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Topic

**The role of traditional leadership in Integrated Development Planning: A
Case Study of uMhlathuze Municipality, KwaZulu-Natal Province**

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DECLARATION

I, Ntombizodwa Patience Mdluli, Student number 218076579 declare that "The role of Traditional Leadership in Integrated Development Planning: A Case Study of uMhlathuze Municipality, KwaZulu Natal Province" is my own work that has not been submitted for assessment or completion of any postgraduate qualification to another University or for another qualification.


Ntombizodwa Patience Mdluli

14 July 2022

DEDICATIONS

I would like to dedicate this study to my late uncle, Mr Vusumuzi Bongani Dladla, and to my late mother, Joyce Fihlela, may their beautiful souls continue to Rest in Peace.

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All glory and honour belongs to GOD! I wish to thank the Almighty for providing me with the strength and wisdom to finish this research project. I would like to thank my supervisor, Professor P S Reddy, for his guidance, patience, motivation, enthusiasm, and vast knowledge on this research project. His advice and constructive criticism were invaluable throughout the research and writing of this dissertation.

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ABSTRACT

Despite the existing legislative guidelines and policies on the role of traditional leadership, the literature reveals that challenges such as disputes and complaints of unfair treatment of traditional leaders still exist. Briefly, the study explored the extent to which traditional leadership plays its role in the integrated development processes in uMhlathuze Municipality in Kwa-Zulu Natal. The approach was to define, analyse and describe the role of traditional Leaders within uMhlathuze Local Municipality as they are one of the critical stakeholders in the Integrated Development Plan (IDP) process (Republic of South Africa, 2000:16). The researcher studied the role of Amakhosi in two traditional communities within the traditional areas of uMhlathuze Municipality. The areas are Kwa Somopho Traditional Authority and Kwa Mkhwanazi Traditional Authority representing, about thirty percent of the tribal communities within uMhlathuze Municipality. The research evaluates the legislative framework on traditional leaders' positions and local government, with a focus on their participation.

A descriptive and exploratory case study design also interrogated the co-op-operation between traditional leadership and the municipal council at uMhlathuze Municipality. A qualitative research methodology was employed, which enabled the researcher to acquire first-hand knowledge concerning the involvement of traditional leaders in integrated development planning processes. Different data collection methods consisting of inter alia participant observations and interviews, were held for the duration of the study. Furthermore, a non-probability sampling method was utilised to select participants using the purposive sampling technique. In addition, the study employed content analysis for data examination, which allowed an opportunity for descriptions and magnitudes of data.

Gatekeeping and politics, lack of coordination, communication and community mobilization for public consultations and participation, disputes over land ownership, the ambiguity of roles and responsibilities are some of the limitations identified as major hindrances towards traditional leaders' effective participation in the integrated development planning process at UMhlathuze Local Municipality. The study further pointed out that the government has not succeeded in empowering the institution of traditional leadership. The lack of budget, poor infrastructure resources, and minimal

skills development are some of the failures by the government in developing traditional leadership institutions.

The study concludes that traditional leadership is one critical stakeholder for effective service delivery to the Municipality. Traditional leaders have an understanding of their role in the integrated development planning process. However, due to various limitations as cited in the paragraph above, the execution of their role is limited. The study recommended that the uMhlatuze Local Municipality effectively organises and publishes all engagements concerning the integrated development planning processes meaningfully and consistently. The Department of Cooperative Governance and Traditional affairs need to intervene to ensure traditional leaders' safety over power and land disputes. Finally, skills development is a critical element that should be undertaken and rolled out by COGTA to capacitate traditional leaders in executing their roles and responsibilities effectively.

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LIST OF ABBREVIATIONS

ACRONYM	TERM
ADMIN	Administrator
CBD	Central Business District
COGTA	Corporative Government and Traditional Affairs
COU	City of uMhlathuze
COVID 19	Coronavirus Disease of 2019
CSI	Corporate Social Investment
DPLG	Department of Local Government
ETU	Education and Training Unit
FLISP	Finance Linked Individual Subsidy Programme
GDP	Growth Domestic Product
HSP	Human Settlement Plan
IAs	Implementing Agents
IDP	Integrated Development Plan
IEP	Integrated Energy Plan
IGRFA	Intergovernmental Relations Framework Act
IIP	Infrastructure Investment Plan
IWMP	Integrated Waste Management Plan
KPAs	Key Performance Areas
KZN	KwaZulu-Natal
LED	Local Economic Development
LGTA	Local Government and Traditional Affairs
LUMS	Land Use Management System
MEC	Member of Executive Committee
MFMA	Municipal Finance Management Act
MIIF	Municipal Infrastructure Investment Framework
MRF	Material Recovery Facilities
MTSF	Medium Term Strategic Framework
NDP	National Development Plan
NGOs	Non-Governmental Organisations
NPG	New Public Governance
P	Participant
PGDP	Provincial Growth Domestic Product
PGDS	Provincial Growth Development Strategy
POBs	Political Office Bearers
RBCT	Richards Bay Coal Terminal
RBM	Richards Bay Minerals
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SALGA	South African Local Government Association
SALS	South African Legislative Sector
SAPPI	South African Pulp and Paper Industry
SCM	Supply Chain Management
SDBIP	Service Delivery and Budget Implementation Plan
SDF	Spatial Development Framework
SMART	Specific, Measurable, Achievable, Realistic, and Timely
SMMEs	Small Medium and Micro Enterprises
SPLUMA	Spatial Planning and Land Use Management Act
STATSSA	Statistics South Africa

TL	Traditional Leader
TLGFA	Traditional Leadership and Government Framework Act
UN	United Nations
VIPs	Ventilated Improved Pit Latrine
WPLG	White Paper on Local Government
WSA	Water Services Authority
WSA	Water Services Act
WSDP	Water Services Development Plan
WSP	Water Service Provider

CHAPTER 1

INTRODUCTION

1.1 INTRODUCTION

According to Traditional Authorities Research Group (1999:295), South Africa, in 1993, entered into a new administration dependent on a vote-based system, fairness, fundamental rights, the advancement of national solidarity, and recreation. Following that, in 1994, when a new government administration took power in South Africa, the country embraced the traditional leadership institution in accordance with the Constitution's Human Rights provisions (Sithole and Mbele 2008:4).

Belatedly, the newly democratic government realised that for the government spheres to be productive and sustainable, key role players, such as Amakhosi, had to participate in the execution of government policies (Brinkerhoff, as cited in McNabb (2015: xvii). In response, when the Local Government: Municipal Systems Act 32 of 2000 was enacted, it made provision for the creation of participator mechanisms that included the consultation with critical stakeholders such as Amakhosi in the process of developing a municipal strategic plan , hereafter referred to as IDP. *This was ancillary to* the legislative framework which governs traditional leadership, particularly Section 4 of the Traditional Leadership and Governance Framework Act 41 of 2003 which outlines traditional authorities' functions. Promoting the participation of communities in the IDP processes, is another function, traditional leadership are entrusted with, amongst others (SALGA, 2012:2).

The study concludes that traditional and political leadership must cooperate in policymaking and its execution to improve South African lives. Amakhosi would undoubtedly proceed with their standard practice of allowing traditional communities to pursue decision-making practices. This research project examined the role of Amakhosi in integrated development processes on this basis. The study area is uMhlathuze Municipality in the KwaZulu-Natal Province. In addition, this study looked at how to improve the interface between traditional leadership and elected political leaders in shared rural governance.

The dissertation begins with a broad review of related literature regarding the history of traditional leadership. Additionally, the dissertation examines traditional leadership's role in IDP processes in uMhlathuze Municipality. The methodology employed in this study aimed to establish an improved comprehension of the research problem using qualitative research methods. Semi-structured interviews were employed wherein the researcher conducted interviews with municipal officials and traditional leaders. Selected Councillors and ward committee members were also interviewed in a focus group. The term Amakhosi is used interchangeably with traditional leadership in this study.

1.2 BACKGROUND TO THE PROBLEM FOR THE STUDY

The legislative framework on traditional leadership promotes the effective participation of Amakhosi in developing and reviewing the municipal IDPs within their area of jurisdiction (Baloyi, 2016:12). Moreover, the role of Amakhosi is adequately outlined in the legislative framework for local government, including their involvement in advancing local economic development.

According to Muriaas (2009:12), there is a debate in the academic space about the position and responsibilities of Amakhosi in municipalities. Irrespective of the legislative provision, traditional leadership's role is still reduced to providing assistance, facilitation, and recommending to a municipal council (Reddy and Shembe, 2016:42). Consequently, this translates to a statement that suggests traditional leaders have less authority than the powers given to elected councillors. Amakhosi are not eligible to vote on the affairs that concern development in their areas because legislatively, they are not afforded an executive power to vote like councillors. Reddy and Shembe (2016:42) further argue that with the number of legislative frameworks that exist and recognise the institution of Ubukhosi, the legislation, however, appears to be vague on the position and responsibilities to be assumed by Amakhosi in the municipal development processes. In the same view, Beall and Ngonyama (2009:12) submit that an understanding of Amakhosi's role in the new democratic administration remains mainly divided and critically challenged in scholarly and social circles.

Notwithstanding the government's authoritative position on the duties assigned to traditional leadership in the IDP strategy process, inconsistencies in the application of policy positions still exist in municipalities. As a result, this study looks at the role and responsibilities of traditional leadership in Integrated Development Planning (IDP) within the uMhlathuze Municipality context to offer recommendations on fundamental and vital policy tools that will define the role to be played by Amakhosi in the IDP Processes.

1.3 KEY RESEARCH OBJECTIVES AND QUESTIONS

This research is founded on the following objectives:

- Investigate to what extent the traditional authorities participate in municipal integrated development planning processes;
- Identify the challenges experienced by traditional authorities in respect of participating in the municipal integrated development planning process of the uMhlathuze Municipality;
- Explore and evaluate perceptions by key participants on the role assumed by Amakhosi in the IDP processes;
- Formulate new possible mechanisms which seek to improve the participation of traditional leaders in the IDP processes.

In respect of the study objectives, this study seeks to respond to the following questions:

- How involved is traditional leadership in the drafting and the execution processes of the IDP in uMhlathuze Municipality?
- What are the challenges being experienced by traditional leaders concerning their role in the IDP participation process of uMhlathuze Municipality?
- What are the views of other key participants about the contribution of Amakhosi in the IDP processes?
- What new mechanisms could be devised to improve traditional authorities' participation to ensure meaningful involvement in the IDP Process at uMhlathuze Municipality?

1.4 RESEARCH METHODOLOGY

The purpose of this study was to enhance the understanding of the role of Amakhosi as key stakeholders in the process of developing an Integrated Development Plan in the municipality of uMhlathuze. The research was carried out in two traditional communities that represented nearly half of the traditional areas in uMhlathuze Local Municipality. The emphasis of the entire study was on a social inquiry, which sought an understanding of the role of Amakhosi in the municipal strategic development process. The researcher adopted a qualitative research methodology as the best suited approach for this enquiry. Furthermore, the qualitative research methodology was appropriately relevant for the inquiry, as it enabled the researcher to carry a thorough examination of Amakhosi's role and how to promote collaboration between Amakhosi and the municipality. The use of qualitative methods, allowed the researcher to gain an in depth understanding of the cooperative phenomenon. The researchers' questions ensured that the questionnaire not only inactively examined the participants' behavior but also engaged with them. This guaranteed that the respondents' subjective perspectives and emotions were recorded.

In triangulation, the researcher used various sources and methods to increase the validity and reliability of the findings (Creswell and Creswell, 2018: 200). Data for this study were gathered from two distinctive sources; that is, structured interviews and document analysis. Document analysis offers valuable data on the history and the legislative framework developed to provide certainty on the position of Amakhosi in the democratic dispensation. However, the source alone was insufficient to address uncertainty about the nature of traditional leadership in practice. Therefore, the information produced from document analysis is triangulated by means of interviews with multiple stakeholders to confirm the genuineness and truthfulness of data. Among the data collection methods used were personal engagements with key role players for interview purposes, participant observation, and focus-group interviews. Purposive sample methodology was used to choose participants for the study. The research focused mainly on traditional communities within the uMhlathuze Local Municipality.

1.5 DATA COLLECTION

For this study, data was collected using four different instruments and procedures. Semi-structured interviews and focus group discussions, participant observation, and document analysis were amongst the data collection instruments used. Some data in this research was collected through the review of official municipal records, archives, public library references, mass media publications, journal papers, research studies and worldwide practices discussing traditional leadership's role in municipal development and service delivery.

Participants were recruited from practically every important division within the municipality to gain a holistic understanding of traditional leadership participation in IDP processes at the uMhlathuze local municipality. The researcher gathered individuals from various social and economic backgrounds to obtain a diversified and broad set of data. The study was conducted with 17 participants in total, structured as follows;

- Two traditional leaders from the uMhlathuze local municipality;
- Two Political Office Bearers, the Speaker and the Mayor of uMhlathuze local municipality;
- The study also consisted of five administrators, including the Municipal Manager;
- Four ward councillors and four ward committee secretaries from the wards in the traditional areas of the study.

The data was manually processed utilizing a computer application called Ms Word. The type of data collected from respondents was a source of concern for the researcher. As the responses of the respondents would have a significant impact on the study's objectives, conclusions and recommendations, the researcher carefully selected the people to be interviewed.

1.6 DEFINITION OF TERMS

1.6.1 Traditional Leaders

A traditional leader is a person who has been installed to the royal chair in line with the provisions of the traditional customs of the area and who holds the throne of an area of jurisdiction by virtue of his ancestry (Kurebwa, 2018:2). Dlungwana (2002:1), in addition, defines a traditional leader as a person who possesses authority over a traditional community of an area of jurisdiction and is appointed in accordance with the legislative framework governing traditional leadership.

1.6.2 Integrated Development Plan (IDP)

An Integrated Development Plan is the result of global trends; hence it has varied and diverse origins (Manzini, 2016:5). In the South African context, Harrison (2001:175) indicates that an IDP was introduced through the passing of legislation in 1996. The legislation provides that municipal councils have to prepare and adopt IDPs after every municipal election, which will give a strategic direction to the council for the term of office they are elected (DPLG, 1998/1999:6). The IDP serves as a roadmap for municipalities to realise their constitutional mandate to improve the general lives of communities.

1.6.3 Ward Councillor/s

The formation of municipal councils and the election process is guided by the provisions of the Constitution, which states that all South African citizens eligible to vote during municipal elections qualify to be elected as members of a municipal council (Republic of South Africa, 1996:54). During the local government elections, ward councillors of a municipality are elected by the residents of their constituency (Shembe, 2014:3). They represent the interests of their ward community in the municipal council.

1.6.4 Public Participation

According to Sithole (2020:6), public participation is a process where government consults and engages directly with its communities and organisations for their input before decision making. Furthermore, SALS (2013:7) explains that public participation is a collaborative mechanism for problem-solving in order to attain collective decisions. Other terms sometimes used interchangeably with public participation are 'public involvement,' 'community involvement,' or 'stakeholder involvement.'

1.7 DISSERTATION STRUCTURE

The dissertation is laid out as follows:

Chapter One: Introduction

The chapter provides an introduction and the study's brief background, background to the problem statement and the research questions and objectives. In addition, the definition of terms, research methodology and the description of the research structure are in this chapter.

Chapter Two: Traditional Leadership and Governance: Theoretical Framework, Continental Trends and Development

The chapter reviews the literature relating to the study, first defining leadership. Secondly, it explores the history of traditional leadership and the trends globally, internationally and in African countries, including Nigeria, Ghana, Zimbabwe, Mozambique, Botswana and South Africa. Furthermore, this section discusses the South African Legislative Framework on Traditional Leadership and Integrated Development Planning. It then explores the Traditional Leadership's role in governance and policymaking in the uMhlathuze Municipality.

Chapter Three: Legislative and Policy Framework for Integrated Development Planning In South Africa

The chapter begins with presenting an IDP concept, followed by the legal and policy framework for the Integrated Development Planning Process. Furthermore, the section discusses the traditional leadership role in IDP policy development and implementation.

Chapter Four: Municipal Governance in the uMhlathuze Municipality

The chapter presents the case study of the uMhlathuze municipality. The study discusses the Integrated Development Plan process adopted by uMhlathuze in developing and implementing the IDP. Furthermore, this chapter emphasizes traditional leadership's involvement and role in the IDP process in the uMhlathuze Local Municipality. The available mechanisms for public participation on uMhlathuze Community platforms are also explored in the chapter. Finally the chapter studies development in uMhlathuze by discussing the status of basic service delivery in uMhlathuze including Water and Sanitation, Human Settlement, the Integrated Waste Management and the Municipal Budget amongst others.

Chapter Five: Research Methodology

The chapter focuses on the research methods utilised to carry out the study. It contains a discussion on the processes and procedures followed in conducting research. It also highlights methods utilised in collecting data from the participants.

Chapter Six: Data Collection, Presentation and Analysis

This section provides a qualitative data analysis and interpretation from the information gathered from the study participants. This section provides insights on the general issues facing the traditional leaders in the uMhlathuze local municipality. It also identifies significant barriers to traditional leaders' involvement in integrated development plan processes in the municipality under consideration. The section also highlights municipal officials' perceptions of traditional leaders' participation in

integrated development planning in uMhlathuze. Finally, the chapter provides an overview of findings on practical techniques that may address the challenges experienced by traditional leaders while also establishing interactions between the Amakhosi and the municipality.

Chapter Seven: General Conclusion and Recommendations

This last section of the study discusses the general conclusions and recommendations on enhancing the role of Amakhosi in uMhlathuze Municipality's integrated development processes.

1.8 CONCLUSION

This chapter summarized the research project by emphasizing the scope of the research and the problem statement. The primary goal of chapter one was to provide an overview of the role of traditional leadership in the IDP process in the uMhlathuze Municipality. A detailed background to the study, research questions and objectives have been explained and discussed.

All key terms used in the dissertation are briefly defined in this chapter. Research methodology adopted for the study is discussed, beginning with the research design and techniques. Further data collection methods adopted in this study are discussed. Lastly, the chapter concludes by providing an overview of the chapters comprising the research study.

CHAPTER 2

TRADITIONAL LEADERSHIP AND GOVERNANCE: THEORETICAL FRAMEWORK, CONTINENTAL TRENDS AND DEVELOPMENT

2.1 INTRODUCTION

This chapter discusses the literature on the role of Amakhosi in Integrated Development Planning. The section reviews the evolution of traditional leadership with views from various academics. Webster and Watson (2002: xiii) recommend that reviewing past and relevant literature is critical for any research project. According to the author, in the same source as mentioned above, a well-written review creates a solid platform for propelling knowledge. Theory development and identification of gaps on the existing knowledge occurs within the review phase.

According to (Creswell, 2008:88) a literature review is a process for systematically locating, analysing and interpreting the work of academics, researchers and practitioners on a specific topic. Neuman (2011:43) concurs by indicating that the researcher summarizes the current state of understanding on a topic, recognizing strengths and shortcomings contained in theories, using an integrative review technique.

This section goes on to define leadership, identify and describe the legal structure in South Africa that supports traditional leadership. The notion of traditional leadership is defined in this part, followed by an explanation of traditional leadership evolution in various Southern African countries, including South Africa. Following that the theoretical framework, within which the research problems are addressed, is discussed in this chapter.

2.2 DEFINING LEADERSHIP

Bass (1999:10) defines leadership as a relationship between individuals and their leaders. Leaders are change agents whose activities have a greater impact on others

than peoples' actions have on them. Northouse (2021:16), on the other hand, defines leadership as "the process of influencing the activities of an organized group in its effort to set and attain goals." In respect of this study, leadership is described as the process of directing other's conduct towards the achievement of specific goals (Baloyi, 2016:12).

Although different researchers favour distinct terminological definitions, the above-mentioned leadership definitions have a number of similar qualities that repeat themselves. According to Busse, (2014:53) the following are the significant similarities: To begin with, leadership is a process. Secondly, it is a means of influencing and also necessitates a group setting. Its final goal is to achieve a certain objective.

2.2.1 What is Traditional Leadership?

Traditional leadership generally refers to a collective establishment of traditional leaders. Baloyi (2016: iii) explains that traditional communities highly recognise this structure of leadership and administration.

2.3 THE EVOLUTION OF TRADITIONAL LEADERSHIP

Traditional leadership is the most established community association that prioritises rural societies' needs and aspirations (Baloyi, 2016:50). Khunou (2009:1) indicates that the structure existed to protect the culture, customs and beliefs of indigenous people of Africa; however, within the new democratic administration, the Traditional Leadership structure remains undermined in practice (Binza and George, 2011:949).

Despite legislative statements under the new democratic order, institutionalizing traditional leadership within the framework of a democratic society remains a challenge in the South African government (Khunou, 2009:117). Nevertheless, the institution of traditional leadership has been embraced through the constitutional provisions in all of the countries included in the study, and there are undeniable levels of linkage between Amakhosi and the political administration in the majority of them (Ndlela, Green, and Reddy, 2010:16).

2.3.1 Traditional leadership in African Countries

In this section, an overview of traditional leader's role in Nigeria, Ghana, Zimbabwe, Mozambique, and Botswana is provided:

i. Nigeria – West Africa

In all aspects, the traditional authority was the ruler during pre-colonial times (Albrecht, 2017:163). Before the contemporary national forms of government, there were three types of rule or leadership in Nigeria: dictatorship, monarchy, and democracy. Three kingdoms were established in the country (Noyila, 2013:8). Each empire ran its affairs independently, free of intervention.

Post - colonisation in Nigeria, policymaking, amongst other functions, remains the core function of local government in Nigeria (Musitha, 2012:99). Traditional Councils exist in various districts, similar to South Africa, particularly KwaZulu-Natal and Eastern Cape, where Traditional Councils reside within different municipalities (Noyila, 2013:19). The structure of a traditional council in Nigeria provides for local government participation, wherein an executive member of the local government is afforded a seat in the traditional council. In this approach, according to Musitha (2012:99), the traditional council is at liberty to direct recommendations on development matters to the local government for decision-making

ii. Ghana - West Africa

Ghanaians have solid confidence in the traditional authority institutions, on the premise that they identify with traditional leadership as custodians of social progression (Tettey et al., 2003:270). Osabutey (2009:1) further explains that the Amakhosi are viewed as the structure that is nearest to society, which understands its peoples' values and aspirations and takes precedence over their societal developmental needs. During the colonial era, traditional leaders were kept out of government decisions, and their status under the Constitution were non-existent. The effect of colonialists in destroying the unity of traditional leadership institutions resulted in a breach between traditional authority and traditional communities.

Despite the challenges created by successive governments, the traditional authority still exists in Ghana (Noyila, 2013:9). Traditional leaders did not give up fighting for their rights, and in the Rawlings era, their desire to hold to their legitimate power was realized (*ibid*). The traditional leaders' positions and powers were reinstated, and legislation was passed, with rules and regulations to strengthen their position (Mawuko-Yevugah and Attipoe, 2021:325). Ghana's political and historically background resembles that of other African nations (Ndlela, Green and Reddy, 2010:14).

iii. Zimbabwe – Southern Africa

The creation of the National and Provincial Houses of Chiefs is mandated by Zimbabwe's constitution (Chigwata, 2016:73). According to Section 285 (1) of Zimbabwe Constitution, the National Council of Chiefs has the ability to propose representatives to the National Assembly (Zimbabwe, 2013:111).

Traditional leaders are in charge of encouraging growth in their communities through existing systems such as ward and village bodies (Chigwata, 2016:72). They provide advice and support to various government institutions, notably at the municipal level. For instance, the headsman is a member of the council directly responsible for encouraging revenue collection for services provided by the municipality in traditional areas. He performs the duties under the close supervision of traditional leadership concerns (Chigwata, 2016:14). As a result, traditional leaders play an important role in the growth of their communities. Despite this elevation and constitutional provision, academics continue to scrutinize the traditional leadership institution's role and significance in local government (Chigwata, 2016:14).

iv. Mozambique – East Africa

Recognition is given to traditional leadership in Mozambique; wherein traditional leaders are given several seats within a municipal council (CLGF, 2020:141). This strategy permits traditional leaders to voice their views on municipal government decisions that impact on their communities livelihoods. The partnership between municipal councils and traditional leadership in Mozambique remains a good story

within African nations. This system denotes confidence that there is room for both these administrative systems to operate efficiently for society's benefit. At the local government level, traditional leadership is represented in policymaking, which contributes in ensuring that programmes are implemented without opposition (Musitha, 2012:98).

v. Botswana - Southern Africa

A cohesive government was not present in Bechuanaland prior to colonization. The Batswana people, who lived in tribes, made up the majority of Botswana's population. (Mabunda, 2017:91). As a result, traditional leaders wielded significant authority and influence. For the rural populace, the traditional leadership institution was at the centre of governance and development (Dipholo, 2014:17).

Following independence, the establishment of new contemporary institutions drastically transformed the socio-political framework of community development and local government. Traditional leadership's power and influence were eroded as a result of this political transition. Despite this, conventional leadership has survived and maintained its legitimacy in the face of adversity. Even now, at the local level, society appears to place greater trust in traditional leaders than in other current modern institutions (Dipholo, 2014:18). As a result, Botswana is noted for its stable government and strong traditional leadership (Ndlela, 2007:34).

Traditional leadership, on the other hand, is seen by the Botswana government as a stumbling obstacle to greater democratization, despite the fact that it plays an important role in integrating society (Dipholo, 2014:17). Traditional leaders retain their power and status under the new dispensation, as they do in other African states, according to Ndlela (2007: 34); and Good (2007: 3) and it is argued that in Botswana, the traditional leadership system coexists with the democratic government, with the issue being to achieve harmony.

2.3.2 Traditional Leadership Internationally

In this section, an exploration on traditional leadership experiences in three countries internationally, which includes Canada, Australia and New Zealand was undertaken.

I. Canada

The Canadian experience demonstrates that traditional leaders do not have to compete with municipal councillors, but councillors may be leveraged as a source of information and link to improve service delivery in the vicinities where traditional leaders have limited authority (Baloyi, 2016:20). In numerous distant rural settlements across Canada, the traditional leader is the primary point of communication with other nations of the world. As a result, the Canadian administration is confident that delegating the responsibility of certain services and tasks to traditional leadership makes administrative and practical sense (Baloyi, 2016:20). This practice is likely to result in a transparent governance system, leading to an acceleration of development in rural communities. It also strengthens relations between traditional leaders and politically appointed leaders. Canada has a couple of female traditional chiefs, and South Africa and other African countries can benefit from a gender equity discussion as the good practice by Canada.

II. Australia

Australia has a federal government with state and local governments (Pomfret, 2020:177). Each government tier is assigned with own powers and responsibilities and they are all voted in by the people to whom they provide services to (Parliament, 2022). Since European settlers colonized Australia, Aboriginal and Torres Strait Islander Australians have experienced severe sufferings varying from the collapse of traditional culture and ancestral lands to the forced removal of minors and denial of citizenship rights (Humanrights, 2022), a case similar to that of South Africa.

Traditional leaders in Australia have made big progress towards peaceful coexistence between Aboriginal and Torres Strait Islander peoples and the rest of the Australian population (Australia, 2021:13). However, more efforts still needs to be invested towards a meaningful reconciliation between the traditional people and the Australian Government. The Australian Constitution, does not acknowledge indigenous people

as the country's First People and yet still contains provisions for enacting discriminatory laws based on race (Humanrights, 2022). It is recommended that an amendment be effected on the country's Constitution to reflect Australia's rich indigenous history and culture to confirm reconciliation (Australia, 2021: 49).

