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*An analysis of co-production in the Integrated Development Planning
process in the City of Tshwane Metropolitan Municipality*

Motswalo Manasoe

17235830

Submitted in fulfilment of the requirements for the Master of Administration
(Public Management and Policy) awarded by the School of Public
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Supervisor: Dr S. Lubinga

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Dedication

The study is dedicated to my wonderful mother, Hunadi, and my grandmother, Mahlako.

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Abstract

This study evaluates the incorporation of co-production into the integrated development planning (IDP) process within the City of Tshwane. IDP is a strategic five-year management framework that enables collaboration between municipal officials and residents for them to jointly determine the municipality's developmental priorities for the subsequent administrative term. This research employed a qualitative methodology, with data collected from two distinct sample groups: Group 1 comprises residents from three key geographic areas, namely Mamelodi, Soshanguve, and Atteridgeville, whereas Group 2 consists of IDP officials from the City of Tshwane. Data collection was conducted through semi-structured interviews, and thematic analysis was applied to identify recurring patterns and themes.

The study's findings indicate that co-production is only partially integrated into the IDP process in the City of Tshwane. Further findings include lower levels of knowledge of the concept of co-production in the IDP process, and lack of awareness of the approach of co-production in the IDP in the City of Tshwane, a lack of civic education, a lack of closer partnerships and suitable leadership, the issue of accountability and transparency, and the collapse of ward committees. These challenges undermine the potential for meaningful citizen engagement in the co-production process. To address these issues, the study recommends the implementation of regular civic education workshops, the development of streamlined record-keeping and documentation practices, and the enhancement of communication channels using diverse methods. Further recommendations are outlined in the study.

Keywords: Co-production, integrated development planning, City of Tshwane, civic engagement, public participation

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Chapter 1: Introduction and Background

1.1 Introduction

Co-production is a non-discriminatory practice within the public administration discipline that incorporates inclusivity and innovation into policies based on users' needs. In this process, no participant is regarded as an "outsider" (Mlamla et al., 2022: 46). Ostrom et al. (1996:1073) defined the concept of co-production as a management process that enables government officials and citizens to act as partners in state affairs. Co-production has gained much scholarly and implementation attention over the recent years. The concept of democracy has become a normative practice worldwide. As expected, in South Africa, where citizens are perceived as essential stakeholders in state and government policymaking, co-production has recently gained much scholarly and implementation attention.

South African legislation has established various spaces that enable co-production to thrive and encourage collaboration and partnership between the country's citizens and authorities, especially at the local government level, to partake in policy decision-making. The most notable space that may allow co-production to thrive in South Africa's local government system is integrated development planning (IDP).

IDP was established in the Local Government: Municipal Systems Act 32 of 2000, Chapter 5, section 24 (Act 32 of 2000), which intends to foster strong collaborative relationships between municipality officials and residents in the planning policy process. The Integrated Development Plan is a five-year budget plan undertaken by every municipality in South Africa. A municipality's residents and officials engage in a co-creation discussion and formulation of the municipality concerning service delivery provision. Thereafter, a formal general accord is formed, and the implementation process is laid out.

In other words, IDP has the potential and ability to ensure that the local authorities and residents can behave as the so-called 'co-designers, co-producers, co-implementers, and co-evaluators', according to the concept of co-production. The researcher needed to understand co-production by analysing its visibility in the IDP process in the local

government of South Africa. Therefore, this study was conducted with a focus on the City of Tshwane Metropolitan Municipality.

The purpose of this research was to evaluate the extent and level to which the IDP process of Tshwane Metropolitan Municipality had adopted co-production. This was aimed at investigating whether municipality officials and residents participated as partners and co-creators in the policymaking process of the five-year budget plan, as mandated by the Municipality's IDP. The study sought to determine how and whether co-production was factored into the City of Tshwane's IDP process.

This chapter provides a conceptual perspective of co-production that is influenced by the public choice theory. The public choice theory states that humans act and behave in a manner that offers optimal mutual benefits. This aligns with the co-production view that citizens have much to benefit when they co-produce with municipality officials, as the two stakeholders are at the forefront of decision-making, design, implementation, and the evaluation process to ensure satisfactory service delivery. There is a view that IDP is often perceived as a space where the government uses the top-down approach, and where citizens are not appreciated as authentic co-creators (Mchunu & Theron, 2015: 1). By contrast, co-production emphasises the idea of 'co-designers, co-creators, co-producers, co-implementers, and co-evaluators' in local government, thus ensuring the promotion of collaborative partnerships between the public and government. Hence, Quick and Bryson (2016: 1) opine that co-production, as a direct involvement that enables local authorities and residents to be co-creators, is of utmost importance. The authors further state that legitimacy can be drawn from the policy outcomes that resonate with all stakeholders, especially the citizens (Quick & Bryson, 2016: 4).

This chapter highlights a preliminary literature review/theoretical framework. The chapter contributes to the study's significance. It also provides the study's objectives and aims, the research problem, research methods, limitations, and preliminary framework. Finally, the chapter concludes with these aspects.

1.2 Preliminary Literature Review/Theoretical Framework

1.2.1 Integrated Development Plan

The Integrated Development Planning (IDP) process, as established by Local Government: Municipal Systems Act 32 of 2000, Chapter 5, is an integral part of the local government planning process, thus serves as a “key strategy for the evolution and development of the post 1994 local government dispensation” (Dlamini & Reddy 2018: 01). The IDP process involves the residents of a municipality in the issues of budget and planning. The City of Tshwane Metropolitan Municipality, like all municipalities in South Africa, adopts the IDP process as a five-year management budgeting tool. Through this process, the municipal officials, together with the residents, can form a general accord on the key service delivery issues that need urgent attention and must be addressed in the turnaround of the current budget. Ideally, the IDP process in the City of Tshwane should enable the residents and municipal officials to be in a collaborative relationship, in which they can learn from one another to resolve the issues that face the Municipality. The IDP process in the City of Tshwane should take advantage of co-production, so that the residents and city officials can benefit from it. However, the continual service delivery protests in the City of Tshwane cast doubt on the visibility of co-production in the City of Tshwane Metropolitan Municipality's IDP. Hence, there is a need for scholarly research to understand and offer an analysis of how co-production factors in the City of Tshwane Metropolitan Municipality's IDP. This form of scholarly research must offer a perspective on the existence and visibility of co-production in the City of Tshwane's IDP process.

