

**AN EVALUATION OF TOURISM SECTOR PARTICIPATION IN THE LIVINGSTONE
CITY INTEGRATED DEVELOPMENT PLAN 2005 -2010, ZAMBIA**

By

Maxwell Zulu

A dissertation submitted to the University of Zambia in partial fulfillment of the requirements of the Master of Science Degree in Spatial Planning in the School of Natural Sciences, Department of Geography and Environmental Studies.

THE UNIVERSITY OF ZAMBIA

LUSAKA.

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MSc in SPATIAL PLANNING 2022

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DECLARATION

I, *Maxwell Zulu*, do declare that this as my research work and has not been presented to any university for the award of any degree. Besides, I have endeavored to correctly reference all literature and sources used in this work.

Signature (Candidate).....Date.....

Signature (Supervisor).....Date.....

APPROVAL

This dissertation by **Maxwell Zulu** is approved as fulfilling part of the requirements for the award of the degree of Master in Spatial Planning by The University of Zambia

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Chairperson	Signature	Date
Board of Examiners		

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Supervisor	Signature	Date

DEDICATION

I would like to dedicate this dissertation to my wife: Senia B. Zulu, my daughters and Son: Taonga, Sipiwe, Mayamiko and Butchizya: my sisters and brothers in laws: Mr. and Mrs. Chela and Mr. and Mrs. Chilumbu, Mary and my brother Elias and all my other family members for the support and encouragement during the studies.

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I would also like to thank all the research assistants particularly, Mrs. Chisanga Banda for finding time to assist me on the entire research and for being efficient in the field and the Livingstone City Council for facilitating my research in Livingstone and availing essential documents relating to Livingstone City and the Livingstone Integrated Development Plan. Lastly, I would like to express my appreciation to all the research participants in all the institutions and the private enterprises that participated in this research.

ABSTRACT

Integrated development planning is a process that requires the involvement of stakeholders in determining the strategic development priorities to their development needs. Stakeholder participation is an instrument used meeting citizen's development needs when they influence and share control over their development. Besides, stakeholder participation provides opportunities for stakeholders to have access to decision-making processes that inform and shape the formulation and implementation of integrated development plans (IDPs). Stakeholder participation is one of the fundamental principles in the formulation and implementation of IDPs.

The first City of Livingstone IDP was a five-year plan targeted for implementation between 2005 and 2010. The plan's strategic focus was tourism development and stakeholder participation from the tourism sector was key in the development of the IDP because of the tourism focus of the IDP. Their engagement was perceived to be cardinal in shaping the Livingstone City IDP and its implementation, which in the long run, influence the promotion of tourism in the City of Livingstone.

This study aimed at assessing the extent to which stakeholders in the tourism sector in the City of Livingstone influenced the formulation and implementation of the Livingstone City IDP. The study utilised a case study method which focused more on qualitative data generated from interviews and observations. The sampling approach of the respondent was purposive sampling, and 27 respondents were interviewed. The collected data were analysed qualitatively using themes that emerged from the responses in the field research.

The findings revealed that the key stakeholders in the tourism industry in the study area did not adequately participate in the formulation of the Livingstone IDP. The stakeholder participation mechanisms used did not yield meaningful stakeholder engagement. It led to stakeholders in the tourism sector not being influential during the formulation and implementation of the plan.

The study concluded that most of the key stakeholders did not participate in the formulation of the first Livingstone IDP (2005-2010) primarily focused on tourism development and hence, its inability to be effectively implemented. This conclusion demonstrates that stakeholder participation is very critical in the entire process of formulation and implementation of the IDPs.

Keyword: Participation, Influence, Decision-Making, Formulation, Integrated Development Plan, and Ownership.

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ACRONYM AND ABBREVIATIONS

CSO	Central Statistics Office
DDCC	District Development Coordinating Committee
DFID	Department for International Development (UK)
DPP	Department of Physical Planning
DRC	Democratic Republic of Congo
FNDP	Fifth National Development Plan
GDP	Gross Domestic Product
GRZ	Government of the Republic of Zambia
IDP	Integrated Development Plan
LA	Local Authority
LCC	Livingstone City Council
LIDP	Livingstone Integrated Development Plan
LTA	Livingstone Tourism Association
MP	Member of Parliament
MDGs	Millennium Development Goals
MLGH	Ministry of Local Government and Housing
NDCC	National Development Coordinating Committee
NGOs	Non-Governmental Organisation
PA	Planning Authority
PDCC	Provincial Development Coordinating Committees

PRA Participatory Rural Appraisal

RRA Rapid Rural Appraisal

CHAPTER ONE: INTRODUCTION

1.1 Background

This study aimed to assess how stakeholders participated and influenced the formulation, and implementation of the Livingstone City integrated development plan (IDP). In the early 2000s, a South African based Spatial Planning consultant firm V3, was contracted by the Zambian Government to prepare the Livingstone City IDP. The Livingstone City IDP was among the first IDPs to be prepared and implemented in Zambia. The plan was completed in 2003 and approved in 2005, and implementation started immediately for five-years (Livingstone City Council, 2005).

The strategic focus for the Livingstone City IDP for the period of implementation was tourism development. Tourism has been the main economic activity for the City of Livingstone and it has continued to be a significant economic activity from the early 1900. The sector has been growing and contributing to employment and wealth creation, infrastructure development, increased foreign exchange earnings as well as community and entrepreneurial development (Livingstone City Council, 2005).

1.2 Background to the Study

Zambia, at independence inherited a planning system that emphasized spatial planning through a process of master planning (Devas & Rakodi, 1993). The Master Plans concentrated more on spatial issues and not linked to appropriate budgets and implementation frameworks. The inherent background to master plans suggested that they were developed by the spatial planners (Devas & Rakodi, 1993). This approach limited the role of stakeholders in the formulation and implementation of the development plans. In the early 1990s, there was an increasing realisation and awareness by development institutions that, master planning approach did not address the developmental challenges in urban areas (Albrechts, 2004). They typically lacked integration between social, environmental and economic aspects of planning. Furthermore, stakeholder participation in the preparation of master plans was inappropriate or absent, besides monitoring and evaluation in the planning stages was

absent (Albrechts, 2004). The master plans have not addressed the development challenges of stakeholders and urban centres in the Global South of high population growth, creating high demand for housing utility infrastructure, job creation and environmental sustainability (Watson (2009).

Integrated development planning approach was introduced in early 1996 in many parts of the world (Harrison, 2008). In Africa, during this period, there was a shift from master planning to strategic spatial planning approach. IDPs are strategic plans because the councils and stakeholders work together to identify strategic areas of focus for the IDP (Harrison, 2008). The Councils must manage stakeholder's varying competing needs, interests, and functions. Therefore, IDPs provide a platform where all the competing needs and interests are managed and coordinated through the integration of all sectoral plans, coordinate local priorities and activities. They are also a platform for balancing the economic, social, and ecological consideration in planning and the integration of strategic, sectoral, and financial issues in the plans. These plans are linked to management, budgeting and implementation, they further have a monitoring and evaluation framework of the plan (Harrison, 2008).

South Africa was among the first African countries to formulate and implement integrated development plans at the municipal level. The country introduced IDPs in 1998 White Paper on Local Government (Harrison, 2008). South Africa uses IDPs as a tool of bringing together social, economic, and land-use planning while focusing on key projects and citizen participation (Harrison, 2008). Stakeholder participation in the decision-making processes in the IDP formulation, is one of basic principles of the Integrated Development planning approaches. Stakeholders should be influential in the decisions that are made in all the stages of the IDP preparation stages starting from needs assessment, situation analysis, visioning, preparation of development strategies, formulation of capital investment projects and implementation framework (Madzivhandila & Asha, 2012). These broad principles of preparing IDPs should have guided the Zambian IDPs, especially that the consultant was from South Africa who had experience in the preparations of IDPs in South Africa. The integrated planning approach has universal principals that should be applicable anywhere.

Although IDPs have recently been formally introduced by the provisions of the Urban and Regional Planning Act No 3 of 2015, the concept was introduced in the early 2000s using the Town and Country Planning Act Cap 283 of the Laws of Zambia. The implementation of the IDP approach in Zambia should have raised several issues in the formulation and implementation process. Master plans faced numerous challenges, including having limited impact on local development and not achieving the desired improved living conditions for all stakeholders at district and community levels (Taylor and Thole, 2015). Subsequently, the IDP process has also had challenges of lack of qualified human resource to facilitate its formulation, limited resources and institutional frameworks that allow for effective stakeholder engagement in the formulation and implementation of IDPs in Zambia (Asha, et al., 2013).

Stakeholder participation in the formulation and implementation of IDPs is significant. It is intended to transform the top-down planning practices of the old regime of master planning, by giving stakeholders and citizens a say in making cardinal decisions on their development needs. The planning process for IDPs is a negotiated process of coming up with local priorities that result in partnerships during implementation by the various stakeholders and the planning institutions (Van Rooyen & Matshego, 2006). The genuine involvement and participation of local communities and stakeholders is key to meeting the stakeholders' development needs and expectations. However, reality from various studies of the preparation and implementation of the South African IDPs have shown that most IDPs are not responding to the development aspirations of the stakeholders, and they continue to be dissatisfied because of inadequate levels of stakeholder participation during the IDP formulation and implementation process (Bogopane, 2012). Tshabalala and Lombard (2009) have shown in their study of Govan Mbeki Municipality IDP that the formulation processes continued to show inadequacies in terms of meaningful stakeholder participation in the decision-making processes. Another study by Asmah-Andon (2009) showed that inadequate stakeholder participation in the formulation and implementation of IDPs has led to most of the stakeholder's development needs and interests not being met because of a myriad of challenges caused by IDP formulation and implementation challenges.

This study, therefore, focused on assessing how stakeholder participated and influenced decisions that were made in the formulation and implementation of the Livingstone City IDP.

1.3 Problem Statement

Development institutions and experts in developing economies are always searching for ways of improving the planning processes for their spatial regions especially the lagged regions. Zambian cities are faced with numerous development challenges such as rising population, environmental issues, economic decline, difficult living and surviving informally (Taylor and Thole, 2015). Statistics show that in Zambia more than 70% of the population in the cities live in informal settlements and are also engaged in informal economic activities to earn a living (GRZ, 2012). The objective of introducing IDPS in Zambia were to ensure stakeholders and development institutions worked together in arriving at the development direction of their cities and city regions. The incorporation of stakeholders in decision-making in the planning processes of IDPs was to ensure that divergent views and opinions from stakeholders were incorporated in the plans (Bogopane, 2012). The processes used in the development of pilot IDPs had challenges and constraints that led to them not being implemented fully and not meeting the expectations of stakeholders. The new IDP processes needed to be comprehensive and strategic in nature so that development challenges of many city regions and cities are addressed. The process for preparing Zambia's IDP has not been reviewed and therefore the country requires to draw lessons from the past plans that were prepared so that the process could be improved for the betterment of planning and plan implementation in Zambia. Therefore, this study seeks to analyse stakeholder participation in the Livingstone first IDP. Given that the IDP was tourism sector -focused, this study seeks to examine how the participation or lack of participation by the tourism sector in the formulation of the IDP has affected the implementation of the plan.

1.4 Aim of the Study

The study aimed to assess the extent to which stakeholders in the tourism sector influenced the formulation and implementation of the Livingstone IDP.

1.5 Research Objectives

The objectives of the study were:

- i) To assess the levels of participation by stakeholders in the tourism sector in the formulation and implementation of the Livingstone IDP.
- ii) To analyse the participation methods the tourism sector used in the formulation and implementation of the Livingstone IDP.
- iii) To ascertain the effectiveness of stakeholder participation method(s) used in the formulation and implementation of the Livingstone IDP in the tourism sector.

1.6 Research Questions for the Study

The study seeks to answer the following research questions:

- i) What levels of stakeholder participation were used in the formulation and implementation of the Livingstone IDP?
- ii) What participation methods the tourism sector used in the formulation and implementation of the Livingstone IDP?
- iii) How effective were the participation method(s) used by the tourism sector during the formulation and implementation of the Livingstone IDP?

1.7 Significance of the Study

The study will generate information and understanding on stakeholder participation in the preparation and implementation of the Livingstone IDP. The findings of the research may help the Livingstone City Council, the citizenry of Livingstone, the Ministry of Local Government and Rural Development, the Ministry of Tourism and Arts with the necessary knowledge and understanding of IDP preparation and implementation. It will also help in rethinking the role played by stakeholders in the planning processes and policy formulation by the Ministry of Local Government and

Rural Development, by producing effective ways of engaging Stakeholders. The study will benefit the academia and other scholars who would be undertaking similar studies and other local authorities that may want to draw lessons from the Livingstone IDP preparation processes. The knowledge that this study will generate could be useful in the future reviews and improvements to the Zambian planning laws and policies. This study, therefore, attempted to establish the constraints hindering stakeholder participation in the plan formulation processes and its impact on the implementation process.

1.8 Organisation of the Dissertation

This study aimed at evaluating stakeholder participation in the formulation of the Livingstone IDP. The study has six chapters. Chapter One has introduced the research issue; Chapter Two discusses existing literature on IDPs. Public participation to frame the study. The research methodology presented in Chapter Three which outlines study methodology, methods and sampling. Chapter Four outlines the study area, Chapter Five presents the key findings of the research, and the discussions of the results and Chapter Six is the conclusion and recommendations of the study.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter discusses some key concepts and theories relating to the study. They include stakeholder participation, strategic spatial planning and integrated development planning. The chapter further reviews the literature concerning integrated development plans and stakeholder participation in collective decision making. It draws lessons and challenges from the formulation and implementation processes of IDPs in South Africa. The purpose of this chapter is to build themes for interpreting the findings in chapters five and six.

2.2 Concept of Stakeholder and Legitimacy

There has been a fair agreement in general on the thoughts as to who qualifies as potential or actual stakeholders and these include persons; neighbourhoods; institutions; groups; organisation; society; and the environment (Mitchell et al., 1997). Freeman and Reed (1983:91) defined a stakeholder as “an individual or group who can affect the achievement of an organisation’s objectives or affected by the achievement of an organisation’s objectives”. While Clarkson (1995:106) defined stakeholders as “persons or groups that have, or claim ownership, rights, or interests in a corporation and its activities, past, present, or future”. Mitchell et al., (1997) argues that definitions entailing relationships, contracts, or transaction needs a give-and-take effect which is lacking in the “stake” concept of “can affect” or “is affected by” as seen in the Freeman (1984) definition. They further state that those who have no effect or are not affected by the firm have no stake. Hill and Jones (1992: 133) define stakeholders as “constituents who have a legitimate claim on the firm”, while Carroll (1993) states that by legitimacy; groups or individuals are stakeholders, of which the legitimacy could include power. Mainardes et al., (2011) relate the concept of stakeholders in the academic circles to be associated with many definitions, yet there has never been a single definitive generally accepted meaning. There are similarities within most of the definitions whereby local authorities should consider the needs and interests of individuals or groups who affect or are impacted by the

organisation's decisions and actions. Strategically, the concept of stakeholder participation encourages organisations to consider the impact of stakeholder in the decision-making processes (Fassin, 2012). Arising from the many definitions of stakeholders shared above, stakeholders in this study will refer to individuals, groups, organisation, and communities that influence and share decisions, control and resources over development initiatives of their areas of interest. This definition is drawn from different scholars and related to the purpose of formulating and implementing IDPs (Clarkson, 1995).

2.3 Conceptualisation of Participation

The term 'participation' has been defined differently by different people in different settings. For example, the World Bank (1994:1) described participation as "a process through which stakeholders influence and share control over development initiatives, decisions and resources which affect them". While Brett (2003:5) defined participation as: "an educational and empowering process in which people, in partnership with each other and those able to assist them, identify problems and needs, mobilise resources and assume responsibility themselves to plan, manage, control, and assess the individual and collective actions that they decide".

The different definitions outlined above have common denominators in the meaning like engagement, getting involved and influence decisions made. The goal is to ensure that citizens have the power to determine and influence development outcomes. Allowing stakeholder involvement at all levels of decision making and ensuring participation is accessible to all stakeholders, valuing diversity, ensuring participation is voluntary and should encourage stakeholders to create their ideas and solutions (Asian Development Bank, 2012).

2.4 Perceptions of Concept of Stakeholder Participation

Stakeholder participation is a broad concept and often its interpretation depends on the perspective of who is interpreting it. The idea of stakeholder "has been popularised in community development since the 1970s" (Mulwa, 2004:77). The origin of the concept of stakeholder participation was in part a reaction to the top-down approach during the 1960s and 1970s when dissatisfaction among

development personnel grew at government's inability to take responsibility for promoting social development (Midgley, 1995). This failure was due in part to the creation of large bureaucracies, the selection of wasteful projects and the involvement of corrupt politicians. Given its perception as a broad concept, numerous opinions are expressed on the meaning of stakeholder participation (Mulwa, 2004; Sullivan & Skelcher, 2002). International Finance Corporation (2007:10) stated that: Stakeholder participation broadly refers to a framework of policies, principles, and techniques that ensure citizens and communities, individuals, groups, and organisations could be engaged in a meaningful way in processes of decision-making that they have an interest. Stakeholder participation is making sure the views and benefits of the stakeholders are incorporated during the planning and implementation of the plan.

International Finance Corporation (2007) and Sithole (2005) postulated that stakeholder participation is a democratic right to take part in what affects an individual or organised efforts or group action to achieve a common goal. However, The World Bank (1996 cited in Buccus et al., 2007: 6) had defined stakeholder participation as, "a process in which stakeholders influence and share control over development initiatives, the decisions and the resources which affect them". Stakeholder participation in the context of planning refers to local communities, interest groups and individual citizens getting involved in the designing, implementation, and evaluation of the plan (Sullivan & Skelcher, 2002). In this study, Sithole (2005:2) conceptualisation of stakeholder participation as, "a democratic process of engaging stakeholders in thinking, deciding, planning and playing an active part in the development and operation of services that affect their lives". This definition captures the main aspects of ensuring stakeholders are involved in the planning decisions about their development needs and expectations.

2.4.1 Benefits of Stakeholder Participation

Stakeholder participation has several benefits to the local authorities and the stakeholders, such as ownership of the plan and the development process that brings sustainability in the achievement of the agreed objectives. Stakeholder participation

is essential to development planning because it is a way of ensuring that development meets the needs of the benefiting population, leading to improved human livelihoods and living conditions (Sullivan & Skelcher, 2002:160).

The involvement of citizens in the governance of their societies is a critical issue in both developed and developing countries, where stakeholder participation levels are falling, and cynicism about government and politics are a dominant feature (Sullivan and Skelcher (2002:162). Stakeholder participation is a means of achieving three things namely: Participatory democracy (community empowerment and providing the opportunity to develop knowledge for making informed choices), Transparency in decision-making processes, community empowerment and support (Carothers, 2014). Many scholars have argued that tackling governance deficit requires a radical shift in development thinking towards more localised participation (micro-level) approaches that have the potential to holistically address poverty, increase livelihood opportunities, improving service delivery and strengthening good democratic local governance (World Bank, 2013:1). In addition to the above, stakeholder participation is a way of reducing conflicts between decision-makers and stakeholders. Allowing stakeholders to participate in co-designing, co-implementing and co-evaluation of IDPs would create closer connections between IDPs and the intended beneficiaries (World Bank, 2013:1).

Stakeholder participation in the development process is essential for building strong relationships between the local authorities and its stakeholders to have mutual accountability and transparency in service delivery. Stakeholder participation enables stakeholders to support and own a plan; this improves the planning process and implementation of the plan (Stapenhurst and O'Brien, 2016). Stakeholder participation in the planning process is also the means of sharing common understanding and involvement of stakeholders in the decision-making processes (Carothers, 2014). According to Carothers (2014), accountability, transparency and stakeholder participation are fundamental principles for sustainable development. Siles (2016) indicated that the involvement of stakeholders in projects has many benefits and advantages, it ensures that projects reflect the real needs and priorities

of stakeholders, contributing to the debate on the benefits of stakeholder participation. Siles (2016) stressed that there was a significant correlation between stakeholder participation in the development process with government accountability and public trust. Government accountability and public trust are essential for the successful development of plans and their implementation.

The other reason of promoting stakeholder participation in planning processes is to ensure that plans prepared bring about transparency and accountability to both the stakeholders and the planning authorities. Transparency in the planning process is about being open to stakeholders on all the processes and stages on the planning decisions that are made during the plan formulation. Information should be shared on the decisions that have been made during the planning process and implementation mechanisms of the plan. The information shared with stakeholders should be about the amount, scope, quality, accuracy and timeliness of the information that is accessible to all the stakeholders (Stapenhurst and O'Brien, 2016).

2.4.2 Typologies of Stakeholder Participation

Stakeholder participation typologies have been developed over the years loaded with ideological, social, political and methodological meaning, giving rise to a wide range of interpretations (Lawrence, 2006). The typologies help to understand the participation approaches that are used by planners and practitioners engaged in community and development work. These typologies guide the choices available for participatory methods required or used in the preparation process. There are four typologies of participation, namely degrees of participation on a continuum, participation based on the direction of communication, participation based on theoretical basis and typologies based on the objectives for participation.

The first typology of stakeholder participation is the degrees of participation on a continuum. It includes the ladder of participation propagated by Arnstein (1969), who described the continuum of increasing stakeholder involvement, from the lowest level of passive dissemination of information, which she called manipulation, to

active engagement which she referred to as citizen control. Table 2.1 below classifies the types of stakeholder participation.