The four main characteristics of strong indigenous governance are legitimacy, power, resources and accountability. These were discovered to be non-existent in the Australian context (Hunt 2008: xviii). This is still in line with the fact that Traditional Leadership in Australia are not given the recognition they deserve, which defeats the reconciliation subject.

When discussing reconciliation areas for improvement, Australia (2021:9) highlights partnership establishment as an achievement toward reconciliation progress, as it ensures that all future policies will be developed with input from all parties, including indigenous bodies. He also emphasizes the importance of the government negotiating with indigenous bodies and acting in good faith. The government should seek advice on issues that affect indigenous people and their communities, but Australia (2021:45) foresees no way in the future for indigenous leaders to have a decisive voice in matters that affect them and their communities. There is a need to change the narrative in Australia about indigenous governance and reflect on international experiences to learn from it. Change is required, rather than demanding Australian indigenous groups to conform to Western governance models (Aicd, 2022).

III. New Zealand

According to aicd (2017), the traditional leadership role in many Pacific communities is earned rather than vested; it develops over time through knowledge, experience and respect. As a result, it has more weight than government leadership (Sharry, 2017). New Zealand is a country located miles away in the Pacific Ocean, well-known for its bi-cultural approach to government activities, popular for prioritising gender equality across the board with a high proportion of women in key leadership positions (Kennedy, 2012:397).

Traditional leaders in New Zealand are customarily associated with the protection of the society, its customs and culture, rights, knowledge and interests (Sharry, 2017). This indigenous knowledge is greatly regarded, and the community recognizes its

significance and impact. Such respect for culture comes after the Māori and other traditional cultural groups in New Zealand suffered greatly during colonization and into the twentieth century. However, there has been a cultural renaissance from the 1950s to the present, with a concerted effort to preserve culture and revive artistic and social traditions (Britannica, 2022).

2.4 THEORETICAL FRAMEWORK

Traditional leadership is viewed as a crucial institution that must work side by side with local governments towards improvement of communities' livelihoods in a sustainable manner. Traditional leaders were recognized and had duties to play prior to 1994 in the Republic of South Africa. They had rules placed to keep peace in the rural communities. Generally, traditional leaders were regarded as influential leaders in their respective areas (Noyila 2013:1).

Following are the discussions on the theories that inform this study:

2.4.1 Trait Theories of Leadership (The Great Man Theory)

Great man theories believe that leadership capacity is innate. The ideas imply that great leaders are born with the ability to lead and are not trained or established to do so (Ronald, 2014:54). According to the Great Man theory, great leaders are brave and legendary individuals who were born to rule (Raelin, 2015:96). The phrase "Great Man" was chosen because, at the time, leadership was seen as exclusively a masculine trait, particularly in military leadership (Cherry, 2014: 1). The belief behind some of the world's most well-known leaders, such as Julius Caesar and Mahatma Gandhi, added to the idea that capacity for leadership is inherent, not made (Benmira and Agboola, 2021:3).

In numerous models, it seems that the ideal man for the position, rises unexpectedly, commits to a situation and lead a group of people to welfare. The Great Man Theory has no legitimate validity in terms of explaining how an individual can become a great leader other than being born into the world as a leader (Janse, 2022:1). Nevertheless, Mouton (2019:82) referring to Carlyle (1841: 47) points out that Carlyle's works were

unquestionably in charge of getting numerous great people contemplating leadership. The Great Man Theory is the theoretical foundation for this research and will help to answer the research questions. It would also be of great assistance in revealing traditional leaders' power sources and influence when it comes to managing their communities.

2.4.2 The New Public Governance Theory (NPG)

Under New Public Governance, the management and governance process is portrayed as a joint effort, as opposed to rivalry, to handle complicated and comprehensive policy issues and defeat policy gridlocks (Koppenjan and Koliba, 2013:2). It tries to comprehend the advancement and execution of public policy (Osborne, 2006: 381). NPG tries to break into silos, improve diplomacy amongst public authorities at various spheres, and encourage cooperation among different public and private players by developing a system, collaborations and social agreements (Torfing and Triantafillou, 2013:10).

Devoid of external intrusions, Amakhosi functioned on the modalities of harmony with communities through continuous engagements and participation transparently through the traditional council and public consultative meetings organised by the traditional leadership (Ndlela, Green, and Reddy, 2010:1).

On these bases, the NPG approach is relevant to this study as it concerns the participation of multiple stakeholders in delivering public services and the policy development framework (Dickinson, 2016:42). Amakhosi will continue to play a significant part in the creation and implementation of the Integrated Development Plan. For this studies' purposes, this theory will be tested against its integrated approach to policymaking and implementation.

2.5 TRADITIONAL LEADERSHIP AND INTEGRATED DEVELOPMENT PLANNING: THE SOUTH AFRICAN LEGISLATIVE FRAMEWORK

2.5.1 The Constitution (1996)

Through its proclamation, the constitution embraces, respects and protects the traditional leadership system by acknowledging its existence as a structure that observes customary law according to the applicable legislation (Baloyi, 2016:27). Furthermore, Section 212 of the Constitution explicitly defines the traditional leadership institution's role in collaborating with the local government on developmental concerns impacting its people (Republic of South Africa, 1996: 74).

2.5.2 The National House of Traditional Leaders Act of 1997 (Act 10 of 1997)

The Constitution offered the opportunity to establish Houses of Traditional Leaders by law-making bodies at provincial and national spheres of government (Republic of South Africa, 1996:74). The National House of Traditional Leaders was established in 1997 by Act 10 of the National House of Traditional Leaders Act. Its primary purpose is to advance the position of Amakhosi within the new constitutional dispensation, improve coordination and co-operation between traditional communities and guide the government on matters affecting rural communities (COGTA, 2017:1).

KwaZulu-Natal, Limpopo, Eastern Cape, North West, Free State, and Mpumalanga Provinces each have their own Provincial House of Traditional Leaders (COGTA, 2017:1). The formation of traditional leaders' local houses enhances and strengthens the partnership between municipalities and Amakhosi on customary law.

2.5.3 The Local Government: Municipal Structures Act of 1998

Traditional leadership participation in municipal councils is laid out under Section 81 of the Local Government: Municipal Structures Act. Before a local council decides on a topic impacting on their communities, traditional leaders are afforded the opportunity to voice their views on it (Baloyi, 2016:36). This assumes that the traditional authorities influence council decisions even though they cannot vote on matters (SALGA,

2012:2). The Act promotes partnership and cooperativeness on matters of mutual concern between the municipal sphere and traditional leadership institutions.

2.5.4 The Local Government: Municipal Systems Act of 2000

Municipal governments are required to create a climate that stimulates public engagement by developing channels for consultation with state institutions and relevant stakeholders, including traditional leaders (Republic of South Africa, 2000:16). Traditional leaders are entitled to participate in policymaking, including the adoption of municipal budgets and Integrated Development Plans.

2.5.5 White Paper on Traditional Leadership and Governance of 2003

This white paper provides a framework that guides the laws and regulations on the status and the role of Amakhosi in a new democratic administration. The traditional leadership structure as the legitimate advocate of culture, is embraced by the white paper, which further views traditional institutions as a complementing organ to government, providing support and guidance on development matters.

2.5.6 The Traditional Leadership and Governance Framework Act 41 of 2003 (TLGFA)

The act, amongst other things, clarifies the formation and acknowledgement of traditional councils and specifies the structure of the traditional leadership institute. Furthermore, it postulates that traditional leaders be mandated to organise their communities and encourage their participation in municipal integrated development plan's development and implementation processes (Republic of South Africa, 2003b:10).

Traditional leadership positions are clearly specified in the act, however, putting the act into practice remains a difficulty, particularly in terms of municipal and traditional leadership institutions working together (Binza and George, 2011:9).

2.6 DEVELOPMENTAL LOCAL GOVERNMENT

Good interactions between the South African government and the citizens are important as they are essential for democratic and developing local governments. As a result, the unique quality of a dynamic local government is citizen participation (SALS, 2013:12). "Citizen Participation" and "public participation" are used interchangeably in this study.

Public participation is an essential process acknowledged in the governance and development discourse to legalize government decisions and to meet the community's general requirements (Sithole, 2020:21). In concurrence, Noyila (2013:27) submits that public participation is a mechanism that exchanges information between citizens and government, thus ensuring accountability and transparency, leading to good governance.

The aforementioned responses from diverse scholars demonstrate the need to involve communities at various levels through established associations and groups to influence policy decisions in the social, political and economic processes. The Traditional Leadership and Governance Framework Act, enacted in 2003, defines the responsibilities for traditional leaders, including their involvement in the preparation and adoption of Municipal Integrated Development Plans. Furthermore, as guardians of communal land, they play a critical role in pushing and influencing decision-making on critical development projects for their communities, such as water, power and sanitation.

Noyila (2013:3) argues that traditional leaders are expected to attend municipal activities but with no specific defined role for them to play. As a result of their marginalization, they are not actively participating in governance matters, which defeats the goal of a developmental local government.

2.6.1 Traditional leadership's role in uMhlathuze Municipality governance and development

Traditional authorities are widely acknowledged to play an important role in South Africa. Traditional leaders' responsibility as defenders of customary law must be acknowledged and institutionalized. The contemporary social environment in which they will function has altered significantly, and the institution must be updated accordingly. Traditional leaders are undeniably prominent and play a key part in South Africa's future development.

Despite the fact that democracy has been in place for more than two decades, traditional leadership's position in municipal governance has yet to be defined. Irrespective of legislative prescripts that exist, their actual leadership position is yet to be realised.

It is a fact that the holistic development of traditional communities revolves around traditional leadership's meaningful involvement in policymaking activities and implementation. Regardless of the irregularities and deficiencies inherent in the traditional leadership institution, it is unjustifiable to decrease their powers, especially in governance issues, particularly in development matters that affect traditional communities.

The municipality of uMhlathuze features a collective executive structure. Only three of six traditional leaders are allocated seats in council, as per COGTAs directive. It is problematic that, although being members of the council, which permits them to influence decisions on developmental problems impacting their areas, Amakhosi are denied the right to vote if the matter is ruled for voting. Further, they are not involved in other council oversight committees, specifically and in practice traditional leaders do not participate in the Audit and Performance Committee and Municipal Public Accounts Committees of the uMhlathuze Municipality.

Despite the above-mentioned legislative limitations, the municipality of uMhlathuze recognizes the traditional leadership system and functions to strengthen linkages with it. The municipality has employed a dedicated official who is in charge of administering

and organizing traditional authority affairs and serves as a liaison between the municipality and traditional leaders.

2.7 CONCLUSION

Historically traditional leadership, always has and still plays an important role in the progression of the community's needs. Prior to democracy in South Africa, traditional leadership, has played a dynamic role in community development despite their powers and capacities reduced after the colonisation and oppression beneath the apartheid administration. Fortunately, the new democratic administration in South Africa has protected the traditional leadership authority in its reform strategy. Consequently, several regulations have been passed into law, and the traditional leadership institution continues to be engaged and strengthened in South Africa.

Traditional leaders have also been afforded a legislative role to be part of the municipal councils. Currently, they now fully participate and have an opportunity to influence council decisions, an act that ensures all communities have full representation and a voice in the service delivery decisions by councils, as Amakhosi are regarded as 'mouthpieces' of their communities. However, according to the literature, animosity still exists between traditional leaders and politically elected officials as a result of both institutions' failure to collaborate on a common objective.

This section included a review of current literature on local governance and integrated development planning policy and framework. In addition, the chapter looked at the evolution of Amakhosi in South Africa, the legal framework that supports Amakhosi, and traditional leaders' involvement globally, internationally, and in selected African countries. Traditional authority remains legitimate, according to the views of African countries studied in this chapter, despite the fact that its roles vary from country to country and are dependent on government policy for guidance.

CHAPTER 3

LEGISLATIVE AND POLICY FRAMEWORK FOR INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA

3.1 INTRODUCTION

The inauguration of the new constitutional dispensation in 1994 came with significant restructuring in the Local Government sector. South Africa had a constitutional mandate of embarking on creating non-racial and viable municipalities to ensure and facilitate developmental local government. The Local Government Transition Act of 1995, as amended, established a new concept of local government wherein it commanded local government to employ a new approach to planning. Following the introduction of the regulations, particularly the White Paper on Local Government of 1998, which provided a clear and inspiring policy framework, the concept of development planning became even more pronounced. As a result, Integrated Development Planning originated in and was mostly confined to the sphere of local government from the start.

The Integrated Development Plan (IDP) continue to remain the most important instrument for municipal governments to utilise in pursuing development goals. In contrast to the apartheid-era planning role, the IDP is a municipal management function and an integral part of an integrated planning and delivery system (DPLG, 2001:2).

The Local Government: Municipal Systems Act of 2000, specifically Section 5 (25) (1), requires local government institutions to endorse a developmental oriented strategic plan for their development. As a result of such provisions, of significance, a large number of municipalities have invested greatly in institutionalising a planning technique that aids in the faster completion of projects and programmes.

The Constitution's essential elements of post-apartheid administration, such as inclusion, public engagement, openness, and accountability, are critical in the development framework (Mohangi, 2015: 16). Thus, all key stakeholders and organs

of the state must be involved while developing an IDP. Hence an IDP is regarded as a valuable tool for participatory governance.

In order to meet the study's aims, this chapter looks at integrated development planning (IDP) within the South African perspective. The following is a summary of the pronounced legislative and policy framework, which highlights the extent to which the IDP process and the plan are utilised to promote development.

3.2 DEFINITION OF INTEGRATED DEVELOPMENT PLANNING

The terms Integrated Development Planning and Integrated Development Plan are not interchangeable. The latter is the outcome of a process of the former. Many people still confuse the two. Therefore, it is vital that the researcher gives a clear definition and makes a distinction between the two terms.

Integrated Development Planning is a procedure by which municipalities establish a strategic development plan for a defined five-year term, according to Valeta and Walton (2008: 375). Similarly, ETU (2019:1) and Rauch (2002:5) define it as a planning strategy that brings together and enables the municipality and its residents to find best ways in choosing the most efficient ways to attain reasonable long-term growth. The government can use the integrated development planning process to help transform a previously divided community.

3.3 INTEGRATED DEVELOPMENT PLAN (IDP)

In scholarly literature, there is an abundance of information on the definition of an IDP. Various authors have presented several meanings. For this study, a description in the South African context is used. Reference is made to the StepSA (2010) as cited in Dlamini and Reddy (2018:2), which indicates that an IDP is a management tool for linking limited resources to policy pronouncements in the broader framework of developmental local government. It promotes active citizen interaction and ensures improved coordination and integration with other governmental spheres.

Valeta and Walton (2008:375) define the Integrated Development Plan as an end result of the integrated development planning process. The IDP aims to create a

municipality's inclusive strategic roadmap. New political administration assuming office subsequent to the local government elections is legislatively obligated to develop an IDP that will direct their business over the term of office (DPLG, 1998/1999:6). The IDP remains a critical tool for local administrations to respond to the development obligations. Unlike in the past, the IDP is today regarded as an administrative function and part of an inclusive planning and delivery framework (Dlamini and Reddy, 2018:14).

An IDP is also a master plan that guides the operations of organizations from other government associations, including all important stakeholders such as non-governmental organizations (NGOs), the private sector, and companies within a municipal area (SALGA, 2003: 1). This indicates that the IDP is being planned and executed by a variety of parties, not just the local government. As a result, the IDP is seen as a useful tool for fostering constructive intergovernmental ties among the three spheres of government (Musitha, 2012:104).

In everyday operations of the municipality, the IDP is a significant document. Critical to the IDP process, is community engagement, which has a significant impact on the content of the document (Mohangi, 2015:4). Hence, local government should develop mechanisms for an extensive participatory process inclusive of the public at large.

An IDP is strategically funded and functionally based mainly on a municipal budget. Hence, it is essential that the two processes be aligned to ensure participatory processes are held before the budget prioritisation and adoption (uMhlathuze Municipality, 2020a: 7).

3.4 LEGAL AND POLICY FRAMEWORK FOR THE IDP

Harrison (2001:175) substantiates that although the IDP as introduced by legislation promulgated in 1996 it is the result of global trends. Hence it has varied and diverse origins. Also in the South African perspective, it is in fact a result of multiple and diverse origins. The legislative framework that regulates the formulation, adoption and implementation of IDPs within the Local Government is examined in this section.

3.4.1 Constitution of the Republic of South Africa of 1996

The 1996 Constitution of South Africa provided the backdrop for significant changes in administration of local government. Various negotiating forums were established during the 1990s with the primary goal of developing regulations and agreements for the interim local government administration. The processes resulted in the establishment and merging of structures with representation of the previously oppressed groups, resulting in the end of apartheid structures. However, it was the passing of the Constitution in 1996 which laid out the principles and systems under which local government would operate (Harrison, 2001:175).

Accountable and democratic local government is one of the objects of local government contained in the Constitution. Local government must be accountable to its communities for all developmental decisions taken and implemented. In addition local government needs to ensure the realisation of long term and sustainable service delivery (Dlamini and Reddy, 2018:5).

Local governments must also ensure the establishment of necessary structures and systems that allow for consultative, systematic, and strategic decision-making on municipal affairs, such as municipal medium term revenue and expenditure frameworks, effective land use management, sustainable economic development and organisation development (Malefane and Mashakoe, 2008:475). Furthermore, municipalities have to be more proactive and sensitive in delivering services and managing their responsibilities. The delivery of basic services should remain a priority to achieve the local government's developmental agenda.

Dlamini and Reddy (2018:5) equally concur that for the local government to be fully compliant with its objects as per the Constitution and to ensure a safe and healthy environment for all inhabitants, it must prioritize community participation in all of its development sectors. In order to give communities more authority, meaningful and ongoing participation with citizens should be strengthened and ingrained in the development process of municipal IDPs (Republic of South Africa, 1996:78). Citizens will be able to contribute meaningfully and take ownership of the IDPs and other strategic documents as a consequence of this.

3.4.2 Local Government Transition as amended, Act 97 of 1996

“The Local Government Transition Act (LGTA) of 1993 provided for an incomplete transition” (Republic of South Africa, 1998a:3), and the necessity for basic restructuring in line with the constitutional provisions, were recognised. The amendment of the LGTA in 1996 provided for the introduction of a new planning tool, the Integrated Development Plan. It was designed to help local governments in transforming and achieving the goals of the Reconstruction and Development Programme (RDP), which was supported by the national government. Through the implementation of IDPs, the Act contends that local government concentrates on critical challenges facing their immediate communities (Malefane and Mashakoe, 2008:475).

Similarily Dlamini and Reddy (2018:6) emphasized the provision of the Act, in that local government is mandated with a responsibility to offer accountability and transparency to all its citizens. This Act mandates that meaningful consultations are required with citizens during the design and implementation of the IDP and budget processes. Equally important, the Institution of Local Government, both the Political and Administration structures, must prioritize viable programmes and projects that will have long-term positive effects on communities' lives.

In addition to the points given above, most importantly, the Local Government must undertake a regular and comprehensive review of its progress against set indicators, following a consultative and participatory approach.

3.4.3 White Paper on Local Government (WPLG)

The government issued a White Paper on Local Government in 1998, in which the importance of the IDP, and other systems like performance management and service-delivery partnerships, had also been reinforced by the configuration of the new local government system. In terms of Chapter 4 of the Local Government: Municipal Systems Act, Act 32 of 2000, municipalities are required to encourage community participation in the preparation and application of municipal plans.

According to Dlamini and Reddy (2018:6), the policy document's key intention is to correct the past imbalances created by the then apartheid government system. It begins with an objective of prioritising the previously disadvantaged communities by ensuring that there are programmes and projects to correct the biased settlement designs to which they are subjected. To ensure that the government promotes an atmosphere that encourages competitive economic growth for the benefit of all communities the policy promotes inclusive economic growth through the establishment of a Broad-Based Black Economic Empowerment programme.

The Act provides for establishing wall-to-wall municipalities. Firstly, that promotes a system of participatory governance. Secondly, that offers basic infrastructure needs for the benefit of previously disadvantaged areas. Thirdly, the alignment of scarce resources to approved policy is paramount to the realisation of fundamental human rights. Furthermore, it emphasizes the importance of municipalities conducting their business in an integrated and coordinated manner, with a particular focus on providing essential services to all communities, such as water, housing, and power, while prioritising the poor and marginalised (Republic of South Africa, 1998a:46).

3.4.4 Local Government: Municipal Systems Act 32 of 2000

By redrawing municipal boundaries to facilitate rural-urban integration and to establish new metropolitan authorities, the South African government adopted new local government legislation during 1998 to 2000 (Harrison, 2001:76). The Local Government Municipal Structures Act, 117 of 1998, which mandates municipal councils to evaluate and approve strategic plans (IDPs) was passed in 1998. The strategic plan serve as a framework for drafting legislative and executive pronouncements to further the local government's expanded developmental mandate.

The Local Government Municipal Systems Act requires all categories of local government to engage in "developmentally oriented planning" to guarantee that it works toward meeting the constitutional objectives of local government, fulfils its developmental responsibilities and contributes collectively together with the other governmental agencies to the attainment of the Constitution's socioeconomic rights (Fuo, 2013:225).

Furthermore, a considerable legal basis for IDPs in the country is confirmed by Chapter 5 of the Local Government: Municipal Systems Act, which focuses mainly on integrated development planning. Each municipal council is required to draft and approve a strategic, inclusive, and participatory IDP for the municipality's development throughout its elected term. Incorporating a spatial development framework (SDF) within the IDPs is also required by the said Act. This provision is reiterated in the recently enacted Spatial Planning and Land Use Management Act (SPLUMA).

South Africa has a multi-sphere government that must adhere to legally mandated cooperative government ideals. As a result, the IDP is a component of the government's interrelated planning system, which is designed to align municipal policies and strategic plans with those of other spheres of government, national as well as those of neighbouring municipalities, in accordance with local government legislation. The mandate reaffirms the local government's responsibility to engage other government spheres on developmental programmes (Dlamini and Reddy, 2018:17).

When developing an IDP plan of activities, time frames for each step must be specified, including environmental scanning, developing a strategic framework (vision, mission, goals) and setting up a financial plan (Fuo, 2013:239). The process is extensive and requires councillors' full participation by ensuring that local community priorities find expression in municipal budgets (Dlamini and Reddy, 2018). The Accounting Officer is solely responsible for driving the entire IDP process, according to the IDP Guide Pack Guide II (DPLG, 2001: 21). This includes putting together the process plan and overseeing the planning process.

The IDP comprises long-term projections. Some projects may entail comprehensive feasibility studies, which creates difficulty in anticipating all contingencies; therefore, the annual review and adjustment of the IDP in line with an assessment of its performance are emphasized in Section 34 of the Local Government Municipal Systems Acts. Additionally, the MSA requires municipalities to monitor and evaluate its performance in implementing its IDPs (Hlongwane, 2011:12).

3.5 LOCAL GOVERNMENT AND IDP

Concerning the local government background, some government officials predicted adverse consequences of fragmented planning during the previous government administration during the late 1980s (Binns and Nel, 2002:923). As a result of the country's democratic transformation and the creation of local government as "independent" sphere of government (Fou, 2017: 324), it became more evident that an instrument was needed to enable local governments to plan and carry out their tasks in a "coordinated, strategic, developmental, and an economically prudent" manner (Harrison, 2006:196); (Hlongwane, 2011:12). Within their jurisdictions, municipalities would be responsible for strategic planning as a result of significant decentralisation. To react to this demand, the integrated development planning system was immediately introduced (Harrison, 2006: 323).

The lawful cause for IDPs was strengthened by the Local Government: Municipal Systems Act, which includes a chapter on integrated development planning. The IDP is often considered as the most important strategic planning instrument used by municipalities to meet their expanded development obligations (Fuo, 2013:231).

While there are context-specific features to integrated development planning in South Africa, local government "strategic planning" has appeared as one of the primary governance instruments for municipalities around the world (ibid). Accordingly, it empowers local government to facilitate the harmonisation and alignment between various spheres of government in accordance with the Intergovernmental Relations Framework Act of 2005.

Integrated development planning, as a governance tool, offers a useful platform for all sectorial developmental plans to be fully aligned with the local government's legislative framework. In addition it empowers municipalities to adopt a holistic approach to development, considering linkages between various critical sector plans.

The purpose of the integrated development planning system is to assist municipalities in improving their comprehension of their local dynamics, developing a concrete vision, and devising methods for achieving the set vision (Hlongwane, 2011:13) It aims to enhance public involvement in development planning by focusing on strategic

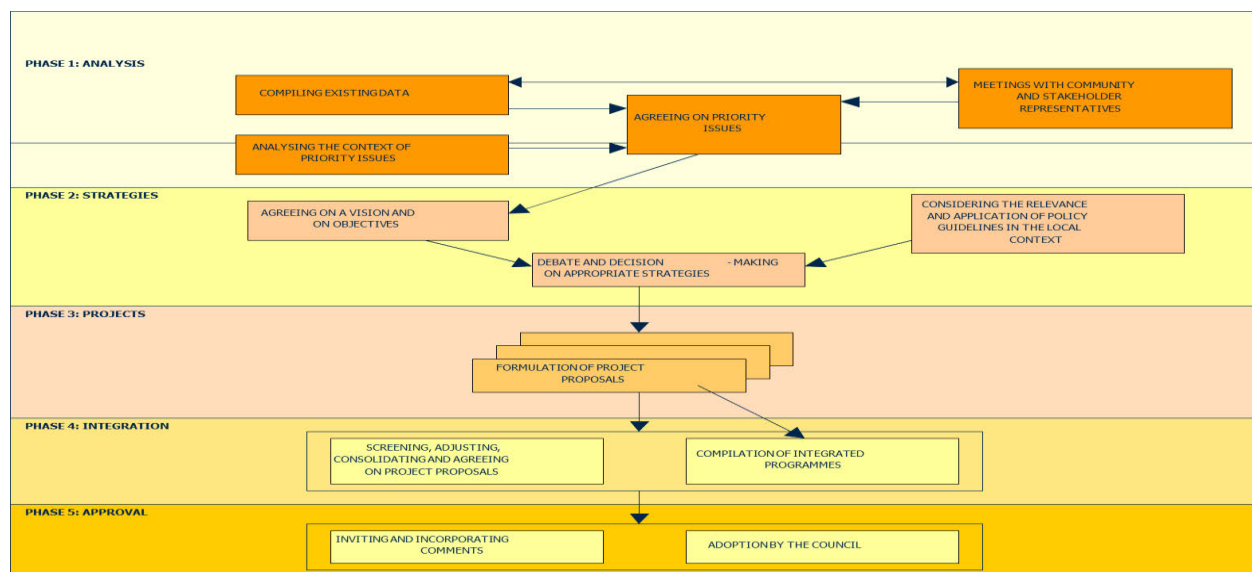
priorities, integrating resources and ensuring equity in resource allocation (Binns and Nel, 2002:923), (DPLG, 2000:12) and (Republic of South Africa, 1998b:30).

