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The Impact of Civic Participation on the Implementation of Integrated Development Plans, Service Delivery and the Mechanisms That Enhance Participation and the Causes of Apathy

Sekatle Kananelo Judith; Nethavhani Andani

Department of Public Administration, University of Limpopo, South Africa

E-mail: kananelo.sekatle@ul.ac.za; andani.nethavhani@ul.ac.za

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Abstract

The local sphere of government forms part of the South African public sector which is the closest to citizens and is therefore indispensable in its role of providing essential goods, and services and developing the local areas. Integrated development planning (IDP) is a key instrument which municipalities can adopt to provide vision, leadership, and direction for all those who have a role to play in the development of a municipal area. The South African government introduced IDP as a five-year plan that was meant to alleviate service delivery ineffectiveness and inefficiencies within municipalities. For the IDP to be a success, it is vital for citizens to fully participate in the process of planning. In a democratic regime, civic participation is a priority in local government affairs; this is because municipalities are given the responsibility to ensure the well-being of communities within their jurisdiction. This paper seeks to investigate the impact of civic participation on the implementation of the IDP and service delivery. Civic participation is vital for the smooth operation of a democratic local government, in other words, civic participation functions as a catalyst to the local government, meaning it helps to speed up the democratic process. It is therefore important to discuss mechanisms that can be utilised to enhance civic participation as well as the causes of civic apathy in local government affairs.

Keywords: Integrated Development Plan; Service Delivery; Participation; Apathy; Municipality

Introduction

The South African Municipal Systems Act of 2003 and the 1996 Constitution encourage communities to actively participate in municipal planning processes and affairs. Integrated Development Plans (IDPs) are intended to oversee the municipality's operation from the provision of basic services to infrastructural development. This plan is supposed to be a blueprint of how the municipality and its people's future will look (Cooperative Governance and Traditional Affairs, 2022). It is therefore crucial

for communities to be engaged in Integrated Development Planning (IDP) as a way of ensuring that the municipality in considerate of their needs and expectations (Mamokhere & Meyer, 2023:3). This is because the local government is expected to deliver quality and sustainable services that are necessary for communities to maintain and improve their welfare (Mkhatshwa-Ngwenya & Khumalo, 2020:268).

With the IDP being the main planning and budgeting vehicle for municipalities (The Practice Group, 2018), enhancing participation in local government is important for service delivery, studies indicate that South African municipalities have struggled with service delivery for years with an increasingly complex and diverse set of public demands, resulting in municipal protests across the country as well as apathetic citizens (Enaifoghe, 2022:105).

The Role of Civic Participation on the Implementation of the IDP and Service Delivery

Civic participation is an important element of the South African government's policy on IDP. The local government is the main role-player in the South African development process; this development process was intended to bring about non-racial and viable municipalities that allow the local government to fulfil its developmental role and mandate. IDP's are also fashioned to guide activities of any agency from other spheres of government. Over the past two decades, the local government policy in South Africa has advocated for a better degree of local democracy and better degree of civic participation (Siphuma, 2009:2). Majority of governments ought to employ civic participation to democratize their institutions and to give a voice and empower those at the grassroots level. Civic participation reinforces government structures and also increases their accountability. When civic participation is implemented correctly, it results in positive spin-offs regarding service delivery (Siphuma, 2009:19).

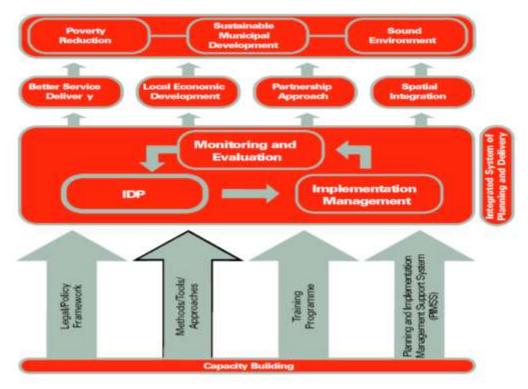


Figure 1: Integrated Development Planning System Source: Africa and Yusuf (nd:1).



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IPD's can be seen as supporting two different kinds of decentralisation:

- Political decentralisation, through granting the local government autonomy, is strengthened, and its mandate is also expanded, and the availability of funds to carry out its responsibilities.
- Administrative decentralisation, the local government through the IDP process has the ability to shape or influence the decisions of provincial and national offices.