Table 2.1: Typology of Participation

No.	Typology of Participation	Examples
1	Degree of Participation on a continuum	Ladder of participation different rungs of the Ladder
2	Participation according to the direction of Communication	Participation as a two-way communication
3	Participation based theoretical basis, normative or pragmatic participation	Stakeholders have a democratic right to participate in decision-making processes
4	Typology based on objective of participation	People centered participation

Sources: Reed, (2008)

Pretty (1995a) came up with other alternative rungs of this ladder, however, one of the most widely used is Biggs' (1989) alternative, which described the level of engagement as a relationship that can be contractual, consultative, collaborative and collegiate. Farrington (1998) made distinctions between participation that is consultative, functional, or empowering. It was further developed by Lawrence (2006) who proposed the transformative participation as an alternative to the top rung ladder of participation and emphasised that empowerment should lead to the transformation of the communities who are involved. The hierarchical nature of the "ladder" metaphor implies that higher rungs are preferred over lower rungs, and much of the literature makes this assumption explicitly (Reed, 2008). However, it was noted by Reeds (2008) that the "different levels of stakeholder engagement were likely to be appropriate in different contexts, depending on the objectives of the activity and the capacity for stakeholders to influence outcomes" (Reed, 2008:2420). As a result, a "wheel of participation" was suggested as an alternative metaphor that emphasised the legitimacy of different degrees of engagement (Davidson, 1998).

Rowe and Frewer (2000) focused on nature rather than the degree of engagement, identifying different types of stakeholder engagement by the direction that communication flows between parties.

The other typologies of participation focused on the theoretical basis, which distinguished between participation that was normative and participation that is pragmatic. Normative participation in planning focuses on the planning process, suggesting that stakeholders have a democratic right to participate in the decision-making processes of the plan formulation and implementation. While “Pragmatic participation focuses on the quality and durability of planning decisions made through engagement with stakeholders (Reed, 2008:2420). The distinction between normative and pragmatic participation are the needs for public acceptance versus decision quality, or political versus technical participation (Beierle, 2002). Okali, et al., (1994) tried to distinguish between research-driven versus development-driven participation. Similarly, there are participation typologies that are distinguished between planner- centred participation that is focused on outcomes, while the people-centred participation builds capacity and empowers stakeholders to define and meet their own needs (Reed, 2008:2421).

2.4.3 Levels of Stakeholder Involvement

There are differences in the quality and degree of participation in the planning processes, ranging from information sharing to collaborating with stakeholders over development planning and implementation (Arnstein, 1969). The levels of participation identified highlight the degree of stakeholder involvement beyond sharing information to levels where stakeholders are part of the decision-making processes. Real stakeholder participation, however, entails more than informing communities of decisions that have already been made or selling proposals, but it is about stakeholders being part of the decisions-making during the planning processes (Botes & Van Rensburg, 2000).

Planners must be aware that stakeholders might expect higher levels of involvement in the planning processes. Preliminary discussions must be held with stakeholders to

determine the appropriate levels of stakeholder participation (Reed, 2008). Specific information must be given concerning constraints that would affect the extent to which stakeholders would influence decisions in the planning and implementation processes or how the inputs from stakeholders are incorporated. Stakeholder participation is rarely applied uniformly in the world because each country, district and each situation require different participation methods and tools to be used (Reed, 2008).

The first category of stakeholder participation has two subcategories, which are information sharing and consultations. Information sharing is the first level of stakeholder participation, and it is a low-intensity form of stakeholder participation in which information is shared with the communities. It is used to educate, inform, share information with stakeholders to gain support for decisions taken or to facilitate collective action. Information sharing is an essential activity, but participation should not end at this level (McGee & Norton, 2000).

Consultation is the second-lowest level of stakeholder participation, and its main uses are to gather information and views from stakeholders, with beneficiaries not only being informed but also consulted on certain issues (McGee & Norton, 2000). Though better than information sharing, consultation can still be limiting. The second and middle categories of stakeholder involvement and influence has one level of stakeholder participation, that is, stakeholder engagement. This level promotes two-way communication between the stakeholders and the planners or development institutions (Reed, 2008). It works for some planning activities as it ensures that the concerns of the stakeholders are considered, reflected and given feedback on how their inputs influence the decisions of the policymakers (Reed, 2008).

Table 2.2 below presents the different levels of stakeholder participation categorized into three levels: low, middle and high levels of stakeholder involvement or influence in the planning and implementation processes.

Table 2. 2: Levels of stakeholder Participation

Low Level of stakeholder involvement or influence		Mid-Level	High level of stakeholder Involvement or Influence	
Inform	Consult	Engage	Collaborate	Partnering
Inform, educate, share or disseminate information	Gather information views	Promote two-way Dialogue	Commit to frame issues and debate options together	Partner in selecting and implementing solutions
Increasing Literacy; inducing behavioural changes	Modifying policies following public preferences and reaching an informed consent		Obtaining the self- commitment of each participant as well as contributions that may result in binding processes and decisions	
We will keep you Informed	We will keep you informed, listen to you and provide feedback on how your input influenced the decisions	We will work with you to ensure your concerns are considered and reflected in the alternatives and provide feedback	We will incorporate your advice and Recommendation s to maximum extent Possible	We will implement what we have decided together

Source: Reed, (2008)

The third category of stakeholder involvement and influence has two levels of stakeholder participation. Collaboration is the fourth level and second-highest level of stakeholder participation. Stakeholders at this level are involved in the decision-

making processes, and they ensure that policymakers incorporate their interests and recommendations to the maximum extent possible (Reed, 2008). The highest level of stakeholder participation is partnership and decisions are made together with the policy makers and the stakeholders. There is an undertaking made by the planning agent to implement what was agreed together with the stakeholders. In the last levels of stakeholder participation decisions are made exclusively by beneficiaries (the stakeholders or jointly with other stakeholders) (Reed, 2008). This mode of engaging the stakeholders may be vital in the decision- making stages in the formulation and implementation of IDPs. However, it should be noted that the five levels of stakeholder participation outlined in Table 2.2 are not mutually exclusive and that further levels can be distinguished as exemplified by Arnstein (1969) with varying degrees of participation within each level.

2.3.4.1 Collaboration in IDP Formulation and Implementation

Stakeholder collaboration is a process through which groups with similar or different perspectives can exchange viewpoints and search for solutions that go beyond their own vision of what is possible (Gray, 1989). Collaboration goes beyond people participating (passively or actively) in a process. It also extends beyond communication, cooperation, and coordination, even though these are key elements in the process (Gray, 1989). Collaboration is a mutually beneficial relationship between two or more parties who work towards common goals by sharing responsibility, authority and accountability towards achieving desired results (Conroy & Berke, 2004). Collaboration of stakeholders in the formulation of IDPs will result in diverse benefits to the stakeholders and the planning agents. Such as supporting the implementation of the IDPs by stakeholders, shared achievements of the outcomes of the IDP and shared lessons in the formulation and implementation of the IDPs. Collaboration relies on trust, inclusion, and constructive engagement to achieve a broad common purpose. It does not use advocacy, exclusion and power over others to achieve its ends (Gray, 1989). Power and status differences among participants are de-emphasized and ownership of the processes is shared. Stakeholder collaboration can, in the right circumstances, provide a powerful approach to responding to complex problems that isolated efforts cannot solve (Gray,

1989). Making collaboration one of the most preferred models of stakeholder engagement in the formulation of IDPs as it promotes equal (theoretically) participation of stakeholders, shared ownership of the plan, the development goals and vision. Increasingly, planning approaches like IDP formulation are pursuing collaborations as it focuses on building and maintaining long-term relationships with and among key stakeholders (Korfmacher & Koontz, 2003). Collaborative processes are most likely to succeed when there is room for negotiation; when stakeholders need each other to achieve both individual and shared goals; and when there is a willingness to participate (Gray, 1989). Collaboration could be associated with the principals of integrated planning approach that seek negotiated agreements, shared vision and goals and stakeholder participation. Therefore, if the planning agencies could take the collaboration route in the formulation and implementation of the IDPs, there would be better formulated plans that target addressing the development needs of the stakeholders.

Collaboration, in practice has used insights of multiple stakeholders to develop different types of plans such as urban renewal and regeneration plans and land use planning that combined the interests, service delivery, habitat protection, farmland preservation, and other purposes (Conroy & Berke, 2004). Although planning processes are certainly meaningful and important, we cannot fully understand the results of collaboration unless we look beyond the plans themselves. Collaboration by its very nature, aims to shift the balance of power between planning agents and stakeholders. That is, participative forums such as collaborative task forces can provide opportunities for citizens to engage in self-reflection and communication to express their interests and develop shared social constructions of reality (Webler, 1995).

2.3.4.2 Partnerships in IDP Formulation

There are many definitions for partnerships depending on the use and purpose and most of the definitions have the following terminologies in them; aim, vision, goals, mission, or interests; joint rights, resources and responsibilities; autonomous and

independent; equality and trust (Fowler, 1997). While Cadbury (1993) defined partnership as power being shared equally with all partners or stakeholders. In this study the definition by Brinkerhoff (2004) will be adopted, who stated that partnership must include two critical elements and the first one being mutuality, which means interdependence and commitment between partners, equality in decision making, rights and responsibilities; and the second element in partnership is organisational identity which refers to the maintenance of each partner's own mission, strategies and values (Brinkerhoff, 2004). A partnership at its most basic level, means that both parties have agreed to work together in the planning and implementing of programmes or projects such as an IDP, and that each party has a clear role and say on how implementation takes place (Brinkerhoff, 2004).

For example, in South Africa, the City of Cape Town has Municipal Service Partnership (MSP). The MSPs were created when the City of Cape Town entered a partnership with communities, Organisation and financing institution to improve services in the informal settlements (FCR, 2004:6). MSP are found at local levels where different stakeholders act together to improve the service delivery in a selected community. There are three types of MSP namely, Public-Private Partnerships (PPP), which take the form of a contract between a municipality and an individual, company, trust or enterprise; Public-Public Partnerships (PuP), which take the form of a contract between a municipality and, for example, another municipality. In other words, it is a partnership in which both members of the partnership are public sector entities and lastly, Public-NGO Community Partnerships, which involve a contract between a municipality and civil society organisations, such as community-based organisations (CBOs) and, sometimes, non-governmental organisations (NGOs) (FCR, 2004:6). FCR (2004:6-7) states that municipal-community partnerships are relationship arrangements between municipalities and communities, either to provide municipal services or to meet the basic needs of poor communities.

A Partnership is regarded as the highest stage of a working relationship between different people, organisations, different interest groups brought together by commitment to addressing common objective(s) (Mohiddin, 1998:5). These partnerships could be crafted in other development programmes like service

delivery, urban renewal and including IDP formulation and Implementation. The local authority, the stakeholders and financiers can collaborate and Partner to formulate and implement IDPs. For instance, the stakeholders could be useful in needs assessment and identification of needs, visioning and formulation of development strategies at different stages of the IDP. The stakeholders in partnerships jointly make decisions, for example in IDPs it would be the local authority with the stakeholders at different stages of the IDP and ensure decisions on competing needs are jointly addressed (FCR, 2004). Therefore, partnerships allow for the legal or social contracts between the local authority and stakeholders to partner and commit to each other as they prepare the IDPs. The partnership areas would include the levels of participation by stakeholders, how decisions would be made, financing of the preparation of the IDP and its implementation, resulting in binding processes and decisions in realisation of the planned strategies (McGee & Norton, 2000). The core principles of partnerships are reciprocity, accountability, joint decision making, respect, trust, transparency, sustainability and mutual interests (Wanni, 2010). To move beyond the rhetoric of partnership it is imperative that partners openly address the issue of power in terms of ownership, decision-making, funding, planning and evaluation (Crawford, 2003). Partnerships can be crafted in the various sectors such as infrastructure development, health, agriculture, tourism sectors and the integrated development planning approach. Examples informal settlements have been partnering with other stakeholders and utility companies in Zambia to provide water in low-income areas (WSUP, 2018). An example of such Partnerships is between utility companies and WASH stakeholders are common in Zambia. LWSC is mandated to provide water and sanitation services in Lusaka and chooses to provide part of this service through Water Trusts which are community-based organisations in different zones that operate through a delegated management model with the LWSC (WSUP, 2018). To date, these have involved partnerships between the utility companies, donors and CBOs. The WAHSE project work in partnership with government, the private sector, academia, civil society organisations and the communities to improve systems and practices that improves access to water and sanitation in low-income residential areas (WSUP, 2018)

The integrated development planning approach would perform well when the partnerships approach is adopted in the formulation and implementation of IDPs. Local authorities and stakeholders will share responsibilities, resources and ownership of the plan and the outcomes will also be shared by the parties to the partnership. IDPs can thrive if the partnerships are strengthened because the formulation of IDPs require joint formulation, joint decision making with stakeholder and joint implementation of the plans. Participatory development is designed to move stakeholders away from being passive recipients to becoming active participants in all parts of the process: articulating needs, identifying obstacles, developing plans and implementation them (Davids, 2005: 12). Local authorities can utilize partnerships with its stakeholders to create relationships that could facilitate working together in finding solutions to development challenges the communities are currently facing in cities. Davids (2005: 12) further states that such participation increases the likelihood of stakeholder empowerment and ownership, and concurrently improving sustainability of development initiatives and projects. Davids (2005:12) further states that, stakeholder participation in decision-making in localised development initiatives may result in better outcomes from the development initiatives that target to address the needs of the stakeholders such as access to services provision, security, economic opportunities and improved livings conditions.

2.3.4.3 Co-Production

The planning practise over the years has been trying to find alternative ways of state-society engagement, particularly in the global South. Most of the planning approaches on state-society engagement have not provided solutions to the development initiatives. Co-production has been identified as the highest level of state-society engagement because it is a process of mobilising stakeholders that are sustained across time and space (Watson, 2014). Co-Production, as Watson (2014:2), stated “extends the range of ideas of alternative forms of state-society engagement beyond what has been on offer so far”. Albrechts (2013) argued that the traditional approach to spatial planning is not able to address the current challenges facing cities in the global South and Co-production provides a useful frame for developing a more

radical approach to strategic spatial planning. Co-Production work can be traced to public administration and economic fields as early as the 1970s in the United States of America and United Kingdom (Ostrom, 1996). Ostrom defined Co-production as “a process through which inputs from individuals who are not ‘in’ the same organization are transformed into goods and services” (Ostrom, 1996, p. 1073). Co-production fostered social capital as communities organised themselves around service provision and management. Co-production has three principles the first being that it should have practical solutions that address the immediate needs of the society. The second principle is a “bottom-up participation” of ordinary citizens rather than a reliance on external experts. The third principle is that Co-production must be “deliberative solution generation” which involves stakeholders listening to each other and generating group choices (Watson, 2014:13).

The use of micro-level paradigm is underpinned in allowing grassroots participation in co-designing, co-implementing and co-evaluation through what would create closer connections between a development “intervention” and its intended beneficiaries (World Bank, 2013:1). Co-production has been used across Africa in various grassroots local level planning activities, mainly in service delivery improvements at local levels. The other areas where Co-production has been used but not limited to, include municipal planning activities and development of actionable knowledge against climate change to mention a few (Ostrom et al., 1999).

In relation to service delivery, Co-production has been used in the service delivery mainly water, energy, and waste services, in which the recipient of the services also plays a fundamental role in managing the resources involved (Ostrom et al., 1999). For instance, in South Africa, the Operation Sukuma Sakhe (OSS) in Kwazulu-Natal, the partners in this project which included civil society, traditional leaders and religious leaders, vulnerable groups, private sector, development partners, communities and government departments, worked together in the identification of needs, Co-planned, Co-financed and Co-implemented a comprehensive package of services to communities (RSA, 2012). The outcomes of this project were that the local beneficiaries felt they were equal partners as they were Co-designers, Co-

implementers and Co-evaluators of the services that were being offered by the municipalities (RSA, 2012). The challenges of co-production are changing of mindsets and culture of all the stakeholders particularly the planners from public institutions who must create an environment where decisions must be made differently. Co-production demands for the development of new skill sets for planners, development experts and communities which require resources (Ostrom et al.,1999).

2.4.4 Mechanisms for Participation by Stakeholders

There are many mechanisms or methods in which stakeholders can participate in the planning process and policy formulation. This section provides an overview of methods used by planning institutions in engaging stakeholders to participate in the planning process. Participation methods have specific purposes, and when applied appropriately, they can yield significant benefits to the planning process and implementation of the plan. The listed participation ways below are not exhaustive, and stakeholders can participate in the planning process in many other ways. The section discusses public meetings, workshops, consultation committees, surveys and focus group discussions.

Public Meetings: Public meetings are the commonly used methods in stakeholder participation processes. Public meetings can accommodate larger numbers of stakeholders (Smith, 2003). They offer stakeholders opportunities to participate in development matters of interest by allowing stakeholders to express themselves on issues that concern their development interests and needs. Public meetings are cheap and can accommodate larger numbers of stakeholders, however, they are not effective because they do not offer stakeholders opportunities to discuss options to the proposed solutions and decision making of which option was appropriate for the communities (Smith, 2003). The main objective of public meetings is to get public support and to change decisions rather than to seek informed consent and expand democratic choice (Nelkin & Pollak, 1979). Some evidence suggests that they have little influence on citizen behaviour or policy choices (Cole & Caputo, 1984). Public meetings usually start with a technical overview of the situation and processes to be

undertaken in arriving at desired outcomes. Literature suggests that public meetings provide very little stakeholder influence in the decision-making process because the purposes of meetings are mainly to seek informed consent and inform the stakeholders of the policies and plans to be implemented (Cole & Caputo, 1984). Public meeting as stakeholder participation mechanism has been applied in the previous master plans and many policy formulation processes including the Livingstone IDP process Meetings were held to present proposals to the stakeholders (Yusuf, 2004 & LCC, 2006).

Public meetings as a mechanism of engaging stakeholders has several challenges namely, meetings are usually held during working days, working hours and in locations that have the potential of affecting participation; they are not effective in facilitating joint decision making; there are no discussions on the presented options by the planning team; the venues where the meetings take place could affect stakeholder participation levels due to them being intimidated by such venues (Checkoway, 1981). It's a one-way communication from the local authority to the stakeholders, stakeholders can only ask questions on the presentation. Therefore, stakeholders at public meetings have little influence in shaping decisions that are made during the planning process because most decisions would have already been made by the experts (Cole & Caputo, 1984).

Workshops: Workshops are also a popular mechanism in the stakeholder participation mechanisms. Workshops allow the involvement of stakeholders mainly to review information, define issues, solve problems or plan reviews. Workshops provide stakeholders participating with the appropriate resources to make good decisions (Cole & Caputo, 1984). Generally, workshops educate stakeholders on influencing the decision-making process. Stakeholders can be involved early, and tasks are clearly defined. Stakeholders have extended group interactions that provide them with opportunities for defining the problems that require to be addressed. Furthermore, significant efforts are made to provide stakeholders with appropriate resources to make good decisions (Lenaghan et al., 1996). Workshops have been used in past planning and policy formulation activities master planning and

integrated development plans. The Zambian IDP and the South African IDP formulation processes have used Workshops as a mechanism for engaging stakeholders (RSA, 2001: 37).

Given these advantages and in addition to the time constraints imposed and the limited number of participants used, workshops might be relatively cost-efficient when compared to other approaches such as public meetings. In terms of categorisation, workshops can be used in the low to middle levels of stakeholder participation (Lenaghan et al., 1996). However, workshops have disadvantages, and these include sample sizes for stakeholders are usually small and imbalances in the selection of participating stakeholders. The selected stakeholders to participate sometimes can easily be influenced by the intentions of the sponsors. The other difficulties of group behaviour and attitudes have often observed to be suboptimal because of several psychological and social factors, and the participation can easily be influenced by vocal and influential stakeholders (Lenaghan et al., 1996).

Consultation Committees: The planning institutions essentially establish consultation Committees or citizen advisory committee for purposes of advising the institution on issues relating to the plan formulation and implementation. The membership to these committees may be selected from a cross-section of stakeholders based on their interest. The committees work directly with the communities, public or stakeholders to ensure that stakeholder issues and concerns are consistently understood and considered in the decision-making process (Lynn & Busenberg, 1995). The approach of using citizen advisory committees has been implemented in the South African IDPs and the Zambian IDP process, in South Africa there three Consultative forums in the IDP preparation the IDP committee, IDP representative Forum and the Ward Committees where development priorities are discussed and decisions arrived on the best options that respond to stakeholder needs (Government of the Republic of South Africa, 2001: 37). When creating the committees, it is advisable to select members that will make meaningful contributions to the entire process and commit to finding solutions to challenges the communities were facing. Citizens advisory committees can be used throughout the

entire process or during specific steps whenever the planning body needs advice from the public (Lenaghan, et al., 1996). The consultation committees provide opportunities for stakeholders to be empowered to be involved in the decision-making processes. This mechanism is considered to among the higher levels and typologies of stakeholder participation. Citizen advisory committees score relatively well on extended group interactions providing opportunities for defining the problems that need to be debated. Significant efforts are made to provide participating stakeholders with resources to make good decisions. Lynn and Busenberg (1995) noted that the impact of advisory committees on policy outcomes vary and are dependent on the intentions and expectations of the institutions being advised. The lessons from the South African IDPs are that Community inputs from IDP community representative committees and forums are not adequately integrated into the municipal or district IDPs and the stakeholders felt that the IDPs fail to reflect community development priorities. The other lesson was that there was tension and among political parties because the development priorities from minority political parties were ignored by the dominant political party (Buccus et al., 2008).