The preceding paragraphs relate to the responsibilities of the expanded developmental mandate. An IDP should be in line with the country's development priorities as outlined in the National Development Plan (NDP), the Medium Term Strategic Framework (MTSF), and the Provincial Growth Development Strategy (PGDS). Furthermore, the IDP need work to advocate and support the country's UN Agenda 2030 commitments. The areas of emphasis include enhancing public participation (Republic of South Africa,1996:78), poverty alleviation and reducing extreme forms of inequalities (Republic of South Africa, 2011:1), amongst other things, by providing basic services to the needy (United Nations, 2016:19), need to find expression in the municipal IDPs.

3.5.1 IDP Process Plan

The local government legislation establishes mechanisms for developing integrated development plans. The process consists of several steps that the municipality must complete to produce an integrated development plan. The phased formulation of integrated development plans mandates that local authorities need to acknowledge and consult its stakeholders, including traditional authorities, in the phases of formulating integrated development plans (Republic of South Africa, 2000:16). IDP Process phases are discussed below:

Figure 3.1: Overview of the IDP Process



Source, Adapted from uMhlathuze IDP Process Plan 2020/2021

According to Rauch (2002:14), the IDP is developed in five stages, as explained below:

Phase 1: Analysis

During this phase, data on the current state of affairs in the local jurisdiction is gathered (DPLG, 2001:31). Further, any challenging issues that the community encounters within the municipal area are profiled. These issues vary from a deficiency in providing basic services to public safety issues, infrastructure needs, unemployment, and more. During this phase, key stakeholders such as traditional leaders should be engaged and involved as traditional leaders uphold critical information regarding their communities' development challenges (Musitha, 2012:104).

Community issues collected are considered and prioritised in terms of criticality for the particular financial year of planning (ETU, 2019:1). Also, information collected is submitted using established structures to other government departments as most issues normally are not within municipalities' core functions, such as the provision of clinics, schools, provincial roads, and more (DPLG, 2001:33). Some municipalities have developed project prioritization models at this stage. Further, during this phase, information on resource availability is gathered. The municipality should be prepared

to offer a status report on municipal development, including municipal wide challenges, its causes and planned interventions.

At this stage, it is critical that municipalities must not assume, but carry out public participation sessions in an all-inclusive manner that allow for a robust discussion with communities and stakeholders on the priority needs; if this stage is not completed appropriately, real problems will not be detected and addressed.

Phase 2 requires that municipalities create a database with a list of priorities and propose interventions to the issues identified during phase 1 (DPLG, 2001:15). Traditional leaders, as critical stakeholders in the IDP Process, must participate during this phase through various established structures, such as the IDP Representative Forum (DPLG, 2001:15). The municipal strategic framework must be developed, including developing the municipal vision, developmental objectives, and strategies (Republic of South Africa, 2000:20). In the development of the strategic framework, a SMART principle needs to be applied.

This enables the municipality to establish a simple and quantitative statement of what it seeks to accomplish in the medium term to resolve the issues recorded in the first phase. To establish the most effective way for the municipality to accomplish its developmental objectives, realistic solutions must be established.

Phase 3: Projects

Project design and proposal must be prepared during this phase. Detailed project specifics including a list of beneficiaries and the projects' funding must be specified for each project. Traditional authorities, as members of the IDP Representative Forum (Dlamini and Reddy, 2018: 9), would ensure that the designed projects reach the most vulnerable individuals. Traditional leaders and community members are required to give input as regards to the location of such projects and, if necessary, propose beneficiaries (Musitha, 2012). Clear goals must be established, and indicators must be devised to assess performance and the impact of individual projects. Traditional leaders will also need to check project implementation if it is according to the plan.

Phase 4: Integration

During this phase, projects have been identified. A balance needs to be confirmed between approved projects, the challenges identified in phase 1, and a direct link with the municipal strategic framework as confirmed in phase 2 (DPLG, 2001:17). In addition, sectoral plans must be examined and incorporated into the IDP to guarantee that national and provincial projects and programmes are included. Provincial Sector Departments will have completed their draft strategy plans during this phase. Finally, the IDP Representative Forum serves as an integrating platform, while the IDP Steering Committee serves as a coordinating body.

Phase 5: Approval

Public comment and inputs must be invited on the Draft IDP before being presented to the local council for endorsement (Republic of South Africa, 2000:21). The municipality must establish if the IDP outlines the issues that concerns the area, and how strategies and projects will address them. Before the document is accepted, the municipality must confirm that it complies with all applicable laws.

At this stage, the council must determine the extent to which all stakeholders, including Amakhosi, contributed to the discussions that led to the final document's conclusion. Amakhosi's level of involvement in the IDP process is heavily dependent on their grasp of public policy and the IDP. The traditional leadership's involvement will be evaluated based on whether they were cooperative enough to make significant contributions or prefer to play a passive role in meetings.

The council must notify the public of the availability of the Integrated Development Plan through a public notice after it has been adopted (Republic of South Africa, 2000:20).

Output

An approved IDP for the municipality is the result of this step. According to Section 32 of the Municipal Systems Act, a municipality must provide a copy of its IDP, along with a synopsis of key activities, to the province's Member of the Executive Committee

(MEC) for Local Governance for assessment within ten days of its final adoption (Republic of South Africa, 2000:22).

The MEC must assess whether the IDP is in line with the legislated criteria and that it is not in contradiction with the IDPs and policies of other municipalities and governmental organisations in the province.

3.5.2 Process for Amending an Adopted IDP

A local authority may change its integrated development plan by following a regulated process under the Local Government: Municipal Systems Act. If new information is included in an integrated development plan, it can be then be amended. The Municipal Planning and Performance Management Regulations of 2001 are clear in that only a council member has the authority to present a request to amend the municipality's integrated development plan in the council. Any application to change a municipality's integrated development plan must follow the framework established under Section 27 of the Municipal Planning and Performance Management Regulation of 2001 (Republic of South Africa, 2001: 8).

According to the regulations, the municipal council may not adopt a change to the municipality's integrated development plan without an adequate notice having been communicated to all councillors. The public must be given at least twenty one days to comment on the proposed amendment. Furthermore, if a district municipality proposes an amendment, the proposed amendment must be discussed with the district family of municipalities. Most importantly, if the project is already in the plan with funds available to implement the project, communities will only be informed of such developments without amendment to the plan.

3.5.3 Municipal Key Performance Areas (KPAs)

The targets and performance indicators for the Local Government Strategic Agenda are based on five Key Performance Areas (KPAs). The National Key Performance

Areas local government are indicated in the Local Government: Municipal Performance Regulations for municipal managers and managers directly accountable to municipal managers (Republic of South Africa, 2006:17). The LED KPA was improved and integrated with the Social Development KPA by the Department of Cooperative Governance and Traditional Affairs in KZN. COGTA KZN also introduced a sixth KPA for functional areas that are cross-cutting different KPAs (COGTA, 2013:18). These KPAs are critical for municipalities to play a leading role in the delivery of services. Below is a discussion of the KPAs in question.

a. Basic Service Delivery

The Local Government Municipal Systems Act 32 of 2000 requires municipalities to provide services, particularly to destitute and disadvantaged communities (Republic of South Africa, 2000:2). Basic infrastructure design, execution, and maintenance are crucial for sustaining basic living conditions and economic activity in municipalities (Mohangi, 2015:88). Municipalities must instil a sense of urgency throughout the organization while focusing on long-term, systematic, and sustainable capacity improvement to ensure the visible and demonstrable roll-out of basic services such as Water and Sanitation, Human Settlements, Electricity and Roads, amongst others (Fuo, 2017:325). The supply of Free Basic Services and the upkeep of the Indigent Register are both equally crucial.

b. Local Economic Development

Municipalities are required to adopt LED programmes in order to improve their socioeconomic growth (Gunter, 2006:18). Priority on LED initiatives guarantees that communities construct a long-term development foundation that boosts revenue and job creation for local communities, with the potential to alleviate poverty (Dlamini and Reddy, 2018:10). Long-term LED policies also instil trust in the perspectives of various important role players and stakeholders in the local economy (Reddy, 2008:50).

c. Municipal Transformation and Institutional Development

Building great organizational structures and procedures requires strong motivation. It entails filling important administrative positions with qualified and committed employees whose work is closely monitored (Thwala and Monese, 2012:633). Councillors and municipal officials should get targeted and measurable training and capacity building to deal with complexities of local governance and ensure that the problem of scarce skills is addressed through the provision of relevant and sustainable training programmes (LGSETA, 2022).

d. Good Governance and Public Participation

According to Binza and George (2011:961) in order to operate efficiently Municipalities must develop and embrace good governance, by strengthening relations with all its key stakeholders including traditional leaders. Municipalities must empower communities by interacting with them on issues that influence their development (Republic of South Africa, 2000:16). Municipalities must also build cost-effective and efficient communication methods to engage with communities on a regular basis and to transmit important information.

e. Financial Viability and Management

The success and stability of municipal governments is dependent on sound financial management (Kleynhans and Coetzee, 2019:5). Financial viability is defined by the National Treasury as the municipal budget's capacity to fund its expenditure commitments over time using revenues and transfers (National Treasury, 2008:6). All municipal stakeholders must have a solid understanding of the Municipal Finance Management Act and other associated regulations.

The Municipal Finance Management Act (Republic of South Africa, 2003: 39) mandates that the IDP be reviewed every year, with an emphasis on the service delivery budget implementation plan, and to determine what has and has not worked, as well as the best way to get the desired results (Venter, 2007:99).

f. Cross-Cutting (KZN)

A major focus is placed on the IDP as a critical instrument towards the development of a Spatial Development Framework, and ultimately an implementation of a Land Use Management System (LUMS), in order to correct apartheid land imbalances (Fuo, 2013:244). Areas promoted or not supported for land use, the protection of the natural and built environment, and key public transportation corridors must all be taken into account when developing a Spatial Development Framework (Dlamini and Reddy, 2018:11).

A municipal SDF is responsible for assisting in the integration, coordination, alignment, and expression of development policies and plans from various multi government agencies as they are applicable to the local area (Mohangi, 2015:82). An SDF is critical in addressing historical injustices, such as socioeconomic inequities aggravated by apartheid spatial planning (Fuo, 2013:245).

3.5.4 Rationale for an IDP

According to Pillay, Tomlinson, and Du Toit (2006: 15) in Auriacombe and Ackron (2015: 16), IDP's provide a roadmap for a municipality, which aligns sectorial plans to development strategies and ensure linkages between the human and financial resources. The IDP strengthens the focus on environmental sustainability, and is a base to municipal budgeting.

The reason why local governments should prepare Integrated Development Plans, according to Pauw et al. (2009:280) in Auriacombe et al. (2015:16), is to ensure that scarce resources are used optimally. With an Integrated Development Plan municipalities are enabled to focus on local priorities using the most available local resources, as well as looking at affordable interventions in addressing root causes to problems as opposed to addressing symptoms.

Secondly, Integrated Development Plans should provide tools that will guide investment, with a consensus of role-players offering sound decision mechanisms and developing realistic project proposals in order to speed up delivery of services. Thirdly,

a credible development plan, with a clearly defined strategy to drive the municipal developmental mandate, attracts private and public sector investment.

Finally, local democracy and institutional transformation must be strengthened by encouraging multi-level government to collaborate to meet the developmental demands in a given area. The argument seems to be that without an Integrated Developmental Plan, a municipality would perform its functions in an uncoordinated and misinformed way.

3.5.5 IDP Principles

According to Rauch (2002:7), the IDP has three distinct concepts and intended outcomes, one of which is the consultative process, which aspires to become an instrument for progressive municipal authority by guaranteeing that interactions are structured and participation is institutionalized. This idea also ensures linkages between vertical and horizontal engagements in the process of making decisions. According to Rauch (2002:7), another essential element is the strategic process, which attempts to ensure that within a municipality, the most effective and optimal utilisation of limited resources is developed, with advanced and less costly solutions being found for local challenges.

The IDP's implementation-oriented process strives to become an effective and efficient tool for expedited delivery of service by certifying that project proposals are produced, viable planning-budget links are established and organisational readiness is addressed.

3.5.6 Dimensions of an IDP

The **inter-jurisdictional dimension** entails perspectives from those who have the authority to act. The Intergovernmental Relations Framework Act, 2005, regulates this in South Africa. The Act establishes the foundation for cooperation, notably between all levels of government which is critical in the IDP process. At the local community level, the exercise of national and provincial powers has significant implications (Auriacombe and Ackron, 2015:11).

Auriacombe and Ackron (2015:11) describe the **inter-disciplinary dimension** as perspectives on social problems derived from several skill bases. A health practitioner confronted with a problem of low student accomplishment in school, for example, is more likely to give more attention on probable health causes rather than an educator confronted with a similar case, to find underlying roots of the case in the children's home circumstances. All of these factors must be considered as part of a comprehensive overall solution to the problem, emphasizing the need for multidisciplinary teams and collaboration in integrated development planning and execution.

The **sustainability dimension** of integrated development planning involves a balance of economic, environmental, and societal considerations to achieve sustainable development.

3.5.7 Strengths of the IDP

Sector-specific components of an IDP

Municipalities, together with other state organs, are required by the Constitution to contribute to the progressive achievement of stated socio-economic rights. To ensure that IDPs contribute to the realisation of socio-economic rights, the Local Government: Municipal Systems Act encourages municipalities to engage in "development-oriented" planning, which would enable it to contribute to the radical realization of the fundamental rights enshrined in the Constitution, amongst other things.

Pragmatically, an IDP's priorities and action plans should address what is required to realise socio-economic rights. The Constitution explicitly identifies the socio-economic rights over which the local authority has some legislative and executive authority. The local authority has levels of responsibility and commitment for essential human rights, such as ensuring access to clean water and basic sanitation, under constitutional provisions.

Specific sectors should only be addressed provided they are relevant to the local priorities and, because local circumstances differ from one municipality to the next (DPLG, 2001:12).

Sectors such as Water and Sanitation and others are expected to be included in the IDP planning process. Given the municipality's context, this implies that sector-specific needs should be considered during the IDP process and included in the municipality's strategic framework.

In response to this necessity, municipalities are required by law to produce sector-specific initiatives, such as sector plans, which are then incorporated into the IDP. The following are industry-specific examples mandated by law:

In terms of the Spatial Development Framework (SDF), as mandated by the Local Government: Municipal Systems Act, all municipalities must incorporate a Spatial Development Framework (SDF) in their IDP. This necessity is reaffirmed by the Spatial Planning and Land Use Management Act (SPLUMA). ***In the Water Services Development Plan (WSDP)***, Water Services Authorities are required to produce and include a Water Services Development Plan (WSDP) in their IDPs as per Chapter 3 of the Water Services Act (Republic of South Africa, 1997:11)

In addition, the White Paper on Energy (Republic of South Africa, 1998c:83) gives directives that an Integrated Energy Plan (IEP) be developed and incorporated into the IDP as well as incorporation of electricity in the municipality's Infrastructure Investment Plan (IIP). A municipality's WSDP and IEP may, for example, ensure that disadvantaged people have access to clean drinkable water and power.

The IDP is directly relevant due to the number of sectors that converge on it. Theoretically, it has a lot of promise to help with the quest for social justice because strategies may be modified to address the needs of the poor in different locations depending on the conditions. In addition, combining various sectorial strategies in an IDP enables for the most efficient allocation of scarce resources between sectors and communities, encouraging empowerment of disadvantaged societies.

i. Interconnected strategic planning

South Africa has a multi-layered government system that must follow constitutionally mandated cooperative government principles. While the core functions of local government are enshrined in the Constitution of South Africa, the subsidiarity principle allows the national and provincial realms of government to further assign or distribute authorities and some functions to the local government.

Additionally, because the functional areas of the three spheres of government frequently overlap, it is critical for all government spheres to work together by adhering to the constitutional values of cooperative government and intergovernmental relations.

The cooperative government suggests that intergovernmental interactions be developed and facilitated in accordance with the Intergovernmental Relations Framework Act, which requires government spheres and state entities to handle conflicts peacefully.

The IDP is part of the South African government's interconnected planning framework. The IDP is designed to connect, integrate and coordinate a municipality's strategic framework with that of the national and provincial governments, as well as that of other municipalities. The demand that municipalities engage in and contribute to national and provincial development programmes reinforces this duty.

The focus on interconnected planning highlights the importance of policy coherence across all levels of government. The IDP integrates, coordinates and links many plans and strategies to the use of financial, natural, physical, and human resources. From this perspective, it could be argued that a more interconnected approach to planning would reduce the waste of scarce resources and encourage a more rational response to national and provincial priorities, such as eradicating poverty and extreme inequalities.

ii. Implementation, monitoring, and performance management

Municipalities should build tools to monitor how IDPs respond to institutional and community needs while implementing a strategic plan. To guarantee that the council

is administered economically, effectively, efficiently and in an accountable manner, each municipality must institutionalise performance management monitoring among its political structures and administration. Municipal finance management is also linked to performance management and the IDP. Amongst key components of the IDP is the financial plan outlining budget projections for three years.

3.6 CONCLUSION

This chapter begins with a legislative overview on the Integrated Development Planning in South Africa. The policy and statutory overview gives a full conceptualization of the IDP, its goal, and the distinction between the Integrated Development Planning which is a process and Integrated Development Plan which is an outcome of the planning process. The chapter further discusses the IDP implementation process, with a focus on the several phases of the IDP. The researcher explored and discussed Key Performance Areas, which is the basis for targets and performance indicators for the Local Government Strategic Agenda. The IDP's strengths and weaknesses were discussed in the final part. This chapter is important in understanding the concept of the IDP locally. It offers perspectives on the work that has been carried to ensure facilitation of the IDP goals, as well as progressive future planning to strengthen the process. The uMhlathuze Municipality's municipal governance will be the subject of the next chapter.

CHAPTER 4

MUNICIPAL GOVERNANCE IN UMHLATHUZE MUNICIPALITY

4.1. INTRODUCTION

This chapter focuses on the implementation of the Integrated Development Plan in uMhlathuze Municipality and the structures and organisational capacity that exist to implement the IDP. uMhlathuze Municipality being a Port City, its vision with the implementation of the IDP is towards an outcome-based approach, whereby the municipality's mission is nothing less than improving the general lives of its communities by providing sustainable development and inclusive economic growth. The implementation of the IDP which is a roadmap of the municipality is within the municipal slogan "Vision into Action".

uMhlathuze being the third largest municipality in KwaZulu-Natal with an Industrial Development Zone, in line with the municipal vision has, through a prioritisation model identified a number of catalytic projects that not only shape the economy of the region, but significantly impacts on the economy of the entire KwaZulu-Natal as a province. Such projects include the Richards Bay Airport relocation, Waterfront development and other municipal catalytic projects. These projects were identified in response to the needs of the municipality to grow its economy while improving the lives of its citizens, which aligns with the municipal strategic agenda.

In the process of implementing the IDP, uMhlathuze can never do it successfully on its own. Inter-governmental Relations plays a huge role in the execution of the municipal vision. A number of projects are funded by different spheres of government, such as the Empangeni Mega Housing project which is a provincial project. The involvement of government departments and other stakeholders such as the Zululand Chamber of Commerce, the industry representatives around Richards Bay and Amakhosi has had a major effect on the execution of the IDP.

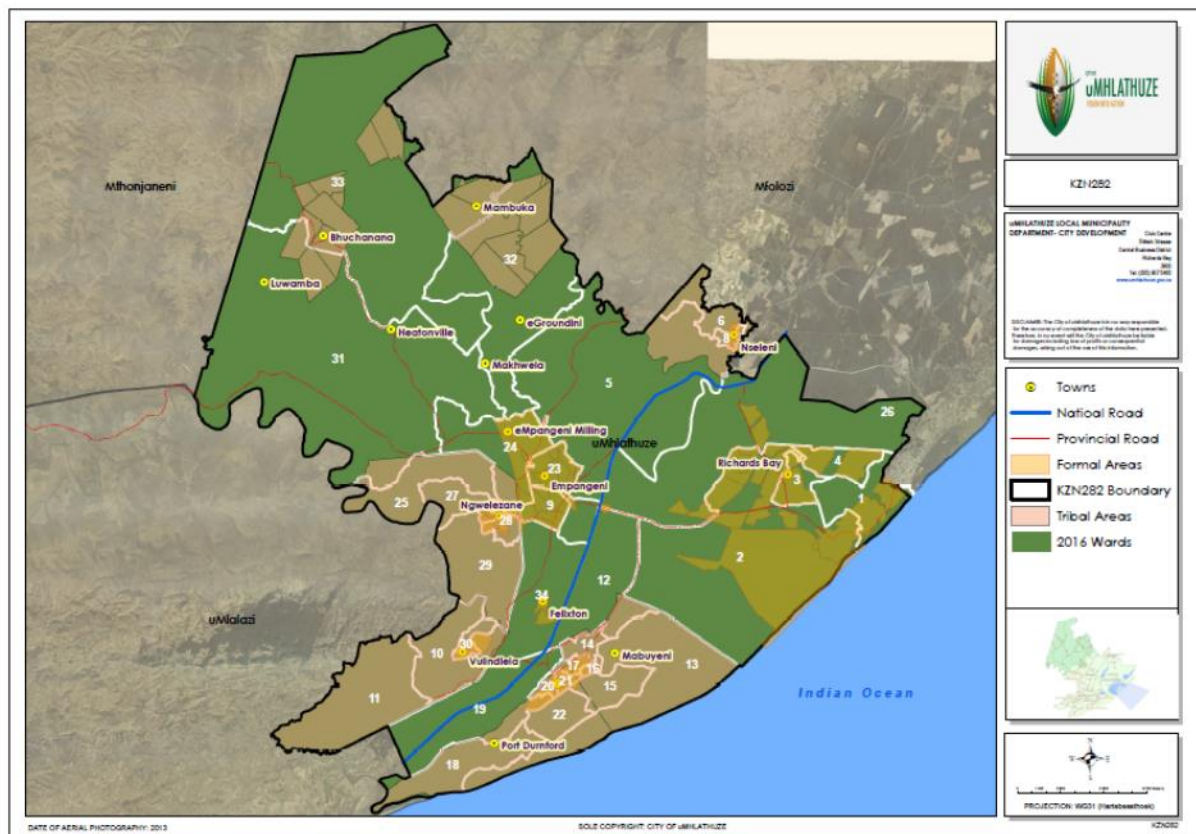
In accordance with the Local Government: Municipal Systems Act (MSA), Act 32 of 2000, engagement with communities and stakeholders is a legislative mandate.

Involving the community and stakeholders in decisions that affect their lives is a core commitment of the uMhlathuze Municipality as it is a key component of transparent decision-making on service delivery priorities. Hosting IDP consultative meetings during the IDP development process is a municipality's commitment in getting the participation of all communities. The municipality has adopted different mechanisms including digital platforms of engagement to ensure a wider engagement with its citizens during the IDP Process.

The chapter discusses the uMhlathuze Municipality in context, the community and stakeholder participation process, the implementation of the IDP in the uMhlathuze municipality and the role played by Amakhosi during the process.

4.2 AN OVERVIEW OF UMHLATHUZE MUNICIPALITY

Map 4.1: Locality Map



Source: uMhlathuze Spatial Development Framework (SDF) 2017b

The municipality is located approximately 180 kilometres north of Durban on the far north shore of the KwaZulu-Natal province. With a land coverage of 123 359 acres, it

is the biggest within the complex of municipalities in the King Cetshwayo District. It has a population of 410 456 people with 110 503 households residing in various nodal areas including Richards Bay, Empangeni, Felixton, eNseleni, Vulindlela, Heatonville, Bhucanana, and traditional areas. On 3 August 2016, a portion of Ntambanana Local Municipality was amalgamated into the City of uMhlathuze Local Municipality.

The municipality has vast land under the Ingonyama Trust that is administered by traditional leadership which comprises approximately 63 795 hectares out of 123 325 hectares. In total, seven traditional authorities govern this portion of land, and where a large number of the municipal population lives. These include the traditional authorities of Kwa-Dube, Kwa-Mkhwanazi, Kwa-Somopho, Kwa-Zungu, Kwa-Khoza, Kwa- Biyela, and Kwa –Cebekhulu.

The City is an economic hub with the fastest growing economy when compared with other municipalities in the district. Provincially, it plays a significant role as the third-largest contributor to the Provincial Growth Domestic Product (uMhlathuze Municipality, 2021a:261). Richards Bay Minerals (RBM), SAPPI, Mondi, Richards Bay Coal Terminals (RBCT), Tronox, Foskor, Bell Equipment, and South 32 are just a few of the key industries based in uMhlathuze Municipality, making it a home to the Richards Bay Industrial Development Zone (RIDZ).

The City comprises a mixture of settlements, including suburbs, townships, and rural establishments. Some of the township areas are surrounded by large pieces of land that are still managed by traditional authorities. Rural areas are dominated by concentrated informal settlements predominantly on the outskirts of towns, scattered by the uncoordinated distribution of land parcels through the traditional authorities.

Unplanned human settlements, unlawful occupancy of state land, high demand for social housing, the collapse of urban areas, and budget priorities for infrastructure highlighted above and social development are among the city's developmental challenges (uMhlathuze Municipality, 2021c: 63).

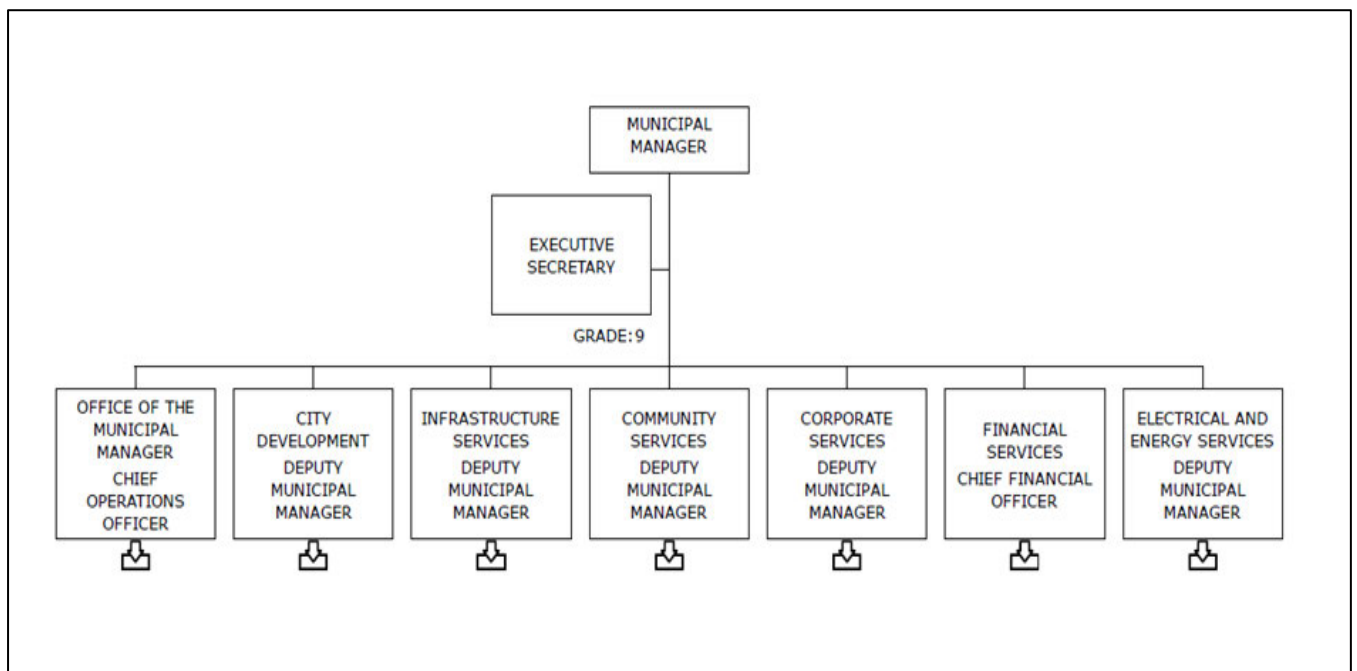
4.3 UMHLATHUZE ORGANISATIONAL STRUCTURE

Because local government operates in an ever-changing environment, its structures and services may also adjust. The municipality has a principle which says “*structure*

follows strategy". In order to give effect to this principle, the strategic agenda of Council is revised annually and established structures are updated to reflect the new strategic direction. The municipality has seven departments with seven executive managers responsible for each department. The Municipality's staff complement is huge with about 2 000 employees across all departments.