1.2.2 Co-production overview

When one studies issues relating to public affairs and their management, it is almost impossible to find any concept that does not result from the theory of public administration. The concept of co-production originates from the public choice theory. The theoretical perspective of the motive of co-production appreciates that humans often act in self-interest. Economists and researchers now appreciate that co-

production is influenced by the public choice theory, where humans co-produce for self-gain. This appreciation correlates with the view that humans co-produce with the intention of material interest, which is beneficial to them, thereby enabling themselves to act in the human nature of being optimal enhancers, who co-produce when benefits outweigh the costs (Verschuere, Brandsen & Pestoff, 2012: 1087). Public choice highlights the rationale of selfish gains that entice humans. It holds the theoretical view that humans are always ready to act in a manner that will benefit their lives and those they view as significant others. Additionally, it promotes the view that humans want to benefit and are motivated to co-produce with others if their intrinsic or extrinsic needs and wants are satisfied.

In consideration of the challenges often encountered by governments when attempting to provide satisfactory public goods and services, the co-production concept, as conceptualised by Ostrom et al. (1996:1073), has recently received much scholarly recognition in the discipline of public administration. Co-production has also gained attention in government administration as a way to tackle the contemporary challenges of service delivery in the public sector. Hence, this concept has been introduced previously. However, it is now becoming more popular and recognised for its importance since Elinor Ostrom introduced it in the 1970s (Khine & Shadid, 2021: 1). Because there has been growing dissatisfaction with the service provided by governments, co-production aims for an alternative approach to the policy decision-making process. This alternative can ensure that the recipients of such services are fully involved in the initial stages of producing public services and goods that governments provide. This is based on the belief that co-production promises a mutually beneficial relationship and partnership between municipal officials and residents.

The growing belief is that government officials and residents are most likely to co-produce, because all of them will benefit from such co-producing behaviour. Like the public choice theory, the concept of co-production focuses on two benefits of co-production, i.e. intrinsic and extrinsic, which are available to both partners, as advocated by co-production. Co-production moves beyond the mere situation of informing and consulting the public. Its claim is building synergies between the administration and citizens for the impact of high-quality service delivery that does not

discriminate and allows for greater accountability of all stakeholders (Bartenberger & Sześciło, 2013: 5). Through the building of synergies, co-production intends to further build lasting relationships to which professional service providers (in the public sector or any other sector) and service users make a significant contribution. These relationships may lead to the efficient and effective provision of services (Sancino, 2015: 6). Intrinsic benefits refer to the personal achievements, such as professional growth and a sense of accomplishment, which may be more desirable to government officials and administrators as professionals at work. By contrast, extrinsic benefits refer to the tangible benefits, such as monetary, clean water and environment, tar roads, and streetlights, which may be more desirable to the citizens as the first-point beneficiaries of public service delivery. However, the government officials and residents need to influence the two main benefits of co-production. This serves as the primary motivation for the two partners to engage in a co-producing manner in the public sector policy decision-making. Hence, co-production results from motivating humans (government officials and residents) to act collaboratively.

1.2.3 Linking co-production and the Integrated Development Plan

The benefits of co-production, which may be the strong motivation for local communities to co-produce for personal and social benefits, can be in the intrinsic and extrinsic cores of co-production. However, co-production must be organised effectively in the planning and implementation stages. An established space, such as IDP in South African municipalities, is the most valuable and notable space in which effective co-production can be organised and managed. IDP, which is embodied in South African legislation, is a five-year management tool for planning and implementation, given the limited resources available at the local government level. Considering the need for greater involvement of ordinary citizens in the decision-making process of public policy and reducing the centralisation of power, the Integrated Development Plan is established in the South African local government system for progressive and meaningful inclusion of municipality residents in the decision-making process. The IDP process, as established by the Local Government: Municipal Systems Act 32 of 2000, is an integral part of the local government planning process. It involves the residents of a municipality in budgeting and planning. The establishment of IDP in municipalities is due to the conscious view of the limited resources available to municipalities.

Therefore, the IDP as a management tool is set to align the limited resources available to municipalities with the defined policies and objectives, as determined by the municipalities' officials and residents, so that resources are allocated directly to priority services (Dlamini & Reddy, 2018: 2).

After effective co-production in the IDP process, there is a need for leadership in co-production itself. Leadership in co-production will limit the many risks of anarchy within the IDP process for the management of effective co-production. However, this brings the question of who the leader of the idea of 'leadership' in co-production will be. Collective leadership is viewed as a leadership style in which leadership should no longer primarily be viewed as the responsibility and role of an individual. This is because co-production requires a range of actors who collectively negotiate a plan of action and decision-making (Schlappa & Imani, 2012: 4). The prevailing view of leadership in the concept of co-production is rooted in the perspective that leadership is a role of many individuals who are working towards the achievement of a common vision and mission. The public sector has a clearly defined vision and mission of public service delivery provision, which requires collective leadership, as co-production requires. Collective leadership, as defined within the perspective of co-production, refers to the building of 'collaborative capacity through intense group work in the pursuit of learning what can be achieved' and producing it together. Its core emphasis is underlined on collaboration, where the government and residents actively collaborate to enhance public services through the co-production of public and private interests and values that are mutually beneficial to the civil society and service providers (Khine & Shadid, 2021: 1). Co-production is vested in knowledge sharing between professionals and the so-called end users.

Susan et al. (2021: 12) held four workshops in Africa's urban cities, as part of their study, which 'interrogates the value of transdisciplinary research for bringing actors in these systems together to co-produce knowledge for inclusive and sustainable outcomes'. The authors hosted these workshops with the purpose of co-designing and sharing updated ideas. They aimed to further develop their ideas through activities that involved officials from water and electricity utilities; regulatory agencies; civil society organisations working in the areas of water, sanitation, and energy; and representatives of government departments at the city and municipal levels.