Surveys: Surveys are used to collect information, solicit opinions and build a profile of the stakeholders and individuals involved. They provide information to the public and help focus public attention on specific issues, such gathering base line data and identifying community needs (Rowe & Frewer, 2000). This mechanism can be used in most of the stages of IDP formulation and implementation. Although this method could have credibility with the public, the quality of the decisions that arise from its implementation may not be high, which would be of concern to a to the stakeholders and the local authorities. Stakeholders are generally a representative of the population and independent of the sponsors, and the results and the processes are generally simple and transparent. Surveys may serve as the basis for subsequent policy formulation, they may be implemented at an early stage of any decision-making process and hence score high on early involvement. This approach requires little citizen time and fewer resources than many other procedures (Lenaghan et al., 1996). On the negative side, participants in public surveys have no structured access to resources to enable them to make good decisions, and their output may reflect

biases and misunderstandings that have no opportunity for resolution. Although the output from surveys tends to be more explicit, the mechanism may have minimal impact on stakeholder influence in the decision that are made (Rowe & Frewer, 2000). Surveys are also applied in the studies or evaluations to determine stakeholder satisfaction levels in service delivery or implementation of the CIPs in IDP. The lessons from the South African IDPs this mechanism have been applied more in the assessment of satisfaction of stakeholders in the contents of IDPs and the implementation of CIP municipalities (Buccus et al., 2008).

Focus Groups Discussions: Focus groups discussions are used to collect qualitative data with a facilitated group discussion based on predetermined questions. Typically, a group of participants would range between 6 to 12 participants who are questioned to uncover perceptions, opinions, beliefs and attitudes about issues. It can, therefore, be used to explore the meanings of opinions on a topic and issues of interest and to collect a wide variety of local terms (Krueger, 1988). Focus groups may be used to identify issues for inclusion in a survey or to understand better specific issues (Rowe & Frewer, 2000). Participants from similar backgrounds or experiences often choose to discuss a specific topic of interest to get input from a variety of viewpoints. Focus groups can be used to identify issues early in the planning process or to provide feedback on alternative strategies or during plan monitoring and evaluation.

The strength of the focus group is that it allows participants to agree or disagree with each other on issues and providing insights into how a group thinks about issues. For instance, in the satisfaction of service delivery or trying to deepen understanding beliefs in a particular district like high crime rate or poor service delivery in a particular community. The range of opinions, ideas, inconsistencies and differences exist in community beliefs, experiences and practices (Krueger, 1988). Although focus group discussion may have gained credibility with the public, the quality of the decisions that arise from its implementation may not be high, which has been of concern to project facilitators. Participants are generally representative of the population and independent of the sponsors, while the results and processes are generally simple and transparent (Rowe & Frewer, 2000). The disadvantages of focus

group discussion are that the outputs from focus groups tends to be clear, but they may generally fail to focus on specific issues being discussed because of high possibilities of diverting away from the topic of discussion, this may have minimal impact on influencing decisions made. Focus groups also score low on transparency since they tend to conduct them behind closed doors (Rowe & Frewer, 2000). Focus groups sometimes displace active forms of stakeholder debates and consequently scores low in facilitating effective stakeholder influence in decision-making processes (Krueger, 1988). Buccus et al., (2008) shows that for example, focus group discussions (FDG) where used to explore beneficiary perception eThekwini Municipality to gather an indication of whether people are happy with the municipality's performance.

There is no single stakeholder participation mechanism that is perfect in facilitating effective stakeholder influence in decision making in the planning process. Therefore, a mixture of these mechanisms may be important during the planning processes to allow for broad stakeholder engagement and involvement in the identification of development needs, during the plan formulation and implementation.

2.5 Conceptualising Strategic Spatial Planning

The concept of strategic spatial planning places emphasis on development plans that are coordinated or integrated urban spatial plans that transcend traditional sectoral policy plans, through a specific focus on the spatial impacts of sectoral policies (Albrechts, et al., 2003). Emphasis is placed on “the process of strategic spatial planning, whereby objectives and values relating to future socio-spatial development within a territory or functional space are shaped, framed and negotiated as part of the strategy-making process” (Healey, 2004: 45-67). Davoudi & Strange (2009:9) state that “the emergence of strategic spatial planning is associated with a ‘spatial turn’ in planning theory and practice, as other disciplines and sectoral policy areas increasingly recognised the significance of the spatial dimension”.

Strategic spatial planning is defined as “a public sector-led, socio-spatial process through which a vision, actions, and means for implementation are produced that shape and frame what a place is and may become in future” (Albrechts, 2004:747). Strategic spatial planning “has key features that identify various stages of the processes aimed at defining and implementing strategies for the city’s development” (Camagni, 2006:135-146). The process involves phases such as consensus on preliminary agreements following the initiative of the local administration, diagnosis and identification of the territory’s vision and mission, employing strategic principles and operational projects and implementation (Albrechts, 2004).

Strategic spatial planning draws its roots from strategic planning, and similarly, it has no single universally agreed definition, and therefore different authors and scholars use the term differently. Strategic spatial planning evolved between the 1960s and 1970s in many western countries to a system of comprehensive planning (Albrechts, 2004). In the 1980s, there was growing city complexity due to rapid and random development in many cities in the world. The first characteristic of strategic spatial planning is that it focuses on a limited number of key strategic issues (Poister & Streib, 1999). It takes a critical view of the internal and external environment in terms of determining strengths and weaknesses in the context of opportunities and threats (Kaufman & Jacobs, 1987). It also considers the external trends, forces and resources available (Poister & Streib, 1999). The approach of Strategic spatial planning starts with the identification and gathering of all the key stakeholders (public and private) (Bryson & Roering, 1988). It allows for a broad (multilevel governance) and diverse (public, economic, civil society) involvement during the planning process. A strategic spatial plan should have a vision developed in consultation with all stakeholders at different levels, considering the power structures, uncertainties and competing values (Albrechts, 2013). The plan will then have development objectives and strategies, programmes and projects. These development parameters are, in turn, reflected in the spatial development framework that helps in managing spatial change, and it incorporates new ideas and processes that would help them achieve their desired development goals. IDPs are strategic

spatial plans that have been implemented in South Africa and Zambia and the case study of South African IDPs provide examples of strategic Spatial Plans.

2.5.1 Integrated Development Planning

Integrated development planning aids the local authority (LA) to determine the development direction over short to long term periods, matching its available resources to its changing environment to meet stakeholder expectations (Johnson & Scholes, 1993). Integrated development planning is a systematic process of envisioning a desired future and translating this vision into broadly defined goals or objectives and a sequence of steps towards achieving them (Rauch, 2002). Integrated development planning approach is designed to promote interactions between the internal and external stakeholders, building understanding and commitment among the various stakeholders in a district. Integrated development planning is important in cases where community priorities have changed or whether the means of achieving desired objectives require updating due to internal or external forces affecting them (Johnson & Scholes, 1993). According to Rauch (2002:4), integrated development planning is “a Planning approach that involves the entire municipality and its citizens in finding the best solutions to achieve short, medium and long-term development goals”. He further explains that Integrated development plans follow a series of processes in their formulation and consist of six phases namely, analysis of current conditions, formulation of development strategies, development of projects, integration, approval and implementation phases (Rauch, 2002).

Geyer (2006:23) argued that “IDP preparation brings together various economic, social, environmental, legal, infrastructural and spatial aspects of a problem or are plans that enhance development and provide sustainable empowerment, growth and equity in the short, medium and long term”. Furthermore, IDPs start with the identification and gathering of stakeholders (public and private individuals and institutions).

The IDP preparation process allows for a broad (multilevel governance) and diverse (public, economic, civil society) involvement of stakeholders during the planning

and implementation of the plan (Bryson & Roering, 1988). The preparation and implementation processes for IDPs facilitate debates and discussions amongst stakeholders, public officials, NGOs, civil society, private sector, municipal officials, and interest groups to make informed choices. Possible solutions are explored during the planning stages, the solutions are debated by the stakeholder and jointly make decisions on the most effective development strategies (Mogaladi, 2007). This happens through participatory mechanisms that allow all the stakeholders to get involved during the preparation, implementation and evaluation of the IDP (Mogaladi, 2007).

The preparation of IDPs consider the current problems, conditions and existing resources and determine the development direction of the district. They provide a framework for development and assist the local authorities to arrive at decisions in a systematic, strategic and consultative manner on issues such as the allocation of municipal resources, promotion of local economic development, land management and institutional transformation. The IDP stages and processes are illustrated in Figure 2.1 below.

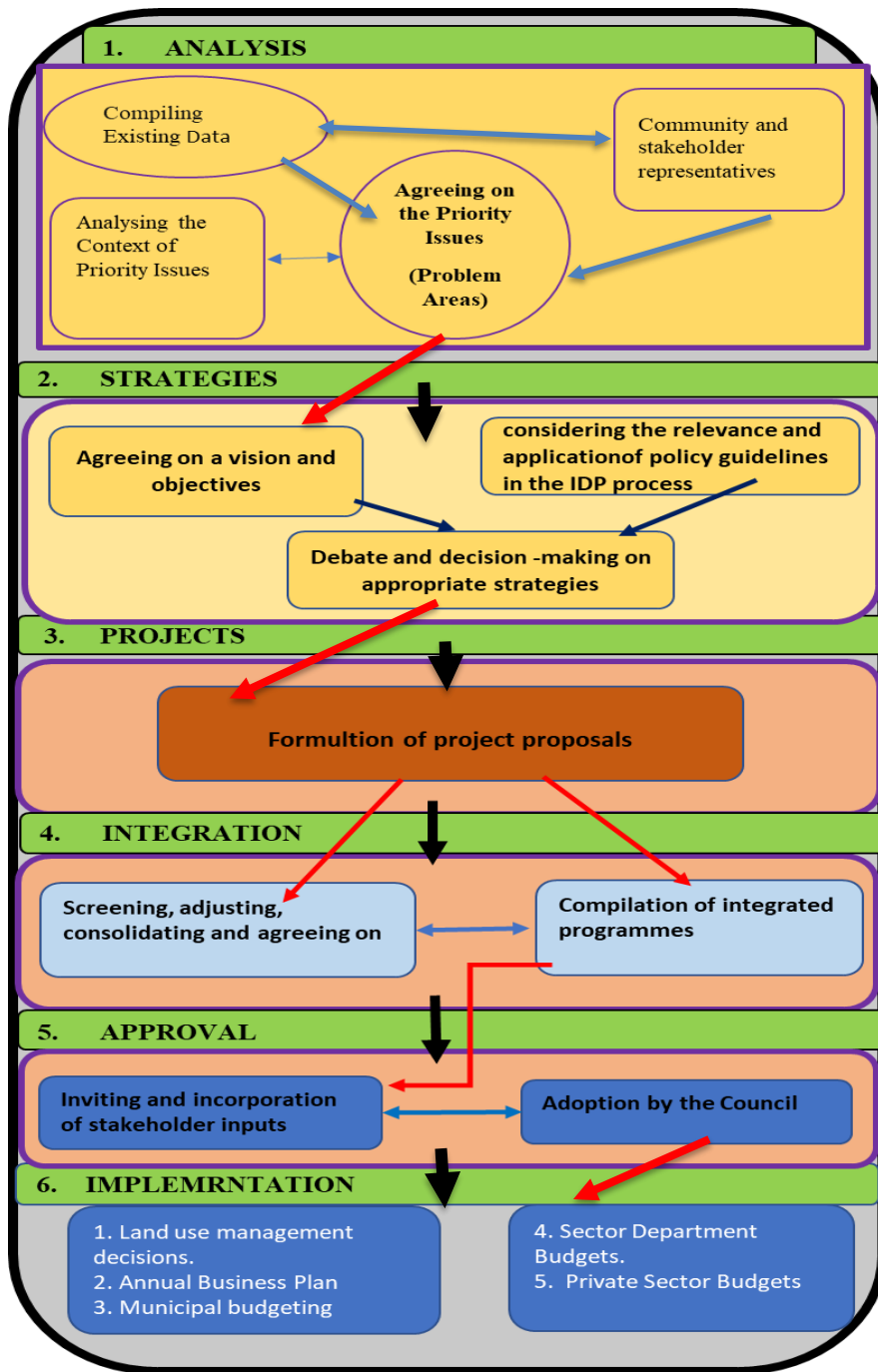


Figure 2.1: IDP stages and Processes. Source: (Government of the Republic of South Africa, 2001).

2.5.2 Implementation of Integrated Development Plans

The implementation of IDPs is through annual set out annual work plans that are linked to the annual budgeting cycles of the council and sector departments (RSA, 2001). In Zambia the local authority and stakeholders prepare an implementation programme or plan submit together with the IDP for approval. During the preparation process of the IDP the local authority and its stakeholders analyze the institutional capacity of the local authority, sector departments and all the stakeholders' financial requirements for the implementation capital investment programmes (CIP) (RSA, 2001). Therefore, Integrated Development Plans are directly linked to the local authority's annual work plans and annual budgeting process. The local authority and the stakeholders prepare and prioritize CIPs for each year of the IDP's implementation period. These CIP are funded through the annual local authority budgets, sector department and stakeholder annual budgeting cycles (GRZ, 2019). Stakeholders and local authorities as they undertake annual work plans and budgeting, they are supposed to incorporate agreed CIPs in their annual budgeting cycles. The IDPs have very clear links between planning and budgeting to achieve the desired outputs and outcomes (GRZ, 2019). This means, stakeholders must be involved in the project designing processes and must agree on the priorities with the local authorities (RSA, 2001). These processes are supported by the Urban and Regional Planning Act No.3 of 2015 and the IDP guidelines that were approved in 2019 (GRZ, 2015 & GRZ, 2019).

However, the Zambian Implementation frame appears to be weak on the aspects of stakeholder engagement. The planning authorities have been given a lot of latitude to engage stakeholders based on their financial constraints as out lined in the IDP Guidelines volume 1. Where it is stated that “the IDP must balance cost with the need to ensure that the needs of the people are considered. Where financial resources do not allow for meetings with all WDCs, it may be appropriate to collectively meet with representatives of all or a cluster of WDCs” (GRZ, 2019:20). This guidance in the planning guidelines impacts negatively on stakeholder participation because all the local authority will use the guidance provided not to have meaningful stakeholder participation.

2.5.2.1 Implementation Programme

In line with IDP preparation guidelines councils as they prepare IDPs they should set out clear strategy for the implementation of the IDP through the implementation programme (GRZ, 2019:20). The implementation programme comprises of four elements:

- i) A Capital Investment Programme (CIP) indicating the major programmes and investments required to implement the development framework with the agency responsible for delivery.
- ii) A local authority's financial plan providing a budget projection for the first five years after the adoption of the plan and indicating the manner in, and extent to, which the capital and operational budgets of the local authority reflect the priorities and objectives of the IDP, including the local authority's expectation of specific funding allocations from the Government.
- iii) A programme for the preparation of local area plans and other detailed planning activities to assist in the implementation of the integrated development plans; and
- iv) Proposals for monitoring

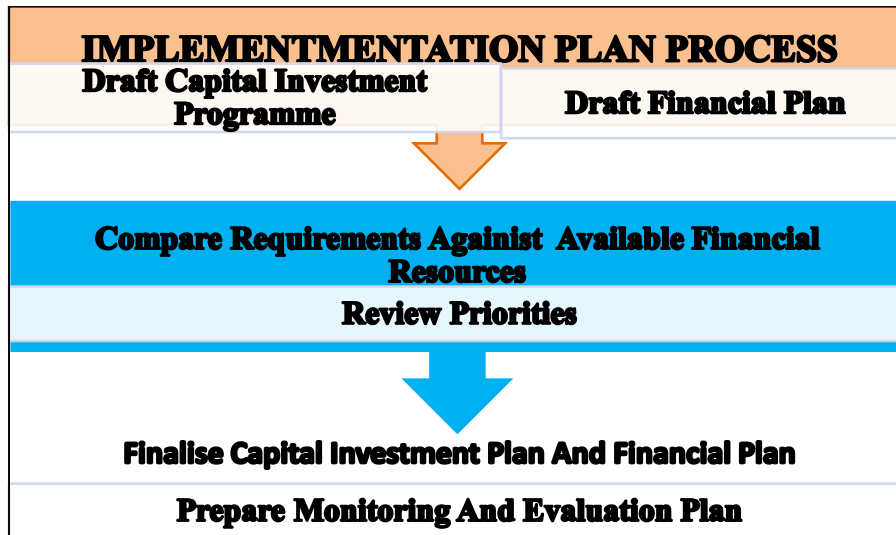


Figure 2.2: Process for preparing an Implementation plan. Source:(GRZ, 2019).

The challenge with the Livingstone IDP was that it did not have an implementation plan.

2.5.3 Stakeholder Participation in IDPs

Stakeholders considered in the IDP formulation and implementation processes to include the private sector, local authorities, interest groups, Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), the local communities, associations and representatives of institutions that have varying needs and interests (Njenga, 2009). In the South African case study, shows that the municipalities are required by law to establish representative forums where different interest groups and individual citizens could participate. The stakeholders are key players in the process of shaping the development plan of the district. In participating in the plan formulation process, the stakeholders provide opportunities to negotiate through comprehensive engagements towards meeting the different needs and expectations that exist in a city (Njenga, 2009).

Stakeholder participation in the IDP formulation processes is viewed from at least three schools of thought. The first school of thought postulated by Riedel (1972) who argued that under the best conditions, most stakeholders tend to avoid participation. The second school of thought recognises that stakeholder participation is a voluntary process in which the stakeholders will only engage in planning and development activities because of the likelihood of them benefiting from it (Bornhorst et al., 2010). The third school contends that stakeholders often want to participate in their development but are not provided with the opportunities to do so effectively (Zhao & Ritchie, 2007). These school of thoughts can be identified with what takes place during the planning processes, under the first school of thought stakeholder may not place value in participating for various reasons and would rely on other community members to provide inputs into the plan. While on the second school of thought, stakeholders are interested to participate when they see a clear benefit to them and the last school of thought is what is obtaining in most cities in the global south where stakeholders are interested to participate in their development trajectory but often are not involved by the local councils and planning authorities.

Wallis and Kambuwa (2002) contended that the successive adoption of integrated development planning approach addresses deep-rooted issues of democratisation at local government level and result in the determination to implement developmental priorities set out in the IDP. Stakeholder participation enhances democratic practices local community level and different development needs are shared in the district debated development needs. Decisions are jointly made among stakeholders and the local authority on the best options that will address their development needs. Swanepoel and De Beer (1996:16) highlighted that, “development was about stakeholders participating in the decision-making processes”. Stakeholders participated in the decisions that are made in all the stages of the IDP preparation stages as shown in Figure 2.3.

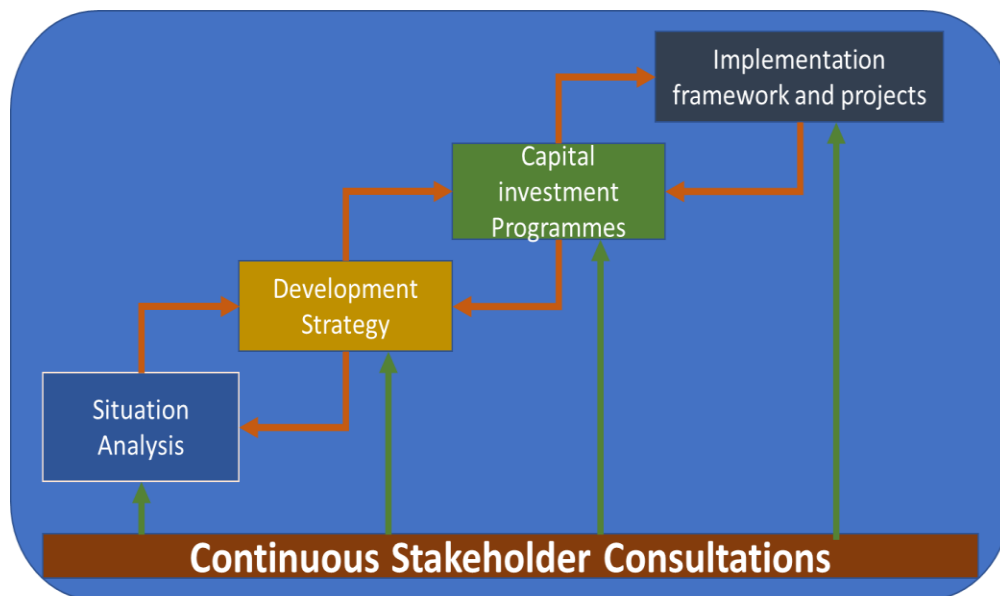


Figure 2. 3: IDP Stages and Stakeholder Participation. Source: Newcastle Local Municipality, (2017).