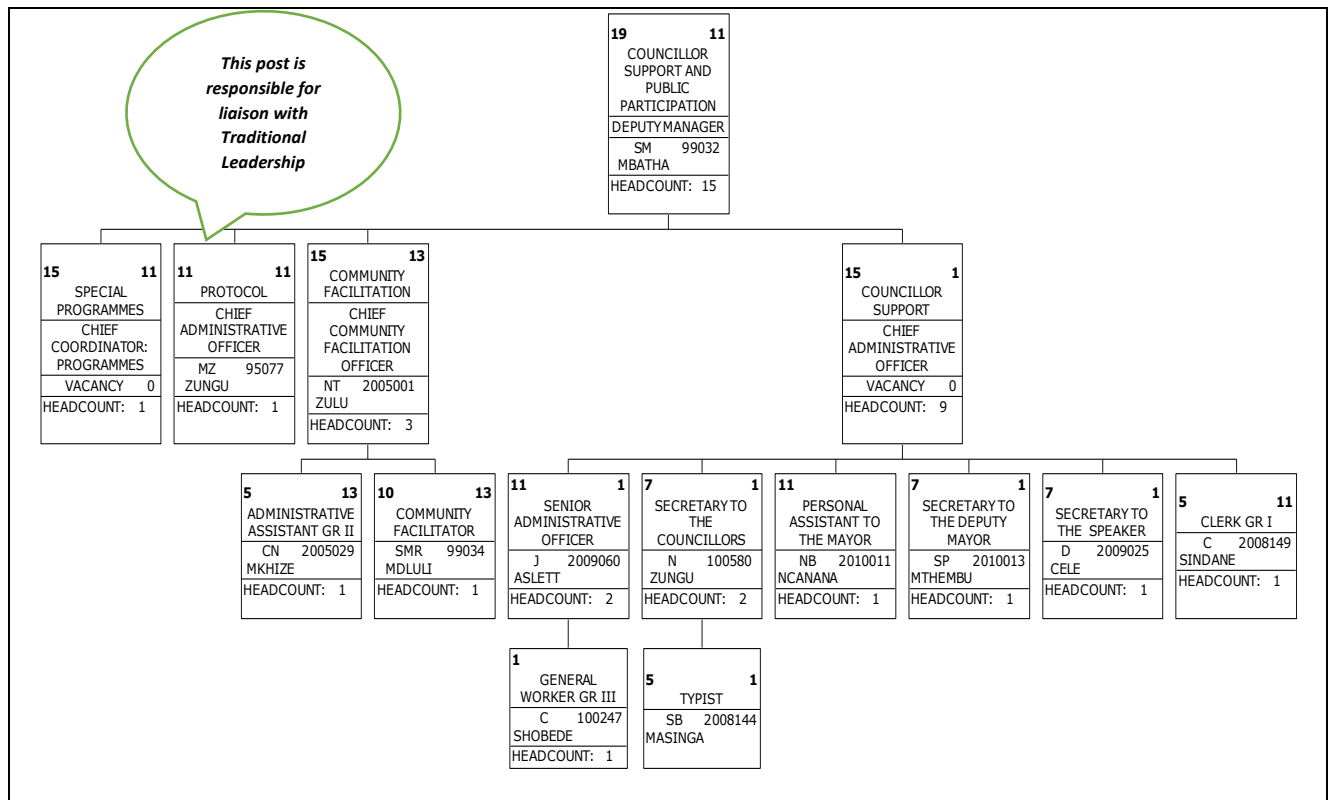
The City in an effort to achieve its inter-governmental relations commitment, has in its structure, created a position of an official that is solely responsible for matters affecting traditional leadership. The incumbent of the position is a communication link between the municipality and traditional leaders on a daily basis. This ensures constant and relevant communication between the two parties. The establishment of this office has improved relations between the municipality and traditional leadership. Below are figures indicating an organisational structure at a high level, and subsequently an organogram showing the position within the municipal structure that is responsible for liaison with Amakhosi.

Figure 4.1: uMhlathuze's Executive Management Structure



Source: uMhlathuze Final IDP Review 2020/2021

Figure 4.2: uMhlathuze Organisational Structure 2



Source: uMhlathuze Municipality Final IDP Review 2020/2021

4.4 OVERVIEW OF uMHLATHUZE MUNICIPALITY’S INTEGRATED DEVELOPMENT PLAN

The uMhlathuze Integrated Development Plan is a strategic plan for the organization that offers a framework for development. It is a strategic tool that helps municipalities to plan, budget and manage their business. The ultimate aim of the IDP is to integrate the work of all government authorities in a unified plan to improve the welfare of all communities. It considers existing situations, circumstances, challenges and developmental resources available. The plan considers the entire area’s social and economic growth; it also specifies how land should be utilised, and lays out the infrastructure investment needed and services to be offered.

4.4.1 The IDP Process Plan

uMhlathuze begins the process of producing an annual review for its Integrated Development Plan at the start of each year, as required by law. The IDP of the uMhlathuze Municipality is developed in accordance with the provisions of Chapter 5 of the Local Government: Municipal Systems Act, as amended. The municipality's IDP is also developed and reviewed using the KZN COGTA IDP Guidelines and Assessment Templates as guiding principles.

The guiding principles outlined above ensure that uMhlathuze's IDP is outcome-driven and established on the fundamental government priorities, such as the National Development Plan and other significant government imperatives. UMhlathuze recognizes the importance of aligning its IDP with national and provincial goals and, as a result, it attempts to integrate its efforts with those of other governmental agencies in order to improve the welfare of the people of uMhlathuze.

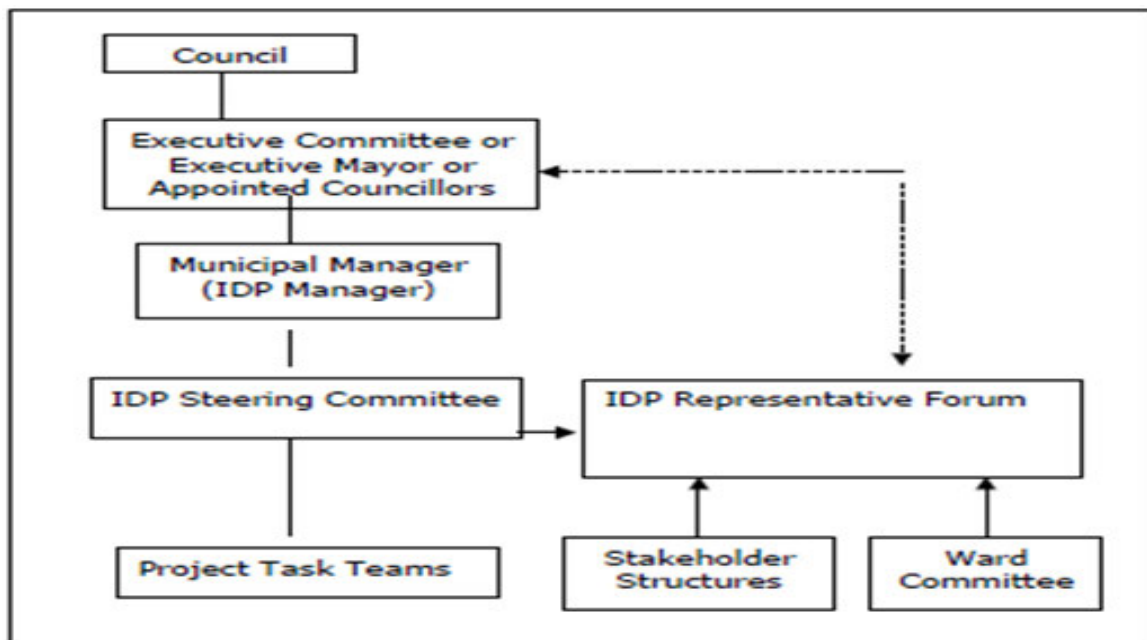
Government priorities are translated into the municipal strategic framework, subsequently turned into municipal programmes and initiatives through the municipal IDP. The municipal budgeting process, which considers strategic objectives when preparing annual budgets, guides and affirms the alignment of IDP and government priorities. The Service Delivery Budget Implementation Plan guarantees that the Municipality follows the IDP targets and budgets when implementing programmes and initiatives. The Municipality's performance is reported in its Annual Report.

The IDP is the municipality's main planning document, is informed by various sector plans developed internally by various departments of the municipality, including the Spatial Development Framework (SDF), the Integrated Human Settlement Plan, the Water Services Development Plan, and the Integrated Waste Management Strategy, amongst others.

Each of these plans offers comprehensive information and data that inform the IDP to a large extent.

4.4.2 IDP Structures

Figure 1.3: The structures to the IDP Process



Source: uMhlatuze IDP Process Plan 2020/2021

The Republic of South Africa's Constitution of 1996 requires local governments to encourage community and community group participation in local government concerns. Traditional leaders who follow a customary law framework in the municipal boundaries are offered membership in a municipal council, according to Section 81 of the Local Government: Municipal Structures Act.

The Municipality of uMhlatuze features a collective executive structure, with three traditional leaders represented in the Municipal Council. The council, which includes traditional leaders as members, is in charge of making legally enforceable decisions about the IDP development and review process. The uMhlatuze Municipal Council evaluates, adopts, and approves the IDP as a valid municipal strategic plan in accordance with Chapter 5 of the Local Government: Municipal Systems Act.

i. IDP Steering Committee

uMhlatuze Municipality has a fully operational IDP Steering committee made up of senior managers from municipal department ensuring that the IDP process is followed.

This is a technical team responsible for variety of tasks including, the development and execution of IDP process plan and ensuring that the IDP and Budget are in sync.

ii. IDP Forum

The IDP Forum is a mechanism established by the council under Section 15 of the Local Government: Municipal Planning and Performance Regulations, No. 796, of 2001. The Forum's main objective is to establish functional relations between the municipality and its primary stakeholders by involving them in strategic development activities and outcomes. uMhlathuze has an established and fully functional IDP Representative Forum, chaired by the Mayor and consists of different stakeholders including government department representatives, captains of industries, government and non-government organisations and other stakeholders. The structure exists as a platform for all stakeholders to discuss development matters in a coordinated manner. Further, the forum is intensively involved with various activities across all phases of the IDP process plan. This includes formulation of the Spatial Development Framework. One last and critical function of the forum is monitoring the implementation of the IDP.

4.4.3 Involvement and Role of Amakhosi in the Structures Established

In the structures as discussed above, there is a formal and fair representation of the traditional leadership across all structures. Members of the uMhlathuze Council make up three of the six traditional leaders selected and appointed by the Department of Cooperative Governance and Traditional Affairs. The three traditional leaders are also members of the different portfolio committees of the council, including the Executive Committee. It has been a concern through observation to note that their participation is seen to be active only at council meetings where they have maintained attendance and participation for the past four years, since the inauguration of the council.

Furthermore, it has become a major source of concern since one of the three traditional leaders who are supposed to be members of the Council has never attended any of the Council structures for reasons unknown to Council. Council, on the other hand, has shared this information with the Department of Cooperative Governance and Traditional Affairs for review and resolution.

By virtue of being Council members, which allows Amakhosi to influence the decision on developmental matters affecting their communities, it remains a concern for Amakhosi that they are not afforded a voting right should there be any issue ruled for voting. This creates an impression that they are not full members of the Council, if such limitations are still in existence, as imposed by the legislation. However, there have not been such cases in uMhlathuze Council where Traditional Leaders have been excluded from any decisions taken by Council. There is always consensus on the decisions taken, which binds every member of the Council.

The other concern and request submitted by Traditional Leadership through COGTA, which in the future might affect their effective participation, is the concern and confusion over the out of pocket payments versus councillors allowances, SALGA, (2012:3) and to some municipalities is the concern over the exclusion of the tools of trade required for effective participation of traditional leaders in municipal councils, such as laptops and data provision. This limitation is another sign of inequality amongst council members, wherein councillors have full administrative support on the tools of trade by the municipality. The understanding of the uMhlathuze Municipality is that the Department of Cooperative Governance and Traditional Affairs are responsible for budgeting and supply of such tools to traditional leaders.

The uMhlathuze municipality recognises the traditional leadership structure and aspires to continue to deepen relations with the institution. The municipal budget provides an out of pocket payment to traditional leaders for every council meeting attended, as per Section 81(5) (b) of the Municipal Structures Act (Republic of South Africa, 1998:33). The municipality has employed an official to manage and coordinate traditional authority affairs, as well as serve as a liaison between the municipality and traditional leaders. In addition to serving as a liaison, the official is also responsible for providing administrative support to Amakhosi.

Traditional Leaders are regularly consulted and engaged on service delivery issues. The sitting of Traditional Leaders in Municipal Councils is governed by Section 81 of the Local Government: Municipal Structures Act. Traditional Authorities in uMhlathuze have allowed councillors who live in traditional areas to sit in Traditional Councils.

In order to maintain unity and cohesion between the two institutions, it has become a municipal tradition for the municipal administration and the municipal political office

bearers to make formal visits to all respective traditional councils following municipal elections and or council inauguration. The meet and greet meetings were held in all six traditional leadership courts after the council inauguration in 2016.

4.5 PUBLIC PARTICIPATION

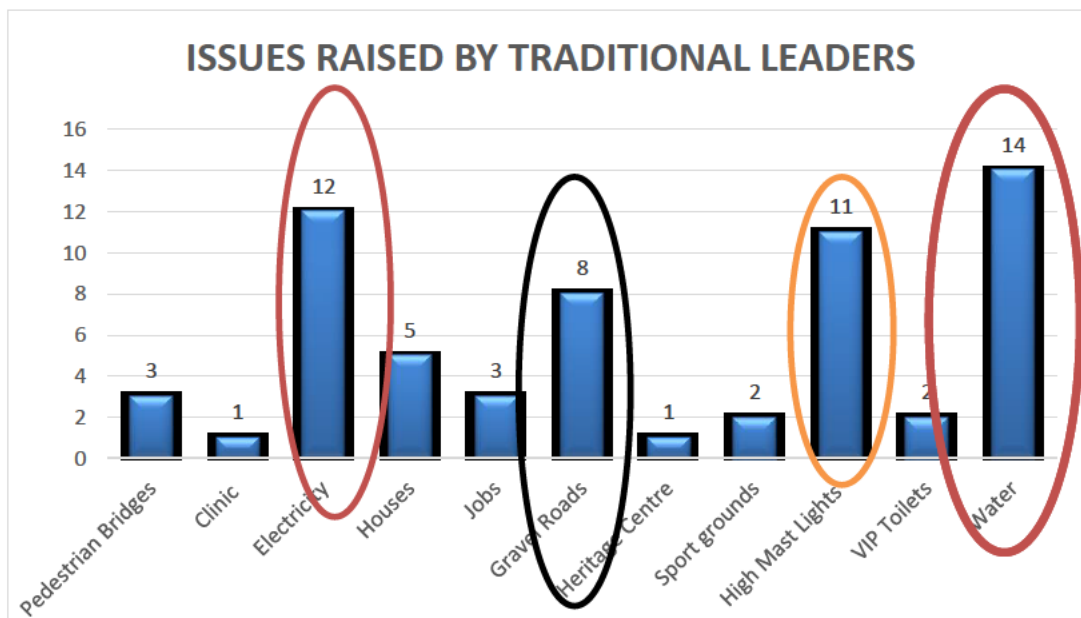
Municipalities must encourage and make available conditions for communities to actively engage throughout the IDP planning process (Mohangi, 2015:4). The tools, methods, and procedures defined in Chapter 4 of the Local Government: Municipal Systems Act must be adopted by each municipality when creating an IDP to guarantee maximum engagement by local communities when consulted about their priority developmental requirements and participation in the IDP drafting process (Republic of South Africa, 2000:16). In addition, when drafting IDPs, municipalities must recognise and consult traditional leaders as well as other critical stakeholders such as civil society organisations (COGTA, 2017:1). The Local Government: Municipal Systems Act also mandates that municipalities make reasonable plans for special groups including people with different types of disabilities to participate in the IDP process (Republic of South Africa, 2000:16).

The uMhlathuze IDP Reviews are being discussed by Council in collaboration with all key stakeholders. uMhlathuze has adopted a cluster approach for the IDP Public Participation meetings (uMhlathuze Municipality, 2020b: 4). The cluster approach is where one or more wards are clustered for a particular session. For instance, there are thirty-four (34) wards in uMhlathuze. Visiting each of the 34 wards is possible; however, it requires vast amounts of the operating budget to accommodate logistics. Hence wards are clustered according to primary nodes such as the ESikhaleni, Ngwelezane, Richards Bay and EMPangeni Clusters. What is more interesting and of importance is how roadshows are scheduled. It has been a culture for uMhlathuze to give priority to the Traditional Leaders as the first cluster that is being consulted and engaged when the roadshows begin. Out of eleven clusters, Traditional Councils are consulted first, so they become aware of the roadshows to be hosted in their areas, and they have been given time to report back to their communities on the proposed development initiatives before the roadshows are hosted in their areas. Letters are written and hand-delivered to each Tribal Authority to invite them to the session solely

scheduled for the Traditional Leadership. Administrative and all necessary logistics, which include transportation, are covered by the municipality.

The municipality presents the IDP and Budget to the cluster, and Traditional Council members are given a whole day to engage with the municipality on either the IDP or the Budget of the Municipality. In the history of uMhlathuze, there has always been good attendance of this cluster, wherein Traditional Leaders, Izinduna, amaKhansela ezinduna, and other members of the Tribal Councils attend in their numbers. The language of the majority is employed during the proceedings, which in this case is isiZulu. Issue forms are also distributed to each member to register their inputs for capturing. This is done to ensure that everyone has their input even if they do not have an opportunity of speaking during the proceedings. However, their interest is captured on these issues in forms supplied by the municipality. Below is a graphical presentation of the issues raised by the Traditional leadership cluster during the 2021/2022 IDP Review process:

Figure 4.4: Graphic presentation of Issues raised during IDP Roadshows



Source: uMhlathuze IDP Public Participation Report 2020\2021

Basic Services in the traditional areas are still lagging behind. The graph above indicates high demands for water, sanitation, electricity, and roads by traditional leaders. In the discussion to follow on the basic service delivery, and later in the

chapter, a municipal budget will be discussed to indicate whether these needs have found expression in the municipal budget or not.

The public involvement approach was undertaken during the 2021/2022 IDP Review when the COVID 19 pandemic broke out, and when the world was compelled to adopt new ways of doing business, which included planning for people with the people. The necessary precautions were employed during this process to avoid the spread of the virus. To enhance community participation, Council adopted mass media as a new and innovative approach to community consultations, which included Radio, Television, newspaper and other platforms (uMhlathuze Municipality, 2020b:4).

On both the 2021/2022 IDP Review and 2021/2022 Medium Term Revenue and Expenditure Framework (MTREF), the City made every effort to promote maximum engagement and meaningful dialogue with its communities and stakeholders. During the public participation engagements, the ultimate aim was for the council to identify the real needs of all communities in the uMhlathuze Municipality, prioritize such needs and development challenges and thereafter come up with appropriate solutions to address such needs. Lastly and more importantly, the sessions aimed at empowering local communities to take ownership of their development.

4.6 BASIC SERVICE DELIVERY IN UMHLATHUZE

In South Africa, local government is mostly associated with service delivery, and municipalities are mandated with organising economic resources to improve the welfare of all communities. Basic services are required for life, well-being, and human dignity, as are adequate quantities of safe water and sanitation (STATSA, 2016: xiii). A basic municipal service, according to Section 73 of the Local Government: Municipal Systems Act, is one that is required to ensure an acceptable and fair quality of life and, if not provided, would threaten public health, safety, or the environment.

uMhlathuze Local Municipality falls within Category B1 of municipalities, and it is classified as the best secondary city in KwaZulu-Natal and the seventh in the country (Department of Cooperative Governance, 2021). Since the council's inaugural meeting

in 2000, by expanding basic services to formerly disadvantaged households, the City has made great progress in enhancing the welfare of its communities.

While progress is being made in eradicating fundamental service delivery backlogs, it is crucial to highlight that uMhlathuze is amongst several municipalities in the country that lacked the resources to expand services while preserving current infrastructure (Van der Walt and Haarhoff, 2004:146). This is especially true in rural wards where costly services such as water-borne sanitation were built instead of Ventilated Improved Pit (VIPs) latrines (STATSA, 2016: 1). As a result, when evaluating service delivery, infrastructure quality, service efficiency, and accessibility must all be taken into account.

The study below presents a descriptive analysis of basic service delivery in the uMhlathuze Municipality during the 2020/2021 fiscal year.

4.6.1 Water and Sanitation

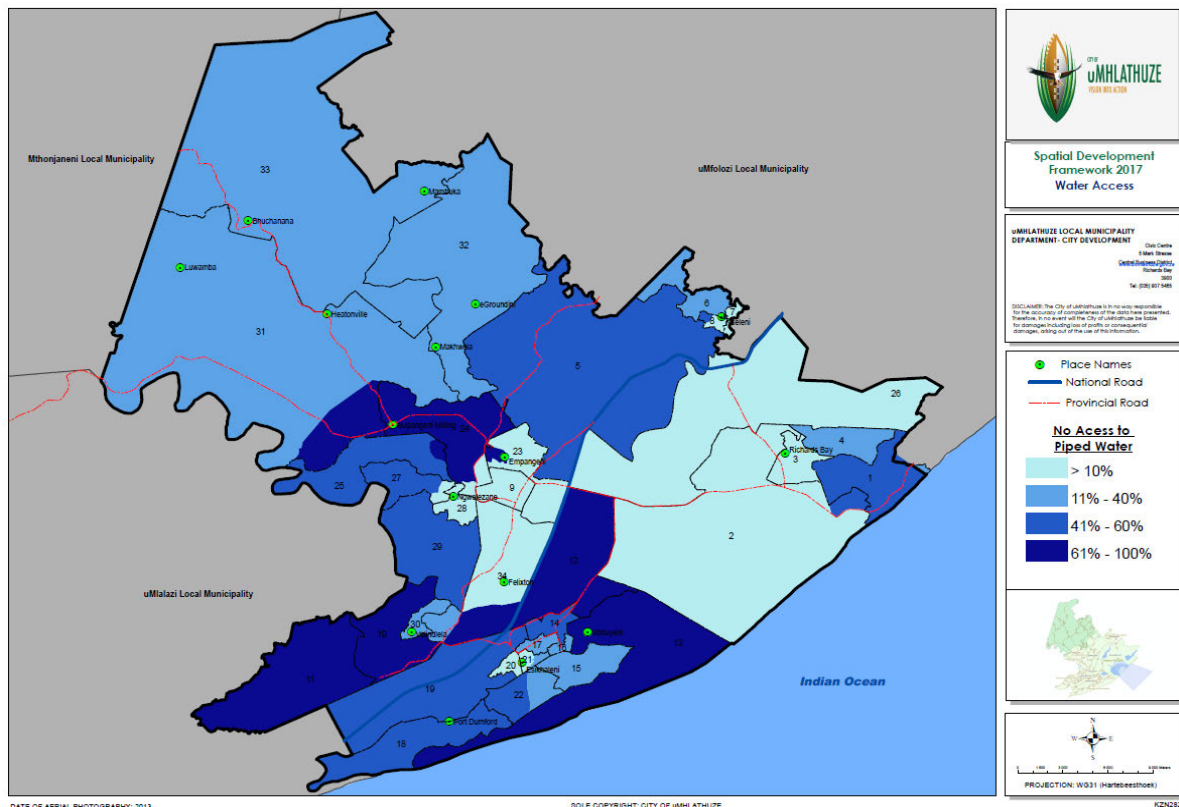
In terms of the Water Service Act of 1997, uMhlathuze Local Municipality is the only local municipality in the King Cetshwayo District Municipality which is the Water Services Authority (WSA) and a Water Service Provider (WSP), while its neighboring Municipalities depend on the King Cetshwayo District Municipality for water supply. As the Water Service Authority the municipality owes it to all consumers in its jurisdiction to provide efficient, cost-effective, and sustainable water supply and sanitation services. It also concentrates on water services and ensuring that consumers are provided with at least a basic level of service.

In accordance with Section 15 (5) of the Water Services Act (1997:11), the Municipality developed a Water Service Delivery Plan (WSDP), which is an IDP support plan. The WSDP is an important instrument for attaining the above-mentioned objectives.

Water and sanitation backlogs are tracked and quarterly reported to the Council structures. As of 31 December 2020, 96.40 percent of households have access to the basic RDP level of water supply service, with a 3.60 percent water backlog (uMhlathuze Municipality, 2021a: 165). The most basic level of water delivery is a

communal supply within 200 metres of a residence. The chart below depicts access to water:

Map 4.2: Access to Water



Source: uMhlathuze Spatial Development Framework 2017b

As the WSA, the municipality is also responsible for the quality of water resources, drinkable water and wastewater systems. Despite all of the efforts to provide a reliable water supply, the City continues to encounter issues due to its old and ageing infrastructure. The ESikhaleni zone, in particular, had a serious water supply challenge near the close of the year 2020 and the start of the new year 2021 (uMhlathuze Municipality, 2021a:182). There has been an irregularity in maintaining reservoir levels and a large pipe burst in the mainline serving the reservoirs due to heavy demand with the result that water delivery has remained a concern, fuelling community dissatisfaction and leading to numerous public protests in the municipal area (Zululand Observer, 2021). The city has devised a strategy that offers a medium- and long-term solution to the problem. A total of R127 million has been made available in the budget for the years 2021-2022 (uMhlathuze Municipality, 2021b:20).

By 2030, as per Goal 6 of the Sustainable Development Goals (SDGs), uMhlatuze Municipality aims to eliminate open defecation and provide universal access to adequate sanitation and hygiene. In uMhlatuze, 80.94 percent of households have access to sanitation as of December 31, 2020, while 19.06 percent have a sanitation backlog. One VIP toilet per household is the most basic (RDP) level (uMhlatuze Municipality: 2021a).

4.6.2 Electricity

Even though the uMhlatuze Municipality is an authorized electricity supplier, electricity is still provided by Eskom in traditional areas. There are no electricity backlogs in the municipal licensed supply area. In Eskom serviced areas, there are a total of 6 429 backlogs (uMhlatuze Municipality, 2021a:219). Infills are only done for new customers by the municipality. The municipality's main focus is on infrastructure development and maintenance. Eskom presents its progressive strategies for reducing backlogs in rural areas during the IDP Representative Forum, which allows direct engagement with Amakhosi, who are also forum members.