Managers must account not only to their superiors but also to the public. Masuku and Jili (2019: 3) assert that managers should inspire others to be responsive in the oversight role and policy formulation and implementation, to improve service delivery. The IDP guides municipalities to develop their plans by including all the resources and goods needed in a particular municipal jurisdiction (Van Der Waldt, 2014: 20). 'A healthy communication between the stakeholders and the municipal officials is needed to provide services effectively and to implement the public project without excluding any stakeholder.' (Ngilambi & McCubbin, 2017: 13) This intensifies the importance of co-production in public administration, to outline the benefits of citizens and public officials as co-producers in delivering public services (Mlamla et al., 2022: 45).

1.2.4 Theoretical framework

This study uses both the theory of participatory governance and Public choice theory (PCT). The theory of participatory governance is essential for various reasons, such as improving the legitimacy and trust in public institutions. Furthermore, it provides justice in decision-making by enabling those whose voices were never heard to express their concerns (Campagnari, 2020: 4). Co-production in policy decision-making is essential because of its comprehensive representation, and it provides decision-makers with practical, authentic knowledge that affects unique communities (Cohen-Blankshtain & Sulitzeanu-Kenan, 2021: 678).

The theory of participatory governance emphasises the imperative of involving citizens and stakeholders in the decision-making processes related to public policy and service delivery. It recognises that co-production leads to more inclusive and accountable governance, more beneficial policy outcomes, and improved service delivery. Fischer (2010: 2) asserts that the theory of participatory governance extends citizens' roles from being voters and watchdogs to being more deliberately and directly involved in pressing policy issues. The theory of participatory governance emphasises co-production in IDP to ensure that those at the grassroots level express themselves and make contributions that may lead to improved service delivery. It is perceived as an instrumental tool for human development by improving citizen competence, providing empowerment, and building capacity for decision-making on real-time policy issues (Fischer, 2010: 4).

Malemane and Nel-Sanders (2021:02) find that participatory local governance improves the support and ownership of public institutions by the local communities. This is essentially because many times, the design and development of public policies and programmes is left to government officials and supposed “external experts” who do not have the grassroots dynamics of the communities for which they design the policies. Henceforth, without a proper and clear participatory local government, the designed local public policies and programs are “bound to fail” due to the lack of local community ownership and support (Malemane & Nel-Sanders 2021:03). This view is further supported by Ouwencamp and Van Der Waldt (2024:1) where they find that municipalities in South Africa are struggling to adhere to their constitutional obligation to “foster” and implement successful community engagement in IDPs, as such policies designed excluding the community also fail. However, Makumu and Mlambo (2024:2) find that several members of the public participate in developing IDPs; however, although some participants are involved, there is still a significant number that needs to be made aware of how important it is for them to participate in IDP.

Public Choice Theory (PCT) conceptualises political behaviour through the lens of economic rationality, assuming that individuals, including public officials, politicians, and citizens, act primarily out of self-interest (Mueller, 2003). While often criticised for its reductionist view of human motivation, PCT offers a useful analytical lens when strategically applied to *co-production*, particularly within the Integrated Development Planning (IDP) framework. The central proposition is that co-production mechanisms can be designed in ways that align individual self-interest with collective service delivery goals, thereby incentivising meaningful participation.

In conventional critiques, self-interest is seen as a barrier to participatory governance, manifesting as apathy among citizens, rent seeking among officials, or clientelism in local politics (Ostrom, 1996). However, a more nuanced reading of PCT enables an instrumental logic: if self-interest is inevitable, it can be channelled *productively* through institutional design. For example, public officials may support co-production initiatives if doing so enhances their political capital, administrative performance metrics, or access to conditional grants. Similarly, citizens may participate in IDP forums if the perceived benefits, such as improved infrastructure, recognition, or future job access, outweigh the costs of participation (Bovaird, 2007).

In this light, co-production becomes viable not by suppressing self-interest but by structuring incentives to make collaboration rational for all actors involved. This requires moving beyond normative appeals to civic duty and toward tangible, interest-driven motivators embedded in IDP processes.

Several mechanisms can be introduced within the IDP process to harness self-interest:

- Performance-linked incentives for officials: Embedding citizen satisfaction or participatory benchmarks into municipal performance appraisals can motivate officials to support co-production not only in rhetoric but in practice (Wright, 2011).
- Tangible benefits for community participants: Offering community members stipends, skills certification, or priority access to services in return for sustained engagement in planning or monitoring phases can create rational incentives for participation, especially in low-income contexts.
- Reputational gains for private actors: Co-production frameworks can highlight corporate or NGO participation in IDP outcomes, offering reputational capital or tax incentives to businesses that align with community needs (Pestoff, 2006).
- Digital feedback loops: Leveraging digital platforms to transparently show how citizen input has influenced planning decisions can reduce the participatory fatigue often associated with top-down processes. This fosters a *perceived return on investment* in time and effort.

While leveraging self-interest can enhance co-production, it also necessitates safeguards. Without accountability mechanisms, self-interest may degenerate into elite capture or patronage politics, particularly in municipalities marked by factionalism (Piper & Deacon, 2008). Thus, incentive structures must be complemented by transparency, procedural fairness, and institutional checks.

The dissertation reframes self-interest, often viewed pejoratively within Public Choice Theory, as a design variable for institutional innovation. By acknowledging and structurally aligning the motivations of officials, citizens, and other actors, the City of Tshwane's IDP process can move toward more robust forms of co-production. This approach bridges rational choice logic with participatory governance aspirations, offering a pragmatic route to enhancing local democracy and service delivery.

Henceforth, by utilising the theory of participatory governance and the public choice theory, the researcher can analyse co-production in the IDP process in the City of Tshwane Metropolitan Municipality. These theories provide a framework for understanding the dynamics of co-production in the IDP process, the role of stakeholders, and the impact of participatory practices on governance outcomes.