Integrated development plans (IDPs) are central to the elevation of "developmental local government" and also enhance "cooperative governance", furthermore, IDPs formulate a direction for municipalities through the process of bringing together local and stakeholder participation, it is through the IDP that development priorities, problems and solutions are discussed (Todes, 2007:20). The planning of the IDP process includes the following (Todes, 2007:20):

- Analysis of the current situation;
- Developing future visions;
- Formulating development strategies to tackle the vision;
- Formulating programmes of action and projects;
- Methods for monitoring and review;
- Structured participation at each stage of the IDP process.

The main aim of IDP is to localize the decision-making process to a greater degree (Todes, 2007:5). Civic participation in the IDP process contributes to numerous benefits for municipalities and community members. Civic participation functions as a catalyst that enhances and accelerates service delivery, moreover, it results in a more responsive and accountable government (Andani, 2017:2). The benefits of civic participation in IDP are as follows:

Improved Service Delivery

According to (Association for Public Service Excellence, 2013), civic participation is regarded as a process that enhances service delivery. Although civic participation of citizens in municipalities is outlined in numerous South African pieces of legislation, it is evident that there is a dysfunctional civic participation system that fuels protests within South African municipalities (Masiya, Davids & Mazenda, 2019:28). The IDP was introduced or adopted as a means for municipalities to collaborate with citizens to improve and speed up service delivery. Services that are to be provided by the municipality are included in the IDP for a particular timeframe. It is impossible for improved service delivery to be achieved if the community members are not involved in the IDP process (Ndevu, 2011: 2048). According to Burkey (2009:23) contents that civic participation should not be restricted to comments only, but should include giving the poor the following:

- Greater control over their own life situations;
- Access to resources for the beneficiary's development resources;
- Exercising influence in the decisions affecting these resources; and
- The opportunity to positively influence the course of events.

Successful implementation of the IDP has a high degree of helping the municipality to achieve its service delivery mandate, furthermore, civic participation is vital for citizens' growth, which includes the development of "self-confidence, pride, initiative, responsibility and co-operation" (Siphuma, 2009:24). The South African government adopted a more people-centred approach as a way of curbing development inadequacies and injustices that were created by apartheid (Mashamaite & Madzivhandila, 2014:228). Meyer and Theron (2000:5) state that the development should be viewed as a building block that consists of processes outlined in the diagram below.

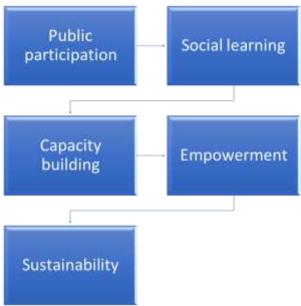


Figure 2: Building blocks of development Source: Meyer and Theron (2000:5)

Improved Accountability

According to Masiya, Davids and Mazenda (2019:29), the direct involvement of citizens regarding matters that affect service delivery assures accountability, credibility, and a responsive government. Direct involvement also leads to a two-way communication between the municipality and the citizens; as a result, it improves service delivery. Civic participation of citizens in the IDP leads to the betterment of the decision-making process, moreover, participation of citizens helps to lower the levels of corruption within municipalities since the community members will be working with the municipality in adopting the IDP, therefore, should the municipality fail to deliver, community members have the ability to hold the municipality accountable for its failures. In instances where the municipality is transparent in the implementation of the IDP, a good relationship is created, and citizens get to trust their representatives. Civic participation is a vital factor in the IDP process because it allows citizens to exchange and aggregate their views, in a nutshell, civic participation deepens democracy.

Empowered Community

Civic participation implies that individuals should be granted an opportunity to influence municipal decisions. Civic participation empowers the community and increases public awareness; it also results in the successful implementation of IDP as it creates a sense of belonging (Molaba, 2016:38). Engaging citizens in matters that affect them is one way of empowering them by offering them a chance to negotiate their needs; this improves their skills and knowledge. IDP promotes interaction between the citizens and the municipality.