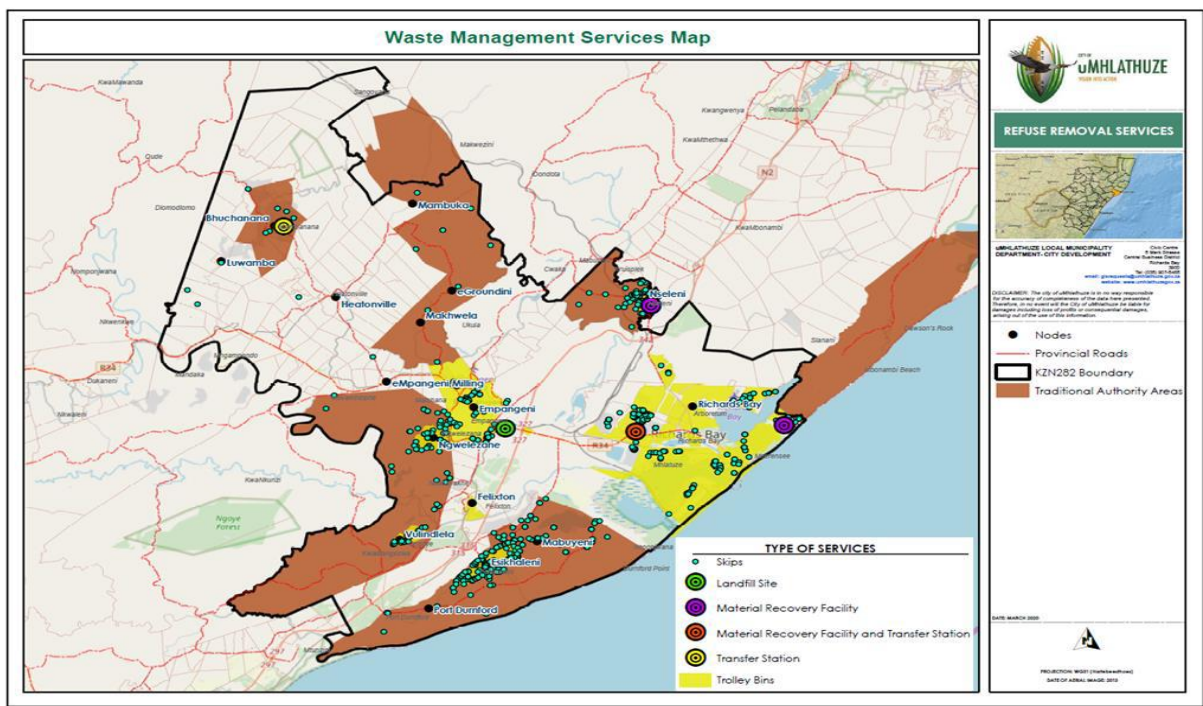
4.6.3 Integrated Waste Management

The National Development Plan (NDP) Vision 2030 prioritizes environmental sustainability and resilience. The government is determined to improve delivery of basic services, and the SDG goals are primarily focused on waste reduction, monitor disposal and minimizing the exposure of disadvantaged communities to harmful materials, according to the 2014–2019 MTSF.

The management of solid waste is essentially a local government function, as defined by the Constitution. In compliance with the National Environmental Management Waste Act, the uMhlatuze Municipality has prepared an Integrated Waste Management Plan (IWMP). The strategy is in line with the NDP and SDGs and is responsive to them.

According to the Community Survey 2016, 79 060 households of 110 503 households have access to waste removal services (uMhlathuze Municipality, 2021d: 31). Thirty-five thousand five hundred and ninety-five low-income and indigent households receive free basic services. There are around 259 skips dedicated to rural communities. At least 71.55 percent of people have access to services, which includes community skips that serve remote areas and rural schools (uMhlathuze Municipality, 2021d: 32). The backlogs increased in 2016 when uMhlathuze was amalgamated with parts of Ntambanana Municipality which were predominantly rural with no waste services. The map below presents an overview of waste services by uMhlathuze, which extends to rural areas.

Map 4.3: Access to Refuse Removal



Source: uMhlathuze IWMP 2021/2022

In line with the National Waste Management Strategy and Waste Act, uMhlathuze has two formally established waste transfer stations that feed into the King Cetshwayo Regional Landfill site. The transfer stations, as mentioned are also used as Material Recovery Facilities (MRF) to increase recycling within the City. Each MRF accommodates local waste-preneurs that previously recycled from their backyards to sort different recyclables for their financial benefit. (uMhlathuze Municipality, 2021d: 53).

Increased demand for communal skips by communities is noticed during every IDP, particularly communities in the rural areas. The municipality's annual budget makes provision for skips; however, the challenge remains that communities in rural areas are subsidized by urban ratepayers, as rural communities are not charged for any service rendered to them. This dissatisfaction has been raised by ratepayers during the 2018 Community Satisfaction Survey.

3.6.4 Human Settlements

The delivery of housing in uMhlathuze adopts a two way approach, the first approach is through a provincial government funded housing programme, for which the municipality assumes a developer role in partnership with both the Provincial Department for Human Settlements and Implementing Agents; and the second housing delivery approach is through the privately-funded housing programme.

The uMhlathuze Municipality has noted with concern over the years an increased number of communities moving from the traditional locations to the urban areas. Many developmental issues confronting the municipality include unplanned settlements, unlawful occupation of state land, lack of affordable housing, urban deterioration and a historical practice of prioritizing hard infrastructure over social development (uMhlathuze Municipality, 2021c: 63).

Several land parcels with potential for housing have been identified and urban densification is being considered. The biggest housing need is in the rural areas. Slum and informal settlement eradication is a municipal priority (uMhlathuze Municipality, 2021c:106)

The identification of suitable developmental land is among the most pressing issues confronting the uMhlathuze Municipality. As a result of urbanization and population increase, the need for housing continues to rise. In recent years, the municipality has completed more than six thousand houses in various projects as well as assisting over 41 households with the Enhanced People Housing Project (uMhlathuze Municipality, 2021c:133 -136).

The municipality is dedicated towards ensuring that citizens' constitutional rights to appropriate housing and land are achieved. This may be seen in the municipal housing delivery plan, which has been adopted and will be implemented in the next few years.

4.6.5 uMhlathuze Local Economic Development

The economy of the uMhlathuze Municipality is by far the most viable of the King Cetshwayo District's municipalities, and it contributes the most to the district's GDP. uMhlathuze Municipality is also KwaZulu-Natal's - third-largest local economy. Despite having the lowest surface area among the District's municipalities, it has the most population. It has all the characteristics of a heavily industrialized area with the Richards Bay Minerals, SAPPI, Mondi, South 32 (BHP Billiton Aluminium) and other corporations are among the municipality's most important industries.

Unemployment is a major contributor to poverty and undermines the equitable allocation of income. Amongst the best desirable outcomes of economic growth is employment, which remains a primary focus of national government policy. According to the latest Global insight figures, unemployment in the city of uMhlathuze stands at 24.6 percent (IHS Markit, 2018: no page number). The number of individuals living in poverty has dropped as of 2018, yet the severity of poverty has remained high (uMhlathuze Municipality, 2021a: 268). In comparison to other municipalities in the district, the situation is better; yet, it is still higher when compared to the province's 21.9 percent.

The uMhlathuze municipality is dedicated to economic transformation, which includes creating a climate that is friendly to investors. The main economic sectors include, but not limited to, manufacturing, mining and quarrying, with trade, agriculture, forestry and fisheries being the least performing sectors (uMhlathuze Municipality, 2021a:267). The municipality implements a comprehensive economic roadmap aimed at accelerating and optimizing the local economy beyond the average planned growth rate. Strengthening the economy will provide greater revenue to the municipality, allowing it to meet its service delivery obligations.

As an industrial hub, the city is establishing itself as a major driver and champion of economic transformation for the benefit of local businesses and aspirational entrepreneurs (uMhlathuze Municipality, 2017a: 273). Building the capability of SMMEs is at the heart of the municipality's plan; as a result, the Municipality maintains a database of over hundred and thirty six SMMEs (uMhlathuze Municipality, 2021a: 288). The municipality has reviewed its Supply Chain Management and Procurement policy to contain a stipulation in all bids requiring 25 percent of work for large tenders to be subcontracted to local SMMEs (uMhlathuze Municipality, 2021a:288).

4.6.6 Free Basic Services

Access to basic services can make a significant difference in the well-being of disadvantaged families (STATSA: 2016: 1). uMhlathuze proposes a universal method to provide destitute and poor households with free, subsidized services. The universal method is based on tariff structures, which provide ten kilolitres (10 kL) of free water and 60 kWh of free power to those who fall below a certain threshold. Furthermore, consumers with a property worth below the authorized level are not charged any rates, refuse removal, or sewer (uMhlathuze Municipality, 2021b:111).

4.6.7 uMhlathuze Municipal Budget

The Municipal Finance Management Act (MFMA) is a crucial component of the greater legislative framework that governs municipalities. Its goal is to improve financial management and assist municipalities in moving toward a more sustainable future (National Treasury, 2008: no page number). Some challenges were identified and taken into account by Council during the preparation of the 2021/2022 budget. The decline in local economic activity, which has been aggravated by the Covid-19 outbreak, is without a doubt at the top of the list. This is indicated by a declining debtor's revenue recovery rate of 92 percent in March 2021, down from 97 percent in March 2020 (uMhlathuze Municipality, 2021b:3).

Property Rates have not been imposed on the majority of private households in uMhlathuze, including dwellings in the areas under the authority of Ingonyama Trust. Despite the fact that the majority of municipal services are provided to the same communities, supported through Property Rates Revenue, the disparity persists. This legal defect also applies to commercial and business activity under the Ingonyama Trust territory. Demand for various basic services, such as roads, water, refuse removal, energy and hygiene is rapidly increasing, but collection of revenue is challenging.

uMhlathuze is mandated by the Constitution to deliver basic municipal services in the Ingonyama Trust areas. However national government does not allocate equitable share for the non-paying properties. The significance is that the distribution of essential services is heavily reliant on Property Rates, although Property Rates receive no funding from the National Equitable Share. This is a question of national policy; however, the municipality has presented its case to National Treasury and requested that it considers the increase in the Equitable Share allocation (uMhlathuze Municipality, 2021b: 11).

Despite Council's "Level II accreditation", the subsidization of human settlements, which is a non-core function for local government, is considered an "unfunded" mandate because the R28,7 million deficit is financed by Property Rates. Waste Water Management Service has an R 29 million deficit, while Waste Management Trade has an R 2,2 million surplus, down from an R 16,3 million surplus in the 2020/21 Adjusted Budget (uMhlathuze Municipality, 2021b:11).

The main positives that come out of the compilation of the 2021/22 MTREF include an extensive effort by the municipality to make categories of tariffs more equitable between the various consumer and ratepayer categories. Of significance, and of importance for infrastructure maintenance, is that the 2021/222 MTREF provides no reduction on the resources allocated to Infrastructure repairs and maintenance. Municipalities must maintain or renew existing assets while they take on the issue of addressing infrastructure backlogs and expanding capital works (National Treasury, 2008: no page number).

The draft MTREF 2021/2022 was presented to Council. Thereafter, an extensive community engagement process was initiated, with a cluster approach of public sessions held at several places. The Traditional Leadership cluster was the first to be consulted. The community's participation in budget engagements is increasing, and their awareness of the municipal process is also encouraging. Any community-identified budget proposal is integrated into the Final Budget and Medium-Term Revenue and Expenditure Framework.

The Council is elated over the Unqualified Audit Opinion for the 2019/2020 financial year, also known as Clean Audit, presented by the Office of the Auditor-General (Zululand Observer, 2021). Following a slight digression in the 2018/2019 financial year where the uMhlathuze Municipality was penalised for “misinterpretation” of a certain section of the legislation. The council implemented stringent measures imposed to ensure the return to clean governance in the 2019/2020 financial year (Zululand Observer, Accessed: 22 June 2021)

For the fiscal year 2021/22, R594 million has been set aside for infrastructure development, accounting for 72 percent of the overall capital budget. This amount totals R537 million, or 72 percent, for each of the subsequent financial years. In 2021/22 Capital Expenditure Budget, water infrastructure had the biggest allocation of 53 percent, followed by road transport infrastructure with 20 percent, electricity infrastructure with 14 percent, and wastewater infrastructure uptake of the 5 percent allocation of the total Capital Expenditure (uMhlathuze Municipality, 2021b:21). uMhlathuze Municipality is financially sound enough to maintain budget deficits in the short and medium-term, despite the fact that deficit budgeting is not sustainable in the long run. It should also be emphasized that the municipal budget is project-based influenced by community priorities as expressed in the IDP, limited by the extent that the Municipal's administration and finance system capabilities allow.

4.7 CONCLUSION

Local Government is an overregulated sphere of government with a plethora of acts, regulations and policies. These pieces of legislation are being produced with the ultimate goal of realizing the goals of local government in mind. In the case of uMhlathuze Municipality, there has been empirical proof of considerable progress made with the delivery of essential services through Integrated Development planning linked to the municipal budget. This is proven with the statistics on the progress with regards to water, sanitation and electricity access. Amid challenges facing local government generally, such as limited revenue collection and influx to urban areas, uMhlathuze has continuously prioritized service provision in rural communities over the years.

The City of uMhlathuze has also proven to be the epitome of excellence in the sound financial management of its affairs, confirmed by its consistent good audit outcomes by the Auditor General. Healthy stakeholder relations are vital to the city's stability and improved excellence in service provision. uMhlathuze has built good relations with its stakeholders, particularly Traditional Leaders, through the IDP Process. It is without a doubt that room for improvement exists in challenging areas of communication.

CHAPTER 5

RESEARCH METHODOLOGY

5.1 INTRODUCTION

The research methodology conducted by researchers in describing, explaining, and forecasting occurrences is referred to as research methodology (Greenstein, Roberts and Sitas, and 2003:2). There are three popular and recognized ways of research, according to Creswell and Creswell (2018:3): qualitative, quantitative, and mixed-methods. The qualitative research approach was adopted by the researcher for this study since it uses a multi-site case study approach. This approach was carried out to assess and analyse the responsibilities of different participants on the role of Amakhosi in the uMhlathuze Municipality's integrated development planning.

Because qualitative research methods entail the collecting of a variety of empirical data, such as interviews, case studies, and observation, amongst the others, it enables the collection of first-hand information. Qualitative research uses a variety of methods and takes an informative and professional approach to its subject (McMillan and Schumacher, 2006:340) In addition, qualitative research is participatory and in – person research that necessitates a considerable period of time to observe, interview and document processes as they normally unfold. Qualitative research methods offer the advantage of providing better insight of why respondents feel a specific way, which might help the researcher obtain a deeper knowledge of the research problem (Cassim, 2011:71).

Interviews and focus group discussions as qualitative approaches have the disadvantage of being time-consuming and potentially "subjective" (Cassim, 2011:82). The research methodology's purpose is to offer a complete and coherent detail of the specific procedures that must be taken to solve the research challenge (Denscombe, 2010:4). The review of the literature was adopted as a secondary method in this study, with interviews serving as the primary data collection instrument.

5.2 OBJECTIVES OF THE STUDY

The study is founded on the following objectives:

- Research to what extent the traditional authorities participate in municipal integrated development planning processes;
- Identify the challenges experienced by traditional authorities in respect of participating in the municipal integrated development planning process of uMhlathuze Municipality;
- Explore and evaluate perceptions by key participants on the role assumed by Amakhosi in the IDP processes;
- Formulate new possible mechanisms which seek to improve the participation of traditional leaders in the IDP processes.

5.3 KEY RESEARCH QUESTIONS

In respect of the study objectives above, the outcomes of the study responds to the following questions:

- How involved are traditional leadership in drafting and execution processes of the IDP in uMhlathuze Municipality?
- What are the impediments being experienced by traditional leaders concerning their role in the IDP participation process of the uMhlathuze Municipality?
- What are the views of other key participants about the contribution of traditional leadership in the IDP processes?
- What new mechanisms could be devised to improve traditional authorities' participation to ensure meaningful involvement in the IDP Process at the uMhlathuze Municipality?

5.4 RESEARCH DESIGN

In the case study, the researcher examines a single concept or phenomenon that is constrained by time and activity and acquires in-depth knowledge over a long period of time by applying multiple data collection approaches (Creswell and Creswell, 2018:14). The collaboration of traditional leadership and the municipal council in one entity, namely uMhlathuze Municipality, was investigated using a descriptive and exploratory case study design.

The role of traditional leadership in the integrated development planning process of uMhlathuze Municipality was investigated using a qualitative research method in this study. Physical visits to key role players for interview purposes, participant observation and focus-group interviews are some of the data collection methods employed. Amakhosi from two traditional areas in the uMhlathuze Municipality were interviewed, INkosi uMkhwanazi of Kwa-Mkhwanazi and INkosi Mthembu of Kwa Somopho Traditional Authorities.

During the interviews, open-ended questions were utilized to enable respondents to freely express themselves in their vernacular. The researcher took notes, and interview responses were captured and recorded on an audio recorder. The goal was to elicit the participants' understanding, engagement, and opinion about the topic under consideration. The interviewees included two traditional leaders, one political office bearer, five administrative officials, four ward councillors and four ward committee members.

5.5 STUDY CONTEXT

The study is carried out in uMhlathuze Municipality within King Cetshwayo District Municipality in the Province of KwaZulu-Natal. The study site comprised of rural areas under the Traditional Authority of Kwa-Somopho and the Kwa-Mkhwanazi Traditional Authority.

Kwa-Somopho Traditional Authority area is a rural area, which is approximately 41.8 km away from the main central business district of uMhlathuze. It has no economic

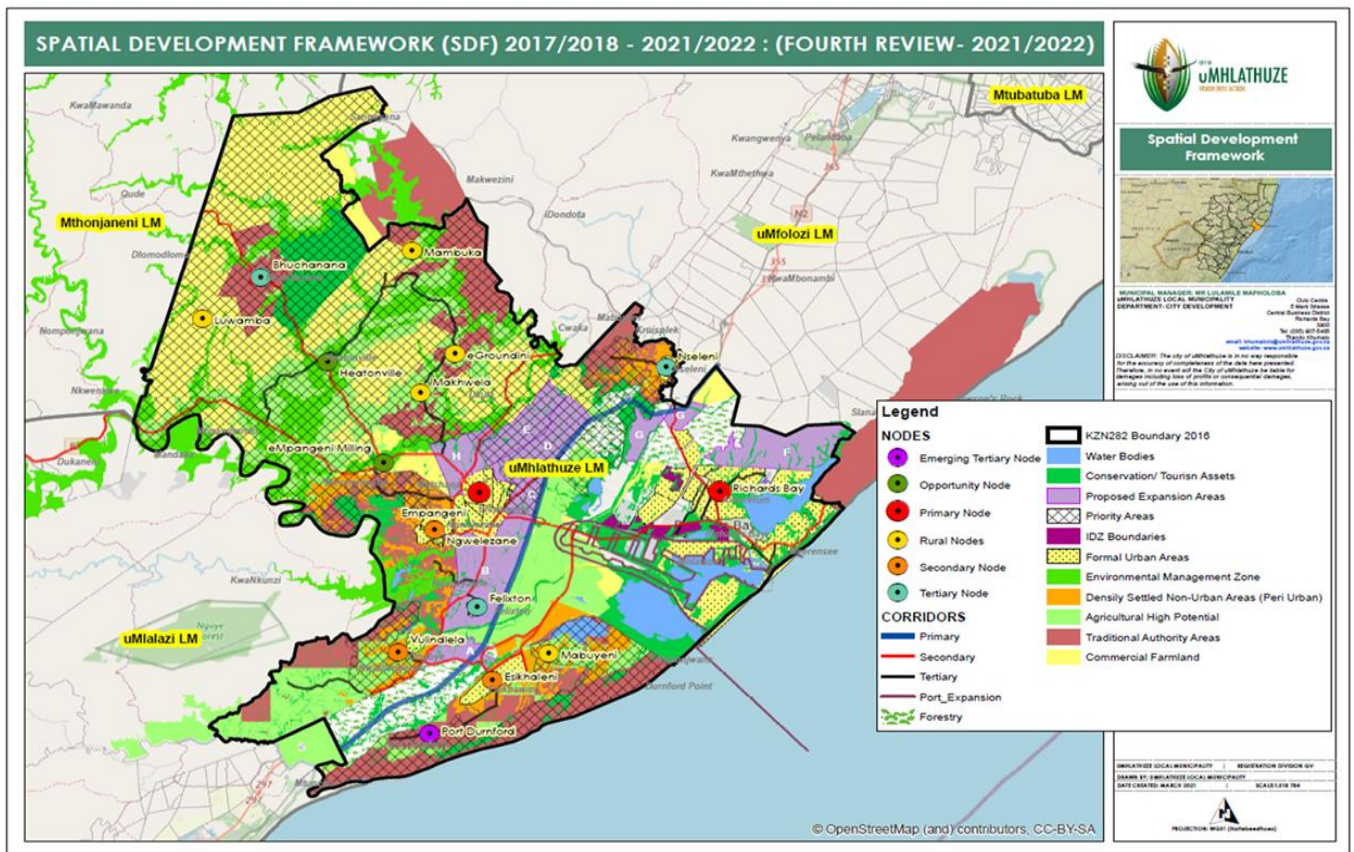
activities. It includes ward 31 and 32 in terms of municipal demarcation boundaries, with an estimated population of over 20 000 people, who are 99% isiZulu speakers. Both the traditional authority and the demarcated wards are new wards in uMhlathuze municipality which were incorporated after the re-determination of municipal boundaries in 2016. The area has active traditional leaders and the traditional leadership institution is still well honoured by the greater part of the community. The area has izinduna per isigodi that serve as the rightman of the iNkosi. Therefore, by virtue of being new, relations and co-operation on matters of development remains critical between the municipality, traditional authority and its council.

Kwa-Mkhwanazi Tribal authority is approximately 48, 3 km away from the municipality. It incorporates the deep rural areas of ward 10 and ward 11, mostly characterised with dusty roads. It is vast in land coverage with an estimated twenty thousand people, when excluding ward 30, which is a township establishment with the University of Zululand in its proximity. The system of traditional leadership is highly respected by community members, with iNkosi Mkhwanazi and the Kwa-Mkhwanazi Traditional Council being responsible to ensure development in its area.

The study site shares a sizeable percentage out of 63 795 hectares of land that belongs to the Ingonyama Trust Board, which is governed by Amakhosi. The areas have no economic activities and they are far from urban towns. The areas are characterised by a high percentage of unemployment. More people living in these areas survive on government grants. The matter of governance dependency remains a key challenges in these areas and the noticeable backlogs on basic services such as water and roads and other municipal services.

The map below shows the areas within the boundaries of uMhlathuze Municipality and the extent of traditional leadership land within the uMhlathuze Municipality.

Map 5.1: Map showing uMhlathuze Municipal Boundaries



Source: uMhlathuze Final IDP Review 2021/22

5.6 POPULATION AND SAMPLING

Respondents in this study were selected through a purposive sample methodology, which is a non-probability sampling method. Non-probability sampling, according to Alvi (2016:14), is suitable for exploratory research that aims to improve the understanding of a population.

Purposive sampling, according to Greenfield (2002:189) is a strategy in which subjective judgments are used to select units of study, which might be individuals or groups that the researcher believes would reflect the population. In this study, the units of analysis were referenced elsewhere in this chapter.

For this study, five sub-groups were purposively sampled. Two traditional leaders were identified for the interviews in the first sample. This was one of the most important

study units in the research, owing to the study topic's focus on traditional leaders' role in the development of the municipality's integrated development plan.

These participants have extensive knowledge of the customs and traditions; they are members of the municipal council and hold the most land, and have the largest population of any traditional authority. Traditional leaders, as the community's "mouthpiece" and "earpiece," are always at the forefront of socio-economic progress. Their knowledge of uMhlathuze's history and experience are crucial to the study's research topic.

The second sample included the Mayor and the Speaker of the Council, who are both Political Office Bearers (POBs). Only the Speaker, however, took part in the research. The two representatives are the custodians of development in the municipality, including developing traditional areas; they are also legally tasked with establishing relationships with all traditional leaders in their jurisdiction, in accordance with the Constitutional provisions on intergovernmental relations.

The third sample came from uMhlathuze Municipality officials, who play an important role as municipal administrators and advisors to the municipal council on all developmental initiatives. Officials from the municipality are also liable for coordinating the making of the budget and the Integrated Development Plan. They were also selected as important participants in the study.

Municipal ward councillors in the designated traditional areas in Kwa Mkhwanazi and Kwa-Somopho Traditional Authorities made up the fourth sample. Ward Councillors were one significant critical unit in the target population since they were the legal and elected leaders of their respective wards. Councillors have a mandate as legitimate community representatives in the municipal council to guarantee that community priorities are delivered in a timely manner and that there is value for money in the services provided. Further, they must foster a synergistic relationship with the Amakhosi, as both are functionally reliant on each other. Ward committee members of the designated wards within the study population made up the fifth sample.

Ward committee members are elected community members who are entrusted with an important role of providing a connection between municipality, council and the community. The establishment of formal, fair communication channels and cooperative relationships between the municipality and the community within a ward are amongst their main key roles. They also encourage and facilitate public participation in municipal affairs, including the development of municipal IDPs.

5.7 METHODS OF DATA COLLECTION

In this investigation, data was collected using four different instruments and procedures. Semi-structured interviews and focus group discussions, participant observation and document analysis were among the data collection instruments used. The researcher designed the interview questions and pretested them ahead of the real interviews. The final interview questions were produced predicated on the input received from respondents after reviewing the interview questions.

The schedule was discussed with the researcher's supervisor. The interview questions were all connected to the research problem. The participants gave their written informed consent before the interviews were conducted. The respondents were contacted at their residences and workplaces, where authorities had time for this study to be carried out. The study objectives were explained to the participants. Each participant was given a statement in their language explaining their rights, including the fact that involvement in the study is optional, as well as the prospect of being asked to participate in future studies was well explained. Data collections methods adopted in the study are briefly discussed below:

5.7.1 In-depth interviews

A qualitative semi-structured questionnaire was used in the research. The application of a semi-structured questionnaire gave the interviewer the ability to probe during the interview process to clarify any ambiguous responses. According to (Given, 2008: 9), semi-structured interviews are a research method that uses a mix of structured and

unstructured interviews. The researcher gathers information from informants by questioning them on a sequence of predefined and unplanned questions, enabling flexibility. Traditional leaders, the Speaker and municipal officials were among the people interviewed because of their deep understanding of the subject.

The researcher conducted interviews with participants at locations that were convenient for them. This was planned ahead of time before the interviews began. Throughout the questions and answer session, the researcher ensured that the participants were aware of the interview's goals. Interviews were scheduled for specified dates agreed upon by the participants and the researcher. The researcher had to wait a long time to meet with the respondents since they frequently shifted their booking owing to other obligations.