Stakeholder to be able to influence and share control over their development depends on whether they have access to power and decision-makers (De Villiers, 2001: 11). The central argument is that stakeholders should not only have influence over decisions that are made, but should have control over development planning and implementation, and they should own the developments that target their development

needs. Without a wide array of stakeholders participating in the formulation of IDPs may result in plans that do not address the needs and expectations of stakeholders (De Villiers, 2001). Steinberg (2005) concludes that the success in the implementation of IDPs depends on several factors such as political will, participation, and technical capacity. The social and political processes of debating and agreeing on the development strategies of IDP on a plan is as important as the plan itself. Dale (2004) emphasised the need for planning authorities to assess their processes of formulating and implementing plans that target improving people's quality of life. He further added that, if the goal of development is to reduce poverty and deprivation, then development planning and implementation should be process-oriented, people-focused, and based on strategic decisions. Participation has come to be viewed as 'Professional participation' involving different departments and levels of government rather than citizens and stakeholders (Watson, 2009). The review of the South African IDPs show that stakeholders have raised concerns over minimal stakeholder participation in the IDP formulation and implementation. The study shows more sector department participation than the other stakeholders like civil society, this is professional participation (Madzivhandila & Asha, 2012). This explanation shows that participation and integration are crucial elements of integrated development planning. Hence, meaningful participation of communities is required in all the stages of integrated development planning, mainly in the identification of development needs and priorities, strategy formulation, project implementation, monitoring and evaluation of the plan (Madzivhandila & Asha, 2012). Stakeholders should be part of problem identification, solution development and implementation of the IDP. Examples can be drawn from Slum Dwellers International (SDI) that has its presence in many parts of the world and they target improving service delivery in informal settlements. SDI mobilises the communities lacking services to identifies their needs, find solutions, raise funds through savings, implement and evaluate their projects (SDI, 2016).

The literature reviewed and highlighted above in relation to integrated development planning shows that stakeholder participation is key in the formulation and implementation of IDPs. The formulation process of IDPs provides local authorities

with opportunities to engage its stakeholders meaningfully. However, many local authorities or municipalities are still grappling with how to effectively engage their stakeholders in the IDP formulation processes and implementation.

2.6 Case Studies on IDP Processes

This section presents case studies on the IDP formulation processes and reviews conducted concerning IDPs and stakeholder participation. Most of the research work reviewed was from South Africa because it was among the first African countries to introduce integrated development planning on the Continent. The case review was from three South African municipalities namely Buffalo City, Johannesburg and Stellenbosch. The literature shows that local authorities or councils in South Africa drive the IDP formulation and implementation processes (Radnor & McGuire, 2004). The municipalities or planning authorities are central to the formulation and implementation of IDPs. They have the responsibility to ensure that the critical steps are followed and work with its citizens and all its stakeholders in finding meaningful solutions to its development needs (Watson, 2009).

The planning and implementation processes of the South African IDPs is enshrined in the Municipal System Act and the IDP preparation guide has set up structures and mechanisms for stakeholder participation. According to the Municipal Systems Act (RSA, 2000), all municipalities are required to establish appropriate mechanisms, processes and procedures, as detailed in Chapter 4 of the same Act, to ensure stakeholders participate in the IDP process. Other than establishing mechanisms for stakeholder participation, municipalities are required to create conditions that would promote public participation in the IDP formulation process (RSA, 2001: 37). The government has developed IDP preparation guides that provide guidance to municipalities on the processes of formulating the IDPs and it further provides guidance on stakeholder engagement (RSA, 2001: 19). The IDP preparation guide mandates that the municipalities to employ an IDP Manager, establish an IDP Steering Committee, an IDP Representative Forum and a Project Task Team. It further guides that the IDP Manager, IDP Steering Committee and IDP Representative Forum are available throughout the different phases of the IDP

process (RSA, 2001b: 21). The IDP Manager has a responsibility to organise the planning processes and take responsibility for the planning process daily (RSA, 2001: 21).

The IDP Steering Committee is viewed as “technical working team”, consisting of the heads of departments and senior officials and the treasurer (RSA 2001: 22). The IDP guide proposes that relevant councillors who have an interest in the IDP preparation can also participate in the IDP steering committee (Yusuf, 2004: 6). Some of the roles of the IDP Steering Committee identified in the formulation of the IDP include among others, the establishment of the IDP Representative Forum, identification of stakeholders to be in the forum and conducting public awareness of the IDP process. The IDP Representative Forums serve as the main consultative body, established by the government to facilitate stakeholder participation in the IDP process at local community levels like ward level or community level (RSA, 2001: 23).

The IDP Representative Forums are used by local communities and they are constituted for local communities to participate and submit their development needs (RSA, 2001). For example, they can be used to consult local communities on the vision, development strategies. The stakeholders that participate in consultative forums are drawn from different interest groups like government departments, the private sector, community-based organisations, traditional leaderships (RSA, 2001). The representative forums are significant in that they facilitate different stakeholders a platform where they can present their interests and development needs in the IDP process. They also facilitate stakeholders to be part of the decision-making processes in the IDP planning process (RSA, 1998). Despite these structures being available and supported by the laws, the South African IDPs have shown inadequate levels of stakeholder involvement in the IDP formulation processes (Davids, et al., 2009). This was due to inadequate involvement of stakeholders in the decision-making stages of the IDP formulation. The South African IDPs have not met the stakeholder expectations due to the mechanisms not incorporating stakeholders in the preparation of the IDPs.

2.6.1 Stakeholder Participation in South African IDPs

The case study were drawn from three municipalities in South Africa, namely Buffalo City Johannesburg and Stellenbosch on how stakeholders participated in the formulation and implementation of IDPs. The results of the review showed that most municipalities use similar mechanisms across South Africa (Yusuf, 2004). Buffalo City Municipality and the City of Johannesburg, for example, made use of mechanisms such as the IDP representative forum, road shows and notices in the press, at schools and churches, newsletter, newspapers and publishing information on the municipal websites with contact details for councillors and officials (Yusuf, 2004: 6). Other mechanisms that were used by municipalities included community participation within Wards, Ward Committees and using public meetings (The City of Johannesburg 2006/11: 35). Sectoral meetings were also organised specifically for sectors such as tourism, mining, manufacturing trade and commerce, labour and many others to mention a few (City of Johannesburg 2006/11: 137). While Stellenbosch Municipality in addition used mechanisms such as direct participation, meetings, public hearings and sectoral engagements. Further, Ward Committees, workshops and indirect participation mechanisms like media communications, internet or council website and surveys were used (Stellenbosch Municipality 2007:26). Stakeholder involvement in the South African IDPs appears to have performed well in it is implementation, there are many avenues and forums where different stakeholders with different interest can get involved. The structures that stakeholders can use start from local level or community level up to district or municipal level. However, in real practice as the studies have shown that at community level the story is different. Davids, et al., (2009) identified the South African IDP formulation processes has faced many challenges, because it had continued to maintain the blueprint type of planning. The IDP approach has continued to be hierarchical, that still use top-down mechanism and approaches to prepare IDPs. This has resulted in the South African IDPs having limited stakeholder participation in the formulation and implementation (Maphunye & Mafunisa, 2008). The South African IDP is faced with several other challenges such as institutional capacities by municipalities to handle stakeholder participation in the formulation

and implementation of IDPs (Asha, et al., 2013). For instance, Limpopo Province did not have the capacity to adequately handle stakeholder because it lacked inadequate skills by public institutions to undertake stakeholder participation (Mafunisa and Xaba, 2008).

The studies have further shown that stakeholders were concerned with the contents of the plans which were not in line with their needs and priorities (Buccus et al., 2008). Most stakeholders were not satisfied with the low levels of stakeholder engagement in the planning and implementation of IDPs. For instance, it was noted that municipalities and sectors departments were not working in close collaboration because the alignment of projects in the IDP was a challenge due to lack of support from the sector departments and stakeholders during the integration stages of the IDPs (Buccus et al., 2008). Some stakeholders were doubtful about IDPs reflecting the views, needs and aspirations of the stakeholders as the majority were not involved in the planning stages (Buccus et al., 2008). The findings provide critical understanding as to some of the reasons why most IDPs in South Africa are failing to achieve the desired results of meeting the development needs of its stakeholders. Similarly, the respondents from Lepelle-Nkumpi indicated that there was a lack of integration due to inadequate relationships between the municipality and sector departments (Buccus et al., 2008). Mukhija (2002) noted that the previous development planning approach of master planning failed because of centralized state planning and top-down approach. The master planning interventions tended to often be counter-productive and was not in the best interest of the poor beneficiaries (Mukhija, 2002). The South African IDP has continued to be a top-down approach and the reactions from the stakeholders that it was not meeting their development needs is linked to how stakeholders participate in the formulation and implementation. Stakeholder participation allows the views of the stakeholders to be taken into consideration and meet the best interests of the stakeholders.

However, despite the hard critique of the IDPs in South Africa, other scholars are sympathetic with the IDP planning approaches. The approach has performed well in establishing stakeholder structures and mechanism up to grassroot levels that

promote stakeholders with different interests and needs to participate. The South African laws have captured the principles of transparency, accountability and cooperation, through promotion of stakeholder participation in the formulation and implementation of the IDPs. However, the IDP planning approach in South Africa is faced with inadequate implementation, limited impact on the stakeholders and unsustainable because of inadequate stakeholder participation in the formulation and implementation of IDPs. The formulation process of the South African IDPs lacks the use of higher levels of stakeholder engagements like partnerships, collaboration and co-production.

2.7 Spatial Planning Framework in Zambia

Spatial Planning in Zambia is guided by the Urban and Regional Planning Act No. 3 of 2015. The planning framework in Zambia has four levels the National, Regional, district, and subdistrict level (GRZ, 2015) The first level of planning in Zambia is the National Planning Framework that state the strategic policies that determines the general direction and trends of spatial development and planning for the country (GRZ, 2015). The National Planning Framework generally contains general policies relating to development and use of land in the provinces, measures for the improvement of physical living environment, socio economic wellbeing of citizens and planning guidelines for all the planning levels. The national planning framework guides the lower planning levels and they are reviewed every five years. The National planning framework is prepared by the Ministry of Local government through the Director of Physical Planning (GRZ, 2015).

The second level in the planning framework of Zambia is the regional development plans that cover the use and development of land in areas or sectors that are of national and regional importance such as defence and security, transport and communication, conservation areas, land of strategic importance for biodiversity or food security, use of land with natural resources of national interest and importance. The regional development plans are guided by the national planning framework, and they also provide guidance to the preparation of IDPs. The law has established

Regional Planning Authorities that will be responsible for the preparation of Regional Plans (GRZ, 2015).

The third level in spatial planning structure in Zambia are district plans that are referred to as IDPs which are prepared by respective Local Authorities in line with the national and regional planning frameworks. The IDPs are prepared by the local planning authorities and provincial planning authorities (GRZ, 2015).

The fourth and last level in the planning framework in Zambia are the local Area plans that a detailed plan from the IDPs. These are specific and target specific areas like sectoral plans, infrastructure plans, improvement plans, urban renewal, local economic development plans and many areas that of local nature to a specific community or settlement. These are prepared by the local authority and are guided by the IDP development framework and strategies (GRZ, 2015).

2.8 Integrated Development Planning in Zambia

Zambia's spatial planning has been based on the planning thought of master planning and has been static since independence until 2015 when the new planning law brought with it major changes in the planning system. The structure plans reflected the local authorities' development direction. Further, the structure plans designated zones for different types of land uses such as industrial zone, residential, commercial education, health, transportation and it was prepared by the experts and there was less input from stakeholders (Taylor and Thole, 2015). Historically, master planning systems aimed at controlling the development of settlements, land use management and the construction of buildings in the colonies (Taylor and Thole, 2015).

Over the years urban planning and development approaches have evolved from planning approaches that focused largely on 'the creation of the physical framework of human life' (master plans) to a broader set of concerns in the contemporary era (Strategic Spatial Plans) (Healey, 2004). This kind of evolution is what gave birth to planning approaches such as the integrated development planning that are strategic in nature. Since the "1980s, the influence of strategic spatial planning has been growing from the developed world to developing countries" (Albrechts, 2004:747).

The government of the Republic of Zambia realised that to ensure that urban and regional developments were improved at all levels, there was need to reform spatial planning approaches to those approaches that could lead to sustainable urban and regional development. The approach adopted by the Government of Zambia in the early 2000s was the implementation of integrated development planning, which takes the form of strategic spatial planning approach. The approach is highly participatory and aimed at ensuring that development is undertaken as close as possible to the community, by involving them in their development direction and needs. In this approach, stakeholder participation and involvement are crucial because stakeholders have a better understanding of the problems that affect them and can effectively contribute to finding solutions to their problems (GRZ, 2002:2). It has been observed that over the years urban planning in Zambia has generally not performed well to the expectation of stakeholders and public sectors. This assertion has been made due to the continuous increase in the haphazard urban and rural development because of ineffective development planning and management (Taylor and Thole, 2015).

There is limited literature on Zambian IDPs and most of the literature is on its old planning systems of master plans and structure plans. Livingstone and Lusaka City IDPs which were prepared by V3 where among the pilot IDPs that were formulated before the Town and Country Planning Act was repealed and replaced by the Urban and Regional Planning Act No. 3 of 2015. This study will provide some understanding of the Zambian IDPs, the formulation and implementation processes, stakeholder participation mechanisms used and the impacts they were having to the stakeholders. The literature shows that stakeholder participation in the formulation of IDPs is a crucial element. Therefore, meaningful stakeholder engagement is required in all the processes of integrated development planning, mainly in the identification of development needs and priorities, strategy formulation, project implementation and monitoring and evaluation of the plan implementation. There are research gaps on Zambian IDPs, their effectiveness in meeting the development needs of stakeholders, and how stakeholders have participated in the formulation and implementation of IDPs in Zambia.

2.8.1 Stakeholder Participation in the Zambian IDPs

Concerning stakeholder participation in the Urban and Regional Planning Act No. 3 of 2015 in section 36, the Planning Department of a Local Planning Authority should prepare a planning Programme and submit the planning programme to the planning committee for approval. The planning programme shall identify the goals, objectives, priority issues and concerns to be covered in the planning process as well as the cost of the process. The department should tabulate the process of preparing the IDP. It should provide guidelines on the methods for stakeholder engagement in the planning process. The proposal for stakeholder participation shall also include the language preferences and usage in the area, the needs of illiterate and vulnerable persons and the needs of the Chiefs in the area and the needs of stakeholders with interest in customary land (GRZ, 2015).

The structure of the Zambian IDPs in relation to stakeholder engagement does not encourage stakeholders to be involved in the decision -making of the IDP preparation process. The local authorities have been left to decide on who to consult and not consult. Even the recommended public engagement mechanisms cannot encourage public debate and arrive at mutual agreement were there are competing needs. The guidelines give the council the powers to decide who has to be involved and informed on the decisions that have been made on the various stages of the IDP preparation. The IDP guidelines volume-1 indicates that “the purpose of preparing a public participation proposal at the outset of the planning process is to decide who has to be involved, consulted and informed and at which stage of the process and by which means” (GRZ, 2019:20).

The IDP guidelines have outlined stakeholder engagement methods that are classified under the low-level mechanisms, and they do not facilitate stakeholders in the decisions- making of the planning processes of IDPs. There is a departure from the real principals of implementing IDPs in Zambia as indicated by Rauch (2002:4) who stated that “integrated development planning is an approach that involves the entire municipality and its citizens in finding the best solutions to achieve short, medium and long-term development goals”. This desire cannot be achieved by the

above outlined methods of engaging stakeholders. Table 2.3 below provides the proposed stakeholder participation mechanisms for the IDPs in Zambia.

Table 2.3: Suggested Methods for Public Participation

Planning Phase	Purpose of Consultation	Suggested Methods of Participation
Preparation of Planning Programme	Inform the public. Get inputs	Public notices Radio, newspaper advertisements
Planning Survey	Gathering baseline information Identify community needs	Community mapping WDC Meetings or community meetings. Stakeholder meetings Surveys, one on one interview
Development framework	Identification of development strategies and projects	WDC Meetings or community meetings. Stakeholder meetings. Public debates. Radio, newspaper advertisements
Public approval	Obtaining public support	WDC Meetings or community meetings. Stakeholder meetings. Public discussions and consultations with stakeholders
Monitoring and Implementation	Ensure community oversight of implementation	WDCS

Source: (GRZ, 2019)

The purpose of this chapter was to build understating of integrated development planning and stakeholder participation in their formulation. This chapter discussed some key concepts relating to integrated Development Planning. They included

stakeholder participation, strategic spatial planning and integrated development planning. The chapter also reviewed the literature concerning integrated development plans and stakeholder participation and drew lessons and challenges in the formulation and implementation of the South African IDPs. It presented the Zambian planning framework. The next chapter is Chapter 3 which presents the geographical context of the study area Livingstone City in the context of Zambia.

CHAPTER THREE: STUDY AREA

3.1 Introduction

This Chapter describes Livingstone City, the study area for the research. It starts by outlining the geographical location of the area in Africa, Zambia and Southern Province, and it also discusses the economy and population of Livingstone City. The chapter presents the geographic context of the study area, Livingstone District boundaries and management structure of the Council, and its population for readers to understand the City of Livingstone.

3.2 Livingstone City

3.2.1 Historical Background

According to the Lewanika Concession of 1901, the land on which Livingstone city currently stands was purchased by the British South Africa Company (BSA) from Lewanika King of the Barotse nation in 1901. The BSA Company established the City of Livingstone to ensure that visitors to the Victoria Falls were provided with the necessary services required and was placed on high ground, a good location and only a few miles from the celebrated Victoria Falls and Zambezi River (Livingstone City Council, 2005). Livingstone was the country's first municipality in 1927 and continued to be the capital for Northern Rhodesia until 1935 when Lusaka became the capital city. In 1963, Livingstone maintained the position of Zambia's third-largest urban area. Livingstone has been functioning as the principal tourist capital of Zambia since the end of the Second World War with an inflow of tourists increasing after Zambia gained independence in 1964 (Livingstone City Council, 2005).

3.3 Setting the Geographical Context of the Study Area

Zambia is a landlocked country in southern Africa and shares boundaries with eight countries namely: Democratic Republic of Congo (DRC) and Tanzania in the north; Malawi and Mozambique in the east; Zimbabwe and Botswana in the south; Namibia in the south-west and Angola in the west (GRZ, 2010: 1). The Country has ten

provinces, namely: Lusaka, Central, Luapula, Muchinga, Northern, Southern, Western, Eastern, North-western, and Copperbelt (GRZ, 2010:1). The provinces divided into districts, constituencies and wards for administrative purposes (ibid: 3), and Livingstone is one of the districts in Southern Province. It shares borders with Zimbabwe on the Southern part and surrounded by Kazungula District on the eastern, northern and western sides as shown in Figure 3.1 and 3.2 below.

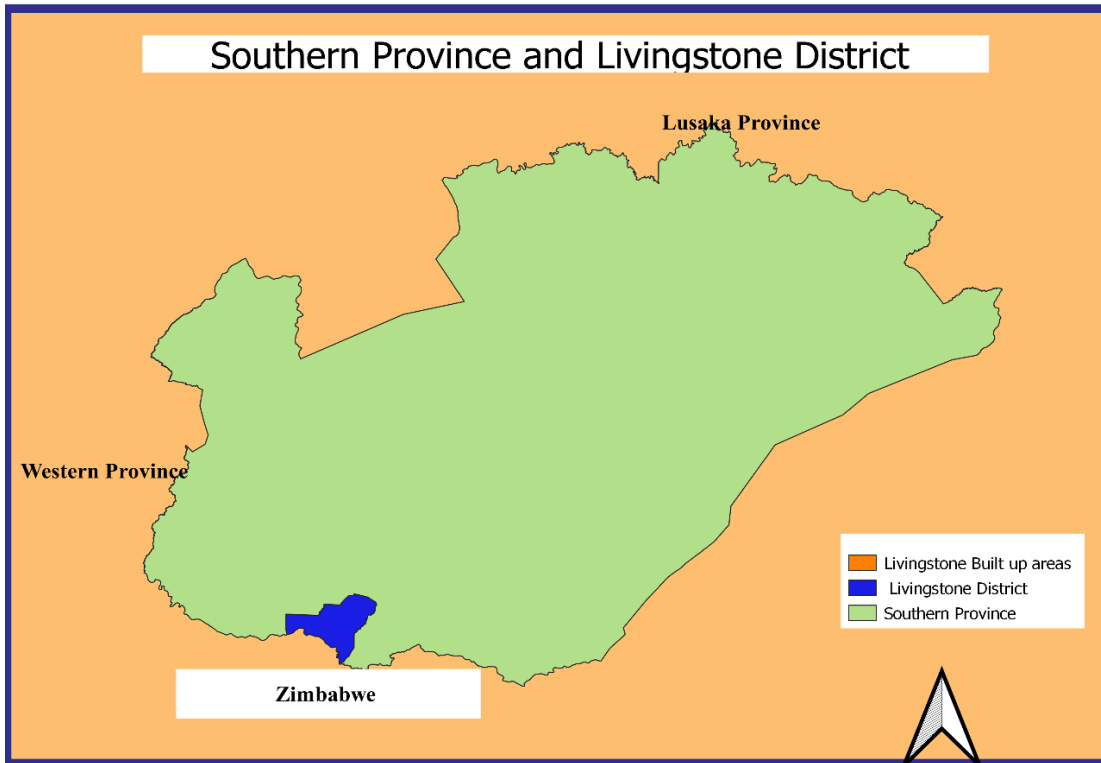


Figure 3. 1 Relative Location of Livingstone City in the Southern Province of Zambia. Sources: Author, (2020)

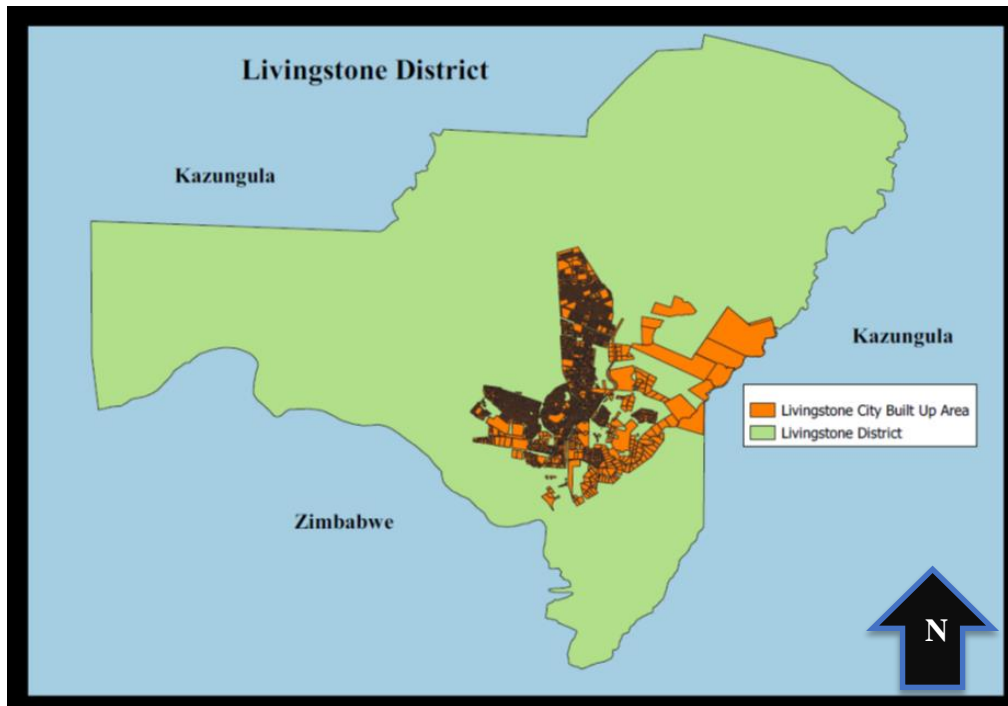


Figure 3. 2: Livingstone District and Built-Up Areas. Sources: Author, (2020).