Values and Principles of Civic Participation

According to Chapter 1 Section 1 of the Constitution of South Africa, 1996, a democratic and a sovereign state are grounded on the following values and principles respectively:

- Human dignity, the achievement of equality and the advancement of human rights and freedom;
- Non-racialism and non-sexism;
- Supremacy of the Constitution and the rule of law, and

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• Universal adult suffrage, a national common voter's roll, regular elections and a multi-party system of democratic government, accountability, responsiveness, and openness.

Municipal Structures Act (Act No. 117 of 1998)

In support of constitutional provision for transparent and accountable government, Section 19(1) (2) of the Municipal Structures Act requires the municipal council to develop community consultation mechanisms and to do an annual review of community involvement in the decision-making process and ensure that the community's views are considered during the decision-making process.

Municipal Systems Act (Act No. 32 of 2000)

According to the provisions of Section 160 of the Constitution, Chapter 4 of the Municipal Systems Act provides a framework for the development of community participation in a municipality by developing a culture of participatory governance, and capacity building of the community so that they are involved in the affairs of the municipality and promoting participation with the resources available. Section 16 encourages community participation in the preparation, implementation, and review of the IDP and budget; development, implementation, and review of the Performance Management System in a municipality, monitoring and reviewing of the municipal council's performance and strategic decisions relating to the provision of services.

Principles of Civic Participation

- Promotes active and representative participation towards enabling all community members to meaningfully influence the decisions that affect their lives;
- Engages community members in learning and understanding community issues, and economic, social, environmental, political, and psychological affairs;
- Incorporates diverse interests and cultures of the community in the development process, and disengages from support of any effort that is likely to adversely affect the disadvantaged;
- Actively enhances the leadership capacity of community members, leaders, and groups within the community; and
- Utilizes the community's diversity to deepen shared understanding and produce outcomes of long-term benefit to the whole community.
 - Objectives of Civic Participation

According to Mckenzie and Mostafa (2017), the objectives of civic participation are as follows:

- To promote the inclusion of diverse groups;
- To promote good governance;
- To promote a setting where citizens are involved in participatory planning and budgeting;
- To clearly outline civic participation processes and procedures within the context of IDP;
- To offer ways of dissemination of knowledge and information to citizens in order to allow them take part in making decision on issues affecting their welfare;
- To offer means of getting information from the citizens regarding service delivery so that improvements can be made where necessary;
- To offer monitoring for the implementation of the IDP.

Engaging Stages of Civic Participation for Successful Implementation of IDP

Standards or stages of civic participation are set as guidelines for meaningful citizen inclusion in the decision-making process. In terms of Chapter 7 of the Constitution of South Africa, 1996 it is

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stipulated that for civic participation to be inclusive, informative, and educative and should grant all citizens a fair opportunity to influence decisions affecting their livelihood. In addition, providing feedback, monitoring, and evaluating is vital for the purpose of assessing the outcomes of citizens participation. Informing, consulting, involving, and providing feedback are recognized as the stages of civic participation that increase the chances of successful implementation of the IDP. With the citizens being well informed, educated and included, effective civic participation is ensured democratization of the local government as well.

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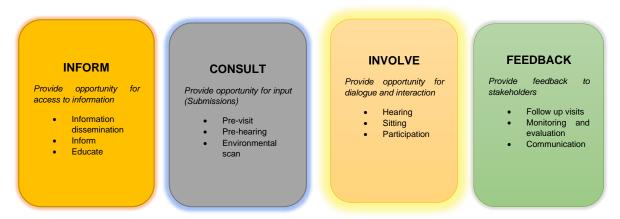


Figure 3: Stages of civic participation Source: Parliament (2019:10)

Inform

This stage advocates for access to information which is a pre-requisite for effective civic participation. The municipal officials cannot undertake public consultation, involvement, and feedback without informing and educating the citizens about the IDP. The main components of the inform stage include sharing information with citizens in order to get them to participate in the IDP process and help tackle the ongoing issues of service delivery, and dissemination of information results in empowered citizens (Parliament, 2019:11). The informing of citizens stage can take place through municipal officials visiting communities regularly to educate citizens regarding the operation of the IDP process, by holding workshops, public hearings and providing educational material.

Consult

Consultation grants citizens an opportunity to make an input on decisions that are to be made, consulting with well-informed citizens increases the effectiveness of the IDP, this is because it is easier for them to understand and address the issues. When citizens have clarity, the IDP process will be implemented smoothly without any hiccups due to a lack of understanding (Parliament, 2019:12). Consultation is more about presenting information to the citizens so as to get their views and understanding. Similar to the inform stage, consultation can also take place through public meetings, focus groups and workshops.