1.3 Problem Statement

In South Africa's democratic local governance framework, *co-production* is conceptually intended to enable inclusive collaboration between government entities, civil society organisations, and citizens in policy design and implementation, particularly through mechanisms such as the Integrated Development Plan (IDP) (Bussu & Galanti, 2018). However, despite its normative appeal, the practical manifestation of co-production within the IDP process, especially in the City of Tshwane, remains ambiguous and largely under-realised. Evidence suggests that local participatory mechanisms suffer from weak implementation, characterised by low grassroots participation, limited institutional responsiveness, and ineffective communication strategies (Mchunu & Theron, 2015; Mukwevho & Mtapuri, 2014). These deficits undermine the democratic ethos of local governance and contribute to service delivery failures and public disillusionment.

Multiple studies underscore systemic weaknesses within the IDP process, including a mismatch between citizen needs and planning outcomes, budgetary constraints, and limited community engagement across the planning cycle (Mukwevho & Mtapuri, 2014; Asha & Makalela, 2020). Furthermore, the politicisation of the IDP process exacerbates these challenges. Inter-party competition, intra-party factionalism, and politically driven policy prioritisation distort the participatory intent of IDP processes in Tshwane (Piper & Deacon, 2008). Additionally, the technical complexity and inaccessibility of IDP documentation, coupled with the limited reach of information dissemination channels, further marginalise grassroots actors (Mlele, 2013). These dynamics collectively position the IDP as a top-down technocratic instrument rather than a genuinely co-produced developmental tool, contributing to persistent community protests and a crisis of legitimacy in municipal governance (Van Rooyen & Poe, 2016). There is, therefore, a critical need to interrogate the structural, institutional, and

communicative barriers that hinder co-production in the City of Tshwane's IDP processes.

1.4 Research Objectives

The aim of this study was to assess how co-production is factored into the IDP process in the City of Tshwane Metropolitan Municipality.

The following are the study's objectives:

- To contextualise the concept of co-production in the discipline of public administration
- To examine the key factors that facilitate or hinder successful co-production in the City of Tshwane's IDP process
- To assess the level of co-production integration in the City of Tshwane's IDP process
- To propose strategies for enhancing co-production in the City of Tshwane's IDP process

1.5 Research Questions

This study's research questions are as follows

- What is co-production, and how does it fit into the discipline of public administration?
- What is the level of co-production integration in the City of Tshwane's IDP process?
- What factors facilitate or hinder successful co-production in the City of Tshwane's IDP process?
- What are the perspectives and experiences of citizens, local authorities, and other stakeholders of the level of co-production in the IDP process?
- What strategies can be adopted to enhance co-production in the IDP process?

1.6 Research Methodology

1.6.1 Approach and design

Bryman (2016: 3) offers the perspective of 'social research' as a type of research concerned with research topics and questions related to social scientific inquiry, such as social policy and politics. As such, this research type is motivated by developments and changes in society. The current study deployed a qualitative research approach. The qualitative research approach is concerned with 'exploring and understanding the meaning individuals or groups ascribe to a social or human problem (Creswell, 2009: 22). The approach was advantageous for this study in data collection within the Municipality to a particular ascribed social and human problem. The advantage of this approach is that it does not rely on numbers or statistics within the Municipality but on the reactions from various relevant individuals, which can easily be collected through interviews. The 'data analysis inductively builds from particulars to general themes, and the researcher making interpretations of the meaning of the data' (Creswell, 2009: 22).

Subsequently, this study used the exploratory research design to understand the cause and effect of the invisibility of co-production in the Integrated Development Planning process in the City of Tshwane Metropolitan Municipality and its effect on service delivery provision in the City. Hence, exploratory research focuses on analysing and examining a less explored concept with less focus on theory, but more focus on a collection of data, to identify the patterns and events to explain the perceived occurrence of a situation. It focuses on exploring a phenomenon and uses interviews as a method for data collection. 'Exploratory research is conducted when not enough is known about a phenomenon and a problem that has not been clearly defined, and its theme is to tackle new problems on which little is known' (Boru, 2018: 4).

The advantage of selecting the qualitative method, as elaborated by Durdella (2020: 5), is that it is best suited for a study that is interested in exploring, examining, and describing, rather than testing, hypotheses and predictions. It explores institutions,

families, communities, and groups regarding a specific practice, thereby making it possible to analyse and interpret their reaction to that practice.

1.6.2 Data collection

Data collection by many researchers regarding any research topic indicates the critical point of that topic. This is because, from the initial steps of a research project, a researcher can develop a broad understanding the project's objectives and research instruments (Bryman, 2016: 10). Structured interviews with pre-determined questions are established to align with a study's sub-objectives. Therefore, data collection can 'entail different sorts of approaches regarding how structured or open-ended the implementation of the method is' (Bryman, 2016: 10). Hence, data collection includes the setting of 'boundaries for the study and collecting data through unstructured or semi-structured observations and interviews, documents' and the establishment of protocols for recording collected information (Creswell, 2009: 166).

Structured interviews are at the centre of data collection. They refer to the type of interview that is well prepared and arranged before the time of the interview itself. All questions are prepared in advance and structured to retrieve information that is aligned with the study. Participants vent on the subject in detail, and questions are aligned with the exploration and assessment of the Integrated Development Plan's co-production. The structured interviews were directed to the policy decision-makers in the City of Tshwane's IDP structure. Ryan, Coughlan, and Cronin (2009: 309) assert that interviewing is a strategic tool for data collection in qualitative research. Interviews gather participants' experiences and beliefs about specific research questions or topics.

Structured interviews were conducted with selected residents of the City of Tshwane to elicit their views on the subject matter. The structured interviews enable respondents to summarise their views on and feelings about the issues that are questioned. This enables retrieving the residents' accurate reflections regarding how they feel about co-production in the City of Tshwane's IDP process.

This study explored and analysed co-production in the City of Tshwane's IDP in the wake of contemporary challenges in providing public goods and services in the

Municipality. This was done by gathering residents' reactions towards the established IDP space for co-production, especially the main challenges that impede co-production in the IDP space. To achieve this, collecting data involving residents' actual reactions and behaviours towards exploration and analysis of co-production in the IDP process of the City of Tshwane is essential. Conducting structured interviews brings the advantage that the researcher can control the flow and line of questioning. The participants may provide valuable historical information about their lived experience with the subject topic at hand (Creswell, 2009: 167).