3.4 Economy

The main economic activity for the City of Livingstone is tourism which has continued to be a significant economic activity from early 1900. The sector has been growing and contributing to employment creation, infrastructure development, increased foreign exchange earnings as well as community and entrepreneurial development (Livingstone City Council, 2005). The City of Livingstone provides many tourism activities, such as Bungee jumping, water rafting, boat cruising along the Zambezi River, viewing the Mighty Victoria Falls, the Big Five, Helicopter flights over the falls, game viewing and many other activities that tourists from all over the world go to enjoy. It is also one of the most popular tourist destinations for Zambia and the SADC region and accounts for more than 60% of foreign tourists that come to Zambia (Livingstone City Council, 2005). The development of tourism in Livingstone can be affected by development strategies in the IDP. They can either promote or hinder tourism development, considering that the private sector is key to the development of the tourism industry. They are critical stakeholders in the formulation of the Livingstone IDP.

3.4 Population of Study Area

Livingstone district is projected to have a population of 190, 417 in 2021 out of the total population, 49.5 % are males, and 50.5% are females. Livingstone district has been experiencing rapid population growth with a young population where 75 percent of the population are under the age of 30 and the male-female ratio is quite balanced (CSO, 2010). The district has a total fertility rate of 3.9 and an annual population growth rate of 2.8 percentage in 2020, while life expectant of 60. 9 years.

3.5 Physical Characteristics

Livingstone district has an area of 672 km² and approximately 180 km² is the city township development area. Livingstone is located at 25.50 degrees east of the Greenwich and 17.50 degrees south of the equator with an elevation of 975 meters above mean sea level. It is on the Central African Plateau of the Zambezi River valley system (LCC, 2006).

The City of Livingstone is endowed with vast natural resources that are key to the development of tourism in the district. Livingstone has the Zambezi River, the Victoria Falls, Mosi-oa-Tunya National Park and many other natural resources. In relation climate, Livingstone district has a continental climate with average rainfall of averaging 600mm per annum. The temperatures range from 19 degrees Celsius to 40.0 degrees Celsius (LCC, 2006). In relation to the soils, Livingstone has layers of sedimentary rocks, clay gravel and sands (LCC, 2006). In terms of vegetation Livingstone has a variety of natural vegetation composed of grass, trees and shrubs. The Zambezi valley is well known for ebony, acacia, adansonia, mopane and Zambian Teak that are widely used in the carving of curios in the Livingstone. (LCC, 2017).

3.6 Livingstone City Council

Livingstone City Council was established by the Local Government Act Chapter 281 of the Laws of Zambia. According to section 9 of this Act, a council shall consist of two representatives of local chiefs appointed by chiefs and local councillors. Furthermore, as per the requirement of section 16 of this very Act, Livingstone City

Council comprises the Mayor, the Deputy Mayor and 15 elected councillors (Livingstone City Council, 2005). The Town Clerk heads the administrative structure of the council, while the mayor leads the civic structure.

LCC is mandated by the Urban and Regional Planning Act No. 3 of 2015 and Local Government Chapter 281 of the Laws of Zambia to regulate, control and plan for the development and use of land and buildings within its area. That is the preparation and implementation of integrated development plans, local area plans and sectoral plans following this Act.

The chapter presented the geographical context of the study area by outlining the geographic location of the area in Southern Province and Livingstone District boundaries. It further, explains the economy and management structure of Livingstone City Council and its population for readers to understand the City of Livingstone. The next chapter is Chapter four; the presents the study methodology of the research for this research.

CHAPTER FOUR: RESEARCH METHODOLOGY

4.1 Introduction

This chapter discusses the methodology used for the study. Emphasis was on the design of the research methodology highlighting the practical experiences of respondents and the research methods were to answers to the research objectives of the study and questions. The research process included the design of sampling strategy, formulation of research techniques, data collection and analysis. This chapter also highlights the limitations of the research methodology as well as ethical issues encountered during the research.

4.2 Research Methodology

The study methodology that was used in this study was qualitative research. The use of qualitative research was appropriate in this research because the study was a compilation of opinions, and sentiments expressed by stakeholders and experts from the stakeholders in the City of Livingstone. It was essential to establish the perceptions of stakeholders in the Livingstone IDP planning and implementation processes; the perceptions are descriptive and qualitative in nature. Furthermore, since it is a document on plan formulation, it implies a documentation of ambitions and expectations that could be evaluated by sentiments and opinions.

4.2.1 Research Design

The research adopted a case study approach to obtain necessary data and examine the extent of stakeholder participation in the Livingstone IDP preparation and implementation. A case study according to Bromley (1990) is a systematic inquiry into an event or a set of related events which aim to describe and explain the phenomenon of interest. Yin (1984 cited by Zucker, 2001) also defines case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clear; and in which multiple sources of evidence are used. This implied a detailed and intensive analysis of the Livingstone IDP focusing on the

formulation and implantation processes, and how stakeholders in the Livingstone district set their priority needs in the plan and how the plan over the years has achieved the development objectives of the plan. The study attempted to answer the how and why questions related basically to stakeholder participation as prescribed by Yin (1994)

The researcher had little control over the phenomenon under investigation, the case study design was more appropriate method to be employed for the study and the approach enabled the researcher to learn from practice, as it would enhance better understanding of the concept of stakeholder participation in preparation and implementation of integrated development planning approach in Zambia. In this study, the descriptive research approach was in line with the data collection methods used that were descriptive and qualitative.

4.3 Research Methods

This study used both secondary and primary sources of data. Secondary data were collected from existing literature such as Livingstone IDP reports, published Journal articles, reports and books that had themes related to stakeholder participation and IDPs. The review of secondary data was to determine what concepts were relevant to the study, the research methods applied, determine controversies inconsistencies in the findings and determine what is already known in relation stakeholder participation and IDP preparation. This was to help the research to develop arguments and interpret the primary data. This was done through reviewing the quality of evidence that was presented in the arguments and the validity of the cases themselves. Data collected was compare from different sources that were reviewed and this helped in the identification of bias and inaccuracies during the study and particularly interpretation of the data. For example, literature review helped in the identification of themes for the interpretation of data and it showed different interpretations that had been made on similar research work by different scholars. The other source of data that informed this study was from primary data, which was directly collected from the research participants through interviews and observations by the researcher. In this study interviews were conducted with the selected

participants, through asking questions and clarifications from the respondents to obtain opinions, convictions. More primary data was collected from the respondents by observation tools such as recording of events, situations or things experienced by the researcher's senses and perhaps with the help of instruments, such as camera, tape recorder and microscope. The aim of the study determined the research methods used and unstructured interviews, observations, review of documents and records were the methods that were used. The purpose of this study was to assess the extent to which the stakeholders influenced the formulation and implementation of the Livingstone IDP.

4.3.1 Semi-Structured Interviews

The study used Semi-structured interviews as the main data collection instrument. Interviews were conducted with public institutions and private enterprises who were stakeholders in the IDP formulation process and implementation stages. These were used to ensure a thorough examination and understanding of the phenomenon and dynamics of stakeholder participation in development planning processes and the impacts of CIPs in the study area.

The researcher administered semi structured interviews to the identified research participants. The interviews allowed for a variety of questions to be asked in different forms that included a flexibility of adding and removing questions (Laws, et al., 2003). This helped in verifying and clarifying some information that the research participants were providing. However, care was taken to ensure that the interviewer's intervention did not influence the research participants' responses. It was important because "to make our work rigorous and defensible, it was important to triangulate the research process by looking at the same issue in different ways, collecting data of different kinds and from different people" (Laws, et al., 2003:348).

Biggam (2008) explained three tests of reliability for qualitative work, each to be used as they are appropriate for specific studies. Stability was established when asking identical questions to respondents at different times and produced consistent answers. Consistency refers to the integrity of issues within a single interview or

questionnaire, so that a respondent's answers on a given topic remain concordant. Equivalence was tested using alternative forms of questions within the same meaning during a single interview, or by simultaneous observation by the researcher. The study applied these measures to ensure that the data being presented was reliable, valid and consistent. The research tried to establish stability, reliability and validity to some of the responses that were being given by respondents. The researcher, through triangulation, ensured that the researcher did not influence findings. The findings were verified even with the respondents through checking, confirming and ensuring that the findings were captured correctly. Some findings were verified with other respondents from both the private and public institutions. Verification is the process of checking, confirming, making sure, and being certain with the findings. In qualitative research, verification refers to the mechanisms used during the process of research to incrementally contribute to ensuring reliability and validity and the rigour of a study is maintained.

The researcher ensured that the standards of value-neutral and research ethics were maintained. The data collected were accurately recorded from the field, and presentations reflected accurate views of the respondents. The interpretations were cross-checked, validated by the researcher. In cases where it was difficult to interpret the statements from the respondent, further clarifications were made with the respondents immediately. The researcher ensured that the outlined research process and design were followed and observed to reduce errors to ensure the reliability and validity of the research.

4.3.2 Secondary Sources

According to Laws, et al., (2003:347), in social research, there could be data that already exist and could assist the researcher in addressing asked questions and conclusions. The researcher needed to use such information that was relevant to the research to help in arriving at sound data analysis on the findings. Some of the secondary data that were used included the Livingstone IDP, published journals on stakeholder and participation concepts, stakeholder participation in the development processes, IDP concept and implementation and Urban and Regional Planning Act

No. 3 of 2015. The Urban and Regional Planning Act No.3 of 2015 was also to verify the types and levels of participation that it provides considering that IDP formulation requires active stakeholder participation. The secondary documents helped shape opinion from the respondents and create the themes for analysing the data collected.

4.4 Selection of Research Participants

The research used non-probability purposive sampling strategy, which is mostly used in qualitative research to gather data and is appropriate for case studies (Sarantakos, 2005). Purposive sampling was selected as the suitable to choose research participants for the selection of the research participants. The research was targeting key stakeholders in the formulation and implementation of the Livingstone IDP. The key stakeholders were individuals, Institutions, private enterprises, NGOs, CBOs and public institutions that play a key role in the development of the tourism in the city of Livingstone. A total of fifteen respondents were selected from private enterprises in the tourism sector, five associations representing formal and informal enterprises and five from public institutions. Respondents varied from representatives from Livingstone City Council, Ministry of Local Government and Housing, Zambia Wildlife Authority, Zambia Tourism Agency, Southern Region Tourism Office. The respondents selected from public institutions, associations and private enterprises were key stakeholders in the tourism sector. The officers in Livingstone City Council and from the private enterprises were beneficial in the identification of these respondents and facilitating the study.

The selection criterion was that the research participants in the sample should have been staying and established in Livingstone at the time the Livingstone IDP was formulated and was working in the similar capacity. There was one case where the respondent was followed to the new organisation to verify some responses from the other respondents. A list of private enterprises in the Livingstone IDP, Livingstone City Council and other published and unpublished articles. This information was cross verified with the respondents from the selected institutions, and other senior officials from the public institutions. All the stakeholders targeted in this study existed at the time of the preparation of the Livingstone IDP. These respondents

provided a true record and reflection of the status in relation to stakeholder participation on the ground. At the time of the research the governments institutions that participated including LTA indicated that they were not aware the plan was even approved because the plan was not shared.

The informal enterprises in the tourism sector were also interviewed for this study. These were mainly the curio traders because they have been in this business for a very long time, and they play a significant role in the tourism industry. The officials from Livingstone City Council helped orient the researchers with the city and the location of the private enterprises. The interviews took place at the premises of the respondents and senior officers who were responsible for planning and policy formulation were requested to be the respondents to the research. The respondents from the public institutions and LTA were participants in the formulation of the IDP and provided an account of the processes that were used in the Livingstone IDP. While most of the respondents from the private enterprises were from the business owners who had been there during the formulation of the plan. There were few multi-national companies that allowed their workers to be interviewed on this study and respondents had to meet the selection criteria.

Purposive sampling has several advantages as a sampling approach like the use of available knowledge of the respondent, control of some variables, and the sample groups can easily be selected and matched (Sarantakos, 2005). The approach has disadvantages that the researcher requires to be aware of such as errors arising from the classification of the sample group, the inability to utilize statistics data and to generalize the findings (Sarantakos, 2005). The respondents selected were from public institutions, the private enterprises and associations in the tourism sector as shown in Table 4.1 below.

Table 4. 1: Research Participants

Type of Institution	Names of Stakeholder	Number of participants	Existing at IDP Preparation
Public Institution	Livingstone City Council, Ministry of Local Government, Department of National Parks and Wildlife, Southern Regional Tourism Office and Zambia Tourism Agency (Southern Region).	5	All existing
Private Enterprises	Avanni Victoria Falls Resort, Taonga Boat Safaris, Limbo Lodge, Wasawange Lodge, Protea Hotels, Zambezi Waterfront Lodge, Batoka Skies, Maramba Lodge, The Stone Guest House, Chapa Classic Lodge, Wilderness Safaries, Mukuni Big Five, Zigzag Lodge, Livingstone Reptile Park and Ravine Lodge	15	All the enterprises were operational.
Association/ Cooperatives	Livingstone Tourism Association, Mukuni Park Curio Traders Association, Mukuni Village Curio Trader Association and Victoria Falls Curio Traders association and Mtonga Arts Association	5	All the associations were existing.

Source: Author, (2020).

4.5 Data Analysis

The analysis of data started immediately after the data was collected. The data were grouped into themes for analysis and interpretation. The research generated simple quantitative data from the interviews such as percentages, frequencies and averages. The responses generated from the interviews were grouped within the themes to help in the interpretation and analysis of the data. The task was to draw from the data a set of key themes that summarised the important categories within the data and how they related to one another (Laws, et al., 2003:395). The collected data were presented in themes and in line with the research objectives and research questions formulated in Chapter One, with theories about the topic and any other issues that came up during the process of the interviews.

4.6 Limitations of the Research design

Qualitative research methods are not free from limitations, and they are generally limited in objectivity, reliability, non-representativeness, generalization of findings as well as time-consuming (Sarantakos, 1998). The research design was limited in terms of representativeness, and the use of the qualitative approach is ideal for small groups but is not representative (Sarantakos, 2005).

The most criticized elements in a case study are validity associated with generalization (Firestone,1993). Generalization in case studies have been criticized because results from a single case are considered by many as illegitimate for developing scientific theory. Yin (2013) considers case study generalization as “an effort to generalize from a small number of cases to a larger population of cases” (p.35). Therefore, an attempt to learn from one case and understand many cases (Campbell, 2003:15). Yin (2012) stated that analytical generalization is inferior to statistical generalization when dealing with case studies. In this case, we can generalize from a few cases or even a single case. Case studies can provide learning points mainly from the theory for further understanding of theories.

The Livingstone IDP was just one of the many IDPs implemented in Zambia, and the findings of this research and perceptions expressed by the stakeholders in the Livingstone IDP cannot be a representation of all the stakeholder participation in IDPs in Zambia. However, Mikkelsen (2005: 92) states that for case studies to serve as a foundation for generalization, they should be related to a theoretical framework that could be adjusted if they provide new evidence.

4.7 Limitation of the Study

The study faced challenges such as the missing of reports and minutes from the various proceedings in the development of the Livingstone IDP that included (1) the proceedings of full council meetings on the Livingstone IDP and (2) the stakeholder participation meetings that were held at the various stages of the IDP preparation process. These reports and minutes could have helped to verify some claims that the stakeholders were involved in the formulation of the Livingstone IDP. The understanding provided was that the storeroom used to store the reports and minutes of the Livingstone IDP development process were gutted by fire. As a result of this, the records were not part of the appendices to the final Livingstone IDP document as it stands. Further, some identified research participants were not ready to be interviewed because they did not want to be misunderstood by the local authority. At the same time, it was an issue of high turnovers of staff who at that time, had joined other organisations or retired. The other challenge was that some stakeholders were difficult to find because they were shifting following the moving of the southern province provincial capital from Livingstone to Choma. Although some respondents were willing to be interviewed, most of them did not want to be identified or to be directly quoted in the report. These challenges were addressed as follows: In the cases where the selected respondent could not be interviewed, the next respondent on the selected stakeholder were interviewed. In this way, the targeted number of interviews were held as other stakeholders agreed to be interviewed. The statement by LTA that private enterprises participated in the formulation of the Livingstone IDP was verified with former executive members and former LTA secretarial workers. In cases where some data required clarification, phone calls were made to get clarity

with the respondents. Some information that was obtained during the interviews required validation and such validation was obtained from other stakeholders, LCC and other public institutions on a case-by-case basis.

4.8 Ethical Issues

Every research has ethical issues that need to be considered and, in this study, the ethical issues that considered included informed consent, voluntary participation, confidentiality and anonymity as stated by Sarantakos (2005). According to Laws, et al (2003) inappropriate raising of expectations of respondents was observed because it was challenging for people who feel side lined to understand that a researcher was interested in them only for purposes of the research. It was important not to raise false hopes about the intentions of the research because many times when research is conducted, stakeholders feel that these are platforms for airing inadequacies in their area and that a solution must be found. Furthermore, issues of stakeholder participation in development are compassionate because stakeholders feel unsatisfied that development that should be about them does not consider their many needs. Most importantly, during the process of the research, a spirit of trust and respect was created participants were free in the research process and were willing to participate (Laws, et al., 2003).

This chapter has outlined the research paradigm, research methodologies, strategies and design used in the study, participants, data collection tools, data collection and analysis methods, and data credibility issues. The research design for this study was a descriptive and interpretive case study that was analysed largely through themes that emerged from the data that was collected from the narrations, perspectives and opinions of the respondents. The next chapter presents research findings and interpretation of the research findings.

CHAPTER FIVE: RESEARCH FINDINGS AND DISCUSSIONS

5.1 Introduction

This chapter presents and discusses the research findings of the study. The discussions use themes that emerged from the research findings concerning the evaluation of stakeholder participation in the formulation and implementation of the Livingstone IDP. The themes presented and discussions were based on the three objectives of this study. The chapter further highlights responses from stakeholders and observations as well as making inferences to the literature reviewed. The chapter begins with Section 5.2 on the levels of stakeholder participation which is related to the first objective of the study. The chapter later discusses the second objective, to assess how stakeholders participated in the formulation of the Livingstone IDP and the third objective of ascertaining the effectiveness of the participation methods used in the formulation and implementation of the Livingstone IDP.

5.2 The Levels of Stakeholder Participation

Stakeholder participation is very cardinal in the identification of development needs, priorities, vision, strategies and the implementation of the plan (Rauch, 2002). The findings from the research presented in Tables 5.1 and 5.2 show that two levels of stakeholder participation used in the formulation of the Livingstone IDP. The findings in this study were verified with the Livingstone City Council (LCC), the Livingstone Tourism Association (LTA), the Southern Regional Tourism Office (SRTO), and Regional Tourism Agency (RTA). The findings are a true reflection of what transpired during the IDP formulation and implementation.

