepotism, destroying service delivery.

5.5.3 Collaboration theory

This theory focuses on the relationship of two or more objects, particularly the government and the citizens. This relationship must be established to achieve a certain objective or a project. In this theory, the government is regarded as an entity responsible for providing services to the constituents, while constituents are much concerned about their development. This theory is advantageous in service delivery, motivating open operations resulting in productivity since citizens are involved in all project stages. This study adopted this theory because Mbizana Local Municipality must provide services to its communities as mandated by Section 152 of the South African Constitution. This theory also covers the municipality's interaction with other organisations (private institutions and NGOs) to improve service delivery in Mbizana.

The study findings reveal that community citizens are not explicitly involved in project stages or municipal operations; they are represented by their ward councillors in most of the cases with no openness to the extent to which the municipality collaborates with the private sector and NGOs. Citizens are discontented about this action; therefore, they believe that it results in deplorable behaviour within the municipality, such as corruption. Study findings also prove that the ruling party of the municipality does not collaborate with other opposing parties to develop the citizens because their ideas are not considered.

5.6 Lesson from the BRICS countries (China and India)

The central aim of Chapter 3 (an overview of the global perspective) is to identify a lesson which South African municipalities could learn from BRICS municipalities or the contrariwise, particularly concerning community participation in local government. This is important because South Africa is united with these countries (China and India) on development agreements that affect state development. Some of these development agreements concern municipal operations; therefore, it is important to study their community participation systems in their local governments in changing the lives of the people. Ensuring the data analyses of the study, South African municipalities could learn the following lessons BRICS (China and India) countries:

The government structure of China is more based on its successive population; however, their system of community participation in local government affairs is more consulting and informing the constituents since it is tokenism in nature. Therefore, South Africa could learn from this Chinese system by empowering local constituents' voices in local government affairs directly to boost its council system that is currently used. Adopting the tokenism model might solve most of the challenges identified in 3.5.2 because constituents will be greatly consulted and informed about the implemented projects. Community participation in India is through CBOs, therefore, South Africa could learn the following aspects from Indian system:

- CBOs are best for India because citizens are more empowered in local government, therefore, they are involved in all project stages.
- The recognition of ministerial involvements in law-making (bylaws) and the central government intervention in local municipalities of India increases accountability and transparency in the operations of municipalities reducing levels of corruption and maladministration in the service delivery.
- Indian policies promote community oversights by external bodies overseeing the municipalities, which is not happening in South Africa.

These two Asian countries (China and India) are chosen as the main references for this study because they are performing well in their economic activities. Their development is better than South Africa's, therefore, South Africa could learn from them to enhance its development; they are all BRICS members, collaborating on the same SDGs as South Africa.

5.7 Limitation of the study

This study was limited to:

- The citizens of Mbizana Local Municipality, particularly Ward 1, 24, and 28, and the municipal officials of Mbizana Local Municipality.
- The observations and ideas of the targeted population; both community citizens and municipal officials.

5.8 Significance of the study

South Africans live in a democratic society where the right of individuals should be respected; everyone in society needs to be treated with respect. The absence of proper municipal services to the societies, therefore, infringes the rights of individuals, such as the right to human dignity, as enshrined in Section 38 Chapter 2 of the Constitution of Republic of South Africa. Local citizens tend to live in harsh conditions such as drinking water with stock, living in old and dilapidated houses etc when services not delivered.

This study aimed to create an environment where the levels of community participation in the formulation of IDPs are high at Mbizana Local Municipality. Citizens will live under better conditions where the rights of individuals are respected; poverty alleviation attributable to the impetus of service delivery provided by the municipality. The municipality will also progress concerning service delivery in the jurisdiction for current and future reasons.

5.9 Recommended further studies

After attempting this study, observations indicate that divergences need further research, relevant or enhancing this study. Researchers can observe the improvement of the efficiency of South African municipalities. This study, therefore, recommends the following:

- Investigate the importance community participation independent bodies in local government
- Investigate new methods to raise revenue for local municipalities in South Africa
- Assess the relevance of a council system in South Africa and its implication on service delivery.

5.10 Conclusion

This chapter summarises the previous chapters, outlining the findings and recommendations of the study. This aimed to assess the community participation in IDP to enhance service delivery at Mbizana Local Municipality. The study was undertaken to elevate levels of poor service delivery in Mbizana Local Municipality,

leading to service delivery disparities, and a rise in poverty levels. The affected citizens of this municipality live under unfavourable environments attributable to a lack of municipal services.

The study findings reveal that the constituents of Mbizana Local Municipality have lost hope with their municipality because of low response to their demands. The study findings also reveal that Mbizana Local Municipality could improve its service delivery through recommendations provided by the study, on how to overcome the existing concerns of poor service delivery in Mbizana Local Municipality. It is the study's observation that this municipality could prosper on its service delivery mandate if citizens can be informed and be aware of all the anticipated municipal projects, increasing checks and balances. Municipal officials must also ensure that they respect and apply all the principles of good governance, such as accountability, and transparency. The municipality also needs to ensure that the community participation in IDP formulations is fostered, hence, the IDPs remain the determination of the municipal operations.

The recommendations in this study can be adopted by Mbizana Local Municipality, and also by other South African municipalities because they serve the same objectives outlined in Section 152 of the South African Constitution. It is observed that this study is the first of its kind undertaken at Mbizana Local Municipality, assessing the interaction between community participation and IDP to solve challenges. These challenges include poor service delivery—causing disparities, and poverty, encountered by the communities of this municipality.