These interviews were convened to obtain an in-depth knowledge of the participants' responses and to research the study's topic. In this study, the researcher's goal was to obtain responses to the research questions. Consequently, the researcher relied on interviews to gather information, with each session featuring physical interviews with respondents. The responses of the participants were written and recorded on an audio recorder. The researcher produced a layout of unplanned and planned questions, which made the procedure simpler to administer. Because it was effortless to exchange information with the informants, it was effortless to observe their emotions and frustrations, and the interviews were deemed to be reliable and honest.

5.7.2 Focus group interview

Ward councillors and ward committees from the identified traditional areas of Kwa Mkhwanazi and Kwa Somopho participated in a focus group discussion. A focus group is a qualitative research strategy employed to collect data through a group interface (Kumar, 2011:386). A focus group is a moderated group interaction in which a researcher present issues or poses questions that prompt group participants to discuss them. Issues, diverse points of view, and any noteworthy points raised during these debates give data from which conclusions and inferences can be drawn.

This study looked into the attitudes, opinions and observations of ward councillors and ward committee members regarding the role of traditional leadership in the development of an Integrated Development Plan. As data collection instruments, questions in the form of an interview schedule were used. This method was chosen because it enables participants to answer questions more precisely and in their own language. In accordance with the participant's request, the questions were provided in isiZulu. The participants were informed that their personal information would be kept confidential.

This was the most interesting interview, as participants demonstrated much knowledge, experience and recommendations towards the study research questions. There was excitement during the proceedings, and it required the researcher to be flexible in allowing every participant enough time to respond, but also the researcher had a huge responsibility to guide participants not to detract from the questions posed, as there was much temptation of losing focus to more personal experiences. The interview took longer than anticipated, but all participants were satisfied and happy with their involvement in the study.

5.7.3 Participative observation

Observation is a method of collecting data through observing the behaviour of the respondents. The researcher relies on their ability to observe what they witness as opposed to talking with participants to obtain data (Sheroz, 2013:8). Participant observation involves the researcher serving as a participant in events and observing the actions and outcomes (Kabir, 2016:241). The researcher in this case study is a municipal employee assuming a direct position in the IDP's management, development, review and execution. During the data collection period, the researcher was a participant-observer through various council established structures, such as portfolio committee meetings, executive committee, council meetings, IDP Forum and IDP Roadshows. Observation was discrete wherein the subject was not aware that the researcher was present to gather information. The benefit of using observation in this study is the fact that the researcher did not rely on people's willingness to provide information but was at an advantage to directly observe what individuals do as

opposed to depending on their feedback. An observation checklist was used to record the behaviour of the participants during the different council established structures.

5.7.4 Document Analysis

Throughout the study, the researcher did thorough database searches to verify that the current and relevant, sources were used. For the study purposes, the critical literature relevant to Amakhosi's function in the formation of the municipality's integrated development plan was reviewed. This research was based on a review of official municipal records, library sources, mass media publications, journal articles, and worldwide practices discussing traditional leadership's role in municipal development and service delivery. According to Creswell and Creswell (2018: 27) qualitative researchers need to employ literature in an inductive logic manner and in accordance with methodological expectations in an inquiry. Under this study, a review of the literature was used as an additional data collection method.

The information literatures used to guide this research enhanced traditional leadership's role in policy formation not only locally but also in other African countries. The researcher was able to understand the perspectives of other authors who had written about comparable studies over the years, allowing a more in-depth understanding of the subject under investigation. According to Auriacombe (2010:17), researchers should familiarise themselves with other scholars' ideas and perspectives in order to gain a better grasp of the subject being examined. According to Massey (1997:2), a competent literature review is intended to provide an expression of what was already documented on the topic as well as what remains unknown about the topic. The process of data analysis is detailed in the following section.

5.8 DATA ANALYSIS

The process of providing structure, and purpose to the information obtained is known as data analysis (Greenstein, Roberts and Sitas, 2003:75). Data is worthless unless it is scrutinised, evaluated and conclusions are drawn from it (Tsoko, 2014: 56). In a qualitative study, data analysis aims to gain an understanding of the text and visual data, according to Creswell and Creswell (2018:190). This entails segmenting and

disassembling the data, as well as reassembling it. Content analysis was used by the researcher, which allows for descriptions and magnitudes of data. One of the many qualitative methodologies for analysing and interpreting data is qualitative content analysis (Elo et al., 2014:1). As a research method, it is a structured and systematic approach to explaining and classifying a phenomenon (Schreier, 2012). The themes were subdivided and combined with the responses of the participants. The study's fifth chapter will go through data analysis in detail.

5.9 TRUSTWORTHINESS OF THE STUDY

Demonstrating the dependability of data collection is one element that assists a researcher's final assertion about the integrity of a study (Elo, et al., 2014:2).

5.9.1 Credibility

According to Elo, et al. (2014: 3), credibility has to do with the research's focus and relates to the extent of assurance in the data's ability to deal with the intended emphasis. As a result, it is thought that the greatest judge of whether the research findings truly reflect the participants' ideas and feelings is the individuals themselves. Participants were given the study results to determine whether they were a real portrayal of their thoughts and viewpoints. This was achieved to guarantee the study's credibility.

5.9.2 Transferability

The extent to which the phenomenon or discoveries presented for one study are generalised or useful to theory, practice, and the prospect is pronounced as transferability (Moon, Brewer, Januchowski-Hartley, Adams, and Blackman, 2016:3). The articulation of extensive representation of the participant's comments and replies to the questions in the form of direct quotations, allows the researcher to present in-depth narratives to convey the research findings. This level of specificity transports readers to the study environment and fosters a sense of shared experience. In addition, the extensive detail allows readers to draw conclusions about the findings' applicability. Qualitative research findings, on the other hand, are often limited to a

specific location or individuals, making them difficult to generalize using quantitative criteria (Moon, et al., 2016:3).

5.9.3 Dependability

The extent to which research strategies are documented, permitting someone outside of the research to observe, verify, and analyse the research process, is described as dependability (Moon, et al., 2016:2). Kumar (2011:185) observes that establishing dependability may be difficult unless a thorough and accurate transcript of the process is kept for others to reproduce to determine the extent of dependability. To guarantee dependability, the researcher kept all recordings of interviews in digital and written format. In addition, a comprehensive inventory of the sources used has been established. These extensive records allow anybody to carry out interviews with this study's participants at any point in the future with a high likelihood of getting comparable results.

5.9.4 Confirmability

According to Trochim and Donnelly (2007:149), the extent to which the findings could be confirmed or validated by others is known as confirmability. Researchers must display linkages between results and conclusions in a fashion that can be followed and duplicated as a process to get confirmability (Moon et al., 2016: 3). The researcher reserved a complete record of the research method used in this study to ensure and corroborate that the data interpretation, study proposals and outcomes reached, can be traced back to their origins and can be defended by the analysis. The researcher also safeguarded the data obtained by electronic means during the interviews.

5.10 METHOD TO ENSURE RELIABILITY

According to Creswell and Creswell (2018:99), reliability refers to the extent to which outcomes remain consistent across time. To ensure reliability, Creswell and Creswell (ibid) recommend that researchers check transcripts for errors captured during the transcription process, cross-check codes created by various researchers by separating findings that are independently obtained, and ensure that there is no shift

in the definition of codes during the coding process. Minimizing causes of measurement error, such as data collection bias, can also help to assure reliability.

5.11 METHOD TO ENSURE VALIDITY

Validity assesses if the research accurately measures what it was designed to measure or if the findings are accurate (Creswell and Creswell, 2018:99). Triangulation, extended duration, usage of member-checking, bias, peer debriefing, thick description, negative and discrepant information and other methods are used to establish validity (Creswell and Creswell) (ibid). In this investigation, triangulation was used. Triangulation allows one to utilise multiple sources of information to develop a logical rationale for topics by reviewing evidence from various sources (Creswell, 2009:191). For clarity and ease of understanding, the questions were written in a single language. In the presence of the researcher, all of the participants answered the questions. To enable relevant data analysis, certain questions were rewritten to provide more clarity, and acceptable alternative response options were introduced to the closed-ended questions.

5.12 ETHICAL CONSIDERATIONS

Researchers must address ethical considerations whenever their research involves humans or other beings capable of thinking, feeling, or experiencing bodily or psychological pain, according to Fleming (2018: 209). Ethics is both an art and a science because it deals with moral reasoning and justification, and it refers to the process of finding or discovering what is right or wrong (Rae, 2018:17).

The University of KwaZulu-Natal Social Sciences and Humanities Research Ethics Committee gave their approval to this study (Protocol Reference Number: HSSREC/00000802/2019). The study followed internationally established ethical research practices, such as obtaining participants' signed written informed consent (Creswell and Creswell, 2018:93). To obtain admission to the chosen study site, the researcher must first obtain permission (UKZN, 2014:1). The researcher was authorised to carry out this study by uMhlathuze Municipality via a gatekeeper's letter.

To ensure privacy and convenience, the research was conducted at different locations convenient to participants; for example, the researcher travelled to traditional courts as agreed with participants, and some interviews were conducted in participants' offices. Before carrying out the study, the researcher discussed the research objectives with participants and advised participants on how data was to be collected. This allowed participants to ask questions regarding the study.

The researcher informed the participants that their involvement in the study was completely voluntary and all who were not willing to further participate were also allowed to withdraw without penalty. The researcher assured participants that any information they divulged would be kept confidential and that their identities would not be exposed in the study. Before the session began, participants were asked to identify their preferred language for the interviews, and the researcher was given permission to record the interviews electronically.

5.13 CONCLUSION

The study's focus was outlined in the explanation of the study's objectives and research questions. In addition, information on the context of study, location, and sample is provided here to confirm the place and time when the study was carried out. This chapter offered comprehensive information on the research methodology, emphasizing the steps undertaken to address the research objectives and answer the study's key research questions. The steps incorporated the research approach and design, sampling, data collection, data analysis procedures and methods to ensure validity and reliability. The ethical issues considered in the study, including the permission to conduct the study, the privacy of participants, informed consent, voluntary consent, anonymity and confidentiality of participants. The aim of this research is to learn about and comprehend the role of traditional leadership in the integrated development planning in the uMhlathuze Municipality through review of literature, interviews and observations.

CHAPTER 6

DATA COLLECTION, PRESENTATION, AND ANALYSIS

6.1 INTRODUCTION

The study's purpose was to examine and understand with clarity the role of traditional leaders in the uMhlathuze local municipality's integrated development planning. This chapter evaluates how well the study's goal, objectives, and questions were met. The purpose of this chapter, in a nutshell, is to present, analyse and evaluate data on traditional leaders' roles in integrated development planning in the uMhlathuze Local Municipality. The results of semi-structured interviews will be presented in this chapter. The findings are centred on information obtained from traditional leaders, councillors, municipal employees, political office bearers, and ward committee members about traditional leaders' role in the development and execution of the uMhlathuze local municipality's integrated development plan (IDP).

The study intended to examine in-depth the role of traditional leadership in Integrated Development Planning within the context of uMhlathuze Municipality to offer recommendations on basic and vital policy tools that will define the role to be played by Amakhosi in the IDP processes in future. It is key to highlight that the researcher prepared semi-structured interview questions for two traditional leaders of uMhlathuze local municipality (Appendix A), two political office bearers and five uMhlathuze Municipal officials (Appendix B) and one focus group (Appendix C). Data analysis entailed categorizing the collected information into groups to derive reactions and themes to the main research question. The research intended to look at the role of traditional leadership relative to municipal Integrated Development Planning, as indicated in the first chapter and throughout the rest of the study.

In addition, the study examined the significance of public participation in IDP processes. The study also looked into and uncovered information about communication techniques related to the topic in question. The study correspondingly required the researcher to find out challenges affecting relations between traditional leadership and the municipal council, impacting negatively on the development process. Furthermore, the study was prompted by the need to find ways for improving relations between traditional leadership and local councils, as well as improving

service delivery. To make the content easier to read, refer to, and interpret, data is also presented in the form of tables and charts. Furthermore, data analysis was conducted with reference to the key responses that were shared by all participants.

6.2 SOCIO-DEMOGRAPHICS OF STUDY PARTICIPANTS

It is worth mentioning that throughout the research, all respondents were adequately informed about the research. This chapter commences with a summary of each participant's demographic information. This is essential because it offers the reader a quick overview of the participants. Pseudonyms have been assigned to participants to protect their identities, as required by ethical guidelines in human subjects' research (Farell, 2005:17). Participants were recruited from practically every important division within the municipality to gain a holistic understanding of traditional leadership participation in IDP processes at the uMhlathuze local municipality. The researcher gathered individuals from various social and economic backgrounds to obtain a diversified and broad set of data. The study was conducted with 17 participants in total, two of them were traditional leaders from uMhlathuze local municipality, whilst two were political office bearers, the Speaker, and the Mayor of uMhlathuze local municipality. The study also consisted of five administrators serving the municipality under question, and lastly, the study also incorporated eight focus group participants.

Table 6.1: Demographic Profile of Participants

NAME	GENDER	CATEGORY
Traditional Leader 1	Male	Traditional Leader
Traditional Leader 2	Male	Traditional Leader
Political Office Bearer 1	Female	Political Office Bearer
Political Office Bearer 2	Male	Political Office Bearer
Administrator 1	Male	Administrator
Administrator 2	Male	Administrator
Administrator 3	Male	Administrator
Administrator 4	Male	Administrator
Administrator 5	Male	Administrator
Participant 1	Male	Focus Group
Participant 2	Male	Focus Group
Participant 3	Female	Focus Group
Participant 4	Male	Focus Group
Participant 5	Female	Focus Group
Participant 6	Male	Focus Group
Participant 7	Male	Focus Group
Participant 8	Male	Focus Group

Source: author

6.3 PRESENTATION OF THEMES

This section displays the themes and subthemes gathered from the conversations with individual study participants. The research questions were utilized to inform the themes and sub-themes that transpired from the participants. They are as follows:

Table 6.2: Themes

THEMES	SUB-THEMES
Challenges of traditional leaders in uMhlathuze municipality	<ul style="list-style-type: none"> -Lack of Budget -Lack of Education -Lack of Resources -Fights Over Land Ownership -Power, Legitimacy, and Safety
Hindrances to traditional leader's participation in integrated development planning	<ul style="list-style-type: none"> -Gatekeeping and Politics -Lack of Advertisement and Mobilization -Traditional leadership versus democratically elected public representation
Facilitative conditions to traditional leader's participation in integrated development planning	<ul style="list-style-type: none"> - District and Provincial Houses of Traditional Leaders -Political Affiliations
Perceptions of Political Office Bearers and Administration	<ul style="list-style-type: none"> -The Role of Traditional Authority in local Governance -Experience with Serving with Traditional Leadership
Possible Mechanisms	<ul style="list-style-type: none"> -Engagements and Communication -COGTA and Funding -Traditional Leaders-Wide Skills Audit

Source: Author's construct

6.4 CHALLENGES OF TRADITIONAL LEADERS IN UMHLATHUZE MUNICIPALITY

Based on interviews and focus groups with participants on the common challenges confronted by traditional leaders of the uMhlathuze local municipality, the study identified five key challenges. The uncertainty on the role of traditional leaders throughout the IDP process was also identified as a source of challenges. Traditional leaders were also questioned about their interactions with the uMhlathuze municipality, its councillors and staff. It must be noted that all of the outlined challenges are the by-product of discussions that the researcher had with all of the study participants, but the attention was on traditional leaders and their status at the uMhlathuze local municipality. The following were the comments of research participants when questioned about the challenges that traditional leaders of the uMhlathuze local municipality confront.

6.4.1 Lack of Budget

The study recruited traditional leaders from the uMhlathuze local municipality to gather comparable and diverse information about traditional leadership participation in integrated development plan processes. The study discovered that one of the general challenges confronting the traditional leaders at uMhlathuze local municipality is the lack of budget for developmental projects. The study participant unveiled that the lack of budget for development in rural areas makes it difficult for traditional leaders to continue attending IDP meetings as no feedback is given in terms of progress on the implementation of community projects. Study participants made the following remarks when questioned about the issues faced by traditional leaders in the uMhlathuze local municipality as a whole:

“The absence of capital funding for development projects in rural areas is the most significant difficulty we confront. Our areas are still faced with backlogs in terms of water supply, sanitation, housing and other basic services. These are fundamental needs for our communities which we believe the municipality has to provide in terms of the Constitution. Without proper feedback year in year out on prioritised projects and progress thereof by the municipality makes it difficult to attend the IDP meeting, as they end up someone being a talk show.” (TL-1).

“If the government can be consistent with the implementation of capital projects in all rural areas, there will be improvements. We do not dispute that there has been improvement with regard to development initiatives by the municipality in rural areas over the years. However, a lot still needs to be done to curb a large number of backlogs in our areas. A municipal budget should be ward-based so that there can be a balance between urban and rural development. I don’t wish to comment much about funding, but there has not been consistency in the distribution of funds, which makes us feel as though we are not a priority to our municipality” (TL-2).

One of the municipal officials also attested that amongst the challenges confronted by traditional leaders within the municipality under question is the lack of enough financial support. This is supported by the following statements.

“I think our municipality should move towards a more ward-based budget, rather than just a multi-year budget. This will enable our municipality to be transparent on the allocation of funds on developmental projects per ward. There are many capital projects directed at developing our rural areas; however, when crises arise, we take from those projects and fund other projects, and that is when we experience delays on rural projects implementation” (P7).

“Traditional leaders and their communities are not charged for the many services they receive from municipalities, including the collection of waste in rural areas. There is no income generated by the municipality from services rendered in rural areas. We take from the ratepayers to fund the development of rural areas, and we must be fair in giving back to the ratepayers through funding their developmental needs while we also prioritise rural communities. The government is putting a fair allocation on traditional leadership areas, but improvements can be made so that, as the municipality, we also find more expression in our communities. I believe that if their development requirements are not adequately budgeted for, we cannot expect them to lead, facilitate, or encourage communities to engage in the IDP process. ” (Admin 3).

Some study participants expressed that the lack of budget for traditional leaders and their areas is a trigger to many challenges, including being unable to control communities when they embark on service protests. Traditional leaders also pointed out that communities are dissatisfied with the municipality's inconsistent services due

to a lack of capital budgets for traditional territories. Reference was made to a recent protest by the communities of Kwa-Dlangezwa, which is an area under iNkosi uMkhwanazi where communities embarked on a violent protest due to water shortages in the area that sometimes lasts for months, without any municipal intervention. In a brief overview, the majority of study participants both expressed and acknowledged that there is an insufficient allocation of budget towards traditional areas development in uMhlathuze Municipality.

6.4.2 Lack of Education

One of the study questions relevant to their participation in integrated development planning processes required feedback on major difficulties faced by the traditional leadership of uMhlathuze local municipality. According to the study, one of the challenges faced by traditional leadership is the lack of education and upskilling developmental programmes for traditional leaders in particular. Of significance is that the uMhlathuze Municipality was formally established in December 2000. Since its establishment, there have been only four local government elections. The study points to the fact that the Kwa-Mkhwanazi Traditional Authority has been the longest-serving Traditional Leadership since the Inauguration of uMhlathuze Municipality. Kwa-Somopho has also been serving; however, they only started participating in uMhlathuze Municipality after the re-determination of Municipal boundaries in 2016. The traditional authorities reported that there are no educational or skills developmental programmes that are meant to assist them in their line of duty. The following are the study participants' perspectives.

“I have been blessed to be the longest-serving traditional leader in our municipality. However, our plea has always been about being uplifted through education and skills development. Government must co-opt institutions that will train us to advance our understanding in line with both traditional authority and our role in local government matters” (TL-1).

“I strongly believe that even traditional leaders must be given development opportunities. Traditional leaders are typically found in rural areas where there is a high rate of illiteracy. Some traditional leaders across the province are equally uneducated.” (TL-2).

Officials from the uMhlathuze local municipality also commented on the standard of schooling in the municipality as a whole and for traditional authorities in particular. Municipal officials acknowledged that much work had been done to help ensure that training reaches all societal leaders, particularly traditional authorities.

"We recognize the necessity of training traditional leaders in basic subjects such as public administration in order to provide them with a broader understanding of governance fundamentals." (Administration 4).

"Traditional leaders must be trained in order to serve an oversight role on municipal performance. They also sit on municipal committees, such as the Financial Portfolio Committee, which discusses the budget, and the Planning Portfolio Committee, which discusses the IDP, under Section 81 of the Municipal Structures Act.

History has taught us that Traditional leaders have difficulty in participating in these communities due to the lack of understanding, as some discussions can be very technical in nature. They must be trained in financial management in order to comprehend and participate confidently in budget presentations." (Admin 1).

"Programmes that aim to foster skill development for traditional leaders are severely lacking. Traditional leaders across the board are missing out on vital information about critical skills because they are not exposed to them. We must accept that within the uMhlathuze local municipality, there is a lack of coordination in skill development initiatives directed at traditional authority." (P3).

Traditional authorities' knowledge of the relevance of participation in integrated development plan procedures, according to the study participants, might be improved by introducing skills developmental programmes for them. The study findings suggest that the municipality should lead the charge of programmes that focus on the all-inclusive development of all traditional leaders, predominantly on skills development. Therefore, there is a need for short to long-term skills developmental programmes to assist the traditional leaders.

6.4.3 Lack of Resources

The outcomes of the study have uncovered that the traditional authorities under uMhlathuze local municipality are equally confronted by the lack or poor resources to

enable them to execute their functions efficiently. As highlighted above, lack of sufficient skills training has been declared as another challenge facing the traditional leaders of uMhlathuze local municipality. The study further discovered that there is poor infrastructure for effective communication and liaison with uMhlathuze local municipality due to inadequate financial support. According to the findings, traditional leadership in the uMhlathuze local municipality lacks infrastructural development. Most study participants communicated their dissatisfaction with the available infrastructure. Study participants reported that the traditional leadership is tasked with the role of maintaining law and order in their tribes or communities. They must also communicate any dissatisfaction or plots of unrest by their communities on service delivery and developmental concerns to the municipality. However, there are no resources and instruments that will assist them in carrying out their duties accordingly. Study participants argue that the necessary infrastructure will enable them to deliver effective services in the communities. This is substantiated by the following statements.

“There is a great need to advance traditional leadership with all necessary resources for us to do our duties meaningfully. Many communications are done using emails, and social media platform, therefore; traditional leadership must be assisted with computers and access to the internet” (TL-2).

“I believe that the lack of financial support leads to poor resources and poor working conditions. There is so much that is expected, but we are given limited tools of the trade. Government should extend a hand in ensuring that we are catered with all basic resources, such as mobile phones, data and tablets for consistent communication” (TL-1).

The study also learned that, amongst other things, traditional leadership is entrusted with the role of convening and ensuring attendance at people's meetings when the government requests it. Civil cases must be heard and decided by traditional authorities, and criminal crimes must be prosecuted if they have been bestowed within their authority or jurisdiction. However, there are no support instruments to support during the course of jurisdiction. In conclusion, the study participants attested to the fact that traditional authorities lack resources or good infrastructure which can enable them to operate more effectively in their offices. The study findings propose that it is

necessary for uMhlathuze local municipality to make means to guarantee that the traditional leadership in the municipality is fully resourced in order to assist efficiently in local government.

6.4.4 Fights Over Land Ownership

The findings of the study have declared fights over land ownership as one of the major challenges affecting the traditional authorities at the uMhlathuze local municipality and across the board. The outcomes of the study have also pointed out the fact that the conflicts over land ownership are a result of disputes that were never resolved during the apartheid regime. As previously highlighted, traditional leadership is entrusted with the role of sustaining law and order in their communities. They are also expected to hear and resolve civil issues as well as prosecute criminal offenses. However, the traditional leadership expressed that it is difficult to deal with disputes over land ownership as some date back ages ago and some cases lack sufficient evidence. When asked to comment on the challenges confronting traditional leadership in general, study participants made the following observations.

“One of the challenges that are finding expression all over the country is the fights over land ownership. The government post-1994 decided to entrust us with land ownership and re-distribution. We have since encountered many disputes concerning land ownership, and many have lost lives on the course. For us, this is a really sensitive issue.” (TL-2).

“Land redistribution is one of the most challenging tasks for us. Some would come and claim that this is their place and claim that it was perhaps under the ownership of their forefathers. What makes matters worse is that in most cases, there are no supporting documents or evidence.

Further, we also experience challenges with municipal officials who decide to implement a project in rural areas under the leadership of a ward councillor without any consultation with Izinduna of that area, that often cause conflicts which sometimes leads to project delays: “ the municipality does not own land in traditional areas, that should be respected” (TL-1).

Equally, uMhlathuze local municipality officials also expressed that land disputes are both sensitive and dangerous for traditional leaders. The following statement supports.

“Indeed, land disputes are very problematic. Although it is not much prevalent in our municipality, however, it is a striving problem across the country, and people lose lives. Traditional leaders are obliged to tread with extra caution when mediating these matters” (P5).

“Unsustainable land practices are a common challenge causing conflicts between traditional leaders and the municipality, the land belongs to Amakhosi, and development comes with the municipality and the Land Use Management, therefore often you find Izinduna installing people in areas designated for other use by the municipality. When disasters occur, the municipality is blamed and expected to intervene. It is critical that traditional leaders and Izinduna become conversant with the Spatial Land Use Management Act (SPLUMA), its regulations and bylaws, to have a common understanding towards Land Use” (Admin 6).

“Delayed development in rural areas is sometimes delayed by traditional leaders, and there is one particular traditional leader which I wish to hold his name for safety purposes, he refuses any development into his area by the municipality due to political affiliations. He has deprived his community of their constitutional right up to as far as rejecting a housing project in his area purely on the basis that it is brought by the government of a certain political party which he is not affiliated to” (POB 2).

In conclusion, the study confirmed that land disputes or conflicts are one of the challenges that traditional authorities face in the uMhlathuze local municipality and beyond. The outcomes of the study suggest that going forward, government must sponsor assistance to traditional leaders in ensuring that landowners even in rural areas are registered and known. Furthermore, it is the Municipality's role to empower traditional leaders and Izinduna on Land Use Management rules in order to avoid land development conflicts.

6.4.5 Power, Legitimacy, and Safety

The study also learned that most traditional leaders across the country are confronted with disputes over power, legitimacy, and safety. The traditional leaders in the study

unveiled that there are still disagreements in some provinces about who are the "legitimate" traditional leaders. The study discovered that it is believed that legitimate leaders are not formally appointed and that some appointed leaders, for example, some headmen, are not lawful. Study participants expressed that disputes over power and legitimacy have been prevalent under uMhlathuze local municipality; however, safety was not guaranteed. The traditional leaders expressed the view that the killing of traditional leaders has gone viral in the country, and this compromises safety. The traditional leadership mentioned that having been given the power to maintain law, order, and hear both civil and criminal cases indirectly gives birth to enemies. The following comments support the outcomes of the study.

"In our municipality, we have had major disputes over power and legitimacy, with reference to the Kwa-Dube Traditional Authority, where disputes were even reported in the media. However, we are relieved that a peaceful solution was found and that stability was preserved with the installation of the new Traditional Leader. In general, traditional leadership succession has not always been a smooth process. It is important that traditional leadership must be afforded security because they are not safe. The statistics on killings of traditional authorities has increased immensely" (P8).

"I have never dealt with difficulties emerging from power disputes. My transition was known way ahead, so I have never encountered challenges. However, I feel there is a need for considerate security because we are working with people" (TL-1).