5.2.1 Stakeholder Participation in the Livingstone IDP

The participation levels identified from the responses that were given by the respondents. The research findings show that most of the stakeholders interviewed did not participate in the formulation of the Livingstone IDP. Table 5.1 shows that 80

percentage of the respondents did not participate in the preparation of the Livingstone IDP.

Table 5. 1: Participation in the Livingstone IDP formulation

Stakeholder Participation	Number	Percentage
Participated	5	20
Did Not Participate	20	80
Total	25	100

Source: Field Survey Data, (2015).

While 20 percentage of the participants indicated that they were involved, and these were mainly public institutions except for the LTA.

The stakeholders that indicated that they did not participate were mainly from the private enterprises, associations, and some public institutions. Although LTA indicated during the interview that the private companies from the tourism industry participated in the preparation of the Livingstone IDP, the view was not supported by some of the research respondents from the tourism sector. The respondent from Limbo Lodge who once was an LTA Executive member stated that;

‘the private enterprises were not involved in the formulation and implementation of the Livingstone IDP’ (Interview, Senior Officer, Limbo Lodge, 13/03/2015).

In supporting the respondent from Limbo Lodge, the respondent from Wilderness Safaris explained that;

‘LTA was not able to organize the private enterprises at the time the Livingstone IDP was formulated’ (Interview, Senior Officer, Wilderness Safaris, 13/03/2015).

The respondent from Wilderness Safaris was once at the LTA secretariate and had full knowledge of the process formulating the IDP

Another respondent from the Victoria Falls Curio Traders Association indicated that;

‘they did not participate in the formulation of the Livingstone IDP formulation and implementation’ and justified the lack of involvement due the LCC had not been involving them in development planning, though they were willing to be part of the process’ (Interview, Executive Members Victoria Falls Curio Traders Association, 14/3/15).

This was a similar response that was given by the Mukuni Park Curio Traders Association and the Mukuni Village Curio Traders Association at Mukuni Village (Mukuni Park Curio Traders Associations, 16/03/2015; Mukuni Village Curio Traders Association, 14/03/2015). The Respondent from Taonga Boat Cruise Safaries also stated that;

‘they were not involved in the Livingstone IDP’ and when asked as to why they were not involved’? the respondent indicated that ‘LCC does not involve its citizens in the planning of the city and they don’t participate in anything, but see projects being implemented some with a direct implication on tourism development and some with not direct linkage to tourism development’ (Senior Officer, Taonga Boat Cruise Safaris, 11/03/2015).

The abandonment of top-down master planning by Zambia and countries in the world was to improve on state-society engagement. The integrated planning approach promotes improved ways of engaging stakeholders by the state during the planning process. Because the top-down planning approaches have not provided solutions to the development initiatives of our communities and cities. The stakeholders are persons or groups that have ownership rights or interests in the development of their communities and cities (Clarkson, 1995). The plans prepared are supposed to have real and benefits to the citizens and stakeholders. The findings above show that the formulation of the Livingstone IDP had limitations that created

poor levels of stakeholder engagement. The explanation to the low levels of participation of most stakeholders in the City of Livingstone was that at the time of preparing the Livingstone IDP the applicable planning law in Zambia was the Town and Country Planning. This Law promoted master planning and as observed by Taylor and Thole (2015). Urban planning in Zambia since independence **was** based on master planning until the enactment of the Urban and Regional Planning Act of 2015. The master planning approach embraced low levels of stakeholder engagements. The South African IDP preparation processes have shown low levels of stakeholder engagement despite them having stakeholder engagement structures established under their laws (Yusuf, 2004).

The key stakeholders in the City of Livingstone did not participate in the formulation of the IDP because the planning approach had not changed from master planning approach to integrated development planning. The approach used lower levels of stakeholder engagement as opposed to higher levels like partnerships, collaboration and co-production that promote effective stakeholder engagements. Therefore, the findings clearly show that the planning process was still that of master planning that led to limited stakeholder participation in the formulation and implementation of the plan.

5.2.1.1 Availability to Participate

The respondent's responses as to why stakeholders did not participate and them being available to participate in the planning processes. Concerning them being willing to participate in development initiatives of the city, the respondents showed willingness to participate in the formulation and implementation IDPs. Because they felt as stakeholders in the city, they were willing to contribute immensely to the development of the tourism sector in Livingstone and overall development of the city. It was a positive indicator that most stakeholders were willing and ready to be engaged by the LCC. The informal sector, for instance, has been desiring to be part and parcel of the development process of the city but have not been involved in all the previous planning initiatives by LCC. For instance, the respondent from the Victoria Falls Curio Traders Association indicated that;

‘the council had not been involving them in development planning, though they were willing to be part of the process’ (Interview, Executive Members Victoria Falls Curio Traders Association, 14/3/15).

The view was supported by the Mukuni Village and Mukuni Park Curio Traders Association and Mtonga Arts Gallery who indicated that;

‘they have desired to be involved in the formulation of development plans for the City of Livingstone but have not been afforded that opportunity by the LCC’ (Mukuni Park Curio Traders Associations, 16/03/2015; Mukuni Village Curio Traders Association, 14/03/2015).

The Respondent from Taonga Boat Cruise Safaries also stated that;

‘the private enterprises and other stakeholders are more than willing to participate in the formulation of the development plans, but the local council has been ignoring us and our inputs to these plans’ (Senior Officer, Taonga Boat Cruise Safaris, 11/03/2015).

The respondent from Limbo lodge in supporting the views and sentiments of the other respondents that they were available to be involved in the formulation of the IDPs by indicating that;

‘the stakeholders were available to be engaged on any planning initiative by the local council and government because we understand the challenges, we are facing better than the LCC and government (Senior Officer, Limbo Lodge, 13/03/2015).

These findings show that stakeholders are available and ready to be involved in the development initiatives of the city and communities. These findings were explained by Riedel (1972), who postulated three different schools of thought highlighted in the literature review. The Livingstone IDP could identify itself with the third school of thought that stated that stakeholder often want to participate in their development initiatives but are not given the opportunities (Zhao & Ritchie, 2007). The

preparation of IDPs should provide all stakeholders opportunities for them to participate so that they shape the development direction of their communities and cities. This could be achieved by higher levels of stakeholder engagement like partnerships, collaboration and Co-production.

The critical reasons for the stakeholders not getting involved or fewer stakeholders participating was the continued adherence to the master planning approach by the LCC. The study results show that stakeholders are willing to be engaged in the preparation and implementation of IDPs and it was up to the planning authorities to involve them. The issues of low levels of stakeholder involvement are linked to lower levels of stakeholder engagement used by the Livingstone City Council during the IDP formulation.

5.2.1.2 Guideline to Stakeholder Participation

The other matter the research wanted to establish was whether the Livingstone City Council was provided with relevant guidelines on how stakeholders should be encouraged to participate by the Ministry of Local Government. The respondent from the Department of Physical Planning (DPP) stated that;

‘the Department did not general guideline on how the Livingstone City Council was going to handle stakeholder participation in the IDP preparation process. He further indicated that ‘the preparation of the Livingstone IDP took place when the concept was being developed and the department was still researching on the concept’ (Senior Officer, Department of Physical Planning, Ministry of Local Government and Housing, 13/03/2015).

When Livingstone City Council (LCC) was asked if the Ministry of Local Government had provided any guidelines on how they would handle stakeholders and the response from LCC indicated that;

‘the Ministry of Local Government did not provide any guidelines in relation to stakeholder participation in the preparation and implementation of IDPs (Senior Officer, LCC, Planning Dept., 07/03/2015).

The IDP preparation process requires that clear guidelines are prepared on how stakeholders would be handled. Watson (2009) argued that planning approaches inclusive of the IDP approach must not be rhetorical and merely fulfilling legal requirements with stakeholder participation. Secondly, she explained that stakeholder participation by most stakeholders had been viewed to be professional participation where only public institutions are involved in the preparation of IDPs, rather than the 'other stakeholders' in the planning processes. Tshabalala and Lombard (2009), in their research, showed that integrated development planning processes continue to show small improvements in terms of meaningful stakeholder participation in the planning processes. Learning from the South African IDP preparation process, the South African Municipalities are properly guided by the IDP Preparation guidelines and laws that detail the process and mechanisms of engaging stakeholders (Yusuf, 2004).

The study established that the Livingstone IDP lacked guidelines to guide LCC on stakeholder engagement in the planning and implementation process of the IDP. The lack of adequate stakeholder participation in the Livingstone IDP could also be attributed to the lack of policy guidance by the Ministry of Local Government (MLG). It was the responsibility of the MLG to provide policy direction to all planning authorities as they prepared the IDPs. As outlined earlier, the repealed Town and Country Planning Act Cap 283 never emphasised stakeholder input during the planning process and stakeholders were requested to submit objections to certain proposals in the proposed plans. The improvements to stakeholder involvement can be achieved if the Ministry of Local Government provided clear policy guidance to planning authorities on how stakeholders were to be handle in the pilot IDPs.

This section, therefore, has highlighted that Integrated development plans require improved stakeholder participation in the decision-making process to enhance the quality of development plans formulated. Stakeholder participation offers opportunities to stakeholders to express their development needs and concerns resulting in improved accountability and transparency in decision-making. Effective stakeholder participation is when all the stakeholders discuss, dialogue and negotiate

the development direction that respond directly to their development needs, and aspirations. The formulation process of IDPs should be a well thought process from stakeholder identification, identification of development needs and to implementation of the plan. Various stakeholders and interest groups should be empowered and afforded opportunities to have meaningful contributions in the planning process and implementation of the plans. The next section will, therefore, discuss the research findings on the levels of stakeholder participation used in the formulation of the Livingstone IDP.

5.2.2 Levels of Stakeholder participation

This section will present research findings on the levels of stakeholders participated in the formulation and implementation of the Livingstone IDP. This theme is one of the critical ones that will directly be responding to the first research question. The research established that information sharing, and stakeholder consultations were the two levels used in the preparation of the Livingstone IDP. Table 5.2 shows the two levels of stakeholder engagement that were used in the preparation of the Livingstone IDP namely, information sharing and stakeholder consultation.

5.2.2.1 Information Sharing

The findings from respondents who participated in the study show that that 16 percentage of the respondents indicated information sharing as one of the levels that was used to engage them. Though more than 84 percentage of the responded indicated that they did not know levels of stakeholder participation that were used because they did not participate as tabulated in Table 5.2.

Table 5. 2: Levels of Participation in the Formulation of Livingstone

Level of Stakeholder Participation	No. Participated	No. did not participate
Information sharing	4	21
Consultations	4	21

Source: Field Survey Data, (2015).

The information in Table 5.2 has collaborated with actual responses from all public institutions that were interviewed. The answers came from four stakeholders namely LCC, SRTO, ZTA office in Livingstone and LTA who outlined that meetings were called at different stages of the planning process and information was shared with the stakeholders on the proposals for the IDP.

The findings show that information sharing was used in the formulation of the Livingstone IDP. This level was identified as the lowest level of stakeholder engagement. Information sharing is considered both as the typology and level of participation that has a low-intensity level of stakeholder involvement by (Reeds, 2012). The formulation of IDPs demands high levels of stakeholder engagement like co-production collaboration and partnerships that ensure high levels of engagements the local communities. Informing sharing is meant for sharing information and educating stakeholders on the planning processes, priority areas, the approach for the IDP. It is a one-way process where planners provide information to the stakeholder, and stakeholders have limited influence and have limited influence on the decisions that are made in the planning processes. Stakeholder participation, as stated by McGee and Norton (2000), should not end at information sharing. High levels of stakeholder engagement should be used like partnerships and collaboration to allow for more stakeholder involvement so that influence decisions that are made about their development needs (McGee & Norton, 2000).

The findings presented show that stakeholders participated through meetings where information was shared, and stakeholders were consulted on the IDP proposals. The Livingstone IDP planning process used lower levels of stakeholder participation, information sharing is one of the lower levels of stakeholder engagement. The level and typology of stakeholder participation that was used in the formulation of the Livingstone IDP may not have been adequate to influence decisions that were made. It would be correct to state that the Livingstone IDP did not reflect the development needs and interests of the stakeholders, particularly the stakeholders in the tourism industry. Higher levels of stakeholder engagement generate better results in relation to the numbers and quality of stakeholder involvement.

5.2.2.2 Stakeholder Consultation

The other level of stakeholder participation that was identified by the stakeholders that was used during the formulation of the Livingstone IDP was stakeholder consultation. The findings shows that some respondents indicated that the LCC consulted them when the IDP was being prepared. The respondent from SRTO explained that consultative meetings were held with the stakeholders on the proposals that were made by the consultant for the preparation of the Livingstone IDP and were requested to make comments on the proposals. However, they indicated that they did not know if their inputs were taken on board as they had never seen the finalised document. These views were expressed by the other public institutions like ZTA, LCC and LTA. The respondent from LCC indicated that;

‘a diverse range of stakeholders were invited to meetings to be consulted and solicited comments on the proposals at various stages of the IDP preparation’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

While the respondent from ZTA was able to recall that;

‘ZTA was invited twice for meetings where stakeholders were requested to comments on the proposals that where prepared by the consultant (Senior Officer, ZTA., 10/03/2015).

She was, however, not sure whether the inputs from the consultative meetings were incorporated in the final plan because they had not seen the final plan.

The findings presented that the Livingstone IDP used stakeholder consultation as one of the levels that were used in the formulation of the IDP. Stakeholder consultation is used to solicit information, views, and opinions from stakeholders on proposed policy interventions or strategies. Although stakeholder consultations are better than information sharing, it is still a low form of engaging stakeholders (Kok & Gelderblom, 1994; McGee & Norton, 2000). As outlined by Reeds (2008). There are high chances that the areas of interest to the stakeholders may not be included in the areas for consultation during stakeholder consultations (Reeds, 2008). The

respondents indicated that they did not know if their inputs were incorporated in the IDP because at the time of the interview they had not seen the final plan after the approval. These finds are related to the findings in the South African IDPs, that demonstrated from the studies that stakeholders were not satisfied with the low levels of stakeholder engagement in the planning and implementation of IDPs (Buccus et al., 2008). The root cause of this problem has been linked to several factors critical among them was inadequate stakeholder participation in the formulation of IDPs. Similarly, in South Africa stakeholders were doubtful about IDPs reflecting their views, needs and aspirations as the majority were not involved in the planning stages (Buccus et al., 2008).

Stakeholder Participation is about the local authority and its stakeholders jointly formulating a plan and the stakeholders having influence in the decision-making processes (Reeds, 2008). Therefore, levels of stakeholder participation that local planning authorities should be using are those that would allow stakeholders to influence decisions that are made (Reeds, 2008). Co-Production, partnerships and collaborations have been identified as the highest form of stakeholder engagement as they allow for co-designing, co-production, and co-implementation of Plans. (Watson, 2012). These levels of stakeholder engagements are linked to the principles of integrated planning approach which aspires that the local authorities co-produce plans with its stakeholders to address the development needs and aspiration of the stakeholders. IDPs that are effective and respond to the needs of the stakeholders should be co-formulated and co-implemented with concerned stakeholders (Watson, 2015). While Albrechts (2013) identified that traditional approaches to stakeholder engagement in spatial planning were not able to address the current challenges facing cities in the global south. He argues that co-production provided a useful framework for developing more radical approaches to IDPs. The stakeholder engagement levels in the Livingstone IDP preparation were low for stakeholders to co-produce, co-own and co-implement the IDP.

In summary in relation to levels of stakeholder engagement in the Livingstone IDP show that stakeholders did not influence the development of the vision and the

development strategies. Stakeholders were informed and consulted by the consultant and LCC who prepared the Livingstone IDP as stated by the respondents in this study. The formulation of IDPs is a complex process that requires the active involvement of stakeholders at all stages so that the various competing needs identified and addressed (Buccus et al., 2008). The stakeholder participation levels should ensure that various stakeholders participate and get involved in the decisions made on the development needs (Buccus et al., 2008). This scenario demands the use of higher levels of stakeholder engagement like collaboration, partnership, and co-production. For instance, co-production has been used to co-plan, co-design, co-own and co-implement service delivery in slums or informal settlements by many organisations that are working in informal settlements like Slum Dwellers International, peoples Process on Housing and Poverty in Zambia. A specific project in Zambia is the Lusaka water Security Initiative The project has allowed the organisational and personal relationships find solutions to complex water security challenges. The project has facilitated the development of multi-stakeholder-owned water security plan for Lusaka and specific groundwater development projects (WSUP, 2018). The high levels of stakeholder engagements guarantee high levels stakeholder influence in shaping the plan. This leads to high levels of IDP implementation and meeting the varying needs and interests of the stakeholders (Reeds, 2008). The findings clearly show that stakeholders in the City of Livingstone did not influence the outcomes of the final IDP because most of the stakeholders were not part of the plan formulation. The previous section assessed the levels of stakeholder participation in the formulation of the Livingstone IDP. The next section will assess stakeholder participation in the implementation of the Livingstone IDP.

5.2.2.3 Stakeholder participation in the Implementation of the Livingstone IDP

Concerning stakeholder participation in the implementation of the Livingstone IDP, the findings presented in Table 5.3 show that some stakeholders who participated in the formulation of the Livingstone IDP did not participate in the implementation of the Livingstone IDP.

Table 5. 3: Participation in the implementation of the Livingstone IDP

Stakeholder Participation	Number	Percentage
Participated	1	4
Did not Participate	24	96
Total	25	100

Source: Field Survey Data, (2015).

More than 96 percent of the respondents stated that they did not participate in the implementation of the Livingstone IDP, and the responses were from both the private and public institutions. The respondent from LCC indicated that;

‘stakeholders in the city of Livingstone were involved in the implementation of the Livingstone IDP (Senior Officer, LCC, Planning Dept., 07/03/2015).

While the respondent from ZTA, ZAWA and SRTO stated that;

‘they were not involved in the implementation of the Livingstone IDP even when they were consulted in its formulation’ (Senior Officer, ZTA.,10/03/2015; Senior Officer, ZAWA., 14/03/2015 & Senior Officer, SRTO.,10/03/2015).

While LTA also indicated that Association was also not being involved in the implementation of the Livingstone IDP. The respondent further stated that;

‘they did not know the content of the plan because LCC had never shared with them the approved plan’ (Senior Official, LTA., 9/03/2015).

The private enterprises expressed concern that LCC would not involve them because they were not involved in the formulation of the plan. A respondent from Taonga boat Cruise Safaris indicated that:

‘it was difficult for LCC to involve them during implementation of the plan when they were not involved during the formulation of the plan’ (Senior Officer, Taonga Boat Cruise Safaris, 11/03/2015).

Most of the other stakeholders from the private sector and the informal sector also felt that the plan was a council product and it was, therefore, the responsibility of LCC to implement the plan they prepared. Most of the stakeholders interviewed expressed displeasure and frustration at the whole planning process and indicated that it was not worth wasting valuable time to participate in processes where their inputs would not be taken on board. It was also observed that the capital investment projects (CIPs) were not linked to the Councils annual budgets. All the respondents indicated that they did not know whether the council includes some CIPs in its annual budgeting cycle. When the council respondent was asked about the linking of the CIPs to the annual budgeting process and other sector budgets. The respondent indicated that;

‘the CIPs have not been captured in the previous budget cycles and was not aware of any sector department that had reflected a CIP in the budgeting processes’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

This is an indication of inadequate linkages between the IDP formulation and implementation. This scenario is a product of inadequate levels of stakeholder engagement in the IDP formulation processes.

The findings presented above were highlighted by the respondents in the Livingstone implementation process and are linked to the low levels of stakeholder participation mechanisms that were used. Stakeholders were not engaged enough to levels where they become co-financiers and co-implementors of development plans. Albrechts (2004) outlined that strategic spatial planning was a public sector-led process that develops a vision, actions and means for implementation to shape and frame what a place should be and become in future. However, this does not mean that the planning authorities like Livingstone City Council should produce the plans by themselves without meaningful involvement of stakeholders. Stakeholder participation, as

outlined by Mulwa (2007), is about how the various stakeholders were influencing decisions made in the preparation and implementation of the IDP. Stakeholders are interested to know how their development interests, views, ideas, and needs get incorporated into the IDPs. This can be achieved through effective stakeholder participatory mechanisms that allow all the stakeholders to be involved during the plan preparation, implementation, monitoring and evaluation (Mogaladi, 2007). The participatory mechanisms should be able to allow the stakeholders to be able to influence and share control over their development by having power in the decision-making processes (De Villiers, 2001). The central argument is that stakeholders should not only have influence over decisions that are made but should have ‘control over development planning and implementation (De Villiers, 2001: 11). For example, the informal settlement upgrading programmes in Zambia failed because of the lack of stakeholder participation in the planning and implementation (Mukhija, 2002). While the projects and programmes that are co-planned, co-financed and co-implemented like the Lusaka water Security Initiative are successful in their implementation and meeting the stakeholder needs (WSUP, 2018). While Steinberg (2005) indicated that successful implementation of IDPs depends on several factors, namely, political will, stakeholder participation and technical capacity of the local authorities. Stapenhurst and O’Brien (2016) pointed out that stakeholder participation is one of the important factors in the successful implementation of plans. Poor implementation of plans is linked to low levels of stakeholder participation during the formulation of the plans. Effective stakeholder participation in the planning process is required mainly in the identification of needs and priorities, formulation of development strategies, project implementation, monitoring, and evaluation (Madzivhandila & Asha, 2012). For example, in the South African IDPs, it was identified that poor stakeholder participation was one of the biggest challenges that led to poor planning and implementation of the South African IDPs (Cash & Swatuk, 2011).