Involve

This stage advocates for dialogue and interaction between municipal officials and the citizens. Involvement of the citizens takes place after they have been informed and consulted with regarding the issues the IPD intends to address. Effective involvement of citizens creates a two-way communication which promotes consideration or aggregation of the citizen's needs, interests, concerns, and inputs



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(Parliament, 2019:12). The components of the involvement stage include citizens coming together to jointly identify issues that need to be prioritized.

Feedback

This is the stage where municipal officials report back to the citizens. It is through the provision of feedback that citizens are able to monitor and assess the progress of the municipality on attending to their needs. Provision of constant feedback leads to a more transparent and responsive municipality. The feedback stage can take place in a form of follow up visits, information dissemination and monitoring and evaluation reports (Parliament, 2019:13).

Stakeholder Relations in Enhancing IDP

Stakeholder engagement is the process utilized to engage relevant stakeholders in order to attain a clear purpose to achieve agreed outcomes (Youmatter, 2019). A well-developed stakeholder relation is vital for a successful implementation of IDP. It is through the engagement of stakeholders that they are able to understand what they want, when they want it and how they want it (Youmatter, 2019). Moreover, stakeholder engagement is perceived as an accountability mechanism due to the fact that it obliges the municipality to include the stakeholders in identifying, understanding, and responding sustainably to the issues and concerns, and to report, explain and answer to the stakeholders for decisions (Blomquist, 2020).

Stakeholder engagement helps to meet tactical and strategic needs of stakeholders ranging from gathering information and identifying factors that affect the livelihood of the stakeholders, to improving transparency and building trust (Blomquist, 2020). Building positive stakeholder relations encourages stakeholders to be interested in the IDP; they also feel the municipality is inclusive. This results in better reputation of the municipality, lowers the chances of the IDP to fail, moreover, with the implementation of the IDP being successful, the cases of protests within municipalities will decrease (Digital School of Marketing, 2020).

Engaging stakeholders respectfully, consistently, and transparently influences how stakeholders perceive the IDP and the municipality, positive perceptions helps to build the municipalities reputation (Blomquist, 2020). Digital School of Marketing (2020) argues that operative management of relationships with stakeholders is vital for resolving existent service delivery issue within municipalities, the main aim of stakeholder relations is to shape the stakeholder's behaviours and decisions towards the IDP. It is important for stakeholders to benefit from their relationship with the municipality, or else they will be apathetic. The benefits of stakeholder engagement are as follows (Crowe, 2017):

- It affords the affected parties an opportunity to raise their opinions;
- It ensures that there is shared clarity and vision amongst the stakeholder;
- It enables the identification of main stakeholders and creates a well-established relationship;
- It brings people together to share their knowledge, experiences, and expertise in order to come up with solutions;
- It aids build cooperative partnerships and new relationships that create value;
- It can recognize approaches to increase competitive advantage;
- It helps to reduce risks within the municipality and improves governance.

Principles of Stakeholder Relations

Stakeholder engagement is based on the notion that those who are affected by and can influence the outcomes of the IDP ought to be granted an opportunity to comment on the decisions that affect them (Jeffery, 2009:8). Municipalities are able to mitigate risk through the employment of stakeholder relations and also to identify new opportunities to enhance service delivery.



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The process flow of Stakeholder Engagement

Stage 1: Plan

Association for Project Management (2014) proposes that planning is an integral part of any process, planning before engaging the stakeholders in the IDP process can lead to significant benefits. The process of planning helps in the identification of the main objectives of the IDP as well as matters that need to be addressed urgently (Jeffery, 2009:9).

Stage 2: Understand

It is important for the municipality to understand its stakeholders and the urgency the stakeholders feel for their needs (Jeffery, 2009:9). The Association for Project Management (2014) state that the municipal officials responsible for the IDP process have to understand and accept that stakeholders (humans) cannot behave rationally, reasonably, and predictably at times, therefore, it is crucial for the municipality to be considerate of the stakeholders' concerns, and also try to figure out factors influencing the stakeholders' behaviour. If the municipality has a clear understanding of the stakeholders, it is simple to maintain a good relationship.