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Appendices

Appendix A: Interview invitation letter

UNIVERSITY OF ZULULAND



Researcher: Mr M. Matyana

Supervisor: Prof. R. Mthethwa

Research Dean/Officer: Prof. Irrshad Kaseeram

INFORMED CONSENT

Dear Sir/Madam

You are kindly requested to complete the interview schedule for academic purposes, as I am doing my master's in public administration. I am undertaking a study titled, "Community participation in Integrated Development Plan to enhance service delivery at Mbizana Local Municipality". You will not be required to give your name or your contact details, therefore your response will remain anonymous. This study does not intend to cause any harm now or in the future, your privacy and confidentiality will remain. You may refuse or withdraw to participate in the project at any time you want.

Your participation in this study will be of great importance.

Appendix B: Interview questions

Interview questions for the community members

Objective 1

- I. Do you understand the Integrated Development Plan and the applicable processes for its formulation?
- II. Do you participate in Integrated Development Plan formulations?
- III. Do you encounter any challenges concerning participating in the IDP formulations of the municipality? Please elaborate.

Objective2

- I. Are you being affected by poverty levels (non-money, poverty) in Mbizana Local Municipality in your ward?
- II. To what extent do you as community member ensure poverty alleviation in Mbizana Local Municipality?
- III. Do you understand that, to what extent do Mbizana Local Municipality engage other stakeholders such as NGOs, and the private sector to mitigate poverty at Mbizana?

Objective 3

- I. What do you think contributes to service delivery disparities in Mbizana Local Municipality? Please elaborate.
- II. Which municipal services would you wish the municipality to provide in your ward? (Please elaborate why these services?)
- III. As the community members how are you being engaged in the budgetary processes of the municipality? Do you support the system they are currently using?

Objective 4

- I. What can you suggest, to improve service delivery at Mbizana Local Municipality?

Interview questions for the municipal officials

Objective 1

- I. Is community participation in IDP formulations effective at Mbizana Local Municipality?
- II. How do you engage citizens in IDP formulation?
- III. Do you encounter any challenges in engaging the community members on IDP, formulation? Please elaborate.

Objective 2

- I. As the municipality, to what extent are you ensuring the poverty reduction in Mbizana Local Municipality, now and further?
- II. To what extent does the municipality collaborate with other stakeholders such as NGOs, private institutions to combat poverty and service delivery disparities at Mbizana? (Please elaborate).

Objective 3

- I. What do you think contributes to service delivery disparities in Mbizana Local Municipality? (Revenue collection, administration, etc.)
- II. Which system are you using in the municipality to engage citizens in the budget processes of the municipality? Is this system still efficient?

Objective 4

- I. What can you suggest, to improve service delivery at Mbizana Local Municipality?

Imibuzo yabahlali

Undoqo wokuqala

- I. Uyawuqonda ukuba yintoni umgwaqo siseko woziso nkonzu kubantu?
- II. Uyayithatha ingxagxeba xakwenziwa umgwaqo siseko woziso nkonzu kubantu?
- III. Zikhona ingxaki oye ubhekane nazo ekubeni uthathe ingxagxeba kumgwaqo siseko woziso nkonzu kubantu? (ndicela uchaze).

Undoqo wesibini

- I. Nichaphazeleka njani kukuhlupheka okuse Mbizana ningabahlali becandelo lakho?
- II. Nje ngabahlali, nenza ziphi inzame ekulwisaneni nokuhlupheka okuse Mbizana?
- III. Uyayiqonda indlela umasipala asebenzisana ngayo namanye amagosa asekuhlaleni njengawakucala kunye nazimele angabheke nzuzo ekulwisaneni nokuhlupheka e Mbizana?

Undoqo wesithathu

- I. Ucinga ukuba yintoni edala ukusilela kuziso nkonzu e Mbizana? (ndicela uchaze).
- II. Ngeziphi inkonzo ongathanda zisiswe kwicandelo lakho lokuhlala? (chaza kutheni ubalula ezi uzibalulayo).
- III. Niyafakwa kwisabelo zimali zamasipala ekubeni nidlale ingxangeba? (uyayiseka indlela abanifaka ngayo kwezizabelo mali).

Undoqo wesine

- I. Yintoni ongayicebisa ukuba mayenziwe kumasipala wase Mbizana ekulwisaneni nokusilela kokuziswa kwenkonzo kubantu?

Imibuzo yamagosa kamasipala

Undoqo wokuqala

- I. Ucinga ukuba abahlali base Mbizana bathatha ingxagxeba ngokufanelekileyo kumgwaqo siseko woziso nkonzo kubantu?
- II. Niba bongoza njani abahlali base Mbizana ekubeni bathathe ingxagxeba kumgwaqo siseko woziso nkonzo kubantu?
- III. Ngezphi ingxaki eniye nihlangabezane nazo xa nibongoza abahlali base Mbizana ekubeni bathathe ingxagxeba kumgwaqo siseko woziso nkonzo kubantu (ndicela uchaze).

Undoqo wesibini

- I. Njengomasipala ngezphi inzame enizithathayo ukulwa nokuhlupheka okuse Mbizana, veshe?
- II. Niyancedisana namanye amagozasa asekuhlaleni njengazimeleyo angabheke nzuzo kunye nawakucala ekubeni kuliwe ukuhlupheka nokusilela kokuziswa kwenkonzo kubantu okuse Mbizana?

Undoqo wesithathu

- I. Ucinga ukuba intoni edala ukuba e Mbizana kubekhona ukusilela kokuziswa kwenkonzo kubantu?
- II. Nisebenzisa yiphi indlela ekubeni niqinisekise ukuba abahlali bathatha ingxagxeba kumacandelo emali kamasipala? Ucinga ukuba isebenza kahle leyondlela?

Undoqo wesine

- I. Yintoni ongayicebisa ukuba mayenziwe kumasipala wase Mbizana ekukhuphuleni izinga lokuziswa kwenkonzo kubantu?