The research findings show that low levels of stakeholder participation in the implementation of the Livingstone IDP was linked to the low levels of stakeholder participation that were used by Livingstone City Council. The lack of or inadequate

levels of participation by stakeholders resulted in low levels of stakeholder involvement in the implementation of the IDP. Stakeholders did not have control over the decision-making process for them to influence decisions that were made in the formula of the Livingstone IDP. It is also very clear from the findings that the content of the Livingstone IDP was not shared with all the stakeholders because the levels and types of the stakeholder participation used could not facilitate accountability and transparency on the approved plan. It was clear that the key stakeholders in Livingstone did not participate in the last stages of the IDP, namely: the development of projects, financing, monitoring and evaluation framework.

The findings and discussions above respond to the first objective of this study; to assess the levels of participation by stakeholders in the tourism industry in the formulation and implementation of the Livingstone IDP and to answer the research question; to what extent did the formulation and implementation of the Livingstone IDP involve stakeholders in the tourism sector. It is clear from the findings that the low levels of stakeholder participation in the formulation of the Livingstone IDP affected the implementation of the Livingstone IDP.

5.3 Stakeholder Participation Mechanisms for The Livingstone IDP

This section presents findings and discussions relating to objective two of assessing the methods in which the stakeholders participated in the formulation and implementation of the Livingstone IDP. It will be responding to the second research question of how the stakeholders participated in the formulation and implementation of the Livingstone IDP. There are many methods that stakeholders can use to participate in the planning process and the implementation of the plan, as discussed in the literature review. Stakeholder participation mechanisms have a specific purpose, and when applied appropriately they yield significant benefits to the planning process and plan implementation. Table 5.4 presents responses obtained from the research participants concerning the methods used to engage stakeholders in the formulation of the Livingstone IDP.

Table 5. 4: Methods of stakeholder participation in the Livingstone IDP

Participation methods	No. Participated	No. did not participate
Public Meetings	4	21
Focus group discussions	2	23

Source: Field Survey Data, (2015).

The findings show that more than 84 percent of the respondents did not participate and did not know the methods of stakeholder engagements that were used in the formulation of the Livingstone IDP. This response came mainly from the private enterprises and the associations because they were not involved in the formulation of the Livingstone IDP. While 16 percent of the respondent stated that they had public meetings that were organized by LCC, and 8 percent stated that they had focus group discussions.

5.3.1 Public Meetings

Table 5.4 shows the responses from the respondents indicating that public meetings were held with stakeholders to share information and consult stakeholders over proposals made by the consultant. The Table shows that 16 percent of the respondents stated that public meetings were held to share information on the progress of the IDP preparation and get feedback from stakeholders on the proposals. The respondent from SRTO explained that;

‘LCC and the consultant called for stakeholder meetings where information was shared with stakeholders’ (Senior Officer, SRTO.,10/03/2015).

The view was supported by the respondent from the ZTA. While the respondent from LCC explained that;

‘meetings were called where information was shared with stakeholders at various stages of the IDP preparation’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

The public institutions did not support the view by LCC that meetings were called at every stage of the IDP process, they recalled that only two meetings were called by LCC at the start of the IDP preparation and when the proposals were ready for discussions (Senior Officer, SRTO.,10/03/2015). The meetings were called to share information on the IDP progress by the consultant. While the private enterprises and the other association indicated that they were not part of the IDP and did not know the mechanisms that were used by LCC.

These findings establishes that meetings were one of the participatory mechanisms that was used to engage stakeholders in the preparation of the Livingstone IDP. Smith (1983) established that public meeting are the most used methods in stakeholder engagement. Public meetings are held to engage a wide audience of stakeholders in information sharing and consultations. Although public meetings offer stakeholders with opportunities to express themselves on issues that concern their interests, they are also viewed as means of satisfying legal requirement for public participation because they give the appearance of stakeholder participation (Smith, 1983). The literature suggests that public meetings provide very little stakeholder influence in the decisions that are made. The purposes for public meetings as outlined above, being basically to seek informed consent and expand democratic choices for the stakeholders (Nelkin & Pollak, 1979). Cole and Caputo (1984), in their research, concluded that public meeting provide stakeholders with minimal opportunities for them to influence planning decision in the planning process.

Therefore, public meetings are familiar and established ways for stakeholders to come together to express their opinions, listen to the proposed plan, engage in shared learning about the plan and work together with other stakeholders to develop solutions to existing development challenges. However, public meetings, as explained by Checkoway (1981), do not create a platform for the stakeholders to be part of the decision-making processes and influence on the decisions made. The Lessons learnt from the South African IDP formulation and implementation used stakeholder consultative committees, like consultative forums, IDP representative forums, citizen advisory committees to get input from stakeholders at community

levels (Yusuf, 2004: 6). Incorporating higher levels of stakeholder engagement could address most of the challenges the South African IDP process faced. There has been advocacy towards more localised stakeholder participation approaches in the planning process. Stakeholder participation at local communities and engaging interest groups that are at local levels ensures more local participation of stakeholders and empowers stakeholders to have control on the decisions that are made. It has been identified that many projects that are planned at local level with the local communities have tended to be more effective in addressing poverty, increase livelihoods opportunities, improving service delivery and strengthening good democratic local governance (World Bank, 2013:1). The engagement of stakeholders at micro-level is underpinned in allowing grassroots participation in co-designing, co-implementing and co-evaluation to create closer connections between development intervention and the beneficiaries (World Bank, 2013:1). The approach has been used in informal settlements towards improved service delivery like water supply, power and sanitation provision. The local stakeholders are engaged to co-plan, co-finance and co-implement in these projects.

The level of stakeholder engagement dictates the choice of the stakeholder participation mechanisms to be used. Lower levels of stakeholder engagement as with the case with the Livingstone IDP attracted lower mechanisms of stakeholder involvement. Public meetings on their own as the stakeholder participation mechanism are not adequate to promote effective stakeholder engagement due to the issue of having shared power among stakeholders to influence the decisions that are made. The sentiments by the stakeholders that they were not sure if their views and inputs in the Livingstone IDP preparation were taken into consideration are real because of lower levels of stakeholder engagement. Using high levels of stakeholder participation like partnerships, collaboration and co-production, eliminates such doubts because decisions are made together and information is accessed by all the stakeholders.

5.3.2 Focus Group Discussions

Some respondents indicated that focus group discussions were held during the formulation of the Livingstone IDP. The respondent from LTA indicated that;

‘some committees that looked at specific issues like agriculture, trade and commerce, tourism and social sectors were formed to collect data in specific focus areas of the committees’ (Senior Official, LTA., 9/03/2015).

The respondent from LCC indicated that; ‘

‘stakeholders were grouped and given sectors to identify development needs and development strategies’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

However, there were no focus groups to discuss the general plan preparation itself, the development of the vision, the development strategies and proposed spatial development framework.

The respondents from LCC indicated that;

‘there were Focus groups for the agricultural sector, tourism, social sectors, trade and industries. These groups were requested to identify development challenges and propose strategies to address the challenges’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

The respondent from the Stone Guest who stated that;

‘stakeholders with similar interests and experiences were requested to join a group of their choice. They were requested to identify development needs’ (Senior official, Stone Guest House., 06/03/2015).

Focus group discussions are low level mechanisms of engaging stakeholders because they generate low quality decisions which is of concern (Rowe & Frewer 2000).

Healey (1997) noted that sharing of knowledge and cooperation between stakeholders or partners should result in better plans and policy implementation.

Focus group discussions as shown from the data collected from the field was used as one of the mechanisms that Livingstone City Council used to get stakeholder inputs during the preparation of the Livingstone IDP. The data presented above shows that focus group discussions took place mainly during the problem identification stages but was not extended to the other stages of preparing the IDP such as the development of the vision, development strategies, development framework and implementation framework. Though it was reported that these mechanisms were used in the final IDP reports, no indications or acknowledgement by the respondents that focus group discussions were conducted to collect development issues opinions and views from the stakeholders. Focus group discussions have weaknesses and key ones being that stakeholders are not able to influence decision-making in the planning process, and the stakeholder input may not be taken into consideration (Rowe & Frewer 2000). It has been observed that lower levels of stakeholder engagements led lower levels of stakeholder participation mechanisms.

5.3.3 Stakeholder Influence and Control of the Planning Process

The findings in this study show that the levels of stakeholder participation were low and it's the levels that determined the degree of influence in the decision-making processes. The picture of stakeholder influence and control was made clearer by the responses that were given by the respondents. The levels of stakeholder participation and participation mechanisms that were used in the Livingstone IDP could not have allowed the stakeholders to have control and influence in the decisions that were made during the planning and implementation of the Livingstone IDP. When the respondents were asked about how influential the stakeholders were during the preparation of the Livingstone IDP, the respondents indicated that stakeholders had no control and influence in the decisions that were made during the planning process. The respondent from LTA explained that;

‘LCC and the consultant were the ones who had control and influence of the planning process, and stakeholders had little to no influence on the that was made’ (Senior Official, LTA., 9/03/2015).

The respondent from LCC supported this view when he explained that;

‘the council had full control of the planning process and influenced the content of the final plan’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

While the respondent from LTA added that;

‘the consultant made proposals and consulted the stakeholders on the proposals they had made’ (Senior Official, LTA., 9/03/2015).

However, the respondents raised concerns over the content of the final IDP because they had never seen the final plan.

Mulwa (2004) identified that stakeholder participation should always be about how the various stakeholder control and influence decisions that are made about their development needs and aspirations and how their interests, views, ideas and development needs get incorporated in the development plans. If stakeholders have little influence and control in the preparations of the IDPs, the development interests of stakeholders will not be addressed in these plans. The cardinal reasons why planners prepare IDPs and other forms of development plans are to address the development needs of the various stakeholders. The World Bank (1994) ably explained that for effective participation and proper implementation of plans, stakeholders must be able to influence and share control of development initiatives, decisions and resources which affect them. Engagement of stakeholders is vital in making important decisions in the formulation and implementation of IDPs. It allows for self-commitment of each stakeholder as well as contributions that may result in binding processes and decisions in the realization of the planned development targets (McGee, 2003). It was identified by Watson (2009) that, planning is participatory and community-based attempts to integrate planning decision-making with other

functional policy arenas, that are strategic, flexible and implementation-oriented. Healey (1997) supported this claim by identifying that sharing of knowledge and cooperation between stakeholders or partners should result in better plans and policies implemented. It can be concluded that the Livingstone IDP did not address the needs and aspirations of the various stakeholders since the stakeholders were not influential in the decisions that were made. The higher levels of stakeholder participation like co-production, partnerships and collaboration facilitate joint preparation, co-financing and co-implementation of the IDP with stakeholders. Because decisions are jointly made with all the parties to the plane. The high levels of stakeholder participation achieve three principals. firstly, practical solutions are jointly developed that address immediate needs of stakeholders. Secondly, it is a “bottom-up participation” of ordinary citizens, the local authority and stakeholders effectively participation in the processes, and thirdly, it should jointly generate solutions that involve negotiating among themselves and generating group choices to the challenges they jointly face (Watson, 2014). Apparently, this did not take place in the Livingstone IDP because of the lower typologies and levels participation mechanisms. Currently the tourism sector has many challenges which the IDP should have been addressing, such as high taxes and poor infrastructure. Botes and Van Rensburg (2000) supporting this view explained that effective stakeholder participation is giving the communities, citizens and interest groups an opportunity for them to decide their development direction, by using locally developed development priorities, conditions, needs, desires and attitudes.

The findings highlighted above show that the stakeholders did not influence the decisions that were made during the planning processes of the Livingstone IDP. Stakeholder influence and control in the planning process is significant in the formulation of IDPs because it deals with how different development needs and interests of stakeholders could be addressed in the plan. This section responded to the second research question of assessing the methods in which the stakeholders participated in the formulation and implementation of the Livingstone IDP. The next section will be focusing on the third and last objectives of the study of assessing the effectiveness of the stakeholder participation methods in the Livingstone IDP.

5.4 The Effectiveness of stakeholder Participation Methods

In relation to the effectiveness of stakeholder participation methods that were used was determined by the themes that were obtained from the responses during interviews. The themes could help in determining how the participation methods were effective in generating stakeholder interest in owning the plan, the implementation of the plan and how decision making in the planning process helped in building inter and intra relationships among stakeholders in Livingstone. The themes include ownership of the plan, inter and intra agency coordination, decision-making processes, transparency and accountability in the implementation of the Livingstone IDP.

5.4.1 Ownership of the Livingstone IDP

The findings from the study show that most the responded from both public and private institutions in Livingstone do not own the Livingstone IDP. All the respondents indicated that they did not know the contents of the Livingstone IDP and it was difficult to support such a plan. The respondent from Limbo Lodge highlighted that;

‘in Zambia, a few people would prepare a plan that affected many people and expect that plan to be supported by the majority’ (Senior Officer, Limbo Lodge., 13/03/2015).

The Livingstone Tourism Association explained that;

‘most of the stakeholders, including those in the tourism sector, feel that it was the responsibility of the government to prepare and implement development plans. This feeling was because most of the time stakeholder inputs were usually never addressed and therefore, cannot support and own such a plan’ (Senior Official, LTA., 9/03/2015).

The respondent from Limbo Lodge further indicated that;

‘it was not worth wasting time participating in the planning process that would yield nothing’ (Senior Officer, Limbo Lodge., 13/03/2015).

The respondent from Wildness Safaris categorically indicated that;

‘stakeholder could not own a plan or participate in its implementation when they did not participate in its preparation’ (Senior Officer, Wilderness Safaries., 13/03/2015).

The above views were supported by the other respondents who indicated that they could not support or own a plan that they did not know and worse still did not participate in its formulation.

Innes and Booher (2000) identified some of the reasons why stakeholders should participate in the preparation of IDPs, which include getting legitimacy for public decisions, to build support and ownership for the IDP among the stakeholders. The International Finance Corporation (2007) identified that stakeholder participation in the planning process achieves several other things, community empowerment and ownership of the plan. It was noted with the South African IDPs by Davids et al. (2009) that the planning agencies continued to maintain the blueprint master planning approach by being top-down and prescriptive and this has led to challenges with shareholders accepting the plans. The IDP formulation processes should create comfort to all stakeholders such that the plan would meet their anticipated expectation, then the stakeholders would have no difficulty in supporting the implementation of the IDP because the stakeholders would have owned it. The South African IDPs lacked the sense of community ownership, realism and holistic community commitment because the stakeholder participation levels were low (Innes & Booher, 2000). Watson (2009) indicated that the integrated development planning approach should afford the stakeholders with the opportunity to participate in the planning processes and implementation, particularly decision making in all the planning processes for them to own the IDPs.

The findings show that some key stakeholders mainly in the tourism sector in the City of Livingstone have not owned the Livingstone IDP because they did not participate in the preparation of the plan. Stakeholders from the tourism sector were not aware of the existence of the Livingstone IDP and only heard of it during the interviews. They expressed displeasure at the Livingstone City Council for continued marginalization of stakeholders in the formulation of development plans. The lack of ownership of the Livingstone IDP is attributed to many issues. Key amongst them was the inadequate participation by most key stakeholders in the formulation of the plan. The focus of the LIDP was tourism development, and therefore, stakeholders in the tourism sector should have been part of the decision-making process of the plan formulation. Therefore, the LIDP has not been effective in generating the desired interest from the stakeholders to own the plan. The stakeholders feel this is a council plan, and the council should implement it. The results of the Livingstone IDP can be related to the South African IDPs that have continued to be top-down and do not reflective of the Stakeholder needs.

5.4.2 Awareness of the Plan

In terms of awareness on the existence of the Livingstone IDP by stakeholders, the findings showed that most of the respondents, particularly from the private enterprises, were not aware of the existing plan. Table 5.5, figures 5.1 and 5.2 below shows that 72 percent of all the respondents were not aware of the existence of the Livingstone IDP.

Table 5. 5: Awareness of the LIDP

Stakeholders Aware of LIDP	Number	Percentage
Aware	7	28
Not Aware	18	72
Total	25	100

Source: Field Survey Data, (2015).

Figure 5.1 and 5.2, show that 80 percent of the respondents indicated that they were not aware of the Livingstone IDP.

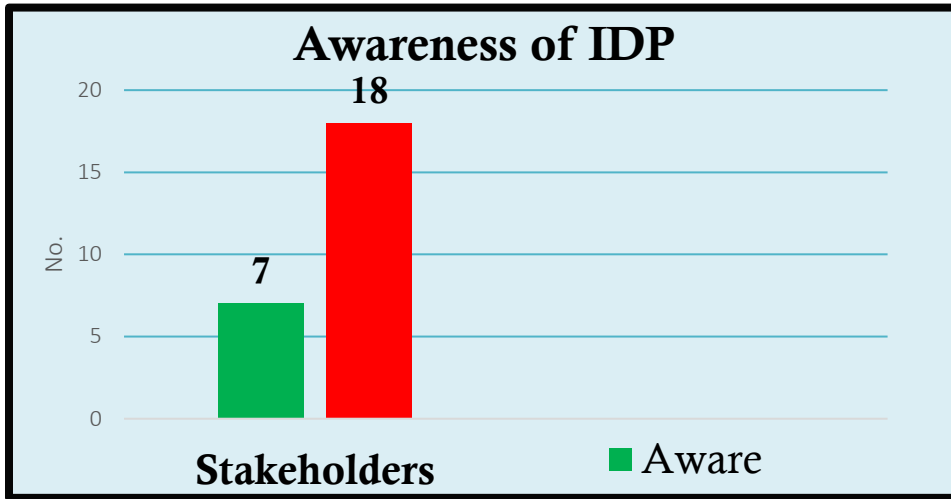


Figure 5.1: Awareness of the Livingstone IDP (LIDP). Source: Field Survey Data, (2015).

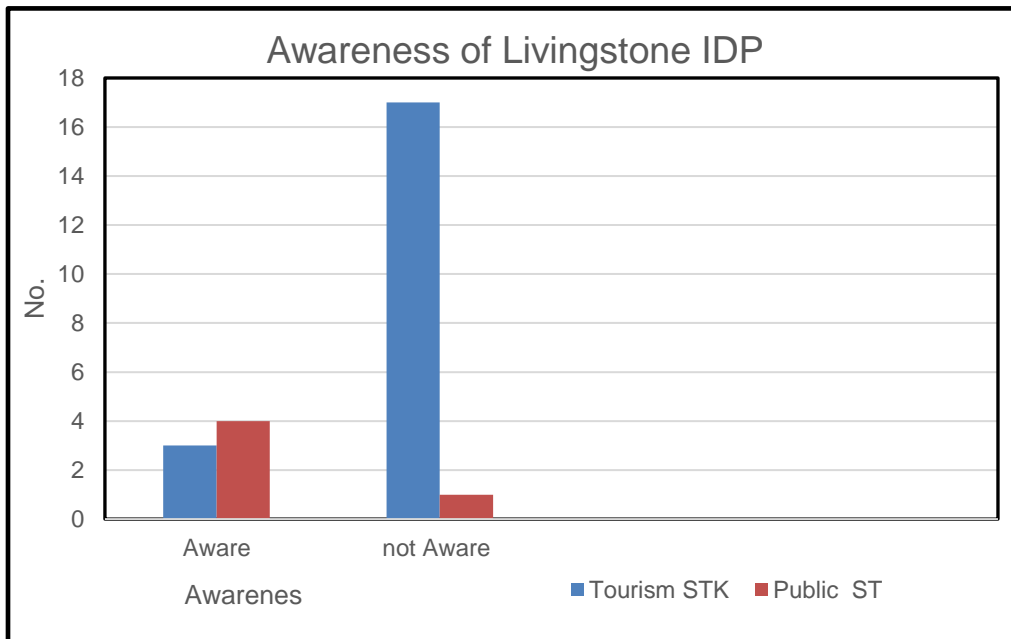


Figure 5.2: Awareness of the Livingstone IDP (LIDP). Source: Field Survey Data, (2015).

Figure 5.2 segregates those who are aware and not aware between the public and private institutions in the tourism sector. In relation to those that are aware 57 percentage of respondents from public institutions indicated they were aware of the plan. While 94 percentage of those who were not aware were from the private enterprises. Most of the private enterprises in the tourism sector indicated that they did not participate in the Livingstone IDP preparation. This shows that some key private enterprise in Livingstone city were left out of the formulation of the Livingstone IDP.

The respondent from Ravin Lodge stated that;

‘the Livingstone IDP was the first time to hear of it otherwise has never heard of it’ (Senior Official, Ravin Lodge., 6/03/2021).

While the respondent from Zambezi waterfront stated that;

‘has never heard of the Livingstone IDP that was the first time to hear of it and has never heard of at LTA’ (Senior Official, Zambezi Waterfront Lodge., 11/03/2021).

The Respondent at Department of National Parks and Wildlife a government agency stated that;

‘they were not aware of the Livingstone IDP and the department was not involved in the formulation of the plan’ (Senior Official, Department of National Parks and Wildlife., 14/03/2021).