"Well, disagreements around the issues of power and legitimacy have not found space around here. However, if you are mediating and facilitating traditional cases or disputes, you are most likely to involuntarily gain enemies because some can say you were biased in your ruling. Some feel they do not even owe you respect or authority" (TL-2).

In summary, the findings of this study indicate that traditional leaders in our societies are confronted with difficulties concerning power, legitimacy, and safety. The study participants communicated that the safety concerns usually stem from land disputes, conflict over legitimacy, contested outcomes of both civil and criminal cases. The study also learned that safety concerns in some traditional areas of uMhlathuze result from allegations of traditional leaders enriching themselves with monies meant for the

development of communities, from the Corporate Social Investment (CSI) by the industries located in those particular traditional areas, such as Kwa – Dube Traditional Authorities and Kwa - Somopho, where different plants of Tronox is located.

6.5 HINDRANCES TO TRADITIONAL LEADER’S PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING

One of the key study objectives was to identify matters affecting relations between traditional leadership and the municipal council, impacting negatively on the development process. Participants in the study were then asked to identify conditions that hindered traditional leaders' participation in integrated development plans in local governance. The study participants' conversations revealed four disruptions to traditional leaders' participation in local government. The following conclusions emerged as the participants discussed the conditions that impede traditional authority participation during the integrated development plan phase.

6.5.1 Gatekeeping and Politics

The participants in the study were asked to comment on their familiarity with the roles of traditional leaders as defined in the Constitution and in the “Traditional Leadership and Governance Framework”. According to the findings, traditional leaders are familiar with the laws that regulate and define their roles. Their legislative understanding went beyond the act that governs traditional leadership but goes as far as understanding the legislation that governs local government. However, study participants declared gatekeeping and politics as one of the circumstances that hinder the participation of traditional authority during integrated development plan proceedings. Gatekeeping, according to traditional leadership, can only be overcome through a high level of discipline, coexistence, and political tolerance. The following assertions back this up.

“Generally, South African history had made traditional leaders be automatically assumed to be affiliates of a certain political party, which is an opposition to the ruling party. Often it is very difficult that they get acceptance from their politically appointed counterparts if a traditional leader is not politically active or politically relevant, as it's often referred to by the ruling party's affiliates. It can be very difficult to expect an invitation to municipal proceedings. Generally, you must be a member of a specific political organization and be both visible and active even to access some of the key resources and opportunities from the government” (P3).

“During the IDP roadshows, traditional leaders are not given the same platform as politically elected councillors. Theirs is merely attendance; if they are lucky, they will be given a slot to give words of appreciation, but the actual participation in the programme is always given to councillors. If we are to co-exist, why are we not being afforded an equal opportunity? Even during the handover of projects, sometimes you are just an invitee by the municipality, and the whole ceremony is led by the municipality and no active role by traditional leaders” (TL -2).

“Izinduna have a right to contest for local government elections; however, that often leads to chaos later if they were not elected at the polls, simply because a ward councillor will always regard Induna as their opponents, instability becomes the order of the day in those wards, because for instance Induna was for party A and the ward councillor was for party B. Gatekeeping from both ends is inevitable, and creates conflicts which affect communities service delivery” (TL-1)

The traditional leadership also stated that gatekeeping and politics are not only a barrier to traditional authority participation in integrated development planning but also in all available resources and opportunities well within local government. Gatekeeping and politics, according to the study's findings, are some of the key impediments to traditional leaders' engagement in integrated development planning. Participants in the study communicated that you could be purposefully denied the opportunity to participate in local governance proceedings because you are an opposition or chose not to be involved in politics.

6.5.2 Lack of Advertisement and Mobilization

The medium of communication, lack of publicity, and effective mobilization are all barriers to traditional leaders' participation in integrated development planning and other important municipal development initiatives. Traditional authorities in contrast claimed to have a thorough comprehension of the Integrated Development Plan. They have also raised concerns regarding the lack of consistency in the communication medium, advertisement, and community mobilization.

“We acknowledge and appreciate that when the process begins, Amakhosi is the first structure to be consulted on the formulation of the IDP. As the custodians of culture, we ought to preserve our language, but we often have a challenge in the

communication medium used by the municipality. Communication is mostly in the English language, which is not our mother tongue which we need to preserve as the traditional leaders. Although they try to present in isiZulu during the IDP processes, however, the documents remain not interpreted, and then it becomes difficult to read, understand and own what is presented” (TL-2)

“In accordance with Chapter 4 of the Local Government Municipal Systems Act, which requires municipalities to consider the special needs of people who cannot read or write, people with disabilities, women, and other disadvantaged groups when establishing mechanisms, processes, and procedures, section 17 (3) is particularly important. The municipality has not reached that stage. Such a big and innovative municipality should be employing people who can do sign language for the deaf society people, one copy of municipal documents should be at least in braille printed to accommodate the blind community. Further, the municipality when they advertise their notices such groups are catered for, even those without impairments the advertising period is shorter, coupled with transport arrangement which does not even cater for a quarter of the community to the specific area where an IDP Roadshow will be hosted” (TL-1)

“I strongly believe on some occasions, as a community member residing in the rural areas, we do not get invitations because of poor communication or no announcement and mobilization by the municipality” (P_7).

“There must be consistency regarding these engagements. There are no consistencies because no one follows up whether all stakeholders had a say during IDP discussions. However, in some years, the municipal officials would make a physical visit to the tribal authorities to discuss IDP and to hear our inputs. As I have said, we have sat in municipal structures such as IDP Forum, Council and Portfolio Committees which enabled us to better to understand the IDP” (TL-1).

According to study participants, anomalies in the medium of communication used, lack of advertising, and poor community mobilization are all key barriers to traditional leadership participating in the integrated development planning process in uMhlathuze Municipality. Conversations with study participants confirmed that one of the shortcomings that generate inconsistency in tribal authority' participation during

integrated development plan deliberations is the medium of communication and mobilization.

6.5.3 Traditional leadership versus democratically elected public representation

The study discovered that there is no explanation or definition of the interrelationship between tribal authority and other state departments, or even the provincial government, in the legislation except with regard to the referral of legislation. Traditional leadership indicated that if issues of common interest in these regions are not handled by the relevant departments and traditional leaders, this might impede growth in rural areas. The study participants claim that one of the barriers to traditional leaders' participation in engagements about integrated development plans is the ambiguity of roles and duties for both the stakeholders in question. The findings of the study are certified by the following comments:

“Traditional leaders demanded that traditional authorities be recognized as local government at the primary level, rather than being included in municipalities, after 1994. However, we somehow understood that times had changed, and it was now a more democratic state wherein people chose their leaders. But the persisting challenge which leads to inconsistencies in participation of traditional leaders blur lines of powers as set against local elected government” (TL-1).

“In some regions in the province, some tribal authorities do not partake in local government engagements. They do so, voluntary on the basis that they feel like they have never been entrusted with enough authority post-elections in 1994” (TL-2).

Traditional leadership has voiced dissatisfaction with their constitutional and legal governing positions. They claim that the Constitution and post-1994 legislation have eroded their position, powers, and functions. They also argue that, like municipalities, the Constitution should have outlined their powers and responsibilities. In conclusion, traditional authorities believe that there are no clear lines separating traditional authority from local government leadership. Study participants then argue that this presents obstacles during the integrated development plan processes.

6.6 FACILITATIVE CONDITIONS TO TRADITIONAL LEADER'S PARTICIPATION IN INTEGRATED DEVELOPMENT PLANNING

Participants were asked to identify the practical conditions that allow traditional leaders to participate in the uMhlathuze local municipality's integrated development planning procedures. Although study participants had highlighted general circumstances that hindered traditional leaders' participation, the study equally engaged the study participants on issues that allowed easy participation in local governance discussions. Through engagements with study participants, the study was able to define two factors that may well have enabled traditional authority engagements during integrated development planning at uMhlathuze local municipality.

6.6.1 Local and Provincial Houses of Traditional Leaders

The presence of Houses of Traditional Leaders as a facilitative institution for traditional leaders' engagement in integrated development planning procedures at the uMhlathuze local municipality was also discovered in the study. The study uncovered that the KwaZulu-Natal House has seventy-six members, with five on the executive committee. The study further established that Section 5 prescribes that the House is made up of three delegates from each of the regional authorities. The Provincial Houses of Traditional Leaders are responsible for overseeing, guiding, and supporting traditional leaders on the ground. The study participants agreed that the Houses of Traditional Leaders make every effort to ensure that their roles and responsibilities are respected and upheld. The study participants confirmed that the Houses of Traditional Leaders always try to ensure that the position and functions of Amakhosi are respected and upheld. The following statements support the outcomes of the study.

“Traditional leaders' interests are represented through Houses of Traditional Leaders at the local, provincial, and national levels. In our situation, there is the King Cetshwayo Local House of Traditional Leaders, which serves as a spokesperson for all traditional leaders in the municipality and district; they are responsible for advocating for traditional leaders' participation in all programmes, including IDPs.” (TL-1).

“The Houses are entrusted with the authority and task of ensuring the relevance of traditional leaders. I strongly believe that their existence has played a huge role in

enabling and ensuring that we find expression during local governance engagements” (TL-2).

Briefly, the study's findings revealed that Houses of Traditional Leaders has been operating as a non-governmental forum and a custodian of traditional leaders' development. The study discovered that the Houses of Traditional Leaders was established to ensure that tribal authorities' voices were properly represented in local administration and beyond. The study participants were convinced that the existence of the Houses of Traditional Leaders had done significant work in ensuring tribal authority participation during integrated development plan engagements across all boards at uMhlathuze local municipality.

6.6.2 Political Affiliations

After engagements with study participants, it became obvious that political activism is one of the variables that promotes and advances traditional leaders' participation in the uMhlathuze local municipality's integrated development plan activities.

After communicating with study participants, it became clear that political affiliation and activism is one of the factors that promote and advance traditional leaders' involvement in integrated development plan proceedings in uMhlathuze local municipality. These findings validate the earlier-mentioned study's findings, which revealed that political affiliation is an indirect prerequisite for traditional authorities to participate in local governance programmes. When asked to report on the conditions that support traditional leaders' participation in the uMhlathuze's integrated development planning, the following comments emerged.

"In municipal affairs, uMhlathuze acknowledges all traditional leaders under their jurisdiction." However, the historical grime that traditional leaders are affiliated with a particular political party which is an opposition to the ruling party, can still be traced through the lines of communication with the municipality. It is not everything that the municipality is transparent on to the rest of the traditional leaders. My assertion does not imply that the uMhlathuze local municipality is biased in its processes; however, it is an open secret that if you are a progressive traditional leader, communication is easier. It is unlike a situation wherein you will await an invitation to be addressed on a certain issue or programme” (TL-1).

“A Traditional leader must be part of IDP because we deal with issues of our people on the ground, but there are inconsistencies, in particular, there is a case of one of our own, a traditional leader within uMhlatuze jurisdiction, who has never participated in any of the municipal affairs due to his political affiliation which is opposition to the ruling party. Such self-exclusion has deprived him of chances to be exposed all the affairs of the municipality, particularly IDP processes and other important engagements” (TL-2).

In summary, some research participants stated that political affiliation is one of the primary variables that puts traditional leaders in a strong position to influence IDP procedures in the uMhlatuze local municipality. These findings are consistent with those that found that political membership both strengthens and advances traditional authority's participation in local government strategic formulations and discussions.

6.7 PERCEPTIONS OF POLITICAL OFFICE BEARERS AND ADMINISTRATION

The study intended to uncover and clarify the perceptions of uMhlatuze local municipality concerning the role and the involvement of Amakhosi amid integrated development planning processes. The study discovered two major themes under this objective.

6.7.1 The Role of Traditional Authorities in Local Governance

The study objectives were also to research the position of uMhlatuze local municipality regarding the participation of traditional leaders during integrated development planning processes. The political office bearers and administrators under the uMhlatuze local municipality communicated that they are both happy and proud about how the municipality has been working with traditional leadership. The municipal officials communicated that they are confident about their endeavours in strengthening their working relations with the tribal authority under the uMhlatuze local municipality. The municipal officials were able to pronounce on the roles of traditional leaders in local governance clearly:

“One of the major roles of traditional leadership is ensuring that mother culture is still respected, for example, the tongue is also preserved, in such that municipal

documents are encouraged to be interpreted in all official languages of this country” (P2).

“Their role in the development of an IDP is to have positive input which they consider significant in their areas for development purposes” (Admin 4).

“We are working with them. Izinduna and councillors form part of Tribal Courts wherein municipal councillors and traditional leadership attempt in good health to solve issues emanating from Tribal Courts. Councillors have also been allowed to advise tribal authority regarding the various cases they meet” (Admin 5).

Political office bearers, on the other hand, verified that there are ambiguous relationships between traditional leadership and councillors, as discovered by the study earlier. This is confirmed by the following quoted statements.

“They do have a role in terms of the legislation, even though it is difficult to mention the parameters clearly. This is caused by the confusion that often comes with a notion whereby Traditional Authorities sometimes feel they are separate to local government, in such that sometimes they have relations with some departments and industries where it has been made known that development projects in those organisations are dictated or approved only by TLs and municipalities are not afforded such, for instance, the Department of Agriculture and RBM only consult with Amakhosi before implementing any project they start at the TL for approval and municipality has minimal inputs in terms of the IDP Priorities” (POB-1).

“They do have a huge role; however, it has not been supported enough such that everyone ends up not understanding what is it that they are responsible for in municipal affairs, councillors look at Amakhosi as threats and compete with them in terms of authority; hence their role somehow gets conflicted and confused” (Admin 1).

uMhlathuze local municipality communicated that they are partly satisfied, and they are in full agreement with the functions of traditional leaders as outlined in both the “Constitution and the Traditional Leadership and Governance Framework”. However, they reported feeling challenged when it came to these responsibilities because they are comparable to the responsibilities assigned to local governments under the Municipal Systems Act. Participants pointed out that this causes conflict between the

two organs, which already through history have not been cooperating equitably. Study participants further reported that the traditional leadership barely contributes to the agenda during engagements which is problematic.

6.7.2 Experience Serving with Traditional Leadership

uMhlathuze local municipal officials were requested to also comment on their experiences of serving traditional leaders, particularly during integrated development planning processes. The study uncovered differing views under this theme since municipal officials shared both positive and negative experiences of working with traditional leaders. The following are the perceptions of uMhlathuze local municipality officials regarding their working experience with traditional authorities.

“They are always present during the IDP Roadshows and Stakeholder forum. They also submit concerns on behalf of their communities and give commendations where the municipality have done well” (Admin 3).

“We do have relations with TLs, the first stakeholder that we host when we begin the IDP Process we involve them, even when we pass IDP they sit in Municipal council. However, there is one case of one INkosi that does not participate in the municipal affairs” (Admin 1).

The study, however, equally discovered that some traditional leaders have expressed that they will not participate in local governance programs. The following statement certifies the findings.

“There is only one particular INkosi that is not part of the municipality and has refused to participate in any programmes of the municipality. COGTA has been engaged in this challenge which hampers development in that area. Also, many timeous efforts have been made to resolve issues with INkosi, such as a physical visit to his residence by the municipal council with no success” (POB-2).

Some study participants communicated that they feel that traditional leaders have deviated from their initial traditional purpose and roles. This is supported by the following submissions:

“We need to look at the main purpose of the INkosi, the INkosi is responsible for customary practices, and I think they have shifted from that and focused more on the economic sector of things, especially land, and I think they can play a major role in bringing back cultural practices. Some of the social ills can be resolved such as rape, and there was no such ill-doing during the past” (Admin 2).

“They must preserve land and not sell all land as if it’s going out of fashion. Grazing area is no longer preserved; hence we see livestock in urban areas. They need to go back to basics” (POB-1).

Drawing from the municipal employee, some traditional leaders do participate during Integrated Development Plan meetings. The study learned that the municipal council sets aside a session solely dedicated to traditional leaders. The study was informed that the Mayor and administration address traditional leadership initially before going out to do mass meetings. During these sessions, they are allowed to have input in the integrated development plan process and comment on priorities concerning their areas. The study has also learned that post the IDP processes and Budget has been drafted, a similar session is organised to table the municipal budget to Amakhosi first for their consideration before approval by the council.

6.8 POSSIBLE MECHANISMS

One of the study objectives was to identify solutions for strengthening relations between Amakhosi and municipal council, intending to enhance service delivery. The study discovered three feasible ways for enhancing working relations between traditional authorities and municipal council at uMhlathuze local municipality through interviews with study participants.

6.8.1 Engagements and Communication

One of the possible solutions, as prescribed by study participants, is continuous engagement and communication. The municipal officials advised against communication that is limited to integrated development plan processes but rather communicated that there must be ongoing communication with traditional leadership to champion societal issues. The views of study participants are captured below:

“Continuous engagement/meeting if a new project is coming so that when the project is introduced to the community, both TL and municipality attend together. Further, it would be pleasing to see TLs consistently attending council meetings and for councillors to consistently attend TLs meetings. Amakhosi should also be allowed to have input when projects require local labour, and there must be a fair representation of local people” (POB-1).

“To preserve this relationship is to improve where there are gaps, Amakhosi must be treated equally as municipal councillors, and the POBs must equally respect them. Amakhosi must also be provided with answers in time before situations get worse where communities get out of hand and protest, they must always be told the truth if there are insufficient funds for projects; the Amakhosi must be informed of the situation so that they would know when it will be rectified and projects continue” (Admin 4).

Under this theme, the study participants also advocated for clear guidelines regarding the division of powers and roles.

“We need to understand clearly each other’s role and put politics aside when engaging with the Amakhosi. We need to respect them just as we respect our mayors and premiers. Engage them regularly not for the sake of just informing them but get their inputs and respect such” (Admin 3).

“There must be clear lines of duties regarding the two stakeholders. It appears there is a confusion regarding who needs to do what and what are the limitations” (P1).

The study participants are of the view that consistent engagement and communication among traditional leaders and municipal officials can strengthen the working relations between the two stakeholders. In summary, they advocated that communication and engagements should remain intact throughout the year and the term of office. The study also learned that there are concerns over the scope of work and division of powers between these two stakeholders.

6.8.2 COGTA and Funding

One of the possible key strategies for elevating both the operations and standard of traditional leadership at uMhlathuze local municipality is the injection of funding and intervention by the Department of Cooperative Governance and Traditional Affairs

(COGTA) in relation to traditional leadership-related challenges. The research participants reported that COGTA needs to be more active regarding the issues of traditional leadership. Some study participants felt that traditional leaders could do better, provided they are allocated a meaningful budget, and it is supervised accordingly. The following are the unfiltered views of study respondents.

“COGTA must put more funding. However, COGTA must also follow up on the legislation in place because Amakhosi abuse the fact that they are not elected where Cllrs are elected and have short term” (P7).

“COGTA must monitor the functionality of traditional leadership and audit the work of traditional authorities, especially the trust funds which are public monies as well. That will create a balance. COGTA must put more funds so that traditional leaders can also contribute towards service delivery” (P1).

The study's findings justify the injection of funding and COGTA intervention in resolving the issues encountered by the traditional leaders of the uMhlathuze local municipality. Some study participants stated that this strategy is vital since it will allow for effectiveness and competency in the traditional leadership sector.

6.8.3 Traditional Leaders-Wide Skills Audit

Among other practical options, the research participants proposed a municipal-wide skills audit to help track both existing and desired strengths and skills for traditional authorities under the uMhlathuze local municipality. The study's findings argue for the conduct of a municipal-wide skills audit, which will clearly highlight important skills required by traditional leaders to improve their operations in their respective offices. The study participants also argue that this will advance effectiveness and enable resolution concerning the roles and responsibilities of traditional authorities in local governance and in general. The next statements support.

“More workshops where both wings Corporate Governance and Traditional Leadership wing are invited to discuss their line functions and agree on boundaries to each other's roles” (P8).

“I believe the municipality should first roll out a needs assessment specifically for skills available and needed for traditional leadership in our municipality. After the needs

assessment, they must carry out both life skills and educational programmes that are related to traditional leadership. This will assist in ensuring that they clearly understand their roles. They must also be afforded with tools of the trade to enable effective operations” (P5).

It's important to note that some study participants believe that performing a municipal-wide skills audit will improve traditional leaders' competence, understanding, and skill development in the uMhlathuze local municipality.

6.9 CONCLUSION

This chapter discussed the overarching challenges that traditional leaders in the uMhlathuze local municipality are dealing with in relation to their role in the IDP Processes. According to the study's conclusions, the traditional leaders of uMhlathuze face the following challenges: lack of a budget, a lack of education, a lack of resources infrastructure, conflicts over land ownership and power, legitimacy, and safety. The study also discovered significant barriers to traditional leaders' participation in the municipal integrated development planning processes. Despite the study participants' suggestions of challenges to traditional leadership engagement during integrated development planning in uMhlathuze, the study was able to uncover two factors that are probably instrumental to allow for effective traditional leadership participation: for instance, traditional leaders' houses in provinces and political affiliations. The study also tried to provide insight on municipal officials' perceptions of traditional leaders' participation in integrated development planning in uMhlathuze. Finally, the study provided findings on practical techniques that may be used to address the issues that traditional leaders face while also building interactions between the two sectors.

CHAPTER 7

GENERAL CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

The goal of the study was to learn more about traditional leaderships' role in integrated development planning in the uMhlatuze local government. This chapter evaluates how effective the study's purpose, objectives, and concerns were addressed. The findings of this study were delivered in the structure of a number of themes that arose from the questionnaires administered to individual participants. The current literature has exposed the challenges encountered by traditional leaders and their communities. However, in the uMhlatuze local municipality, there was a gap in estimating and interpreting the extent of traditional leaders' involvement in integrated development planning. According to Baloyi (2016: iii), traditional leadership for this study “generally refers to a collective establishment of traditional leaders. Traditional communities highly recognize this structure of leadership and administration”. Public participation, according to SALS (2013: 7), is a two-way communication and collective problem-solving technique that allows for more representative and acceptable decisions.

The study's primary goal was to see how involved traditional leadership are in the city's integrated development planning. The Integrated Development Plan, according to Harrison (2001:175), is a product of international tendencies and hence has varied and diverse origins. In South Africa, it was introduced through the passing of legislation in 1996. The secondary objective was to identify the challenges experienced by traditional authorities in respect of participating in the municipal integrated development planning process of uMhlatuze Municipality. In a nutshell, the study sought to identify the factors that influence traditional leadership engagement in integrated development planning. The third objective was to explore and evaluate perceptions by key participants on the role assumed by traditional leadership in the municipal IDP processes. The study wanted to clarify the perceptions of municipal workers concerning the role of traditional authority in local governance and their experiences with serving with traditional leadership. Although the study was able to discover general challenges encountered by traditional leaders; it is important to state

that the study was equally able to achieve the last objective meant to formulate new possible mechanisms, which seeks to improve traditional authorities' participation in the municipal integrated development planning process. As a result, the intention of this section is to broaden the understanding and contribute to the increasing body of literature on traditional leaders' engagement in integrated development planning in local government. The study was able to determine the amount of engagement of traditional leaders during the integrated development planning processes at uMhlathuze local municipality based on in-depth interview questions asked of both traditional leaders and officials of uMhlathuze local municipality. The study was also able to uncover what was recommended by the participants in the study of uMhlathuze local municipality as they were asked to respond on what they presume must be done in an effort to champion difficulties confronting uMhlathuze's traditional leadership; while also trying to advance traditional leadership participation throughout all departments.

7.2 DISCUSSION OF FINDINGS

The discussion outcomes provide an overview of the study's primary purpose and all research objectives. This section of the research seeks to examine the study's findings in relation to the literature review in order to argue the outcomes with current literature. This chapter will also include a discussion of the findings from the theoretical framework perspective that was utilized to guide the research.

7.2.1 Challenges of Traditional Leadership in uMhlathuze Municipality

Participants in the research were asked to remark on the overall problems that are constraining the traditional leadership of the uMhlathuze local municipality. Based on interviews and focus groups with participants, the study highlighted five key difficulties that traditional leaders of uMhlathuze local municipality face on a regular basis. It was essential to investigate challenges that are confronting the traditional authority of uMhlathuze local municipality because the study sought to understand better the importance of their participation during integrated development planning so that they can assist in addressing them.

i. Lack of Sufficient Budget for Traditional Authorities

On the participation of traditional leaders of the uMhlathuze local municipality, the study learned that traditional leaders in the municipality lack sufficient budget. According to a research participant, the lack of developmental funds in rural regions makes it very difficult for traditional leaders to continue to attend IDP meetings because no feedback on progress on community project execution is provided. It is key to stress that even municipal officials also reported that one of the problems that traditional leaders in the municipality in question are challenged with, is a lack of adequate financial assistance. According to several research participants, a lack of funding for traditional leaders and their regions is a catalyst for numerous issues, including the inability to govern communities when they start on service delivery demonstrations. In summary, the majority of research participants revealed and recognized that there is an insufficient financial allocation for traditional area development in uMhlathuze Municipality. The findings and recommendations coincide with Mohangi (2015:16), who stated that the essential concepts of post-apartheid governance established in the Constitution, such as inclusion, public involvement, openness, and accountability, are critical in the development agenda.

ii. Educational skills and development

The study also established that the traditional authorities had not been afforded with educational or skills developmental programmes that are meant to assist them in their line of duty. Officials from the uMhlathuze local municipality also commented on the quality of education in the municipality as a whole, and in particular for traditional authority. Municipal officials recognized that meticulous work has to be done to ensure that all societal leaders, particularly traditional authority, get training. According to the research participants, the implementation of skills developmental programmes for traditional authorities can help increase their knowledge of the necessity of their involvement in integrated development plan procedures. The findings of the study imply that the municipality should take the lead in developing programmes that focus on skills development that is relevant for traditional leaders.

iii. Lack of Strategic Resources

According to the study's findings, the traditional authorities under uMhlathuze local municipality are also challenged by a lack of resources to carry out their responsibilities effectively. One of the challenges confronting the traditional leaders of uMhlathuze local government, as previously indicated, is a lack of adequate skill training. The study also indicated a lack of infrastructure for effective communication and interaction with the uMhlathuze local municipality due to a lack of financial assistance. According to the study's findings, the traditional leadership of the uMhlathuze local municipality lacks infrastructural development. Traditional leadership is entrusted with maintaining law and order in their tribes or communities, according to study participants. They are also required to report any sort of disturbance or discontent, as well as any other major issue or concern, to the authorities. However, the study learned that there are no resources to help them in carrying out their responsibilities.

According to the findings of the study, the uMhlathuze local municipality must take steps to guarantee that traditional leadership in the municipality is appropriately resourced in order to assist in local governance efficiently.

iv. Land Disputes

One of the biggest issues impacting on traditional authorities at uMhlathuze local municipality and across the board is land ownership disputes. The study's findings also revealed that disagreements over land ownership are the result of issues that were never addressed during the apartheid regime. Officials from the uMhlathuze local municipality also revealed that land conflicts are both controversial and dangerous for traditional leaders. The government should provide support to traditional leaders in the future to ensure that landowners, particularly in remote areas, are registered and known. Furthermore, it is the Municipality's obligation to empower traditional leaders and Izinduna on the Land Use Management regulations in order to minimize confrontations over land development.

v. Disputes over Authority and Legitimacy of Traditional Authorities

The research also discovered that most traditional leaders throughout the country are battling for power, credibility, and safety. According to the study's traditional leaders, there are still conflicts in certain regions over who are the "genuine" traditional leaders.