Stage 3: Internal Preparation and Alignment

The municipality ought to prepare internally before it can engage stakeholders in the operation of the IDP, internal preparation offers the municipality an opportunity to decide on how resources will be distributed evenly in order to improve service delivery within the municipality and create a win-win situation for all stakeholders (Jeffery, 2009:9).

Stage 4: Build Trust

Stakeholders are not always willing to trust the municipality (Jeffery, 2009:9), due to issues such as corruption, it is therefore important for municipalities to build good relationships with stakeholders because in results in trust. When their stakeholders trust the municipality, it becomes easier for them to participate in the IDP, and their participation increases problem solving, decision-making and reduces uncertainty of the stakeholders towards the municipality (Association for Project Management, 2014). In addition, stakeholder engagement mitigates conflicts, Misalignment, dissatisfaction, disengagement, and resistance to change (Sedmak, 2021).

Stage 5: Consult

It is important for the municipality to fairly represent all stakeholders when consulting with them regarding the IDP as a means of poverty alleviation, the consultation process has to be responsive in nature by trying to directly address the expectations and interests raised by stakeholders (Jeffery, 2009:9). It must be noted that the early stages of the IDP process may not be clear to the stakeholders, for instance, the purpose, scope, approach and risks that comes along with the introduction of the IDP within the municipality, it is therefore important to consult with the stakeholders and see to it that the requirements of the IDP are agreed on by majority of stakeholders (Association for Project Management, 2014). While consulting with stakeholders, the municipality is obliged to endure that stakeholders understand the benefits of the IDP, consistent communication from the municipality to the stakeholders should be existent.

Stage 6: Respond and Implement

It is at this point that the municipality has to see to it that it acts on the issues that have been agreed upon (Jeffery, 2009:9). Stakeholder engagement is an interactive process, it is therefore important for all stakeholders to perform their roles in making the implementation of the IDP successful and to ensure that good governance promotes clarity regarding stakeholder roles and responsibilities (Association for Project Management, 2014).

Stage 7: Monitor, Evaluate and Document

This is the final stage where knowledge management is crucial for attaining information and sharing what has been learned, the monitoring and evaluation process enhances transparency within the municipality (Jeffery, 2009:9). Transparency requires the municipality willingly provide information regarding how the IDP process will be conducted and should also be willing to listen and respond to criticism (van Zyl, 2013:47).

In conclusion, it is important to report back to the stakeholders and inform them on how the IDP is progressing. Moreover, for stakeholder engagement to be a success, the municipality must have clear vision that is consequent from a strong strategic planning process (Crowe, 2017). It also has to be noted that the opinions of the stakeholders are crucial to any municipality; this is because stakeholder engagement helps to translate these opinions into municipal goals, shared opinions are vital for building a coherent vision for the future (Crowe, 2017). Stakeholder engagement is perceived as a risk management tool that should be a focal point of any sustainable development (Panda and Barik, 2014:7). The key components of stakeholder relations diagram is provided below to add to the stages of stakeholder engagement that have been discussed above.

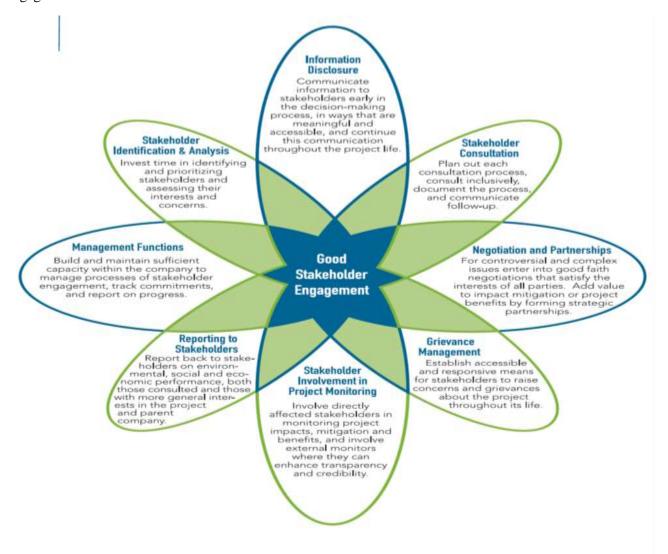


Figure 5: Key components of stakeholder engagement Source: van Zyl (2015).