The participants can fully express their views about challenges that impede co-production and how the challenges influence their likelihood to co-produce in the IDP of the City of Tshwane.

For additional data to support the literature review, the study utilised documents to collect enriching data regarding co-production in IDP decision-making and service delivery, in order to determine its effectiveness and impact. Secondary data refers to the type of data that has already been collected and is available or under consideration for reuse to answer newly determined questions for which the existing data were not initially intended (Serra et al., 2018: 2). Documentary reviews refer to the more significant examination and evaluation of existing findings of research those other researchers conducted, which aid in providing a clearer understanding of the co-production in IDP decision-making. The four areas where reliable primary and secondary data sources can be found through existing documents include transparent government sources. Data can also be extracted from private international projects and reputable private entities and agencies, and through web scraping (Serra et al., 2018: 3).

1.6.3 Population and sampling

The main stages of population sampling include a clearly defined population target, selecting a 'sampling frame, choosing a sampling technique, and determining sample size which overall will lead to collecting data' (Taherdoost, 2016: 19). Population sampling involves taking a subset of subjects. It involves taking a subset of subjects that is representative of the entire population. This study utilised two target populations: the City of Tshwane IDP decision-making unit and the residents of the City of Tshwane.

The City of Tshwane IDP decision-making unit, as the first target population, fitted the study's data collection correctly, as the study intended to analyse co-production in the IDP process space in the City of Tshwane. This first target population was situated correctly to respond to the first-sight view of what hinders co-production in the IDP space within the City of Tshwane. It comprised decision-makers and primary custodians of the IDP space, rather than the rest of the officials and administrators of the City of Tshwane. The second target population was the residents of the City of Tshwane. The residents to take part in the study had to be the official residents of the City who were eligible to participate in the IDP process of the City and were directly affected by the service delivery provision in the City of Tshwane. The second population, as official residents of the City who were affected directly by the service provision in the City, were most appropriately situated to elaborate on the shared experiences with the process of co-production in the IDP of the City of Tshwane. Most notably, purposive sampling was utilised to select these two target populations.

As part of the inclusion criteria of participants, i.e., the population parameters, key criteria for participants in the study included being recognised as the official resident of the City of Tshwane or being a municipal official of the City of Tshwane Municipality in the IDP unit. The participants had to be gender-neutral and be 18 years old or above.

Sampling

Sampling is understood as selecting a fragment of the population of interest in a study. In other words, sampling refers to the subgroup of the whole population that is selected for data collection (Feldmann, 2014: 4). The type of sampling that was utilised in the current study is the non-probability sampling. The reason for such selection is based on the study's intention to answer specific questions of co-production in the IDP process of the City of Tshwane. Consequently, the method selected was objective on the type of sampling population required for the questions to be answered accurately. This type of sampling is essential to ensure that the selected population unit correlates directly with the study's objectives.

Furthermore, the non-probability sampling techniques utilised in the study are purposive and convenience sampling techniques. These sampling techniques are beneficial when one conducts research in a large geographical area, such as the City of Tshwane. Using convenience and purposive sampling techniques, the researcher could select the participant groups and narrow areas in the City of Tshwane as a reference point for data collection, as the selected areas are a representation of Tshwane. The sample size used was from two groups, namely Group 1, which comprised City of Tshwane IDP unit officials, and Group 2, comprising the residents of Tshwane.

As such, data collection of the residents was from three selected periphery areas of the City of Tshwane, which included Mamelodi, Soshanguve, and Atteridgeville. These areas are categorised by poverty, unemployment, and marginalised persons who need to benefit more from co-production in the integrated development.

Structured interview questions and questionnaires were used to gather qualitative data for the study. Structured-interview questions and questionnaires refer to a set of predefined questions that respondents must answer, and the questions must be simple and not complicated (Kumar, 2011: 125). The aim of this is to ensure that data are collected from a large group of people in a reliable and balanced manner. This is essential for easy reference when data are analysed. Subsequently, a structured questionnaire is described as a primary tool that is used for gathering qualitative data consistently (Roopa & Rani, 2012: 273). The population of the residents of the City of Tshwane was from local periphery areas that were identified to ensure that the credible size of representation was covered for the accuracy of data collection. The formulation of the question was straightforward and without any technical jargon that might be complicated for the respondents. The questions were designed such that they captured information about co-production in the Integrated Development Plan of the City of Tshwane.

Respondents from Mamelodi, Soshanguve, and Atteridgeville in the City of Tshwane Metropolitan Municipality served as the sample size. Twenty participants were selected from each of the identified townships. In consideration of the large geographical areas of the townships, participants were identified randomly.

The sample size is defined as an act of selecting the number of replicates of an entire population to participate in a study, or as a ‘mathematical estimation of the units’ of the population to be included in a study that may offer a fair representation of the whole target population (Kaur, 2017: 2).

1.6.4 Data analysis strategy

Data analysis is the process that involves the inspecting, cleansing, transforming, and modelling of raw data to uncover valuable information, in order to fulfil a study’s aim and objectives (Dawit, 2020: 1). Hence, after collecting reliable and accurate data successfully for one's study, the next step is to further extract valuable data and manipulate the necessary data that are objectively aligned with one's research (Ibrahim, 2015: 99). Various data analysis methods include but are not 'limited to content analysis, grounded analysis, narrative analysis, and thematic analyses’ (Kumar, 2011: 89).

A thematic analysis was used to analyse the interview and questionnaire data. Themes were coded to search for common responses regarding the perceived co-production process in the IDP in the City of Tshwane’s decision-making process, in order to explore co-production’s visibility. Thematic analysis is used in ‘qualitative research to organize and analyse complex data sets systematically’ (Dawadi, 2020: 62). A data analysis procedure tends to ‘center on identification, description, explanation, substantiation, and linkages of themes. By contrast, a theme refers to a central idea or subject in a talk or piece of writing (Kampira & Meyer, 2019: 4). The analysis style is appropriate for making sense of the reoccurring themes that may be found from the views of the study’s participants to form an overall view of the analysis of co-production in the IDP process in the City of Tshwane Metropolitan Municipality.