The findings above could be explained through literature where studies have shown that stakeholder should be involved in the decisions that are made in the IDP formulation and should be aware of the development provisions contained in the of the plan. Smith (2003) explained that stakeholder participation encompasses a range of procedures and methods designed to consult, involve and inform stakeholders to allow those that would be affected by the plan or policy to have input into the process. These processes create awareness to stakeholders of the IDP and the provisions of

the plan. How can a stakeholder claim rights and ownership to a plan that they are not aware of? As rightly defined by Clarkson (1995:106) who stated that stakeholders as “persons or groups that have a claim, ownership, rights, or interests in a plan or development initiative should know and be aware of all the provisions of the plans that seek to address their development challenges.

These findings clearly show the ineffective stakeholder participation levels and mechanisms in the formulation of the Livingstone IDP. That led to the plan not being owned by the stakeholders, because the stakeholders were not aware of it. Lack of awareness of the plan is a direct result of stakeholders lacking knowledge and information of the plan. Further, the stakeholders in Livingstone are not able to have a claim or right to a plan they were not involved in its formulation.

5.4.3 Decision-Making in Livingstone IDP Process

The other theme that was highlighted during the research was the decision-making process in the formulation of the Livingstone IDP. De Villiers (2001) pointed out that stakeholders should have access to power and decision making for them to have influence on the decisions that are made regarding a plan. Every planning process has stages and steps to be followed and in each of the step or stage decisions are made for instance the development vision, objectives, plan financing and implementation. These decisions are made either by the local authority and the stakeholders or they can be made jointly among the stakeholders.

The theme therefore seeks to identify who made the decisions and what was the process of making the decisions. The findings from responses show that most of the respondents had little or no influence on the decisions that were made in the formulation of the Livingstone IDP. The decision-making processes should have been inclusive and transparent with all the stakeholders so that the decisions made were inclusive of the development needs of the stakeholders. The stakeholders in the Livingstone IDP preparation were either informed or consulted on the decisions that were already made by the Livingstone City Council. Implying that stakeholder had inadequate access to the decision- making in the formulation and implementation of

the plan. In relation to the decision-making in the planning processes of the Livingstone IDP, the respondents indicated that the Council and the consultant made all the decisions. The respondent from LTA stated that;

‘the LCC had a lot of influence in the formulation of the plan. The council-controlled the planning process and the decisions made at every stage’ (Senior Official, LTA., 9/03/2015).

The respondent from LCC confirmed this view who explained that;

‘the council had a central role to play by determining the development direction of the city by influencing the development strategies in the plan’ (Senior Officer, LCC, Planning Dept., 07/03/2015).

It was established that the financing, monitoring and evaluation mechanisms and financing model the stakeholders were not involved. The respondent from LTA indicated that;

‘stakeholders were not consulted on the financing, monitoring and evaluation mechanism that was in the plan’ (Senior Official, LTA., 9/03/2015).

The respondent added that the final plan was not shared with the stakeholders by the Livingstone City Council.

The preparation of an IDP consists of six phases, these are stages where decisions are made that impact the next phases of the IDP formulation. In each of the phases, stakeholders should be engaged so that they have input and the plan address the development needs and aspirations of stakeholders. Healey (2007) stated that emphasis should be placed on the processes of strategic spatial planning, whereby objectives and values relating to future socio-spatial development within a territory are jointly developed and implemented with the stakeholders. For example, the first phase where needs assessment is undertaken, stakeholders should be involved so that needs are identified and analysed with all the stakeholders. Therefore, the local council should jointly identify the needs of the city with its stakeholders, that leads

to joint identification of solutions or development strategies. The process goes on to the last stage where CIP are jointly implemented. Functional space is shaped, framed and negotiated with the stakeholders as being part of the strategic decision-making process. Albrechts (2004) pointed out that IDPs preparation was a socio-spatial processes through which a vision, actions, and means for implementation are produced that shape and frame the future.

The stakeholders should be able to present their needs and negotiate with other stakeholders to arrive at joint agreements among stakeholders. For instance, the stakeholders in the Livingstone must have agreed on the development needs that might have hindered the development of tourism and agree on the development objectives and the vision of the plan for next five years. The stakeholders are part of the decision-making processes, partnerships with each other on various areas of interest and making joint decisions. It was noted by Tshabalala and Lombard (2009) that the South African IDPs showed inadequate improvements in meeting the needs of stakeholder because stakeholders were not part of the decision-making in the preparation of the IDPs.

Therefore, it could be stated that the Livingstone IDP preparation was not effective in generating stakeholder participation where stakeholders were part of the decision-making processes. The findings and literature reviewed showed that stakeholder participation in decision-making processes was inadequate, hence creating several challenges to the plan, such as lack of transparency in the decision making and lack of ownership of the plan. This study shows that the key stakeholders where denied the opportunity to decide on their development priorities and needs.

5.4.4 Inter and Intra Agency Coordination

The other factor that was key to assess the effectiveness of the mechanisms that were used in the Livingstone IDP preparation process was its ability to generate multi-level cooperation between and within the various departments and stakeholders in the implementation of the outlined projects in the IDP. It was observed that the inadequate stakeholder participation in the formulation of the Livingstone IDP as

highlighted in the earlier sections by most of the respondents resulted in inadequate coordination and cooperation amongst the various stakeholders in the City of Livingstone in relation to the implementation of the IDP. Respondent from LTA, stated that;

‘there was inadequate coordination within the other stakeholders by LCC in the implementation of the Livingstone IDP’ (Senior Official, LTA., 9/03/2015).

The respondent from LTA noted that;

‘Livingstone City Council had not established structures that would encourage stakeholders to work together and ensure coordinated activities in the City’ (Senior Official, LTA., 9/03/2015).

The respondent from Batoka Skies stated that: ‘

‘the Livingstone City Council, engaging the stakeholders for development ideas and collaboration in the development of Livingstone city’ (Senior Official, Batoka Skies., 13/03/2015).

A respondent from Avani Victoria Falls Resort indicated that;

‘there was poor coordination among stakeholders and with the LCC that has led to uncoordinated implementation of IDP strategies by different stakeholders in the City of Livingstone’ (Senior Official, Avani Victoria falls Resort., 9/03/2015).

The respondent from Zigzag Lodge stated that;

‘there were inadequate linkages within the stakeholders to work together to address development issues in the City of Livingstone’ (Senior Official, Zigzag Lodge., 10/03/2015).

The responses highlighted show that inter and intra agency cooperation between the various public institutions with the other stakeholders and within stakeholders concerning the implementation of the LIDP projects were weak. The South African IDPs have shown that inter and intra-coordination of various stakeholders and among sectorial departments in planning and implementation of the agreed objectives was inadequate due to weak stakeholder participation levels. Stakeholder participation provides a platform stakeholder to self-commitment to each as well as contributions that may result in binding processes and decisions in the realization of the planned strategies (McGee, 2002). The stakeholders are not working together in the implementation of CIPs for the Livingstone IDP. The various stakeholders are not consulting each other or collaborating with each other or with the LCC in the implementation of the IDP. This weak inter and intra coordination and cooperation can related to the lower levels of stakeholder participation. The high levels of engaging stakeholders such as co-production, collaboration and partnerships create strong relationships among stakeholders and with public institutions, these relations are cardinal to IDP ownership and implementation. Bigg's (1989: 3) stated that "effective stakeholder participation creates relationships that can be contractual, consultative, collaborative and collegiate". Roy (2009) also postulated that IDP preparation process brings about the development of inter and intra relationships between various stakeholders and public agencies. Such relationships are maintained even during the implementation of the IDP. Evidence also showed that one of the crucial elements in IDPs was how stakeholders were included or excluded in the planning processes and how the relationships between the stakeholders, institutions and the planning institutions are maintained during the implementation phases of the plan (Roy, 2009). It is assumed that stakeholder participation should generate inter and intra coordination and cooperation among all the stakeholders inclusive of public institutions in line with the areas of interests and needs. However, it was found from respondents from Polokwane in Limpopo Province South Africa that the relationship between local municipalities, sector departments and community needed to be strengthened based on the principle of cooperation and coordination. The study also showed that municipalities and departments in South Africa did not work in close

collaboration with stakeholders as an indication that they lacked working relationships with stakeholders (Asha, 2014). The various stakeholders must develop effective collaboration and work together to achieve the planned CIPs outlined in the plan.

The Livingstone City Council offices are centrally located, easily accessible by all stakeholders and within walking distances for some of the stakeholders, but none of the public institutions and private enterprises bothered to enquire from LCC on the final IDP. It was also established from the study that institutions that participated in the formulation of the IDP have never bothered to demand a meeting with LCC and find out about the finalised IDP. These scenarios are linked to participation levels by the various stakeholders in Livingstone City. Therefore, the Livingstone IDP was not effective in developing and building inter and intra agency relationships between the stakeholders. This weakness could be related to the stakeholder participation levels and mechanisms that were used in the planning process. This process generates relationships in areas of collaboration, cooperation and coordination because some stakeholders may have specific areas of interests. The inter and intra- relationships are also very critical in the implementation of the IDPs.

5.4.5 Transparency and Accountability

Transparency and accountability in the decision-making process was one of the themes that emerged during the study. The results show that the plan did not generate the required levels of transparency and accountability to the stakeholders. The information generated so far show that the preparation process did not include most of the key stakeholders. Stakeholders were not involved in the decision-making processes and the decisions that were made and were not shared with the stakeholders during the formulation of the Livingstone IDP. It means that there was inadequate levels of transparency and accountability in the preparation of the Livingstone IDP. Transparency and accountability are good indicators of how effective the stakeholder participation levels and mechanisms were in the preparation of the plan. The respondents, when asked if they knew how much of the planned projects had been

implemented, the responses were that they did not know what was implemented and what was planned for in the plan. The respondent from Mukuni Big five stated that;

‘they have never seen the finalised plan and what was contained in it, so they don’t know what was being implemented’ (Senior Official, Mukuni Big Five., 06/03/2015).

Similarly, the respondent from Mtonga Arts Gallery stated that;

‘they don’t know about the Livingstone IDP and its content’ (Senior Official, Mtonga Arts Gallery., 06/03/2015).

The respondent from Chapa Classic Lodge also added their voice by stating that;

‘they did not know the Livingstone IDP was approved and wondered how the LCC had been hiding the plan from them and wondered why LCC was not open about the IDP’ (Senior Official, Chapa Classic Lodge., 10/03/2015).

The data presented on the levels of stakeholder participation and methodologies that were used could not derive the desired benefits to the stakeholders such as plan ownership, influence in the decision-making process, inter and intra-agency coordination, transparency and accountability. Some of the respondents indicated that they were not involved in the planning process. The Respondent from Fairmount Hotels stated that;

‘the LCC did not involve them in the formulation of the Livingstone IDP and have not been in a position to show us the content of the plan’ (Senior Official, Fairmount Hotel., 08/03/2015).

The respondent from LTA stated that;

‘the LCC consultant was the one who made the decisions and that could be the reason why the finalised plan has not been shared with the stakeholders fearing backlash from the stakeholders’ (Senior Official, LTA., 9/03/2015).

It was identified from the responses that the Livingstone IDP had inadequate levels of stakeholder participation that led to inadequate levels of stakeholder involvement in the formulation and implementation of the Livingstone IDP.

The findings show some departure from the some of the objectives of Integrated Development Planning that were founded on strong stakeholder engagement so that there was transparency and accountability in the decisions that are made during the planning processes and implementation of the plan. Carothers (2014) pointed out that stakeholder participation provided a platform for diverse stakeholders to share common understanding and involvement in the decision-making processes, this leads to having transparency in the decisions that are made and all stakeholders become accountable on the decisions that are made. Siles (2016) pointed out that stakeholder participation in planning has many benefits and advantages that included accountability and transparency among all the stakeholders. O'Brien (2016) noted that accountability exists where there is a relationship between the local authority and the stakeholders and the performance of tasks or functions by the local authority or stakeholders are subject to each another's oversight and are requested to provide information or justification for their actions. The responses from all respondents show that it was difficult to hold stakeholders or Livingstone City Council accountable on the IDP that was approved and the implementation of the plan because the decisions that were made were not transparently made. One of the examples of lack of transparency and accountability was the failure by the LCC to share the approved plan and failure by the stakeholders to make LCC to account to them on the approved plan and its implementation. These are pointers to lack of accountability and transparency in the Livingstone IDP because of inadequate involvement of stakeholders in the decision-making process in the formulation and implementation of the IDP. These findings are supported by Armstrong's (2005) argument that transparency is appropriate and reliable access to information. It is difficult to attain transparency and accountability if there were inadequate levels of stakeholder engagement. Accountability and transparency in the planning processes are key indicators and outcomes of stakeholder participation in the development process. Poor levels of stakeholder participation results in poor levels of

accountability and transparency in the implementation of the plans. The study showed that the formulation process of the Livingstone IDP had low levels of participation, and this led to low levels of transparency and accountability in the implementation of the IDP. The low levels of transparency and accountability lead to low levels of trust between stakeholders and the local authority.

This subsection addressed the issues related to objective three while answering research question number three of this study. The section has shown that the participation methods and typologies used in the formulation of the Livingstone IDP were not effective in generating the desired outcomes and outputs from the plan. The process did not generate ownership of the plan among the stakeholders. There was no transparency and accountability, and stakeholders were not influential in the decision-making processes. The plan was behind in its implementation, and the stakeholders are not involved in the implementation of the plan. The Livingstone City Council has been implementing the plan since it was approved, and no stakeholders are aware of the implementation stage of the plan. This study has also demonstrated that the planning paradigm has not shifted from master planning to the new approach of integrated development planning.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusion

This chapter presents the conclusion of the study and makes recommendations regarding stakeholder participation in the formulation of Integrated Development Plans. The study aimed to assess the extent to which stakeholders in the tourism sector influenced the formulation and implementation of the Livingstone IDP. Stakeholder participation is essential in the preparation and implementation of IDPs. The integrated development planning approach promotes stakeholder involvement in the decision-making processes from problem formulation/identification to monitoring and evaluation, and stakeholders should be fully involved. The study highlighted some of the benefits of stakeholder engagement that included support and ownership of the Plan, transparency and accountability, inter and intra agency cooperation, stakeholders, derive the benefit of the plan as it targets their needs and interests. It improves the quality of decisions that are made and improved service delivery to the communities. Three objectives were used to guide the study. These were i) to assess the levels of participation by stakeholders in the formulation and implementation of the Livingstone IDP; ii) to analyse the participation methods that were used in the formulation and implementation of the LIDP and iii) to ascertain the effectiveness of the participation method(s) that were used in the formulation and implementation of the Livingstone IDP

The major findings in the formulation of the Livingstone IDP was that there were low levels of stakeholder participation during the formulation and implementation of the Livingstone IDP. It was observed that it was mainly state agencies that took part in the planning process. The responses from the respondents showed that mostly the private enterprises in formal and informal sectors of the tourism industry did not participate in the formulation of the Livingstone IDP.

The findings relating to the first objective: *to assess the levels of stakeholder participation in the development of the Livingstone IDP by the tourism sector*. It was reported that LCC and the consultant prepared the IDP and used two lower levels and typologies of stakeholder participation. The study results showed that two levels and typologies of stakeholder participation were used, information sharing and stakeholder consultations. The two levels and typologies used are not suitable for integrated development planning, where it is expected that the development decisions should have been co-framed, co-financed and co-implemented with the stakeholders. The best suited levels and typologies of stakeholder engagement in the IDP approach are co-production, partnerships and collaboration. The stakeholders in the Livingstone IDP were passive participants because they had no say on the decisions that were being made by LCC. The main reason for low levels of stakeholder participation was the Town and Country Planning Act Cap 283 of the laws of Zambia that guided urban development planning at the time the Livingstone IDP was formulated. The law did not provide enough mechanisms for stakeholder participation but provided for consultations to be undertaken. It was also observed that the Ministry of Local Government and Rural Development did not provide policy directions to the Livingstone City Council on stakeholder participation and the process of preparing IDPs, considering that the concept was just being introduced on a pilot basis. It was found to be the cardinal reason for poor stakeholder participation in the formulation of the Livingstone IDP. The other finding was that most of the stakeholders who participated in the formulation of the IDP were not involved in the implementation process. The above-presented scenarios show a continuation of the master planning approach by the LCC and the consultant rather than using the planning processes for IDPs.

With regards to the second objective: *analysing the methods of stakeholder participation in the formulation and implementation of the Livingstone IDP*. The responses showed that meetings and focus group discussions were used to engage stakeholders as they formulated the IDP. These mechanisms did not generate the levels where stakeholders were part of the decision-making processes. The use of higher levels and typologies of co-production approaches and representative forums

that go up to community levels and interest groups could have influenced the involvement of stakeholders in decision making.

Concerning the third objective: *to ascertain the effectiveness of the participation methods used in the formulation of the Livingstone IDP*. It was reported that the stakeholder participation methods could not have facilitate stakeholders to be part of the decision-making on the Livingstone IDP formulation process. It led to the plan not being owned by the stakeholders and some public institutions who were not involved in the implementation of the plan. The plan has not promoted inter and intra agency relationships and partnerships, lack of transparency and accountability in the implementation of the plan.

The findings show that there is a relationship between the levels and typologies stakeholder participation and the actual implementation of IDP. The Livingstone IDP is having implementation challenges because the planning process ignored stakeholder participation as one of the key elements to the successful implementation of the plan. The other finding was that the Livingstone IDP did not have an implementation framework and the CIP are not linked to the budgeting circle of LCC. This has led to inadequate implementation of the plan and in general the Livingstone IDP has not been able to address the development expectation and needs of the stakeholders, particularly those that are in the tourism industry, the informal sector and other stakeholders, including the public agencies.

6.2 Recommendations

The research findings and establishment that key stakeholders in the tourism sector did not effectively participate in the formulation of the Livingstone IDP. The following recommendations are perceived to be considered for the future vis-à-vis the realization of the plan.

1. The Livingstone City Council should consider using higher levels and typologies of stakeholder participation like partnerships, collaboration and co-production in the engagement of stakeholders. This is to ensure that all key stakeholders and

- other interest groups participate in the planning process and decision- making of future IDPs.
2. The Local Councils or District Councils require to be adequately guided on the processes of formulating the IDPs and how stakeholders should be influential in the decision-making processes. Therefore, it is cardinal that the Ministry of Local Government and Rural Development, the Department of Physical Planning to provide clear policy guidelines relating to how stakeholders should participate in the formulation of the IDPs.
 3. The IDP preparation should always be inclusive of all stakeholders, even the marginalized groups in its processes. Therefore, the informal sector and other marginalized stakeholders should be incorporated in all the planning initiatives and the planning process for the future Livingstone IDPs.
 4. The Livingstone City Council should establish representative forums up to community levels that should create transparent platforms and structures for stakeholder engagement for it to build trust, transparency and accountability in the decisions made on the city's development agendas.
 5. The Livingstone City Council should develop better methods and levels for engaging stakeholders in the planning process. The methods and levels should facilitate joint planning, financing, and implementation of the plans.

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APPENDICES

APPENDIX I: Table for Research Objectives, Research Questions, Field Questions and Method

RESEARCH OBJECTIVES AND VARIABLES, RESEARCH QUESTIONS, FIELD QUESTIONS, METHODS AND RESPONDENTS			
Objectives and Variables	Research Question(S)	Field Questions	Respondents
<p>Objective One:</p> <p>To Assess the levels of participation by stakeholders in the formulation and implementation of the Livingstone IDP.</p> <p>Variables:</p> <p>Levels of participation and typology of participation</p> <p>Objective Two:</p> <p>To analyse the participation methods that were used in the formulation and implementation of the Livingstone IDP</p> <p>Variables:</p>	<p>How did the Stakeholders participate in the tourism sector participate in the formulation and implementation of the Livingstone IDP?</p> <p>What participation methods were used during the formulation and implementation of the Livingstone IDP?</p>	<p>Who selected the stakeholders who participated in the formulation of the IDP?</p> <p>How were the stakeholders selected?</p> <p>What was the selection criteria used to select the stakeholders in the Livingstone IDP?</p> <p>Are you involved in the implementation of the LIDP?</p> <p>How many projects have been implemented in the Livingstone IDP?</p> <p>How often do you meet to review the progress of the</p>	<p>1.Public Institutions</p> <p>2. Livingstone City Council</p> <p>3.Regional Tourism Office</p> <p>4.Livingstone Tourism Association.</p> <p>5.National Heritage</p> <p>6. DNPW.</p> <p>7. DPP</p> <p>8.Private enterprises in Tourism</p>

Methods		projects /plan as stakeholders?	
<p>Objective Three:</p> <p>To ascertain the effectiveness of the participation method(s) that were used in the formulation and implementation of the Livingstone IDP</p> <p>Variables</p> <p>A: effectiveness</p>	<p>How effective were the participation methods that were used during the formulation and implementation of the IDP?</p>	<p>How are you working together with LCC and other stakeholders in relation to the plan and other areas of interest?</p> <p>Have you ever seen the final IDP document?</p> <p>Who spearheaded the implementation process of the Livingstone IDP?</p> <p>Who is responsible for the implementation of the Livingstone IDP?</p> <p>Has the Livingstone IDP improved the performance of the Tourism industry?</p> <p>Are the private enterprises participating in the implementation of the Livingstone IDP?</p>	<ol style="list-style-type: none"> 1.Public Institutions 2. Livingstone City Council 3.Regional Tourism Office 4.Livingstone Tourism Association. 5.National Heritage 6. ZAWA. 7. DPP 8.Private enterprises in Tourism