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Stakeholders of the Integrated Development Planning Process

Integrated Development Planning is a complex process that calls for the inclusion of numerous stakeholders, this is because successful formulation and implementation of the IPD rests on stakeholder engagement Pauw, Woods, van der Linde, Fourie and Visser (2013) in state that IDP is an integrative and participatory process, as a result, views or opinions from different stakeholders are a necessity. Stakeholders are people or groups affected by a particular process or project, and they have the ability to influence the decisions regarding their livelihood. The main stakeholders involved in the IDP process are listed below:

- Municipality
- Community members
- Community representatives
- Ward councillors
- Ward committee members
- Traditional authorities
- Municipal officials
- Government departments.

A Proposed Integrated Value-Based Framework

Leadership and Management

In the process of stakeholder engagement enhancing the IDP, leadership and management are necessary at the municipal level, and they should be driven by the principles outlined by the Constitution and legislations pertaining to the operation of the local government. The Constitution prescribes the following values for leadership and management: honesty, integrity, trustworthiness, ethics, accountability, and responsiveness (Constitution, 1996).

The legitimacy of the municipality is compromised when the institutional leadership and management are not perceived as trustworthy custodians and also out of touch with the values and needs of the community (Ndevu & Muller, 2017:21). Leadership and management should not only be good at performing traditional hierarchical management but should also be good at creating and operating in flexibly constructed networks and confederations that are brought together by agreement rather than rules and exercise of hard power (Ndevu & Muller, 2017:22).



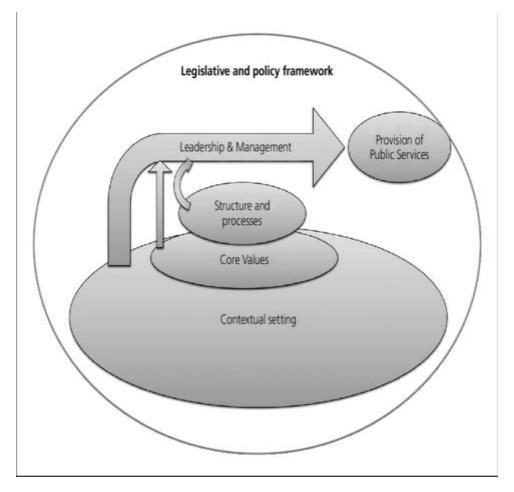


Figure 6: A value-based integrated conceptual framework for improved service delivery Source: Bao, Wang, Larsen, and Morgan (2013:452)

Conclusion and Recommendations

In conclusion, the profound impact of civic participation on the implementation of integrated development plans and service delivery cannot be overstated. Through our exploration, we have discerned that an engaged and active citizenry plays a pivotal role in shaping the success of development initiatives. The symbiotic relationship between citizens and government, when nurtured effectively, can lead to more inclusive, responsive, and sustainable development outcomes. The mechanisms that enhance civic participation have emerged as key facilitators in this process. From community engagement initiatives to the utilization of digital platforms, these mechanisms serve as bridges that connect citizens with the planning and implementation phases of development plans. Effective communication, transparency, and collaboration fostered by these mechanisms contribute to a sense of ownership among citizens, aligning their aspirations with the broader goals of integrated development.

However, it is crucial to address the causes of apathy that hinder widespread civic participation. Barriers such as lack of awareness, perceived inefficacy, or feelings of exclusion must be dismantled. Governments and civil society organizations should invest in comprehensive awareness campaigns, civic education programs, and initiatives that demystify bureaucratic processes, making them more accessible and understandable to the general public. In light of these considerations, our recommendations emphasize the need for continued efforts to strengthen the mechanisms that facilitate civic participation. Governments should prioritize the development of user-friendly platforms and channels that encourage



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citizen engagement, ensuring that diverse voices are heard and considered in the planning and implementation of development plans. Additionally, investing in education and awareness campaigns can significantly mitigate apathy, fostering a culture of active citizenship.

Ultimately, as we navigate the complexities of integrated development plans and service delivery, recognizing and prioritizing civic participation as an integral component is indispensable. By fostering an environment where citizens are empowered, informed, and motivated to participate, we pave the way for more resilient, inclusive, and successful development outcomes that truly address the needs of the people.

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