1.7 Limitations and Delimitations

Limitations are concerned with potential shortcomings or weaknesses, ‘which are often out of the researcher's control and are closely linked with the selected research design’ by the researcher (Theofanidis & Fountouki, 2018: 156). For instance, when a

researcher is 'exploring participants' responses to a survey, the researcher may be exposed and limited to a small geographical area that may not provide the overall scope of responses. By contrast, delimitations are conscious limitations set by a researcher. They are the defined boundaries or limits that the researcher places to achieve the study's aims and objectives (Theofanidis & Fountouki, 2018: 157). Delimitations in a study provide the audience with a researcher's reasons for selecting the study's methods and techniques.

The limitations of a study refer to the practical shortcomings that the researcher is exposed to when conducting the study. Thus, a limitation involved in structured interviews is the possibility of a pre-planned set of questions to be at a risk of being revealed before interviews. This may enable the participants to manipulate their responses and articulate a favourable narrative. As such, various limitations of structured interviews are the lack of spontaneity, as the more consistent respondents' answers may be irrelevant to the research topic (Rashidi et al., 2014: 29). Subsequently, limitations to structured interviews may result in data loss, as they are not feasible when they are not conducted face to face, because online platforms are used, and the language barrier is involved (Kakilla, 2021: 1). Additionally, structured interviews' limitations include potential bias in answers from participants concerning their perceptions of co-production in the IDP process in the City of Tshwane Metropolitan Municipality.

The limitation of using structured interviews lies in the fact that the questions are predetermined and focused on a single narrative, which restricts the participants' responses. While this approach helps ensure that the data collected aligns with the study's intentions, it can also limit spontaneous responses that might provide additional insights. During the interviews, many participants appeared nervous, likely due to the formal nature of the process, which may have affected their willingness to share their thoughts on topics like co-production and IDP.

In contrast, unstructured interviews allow participants to express themselves more freely. However, this style can be problematic for this type of study, as it may lead to

data that is too general and unfocused, ultimately making it difficult to achieve the study's aims.

Delimitations refer to the specific choices made by the researcher regarding the focus and scope of the research aims and questions. In this context, delimitations outline and define the parameters of the study, particularly concerning data collection (Miles, 2019: 7).

This study focuses on interviewing only the Integrated Development Plan (IDP) officials from the City of Tshwane, rather than involving all city officials and residents. This approach aligns with the objective of analysing co-production within the IDP process of the City of Tshwane Metropolitan Municipality.

The decision to interview residents from three specific locations within the City of Tshwane stems from the fact that these areas predominantly consist of marginalised and impoverished community members, who are the primary beneficiaries of co-production efforts. Therefore, selecting only the City of Tshwane IDP officials is crucial to ensure that the data collected comes from relevant officials who play a key role in designing co-production initiatives in the IDP. Randomly selecting all officials could dilute the effectiveness of the study.

1.8 Ethical Implications

Ethical principles of collecting data are essential for a reliable research result. In qualitative research, ethics embodies principles of right and wrong. The qualitative research phrase 'social research ethics' was coined as a set of ethical principles that must be upheld by social researchers when collecting data (Hammersley & Traianou, 2015: 2). These social research ethics correlate with the ethical considerations of making a study trustworthy and reliable, to ensure that the participants are more willing to participate in the study.

Voltelen et al. (2018: 517–518) assert that the various ethical considerations in conducting structured interviews that the researcher must include the following:

- Ensuring that the participants have a clear and sound comprehension of what participation means
- Providing the participants with an opportunity to select between individual or joint interviews
- Finding the suitable context for the interview
- Obtaining informed consent
- Ensuring confidentiality and safety

To ensure that these are adhered to, in this study, participants were given an option to consent to participate. A voluntary participation form was issued for participants to sign before the data collection. The form disclosed the purpose of the study. The participants' identity was made confidential. To ensure the neutrality and authenticity of the study, no form of incentives was offered to participants.

The study strived for honesty as part of the ethics process. This includes the honest reporting of data, the results, methods, and procedures utilised in the study. The study ensured that no data were misrepresented and fabricated to fit a favourable narrative.

1.9 Significance of the Study

Municipalities are viewed as an open and closed system that adapts to the needs of designated communities (Zwane & Matsiliza, 2022: 1). However, the plethora of challenges facing municipalities, such as service delivery protests, are the municipalities' common challenge, which is due to poor, slow, and unsatisfactory service delivery provision (Shaidi et al., 2014: 117). Much of that can be associated with the stagnant co-production in the IDP process, which prevents officials and residents from co-producing public goods and services.

The contemporary challenges of service delivery provision in the City of Tshwane warrant the analysis of co-production in its IDP process to establish a scientific

approach to addressing the contemporary challenges in the Municipality's IDP process. The gap in the recommendation of strategies that can be used to ensure visibility of co-production in the IDP of the City of Tshwane evokes the need for this study. The continual and increased service delivery protests and instability of governance due to the coalition government in the City of Tshwane, among other issues, result in questions on the extent to which this government leads to the failure of residents and officials to co-produce in the City of Tshwane Metropolitan Municipality's IDP process. However, the recommended strategies for newly found knowledge introduce a scientific practice that applies to all administrations in terms of applying and implementing co-production.

This study contributes to the broader scope of knowledge of co-production in public administration and its practice within South African municipalities. It adds new knowledge of factors that influence co-production in the IDP process in the City of Tshwane and, possibly, other South African municipalities. This knowledge will ensure that municipal residents and officials co-produce public goods and services.

1.10 Preliminary Framework of the Study

Chapter 1 provides the study's outline through various subheadings that briefly detail the study's rationale. The problem statement in this chapter elaborates on the area of concern that evokes the study's need. The research methodology section in the chapter focuses on how the study is carried out. The following section highlights the study's limitations and delimitations due to the selected research methodology.

Chapter 2 is the theoretical centre of the study. It contextualises the concept of co-production in the discipline of public administration. The chapter offers a wide range of theoretical perspectives that relate co-production in the field of public administration to the IDP process. In so doing, it assesses the level of co-production's integration into the City of Tshwane's IDP.