The study revealed that legitimate leaders are not legally appointed and that certain designated leaders, such as headmen, are not authorized. Participants in the study stated that disagreements over authority and legitimacy were common in the uMhlathuze local municipality and that security was not assured. The study also discovered that safety concerns in some traditional areas of uMhlathuze stem from allegations of traditional leaders enriching themselves with funds meant for community development, as a result of Corporate Social Investment (CSI) by industries located in those traditional areas, such as Kwa – Dube Traditional Authorities and Kwa – Somopho, where various plants operate.

7.2.2 Hindrances to traditional leader's participation in integrated development planning

One of the most important instruments for local governments to address their developmental agenda is the integrated development plan (DPLG, 2001:2). One of the primary study aims was to uncover issues influencing relationships between traditional leadership and the municipal council, which were having a detrimental influence on the development process. The study's participants were then asked to identify circumstances that hampered traditional leaders' participation in integrated development plans in local governance. Drawing from Valeta and Walton (2008:375), the IDP is a product of the integrated development planning process; it aims to provide a municipality with a comprehensive strategic roadmap. The following discussion is on the hindrances to traditional leader's participation in integrated development planning process:

i. Gatekeeping and politics

According to the findings of the study, traditional leaders understood the legislation that controls and specifies the responsibilities of traditional leaders. Their legislative understanding extends beyond the statute that relegates traditional leadership to the legislation that governs municipal administration. However, research participants identified gatekeeping and politics as one of the factors impeding traditional authority engagement in integrated development planning procedures.

ii. Lack of an effective Municipal Communication Strategy

The medium of communication, lack of advertisement, and effective mobilization are all barriers to traditional leaders' participation in integrated development planning and other major local government initiatives. Despite the fact that traditional leaders claimed to have a thorough understanding of the integrated development plan, they have also expressed concerns about the lack of consistency in communication media, advertising, and community mobilization. Baloyi (2016:20) argues that the practice of collaborative effort is likely to result in a transparent governance system, leading to an acceleration of development in rural communities. Hence, the study participants recommended that local government must put more effort into strengthening the communication and maintaining consistency concerning integrated development planning processes and beyond.

iii. Ambiguity on roles and responsibilities

During the course of improving the understanding of the hindrances to traditional leader's participation in integrated development planning, it was discovered that there is no explanation or definition of the interrelationship between tribal authority and other state departments, or even the provincial government, in the legislation except with regard to the referral of legislation.

Traditional leadership stated that if issues of common interest in these regions are not addressed by the relevant departments and traditional leaders, rural growth may be hampered. According to the study participants, one of the limitations to traditional leadership participation during integrated development plan discussions is the ambiguity of roles and responsibilities on the part of both stakeholders in question. This challenge seems to be prevalent even in other countries; According to Baloyi (2016:20), the Canadian experience shows that traditional leader does not need to be in opposition with municipal leaders but may work with them as a collective to improve service delivery in jurisdictions where these traditional leaders do not have authority. Despite the statutory pronouncements under the new democratic order, Ndlela, Green, and Reddy (2010:1) expressed the opinion that the institutionalization of traditional leadership within the context of a democratic society is still complex in many regions of the world where they exist. Traditional leaders argue that the constitution should be amended such that it specifies their powers and tasks, just as it did for municipalities.

7.2.3 Facilitative conditions to traditional leader's participation in integrated development planning

Despite the fact that research participants had emphasized broad factors that hampered traditional leaders' involvement, the study also engaged study participants on issues that allowed for smooth participation in local governance debates. Participants were asked to explain the practical circumstances that allow traditional leaders to participate in integrated development planning processes at the local municipality of uMhlathuze.

i. Houses of Traditional Leaders

The presence of Houses of Traditional Leaders was described as one of the facilitative institutions to traditional leaders' engagement in integrated development planning procedures at uMhlathuze local municipality. It is worth mentioning that the literature review of this research supports the findings of the study. Drawing from the National House of Traditional Leaders Act of 2009 (Republic of South Africa, 2009:4), the constitution provides for establishing houses of traditional leaders by law-making bodies at provincial and national spheres of government. The National House of Traditional Leaders was instituted in terms of Act 22 of 2009. Its primary purpose is to advance the position of Amakhosi within the new constitutional dispensation, improve coordination and co-operation between traditional communities and guide the government on matters affecting rural communities.

The study established that the Houses of Traditional Leaders' mission is to supervise, guide, and assist traditional leaders on the ground. The construction of local houses of traditional leaders increases and enhances relations between municipalities and Amakhosi on customary law and development efforts, according to the literature. The research participants stated that the Houses of Traditional Leaders constantly strive to guarantee that traditional leaders' tasks and obligations are recognized and preserved. In a nutshell, the study's findings indicated that Houses of Traditional Leaders has been functioning as a non-governmental forum and a custodian of traditional leaders' growth. According to the literature, six Provincial Houses of Traditional Leaders have been constituted in six provinces: KwaZulu-Natal, Limpopo, Eastern Cape, North West, Free State, and Mpumalanga.

ii. Political Affiliation and Activism

After conversing with research participants, it became evident that political affiliation and activism is one of the elements that encourages and advances traditional leaders' engagement in the uMhlathuze local municipality integrated development planning processes. These findings support the earlier-stated study's conclusions that political connection is an indirect requirement for traditional authorities to engage in local government initiatives. The literature communicated that the representation of traditional leadership in policymaking at the local government level helps ensure that policies are implemented without resistance (Musitha, 2012:98). Good (2007:3), on the other hand, claims that in Botswana, the traditional leadership system coexists with the democratic government and that the issue is to forge harmony. In conclusion, most research participants stated that political affiliation is one of the key reasons why traditional leaders in the uMhlathuze local municipality have a potential to play a significant role in the IDP processes. It is worth mentioning that these findings are consistent with the findings that claimed that political participation both increases and promotes traditional authority's engagement in strategy formulations and discussions in local government.

7.2.4 Perceptions of Political Office Bearers and Administration

The study sought to discover and understand clearly the local municipality of uMhlathuze's opinions of tribal authority's roles and involvement in integrated development plan procedures. The study uncovered differing views concerning the role of traditional authorities in local governance, discussed as follows:

i. Good Working Relations with Traditional Authorities

The political office bearers and administrators of the uMhlathuze local municipality expressed their satisfaction and pride in how the municipality has worked with traditional leadership. The municipal authorities expressed confidence in their efforts to establish working relations with the tribal authority under the uMhlathuze local municipality to maintain and preserve traditional knowledge amongst the key roles of traditional leaders. It is also believed that traditional leaders are very closer to real issues as they communicate with the communities on the grassroots level. Osabutey (2009;1) also confirmed that Amakhosi are viewed as the structure nearest to society,

which understands its people's values and aspirations and takes precedence of their societal developmental needs.

ii. Blurry lines of duties between traditional leadership and councillors

It was important to, however, note that the political office bearers equally both verified and revealed the study's prior discovery of ambiguous relationships between traditional leadership and local government representatives. Participants reported feeling challenged by these blurry lines of duties since they are comparable to those delegated to local governments under Chapter 4 of the Local Government: Municipal Systems Act. Participants revealed that this generates tension between the two organs, which have never cooperated in the past. Participants in the study also stated that traditional leadership does not add much to the agenda during interactions, which is concerning. These outcomes agree with the literature of a study that was carried out in Ghana. Chiefs are still marginalized in modern government discussions, according to Ndlela, Green, and Reddy (2010:1). The effect of colonialists in destroying the unity of these organizations, instigating a conflict between traditional authority and traditional people, was one of the challenges. According to Good (2002: 3), the traditional leadership system in Botswana exists alongside the democratic form of government, but the huge task is to forge unity and harmony among two parties.

Noyila (2013:3) also argued that traditional leaders are only invited to participate in municipal activities with no specific defined role for them to play. Consequently, due to their marginalization, they are not actively involved in governance affairs, defeating a developmental local government's purpose. Local municipal authorities from uMhlathuze were also asked to remark on their experiences serving traditional leaders, particularly during integrated development planning procedures. Because municipal officials reported both positive and negative experiences dealing with traditional leaders, the survey revealed diverse perspectives on this subject. The research also revealed that certain traditional leaders have voluntarily declared that they will not participate in local government projects. Some research participants expressed concern that traditional leaders have strayed from their original purpose and duties. Drawing from Noyila (2013:18), the role of traditional leaders is to advocate that traditional and cultural knowledge and institutions be recognized and institutionalized. Noyila (2013:1) also reported that generally, traditional leaders were

regarded as influential leaders in their respective areas, hence their role in IDP processes.

7.2.5 Possible Mechanisms

One of the research objectives was to find ways for improving relations between traditional leadership and a municipal council in order to improve service delivery. The study identified three viable strategies for improving working ties between traditional leadership and municipal council at uMhlathuze local municipality through interactions with study participants. Strategies are discussed below:

i. Continuous involvement and communication

Consistent communication and involvement are some of the possible remedies suggested by research participants. Municipal authorities cautioned against restricted communication to integrated development plan procedures, instead emphasizing the significance of ongoing engagement with traditional leaders in order to advocate social concerns. Participants in the research also called for clear standards on the division of powers and duties. Participants in the research believe that regular involvement and communication between traditional leaders and municipal authorities can improve working relationships between the two parties. In summary, they pushed for continuity of communication and participation throughout the year and term of office.

ii. Financial Support by the Department of Cooperative Governance and Traditional Affairs (COGTA)

The injection of financial support and intervention by the Department of Cooperative Governance and Traditional Affairs (COGTA) regarding traditional leadership-associated problems has been identified as one of the key potential options that can improve both the operations and standard of traditional leadership at uMhlathuze local municipality. According to the research participants, COGTA needs to be more engaged in addressing traditional leadership concerns. Some research participants believed that traditional leaders could perform better if they were given a real budget and overseen properly. Briefly, the study's findings support the infusion of funds and COGTA assistance in resolving the challenges confronting the traditional leaders of the uMhlathuze local municipality. According to several research participants, this

technique is critical since it will allow for efficacy and competency in the traditional leadership sector.

iii. Municipal-wide Skills Audit

Among other practical alternatives, the research participants recommended a municipal-wide skills audit to enable traditional authorities in the uMhlathuze local municipality to track both present and desired strength and abilities. The studies' conclusions advocate for a municipal-wide skills audit, which would clearly identify essential skills required by traditional leaders to advance their operations in their individual offices. Participants in the research also claim that this will improve efficacy and enhance comprehension of conventional leadership roles and duties in local governance and in general. Briefly, a majority of research participants feel that conducting a municipal-wide skills audit will increase traditional leaders' competence, comprehension, and skill development in the uMhlathuze local municipality.

7.3 RECOMMENDATIONS

Based on a general understanding of the study's findings, the following recommendations emerged:

7.3.1 Promote Effective Participation of Traditional Leaders in the IDP Processes

Based on the study findings, it is critical for local municipalities such as uMhlathuze to allow traditional leaders to **participate in integrated development planning procedures** in order to make progress on the issues that communities face on the ground. The majority of research participants were confident that if integrated development plan procedures are carried out correctly and consistently with the inclusion of traditional leaders, there is a tremendous possibility for solving critical issues within the municipality in question. As a result, traditional leaders throughout the municipality should be **allowed the opportunity to express themselves in an attempt to explore** realistic solutions through talks about integrated development plans. This shall be done with the implementation of a communication plan and strategy. As a result, it is recommended that the uMhlathuze local municipality **effectively advertise and** organize all of these projects meaningfully. All traditional-

related issues should be widely publicized, and all traditional leaders should be mobilized by all reasonable means.

7.3.2 Traditional Leadership Empowerment through Skills Development and Training

The study also established that the traditional authorities had not been afforded with educational or skills development programmes that are meant to assist them in their line of duty. Traditional leaders, through capacity-building workshops, should be elevated to a certain level of education. The Department of Cooperative Governance and Traditional Affairs, in collaboration with the uMhlathuze Municipality, must conduct a skills audit for traditional leaders. The results of the Skills Audit will inform the kind of training and development needs that needs to be rolled out for Traditional Leaders. This is critical as traditional leaders are members of the council with an expectation to understand and interpret technical documents such as the Budget, IDP, and all other sector plans. Without relevant development, their participation in municipal affairs will be meaningless as they would not be able to engage in-depth on issues that touch their communities. The kind of training should be from an accredited service provider and should be a continual training programme. Further council meetings are now paperless, and the expectation is that all members should be able to operate a computer, basic training on how to operate the modern tools of trade is also necessary.

7.3.3 Administrative and Financial Support

The lack of a capital budget for basic services and infrastructure projects in rural areas is a challenge to traditional leaders, which affects their attendance of IDP meetings because no feedback on progress on community project execution is provided. The municipality should prioritise projects in rural areas, and feedback on the progress of projects should be reported consistently to traditional leaders.

Tools of the trade are critical to the functioning of traditional leaders, and the study findings revealed that the municipality does not provide Amakhosi with tools of the trade. The municipality view this as the COGTA's function. COGTA should make available in their budget, tools of the trade for traditional leaders and traditional councils in order for Amakhosi to effectively take part in the undertakings of the municipality and that of traditional councils.

There are many disputes and conflicts on the land ownership issue. The government must also provide support to a majority of pending cases concerning land ownership. Furthermore, there must be workshops for Traditional Leaders and Izinduna on the Spatial Development Framework and Land Use Frameworks to avoid conflict whereby Izinduna install people in demarcated areas, some of which are prone to floods causing danger to human life.

7.3.4 Clear Mandates between Traditional Leadership and Councillors

The study further discovered that the hindrances to traditional leaders' participation in integrated development planning are gatekeeping and politics and the conflict between traditional leadership versus councillors. Traditional leaders and councillors must cooperate with one another in a sustainable, complementary manner. A unitary culture will help them improve their tense relationships with traditional authorities. Projects that are the result of their joint efforts should receive equal credit, with no preference for the councillors or Amakhosi. Furthermore, councillors should embrace the principle that Section 81 of the Local Government: Municipal Structures Act (No. 117 of 1998) allows traditional leaders to engage in both the municipalities and its council's operations. Traditional leaders are the people's spokesperson, and councillors should consider them as such since they make their interactions with the communities easier.

The MEC for local government needs to submit a proposal of an amendment to the Local Government: Municipal Structures Act for Traditional Leaders to be able to vote on matters at the council, ruled for voting. The amendment will ensure that there is no discrimination between council members as they will all be equal with equal rights.

7.3.5 Public Participation Policy

The study findings revealed that one of the challenges affecting the participation of traditional leaders in municipal development affairs is the lack of advertising and publication of events by the municipality. In the absence of a policy, uMhlathuze Municipality needs to develop and adopt a Public Participation Policy which will be aimed at creating a framework within which public participation can be affected. The development of a policy will enable the municipality to set clear mechanisms,

processes, and procedures aimed at achieving maximum, reasonable, and effective public participation by its stakeholders in municipal affairs, including the development and passing of IDPs and budgets. Further, the policy will improve communication and accessibility of information to Amakhosi and will ease the participation of all stakeholders in the decision-making processes of the municipality.

7.3.6 Separation of Politics with Municipal Services

The MEC for local government should specify how uMhlathuze's traditional leaders should participate in municipal issues. The MEC for local government should "...prescribe a role for traditional leaders in the affairs of a municipality," as stipulated in "section 81(4) (b) of the Local Government: Municipal Structures Act (No. 117 of 1998)", and to promote peace and cooperation. The existing tensions necessitate the intervention of such a higher authority. Unless and until such a remedy is implemented, traditional leaders will continue to feel powerless and inferior in the hands of councillors. Traditional leaders' tasks and obligations, areas where they share responsibility with councillors, and places where interference should be avoided, should be specifically prescribed by the MEC.

7.4 Recommendations for Further Research

Given the findings of the study and limitations, the sample was very small and may have excluded persons with opposing viewpoints and perceptions. Another restriction of the study was that it was conducted just with the community of uMhlathuze local municipality, with a restricted number of participants. As a result, the study findings may not accurately reflect the extent wherein the findings apply to other municipalities within King Cetshwayo District and the province of KwaZulu-Natal as a whole. As a result, the researcher makes the following recommendations for future research:

- It is suggested that in future research, efforts be made to acquire samples that are more reflective of gender parity in traditional authorities within the uMhlathuze local government.
- There is a need to investigate the participation of traditional leaders during integrated development planning at King Cetshwayo District as a whole.

- Investigate the efficacy of the procedures and meetings planned for the integrated development plan, followed by an examination of the execution of all suggestions.
- There is a need to explore, if improving the cooperation between traditional authority and government, can enhance and resolve social issues or concerns.
- Comparable research using a quantitative method, focusing on the engagement of traditional leaders during integrated development planning in local government, is suggested for a larger population of South Africans.

7.5 CONCLUSION

The study looked at the extent of participation of traditional leaders in integrated development planning procedures at the uMhlathuze Local Municipality. This studies' findings have made a substantial contribution to the body of knowledge on the issue of traditional leaders' engagement in integrated development planning procedures in local governance. The study revealed the problems that confront traditional leaders of the uMhlathuze local municipality. The study also revealed barriers to traditional leaders' participation in the municipality's integrated development plan. The study was also able to identify possible strategies for strengthening relationships between traditional leaders and local administration at uMhlathuze Local Municipality. The current study is one of the few to investigate and help to understand better traditional leaders' participation in integrated development plan processes in local government. As a result, the study has also filled a vacuum in the literature that previously did not account on whether or not traditional leaders contributed to integrated development plan procedures.

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APPENDIX A: SEMI-STRUCTURED INTERVIEW WITH TRADITIONAL LEADERS

1. Have you ever heard about the Integrated Development Planning?

2. What do you think is a specific role of the traditional authority in service delivery in general?

3. Public participation seems to be key in service delivery. Have you ever participated in the development process of the integrated development plans for uMhlathuze Municipality? Are you satisfied with the extent of it in local government today, specifically in uMhlathuze? Do you have any challenges to participate in this process?

4. In the development of the IDP, you engage with different stakeholders, how is your relationship with uMhlathuze Municipality, its councillors and officials?

5. Do you seat in any municipal structures established? Are you satisfied with its functionality?

6. Communication plays an important role to link traditional authorities with the municipality, what are the communication strategies used by the municipality to inform you about the IDP and service delivery issues? Are you satisfied with the current communication approach? If NOT how best would you, wish to be consulted on issues of service delivery

7. Name any positive or negative developments in the relations between the Municipality and Traditional Leadership in the last five years? If there is any

8. What do you think need to be done to improve and strengthen relations between Amakhosi and the Municipality?

APPENDIX B: SEMI-STRUCTURED INTERVIEW WITH POLITICAL OFFICE BEARES AND ADMINISTRATION

1. Do you envisage any role for Traditional Leaders in matters of service delivery in your municipality?

2. Are you satisfied and agree with the functions of Traditional Leaders as stipulated in both the Constitution of South Africa (Act 108 Of 1996) and the Traditional leadership and Governance frame work (Act 41 of 2003)?

3. What do you think is the role of traditional leadership in the formulation of the IDP?

4. What other specific functions do you think traditional leaders can/should perform in municipalities?

5. Public participation seems to be key in service delivery. What is your experience with the participation of traditional leadership in IDP development processes?

6. What do you think a traditional leader can do to enhance the municipal integrated development process?

7. What is your relationship with the traditional leaders in service delivery/IDP development?

8. How do you involve traditional leaders in supporting service delivery in your municipality?

9. Name any positive or negative developments in the relations between the Municipality and Traditional Leadership in the last five years?

10. What do you think need to be done to improve and strengthen relations between Amakhosi and the Municipality?

APPENDIX C: SEMI-STRUCTURED INTERVIEW WITH FOCUS GROUP

1. Do you envisage any role for Traditional Leaders in matters of service delivery in your municipality?

2. Are you satisfied and agree with the functions of Traditional Leaders as stipulated in both the Constitution of South Africa (Act 108 Of 1996) and the Traditional leadership and Governance frame work (Act 41 of 2003)?

3. What do you think is the role of traditional leadership in the formulation of the IDP?

4. What other specific functions do you think traditional leaders can/should perform in municipalities?

5. Public participation seems to be key in service delivery. What is your experience with the participation of traditional leadership in IDP development processes?

6. What do you think a traditional leader can do to enhance the municipal integrated development process?

7. What is your relationship with the traditional leaders in service delivery/IDP development?

8. How do you involve traditional leaders in supporting service delivery in your municipality?

9. Name any positive or negative developments in the relations between the Municipality and Traditional Leadership in the last five years?

10. What do you think need to be done to improve and strengthen relations between Amakhosi and the Municipality?

APPENDIX D: OBSERVATION CHECKLIST

OBSERVATION DURING	ATTENDANCE/ REPRESENTATION OF TRADITIONAL LEADERSHIP		ARE TRADITIONAL LEADERS RECOGNISED BY THE MUNICIPALITY		DO TRADITIONAL LEADERS PARTICIPATE DURING THE MEETING		ENGAGEMENT WITH OTHER STAKEHOLDERS			ADDITIONAL NOTES
	GOOD	POOR	YES	NO	YES	NO	GOOD	FAIR	POOR	
IDP ROADSHOWS										
STAKEHOLDERS MEETING										
COUNCIL COMMITTEES MEETINGS										

APPENDIX E: INFORMED CONSENT LETTER

UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF MANAGEMENT, IT AND GOVERNANCE

Master's in Public Administration (MPA)
Researcher: Ntombizodwa Mdluli (0732230169)
Supervisor: Professor P. S Reddy (031 260 7578/Cell 083 777 8464)
UKZN Research Office: (031 260 7291)

Dear Respondent

I, **Ntombizodwa Mdluli a Masters student in Public Administration**, at the School of Management, IT and Governance of the University of KwaZulu-Natal under the supervision of Professor. P.S. Reddy. You are invited to participate in a research project entitled “The role of traditional leadership in Integrated Development Planning: A Case Study of uMhlathuze Municipality, KwaZulu-Natal Province”. Accordingly, this study will examine in-depth the role of traditional leadership in Integrated Development Planning within the context of uMhlathuze Municipality with a view to offer recommendations on basic and vital policy tools that will define the role to be played by Amakhosi in the IDP Processes

Through your participation, I hope to understand the role and involvement of the Amakhosi in the development and implementation processes of the uMhlathuze Integrated Development Plan. The study will also determine if there are any opportunities or challenges hindering participation of traditional leaders and to determine possible solutions that may be adopted to strengthen relations between Amakhosi and uMhlathuze Municipality.

Your Participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequences. There will be no monetary gain from participating in this interview. Confidentiality and anonymity of records identifying you as a participant will be preserved by the School of IT and Governance, UKZN.

If you have any questions or concerns about participating in the interview or about participating in this study, you may contact me or my supervisor at the numbers listed above.

It should take about 45 minutes to an hour to complete the interview. Interview schedule is designed with at least 10 flexible questions. I hope you will take the time to participate in the interview.

Thanking you in advance for your interest in this study.

Ntombizodwa Mdluli
Master's student: University of KwaZulu-Natal.
School of Management, IT and Governance

Date:

CONSENT FORM

UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF MANAGEMENT, IT AND GOVERNANCE

Master's in Public Administration (MPA)
Researcher: Ntombizodwa Mdluli (0732230169)
Supervisor: Professor P. S Reddy (031 260 7578/Cell 083 777 8464)
UZKN Research Office: (031 260 7291)

Consent

I..... (Full names of participant) confirm that the researcher asking my consent to partake in this study has adequately informed me about the process, procedure, nature of the study, advantages of participation and anticipated risks thereof.

I have carefully read and understands the study as outlined in the information sheet. I have asked questions up to the level of my understanding. I consent to participate in the research project voluntary.

I understand that I am at liberty to withdraw from the project at any time, should I so desire

I hereby consent/do not consent to record the interview and or complete the questionnaire.

Signature of Participant.....Date.....

Researcher's Name and Signature..... Date

APPENDIX F: LETTER OF PERMISSION TO CONDUCT RESEARCH FROM UMHLATHUZE MUNICIPALITY



31 Mthethwa Civic Centre
Business District
Private Bag 11004
Richards Bay 9600
E: info@umhlathuze.gov.za
T: 035 907 5000
F: 035 907 5445/5167
Toll Free No: 0800 222 823

www.umhlathuze.gov.za

Your ref:
Contact: V SINGH

Our file ref: **1358491**
In response to DMS No:
Date: **30 July 2019**

ATTENTION: MS Z Mdjuli
University of Kwa – Zulu Natal

Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

Your request that was sent to the Municipality requesting permission from Council to conduct your research has reference.

You are hereby granted permission to conduct your research within the City of uMhlathuze. In order to ensure that your study can be used to improve the City of uMhlathuze overall, you may be requested to do a presentation for Council's Management Team on your findings upon conclusion of your research.

If you require any further information, please contact Mr N Mthethwa (Chief Operations Officer) on 035- 907 5199.

I wish you all the best with your research and await a bound copy of your dissertation upon completion of your studies.

Yours faithfully

MS SS MASONDO
DEPUTY MUNICIPAL MANAGER: CORPORATE SERVICES
DMS 1358491



ALL CORRESPONDENCE MUST BE ADDRESSED TO THE MUNICIPAL MANAGER

APPENDIX G: ETHICAL CLEARANCE LETTER FROM UNIVERSITY OF KWAZULU-NATAL



21 November 2019

Mrs Ntombizodwa Mdluli (218076579)
School of Management, IT & Governance
Westville Campus

Dear Mrs Mdluli,

Protocol reference number: HSSREC/00000802/2019

Project title: The role of traditional leadership in Integrated Development Planning: A Case Study of uMhlatuze Municipality, KwaZulu Natal Province

Approval Notification – Expedited Application

This letter serves to notify you that your application received on 14 November 2019 in connection with the above, was reviewed by the Humanities and Social Sciences Research Ethics Committee (HSSREC) and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

This approval is valid for one year from 21 November 2019.

To ensure uninterrupted approval of this study beyond the approval expiry date, a progress report must be submitted to the Research Office on the appropriate form 2 - 3 months before the expiry date. A close-out report to be submitted when study is finished.

Yours sincerely,



Professor Urmilla Bob
University Dean of Research

/ms

Humanities & Social Sciences Research Ethics Committee
Dr Rosemary Sibanda (Chair)
UKZN Research Ethics Office Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban 4000
Website: <http://research.ukzn.ac.za/Research-Ethics/>

Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

INSPIRING GREATNESS

APPENDIX H: LANGUAGE PRACTITIONER'S LETTER

Post Graduate Services

18 Davison Place,

Greenwood Park.

073 3917945

rajenpadayachi19@gmail.com

14 July 2022

Certification of Language Editing

This is to certify that the following Masters in Public Administration has been professionally language edited during the period 29 June 2022- 12 July 2022:

Qualification: Masters in Public Administration
College of Law and Management Studies
School of Management, Information Technology and Governance

Title: The role of traditional leadership in Integrated Development Planning: A case study of uMhlatuze Municipality, Kwa-Zulu Province

Student: Ntombizodwa Patience Mdluli

Student Number: 218076579

Supervisor: Prof PS Reddy

Regards,



.....

RA Padayachi