Chapter 3 evaluates how co-production is integrated into the City of Tshwane's IDP process. Based on the existing literature, the benefits and outcomes of co-production

in the IDP process are explored. Additionally, the chapter identifies the key factors that facilitate or hinder co-production success in the City of Tshwane's IDP process.

Chapter 4 offers the study's detailed research methodology. It examines the broader and narrowed significance of the methodology and the opportunities it offers to produce reliable study results, which will be used to devise necessary strategies and recommendations to enhance co-production in the IDP process.

Chapter 5 presents and discusses the study's findings, and Chapter 6 provides recommendations and a conclusion.

1.11 Conclusion

This chapter outlines the background, motivation, problem statement, research objectives, and questions for the study. It also highlights the research methodology used and explores its limitations and delimitations. This study analyses co-production in the City of Tshwane Metropolitan Municipality's IDP process. It contextualises the concept of co-production in public administration. The study assesses the level of co-production's integration into the City of Tshwane's IDP process, explores the benefits and outcomes of co-production in the IDP process based on the literature, and identifies critical factors that enhance or hinder the success of co-production in the City of Tshwane's IDP process.

Chapter 2: Theoretical Framework: Contextualising Co-Production in Public Policy and Administration

2.1 Introduction

The concept of co-production has various definitions, which largely refer to co-production as an extension of service delivery provision beyond the so-called professional and managerial administration to include the citizens as an important stakeholder in the co-production of public goods and services (Branden & Honingh, 2015: 1). The purpose of this chapter was to contextualise the concept of co-production in the discipline of public policy and administration. This was done by highlighting the historical perspective on public policy and administration. The perspective centres on a topic on the evolution of the discipline of public policy and administration, the theories and paradigms of public policy and administration, and the traditional models of service delivery in public administration. Furthermore, the emergence of co-production focuses on offering a definition and conceptualisation of co-production and focuses on a discussion on the foundations of co-production and the influential scholars of the concept. This is followed by theoretical frameworks of co-production and applications of co-production in public policy and administration. Subsequently, the role of stakeholders in public policy and administration is discussed. Additionally, the key stakeholders are identified, and the power dynamics and collaborations between the stakeholders are highlighted. The impacts of co-production in public policy and administration are assessed through the evaluation of the effectiveness and efficiency of co-production initiatives. The barriers and facilitators of co-production are discussed by assessing the cultural challenges found in adopting co-production and the strategies that are implemented to overcome those barriers.

The chapter contextualises the concept of co-production in public policy and administration. The concept of co-production is separate from participation. However, this chapter, in its further exploration and contextualisation of co-production, explores the similarities that may be the locus of co-production principles, as they exist in both participation and public policy and administration.

2.2 Historical Perspectives on Public Policy and Administration

The practice of public administration has been in existence since the beginning of civilisation, although it was not a formal academic discipline. The practice exists in all forms of government systems, such as democracy, republic, monarchy, communism, and dictatorship. Public administration refers to the execution of policies found in established state institutions for the provision of public goods and services. The executed policies are known as public policies, and they emerged in the 1960s from disciplines such as sociology, economics, political science, and many others (LeLoup & Potucek, 2019: 2). The term 'public' in public administration means a government that mainly focuses on government actions and activities, whereas 'administration' was derived from the Latin word 'administer', which means to serve, direct, control, care for, or look after people. This means that public administration is well known as the management of public affairs (Thapa, 2020: 2). By contrast, public policy refers to government actions that directly or indirectly affect citizens. Therefore, it involves policy choices, policy outputs, and policy impacts (LeLoup & Potucek, 2019: 2). The establishment of state institutions is aimed at managing public affairs. Whether favourable to the citizens or not, the public servants within those institutions, through execution of the duties, implement public administration.

Public administration is an evolving discipline with a variety of paradigms that categorise it to turn it into a scientific discipline that can be learned through theory and practised in the field. Ikeanyibe, Ori and Okoye (2017: 3) detailed the following paradigms of public administration:

- Paradigm 1: The politics–administration dichotomy, 1900–1926
- Paradigm 2: The principles of administration, 1927–1937
- Paradigm 3: Public administration as political science, 1950–1970
- Paradigm 4: Public administration as management, 1956–1970
- Paradigm 5: Public administration as public administration, 1970–present
- Paradigm 6: Governance, 1990–present

These paradigms are significant to the discipline and practice of public administration, as they are understood because many concepts are derived from each paradigm of public administration, such as co-production.

The same can be said about the evolution of public policy, considering its various definitions and paradigms as per its level of interdisciplinarity. The following are some of the common paradigms of the interdisciplinarity level of public policy from LeLoup and Potucek (2019: 2):

- Political science: focus on the process of how policy decisions are made
- Public administration: focus on the role of bureaucracy in shaping decisions and implementing policy
- Economics: focus on concepts such as instrumental rationality and comparative advantage
- Sociology: focus on class, status, and social issues
- Philosophy: focus on values, ethics, and logic of practice

Within democratic systems, state institutions are established and mandated to widely provide public services to citizens. These institutions achieve this by implementing public administration through executing public policy. Hence, co-production in public policy for state institutions must be collective and inclusive, especially to those at the grassroots level, for enhanced and direct delivery of public goods. The practice of public administration in institutions that are categorised by bureaucracy is faced with various challenges. In response to these challenges, the discipline of public policy and administration emerged. This discipline is deeply rooted in the development of a scientific practice of public administration for the execution of public policy in state institutions through intense and rigorous professional academic research and approach.

The academic research and approach of the discipline of public policy and administration is a vast discipline with various sub-disciplines that allows for a sophisticated analysis and practice of the wide execution of public policies through public administration. Thapa (2020: 2) defines the discipline of public administration as the implementation of public policy and an academic discipline that studies this implementation and prepares civil servants for working in the public service. The sub-

disciplines within public policy and administration are different and include public human capital, service delivery, public sector ethics, public participation, and co-production. Co-production as a sub-discipline of public policy and administration is essential because it strives for a collective and inclusive public administration approach in the execution of public policy within state institutions mandated to provide public goods and services.

The overwhelming argument is that because of the poor delivery of public services, there has been an unfortunate loss of trust in government institutions and public policies. This argument and perception have brought to light various concepts in the discipline of public policy and administration to restore trust in government institutions. Most of the concepts that are centred on restoring trust in government institutions stem from the *new public management theory*, *public value theory*, and *public choice theory*. One of the concepts that are derived from these theories is the concept of co-production. As a result, in the 1970s, Ostrom et al. (1996:1073) coined the term 'co-production', to "describe the possible relationship that exists between the 'regular' producer (street-level police officers, schoolteachers, or health workers) and 'clients' who want to be transformed by the service into safer, better educated or healthier persons" (Fledderus, Brandsen & Honingh, 2014: 4).

Further to building trust in government institutions through co-production, co-production has received greater attention in theory and practice, for the following reasons (Needham & Carr in Fledderus, Brandsen, and Honingh, 2014: 4):

- A decline in support of target-based and process-driven models of service
- Delivery
- A wish for higher service efficiency due to fiscal pressure
- An increase in the awareness of 'user-generated' knowledge
- A desire to strengthen local democracy
- A tendency to personalise social services through the effective participation of the people who use them

These summarised advantages indicate why and how the concept of co-production has received most recognition in the public policy and administration and the execution of public policy through public administration. It is important to assess co-production's

integration into the IDP process as a further step to not only contextualise it in public policy and administration but also explore its success and failure to strengthen local democracy in different countries.

The IDP process refers to the five-year budget and management tool used in South African municipalities for municipal residents and officials to work as co-creators in the provision of public goods and services. The Integrated Development Plan was established in the South African local government system for progressive and meaningful inclusion of municipality residents in the decision-making process. The IDP process, as established by the Local Government: Municipal Systems Act, is an integral part of the local government planning process, which involves the residents of the municipality in the issues of budgeting and planning. It applies to all South African municipalities, including the City of Tshwane Metropolitan Municipality.

To contextualise co-production in the discipline of public policy and administration, Chapter 2 appreciates that the ladder and continuum of participation is somewhat suited to further illustrating the visibility of co-production elements in them. It achieves this through the advocacy of partnership, control of citizens in the ladder of participation rungs, and advocacy in problem-solving and developed agreements in the continuum of participation within the discipline of public policy and administration. Aligned to those rungs and stages in the ladder and continuum of participation, the chapter makes an argument that contextualises co-production in the discipline of public policy and administration, as similar elements appear in concepts that are rooted in the disciplines. As a result, the ladder and continuum of participation are explained in the chapter to illustrate the differences and similarities that allow for the contextualisation of co-production in the discipline of public policy and administration.

2.3 Emergence of Co-Production

Wilson (1887), who is one of the founding fathers of the discipline of public administration, first named the discipline in his essay titled 'The Study of Administration'. His essay came at a time when the scientific study of administration was becoming a popular course in American colleges, proving that more sophisticated academic knowledge and research were required in the field of administration. The

discipline has become a fashionable subject because of the challenges that are experienced in the practice of public administration, which is an obvious part of government and state. Public administration needs a scientific approach to counter the contemporary and impending challenges. As a 'field of inquiry with a diverse scope' whose fundamental goal is to 'advance management and policies so that government can function', public administration is 'centrally concerned with the organisation of government policies and programs as well as the behaviour of officials (usually non-elected) formally responsible for their conduct' (Thapa, 2020: 3).

The scholarly discipline was called an administrative law by Lorenz Von Stein in 1855. Administrative law prescribes the correct and incorrect behaviour of officials and public servants in the practice of public administration. Lorenz Von Stein viewed public administration as administrative law that is the cornerstone of various studies that can be undertaken to identify the correct and incorrect actions that may be undertaken when practising public administration. The correct and incorrect actions can be established through scholarly research, and the correct actions can be prescribed as acceptable behaviour. With the research conducted on co-production in the IDP process, the recommendations can be prescribed as corrective actions that should be taken to yield positive results for practising public administration. This is emphasised by Rafal and Szczepania (2018: 120), who indicate that with the contemporary challenges in the practice of public administration, the concept of public administration as administrative law ensures that professionalism and capacity to act according to the principles of administration and the rule of law are upheld.

Public administration deepens the practice of public administration as an obvious government in action. Since its inception as an academic discipline in 1887, public administration has been concerned with the study of (a) structures of public organisations, (b) the administrative process, (c) bureaucratic behaviour, and (d) interactions in an organisational environment (Basu, 2016: 20). It allows for a more scientific and professionalised approach to practising administration in all spheres of government and aspects of public administration as practiced. Public administration offers wider research and scientific findings into the many aspects of sub-fields of the discipline and its practice in government. A popular scholar of public administration

Donald Kettl recommended three areas for future research in the discipline (Basu, 2016: 21):

- Administrative coordination
- Administrative effectiveness
- Administrative accountability

The field of co-production is an essential aspect of the discipline that is applicable in the practice of public administration at all levels of government. Its application in the practice aims for the public and authorities to co-produce and ensure greater administrative coordination, effectiveness, and accountability in the planning, implementation, and evaluation of public policies. The structures of municipalities are the closest form of government to the people and require constant research in the sub-fields of public administration. The sub-fields can apply to developing proactive responses towards the challenges that impede effective and efficient execution of co-production in the IDP process.

Provision of public goods and services refers to the process whereby government and public institutions supply goods and services to all members of society, often without a direct charge. In contrast, the production of public goods and services refers to the process of creating and delivering goods and services that are beneficial to all members of society and are funded through government funds obtained through taxation. There are various models where citizens produce goods and services without the involvement of government and municipality; this is typically referred to as community-based or bottom-up models. Not all goods and services under IDP are amenable to co-production. In theory, there are more amenable services such as load infrastructure maintenance, community policy, and solid waste management; however, there are less amenable services such as electricity grid management, specialised medical services, and urban planning with complex engineering inputs. In practice, the limitations include a lack of community capacity or interest, the power imbalances between the officials and citizens, and issues of political resistance and limited resources to sustain the engagement.

The discipline of public administration has passed through various paradigms. Basu (2016: 2–6) appreciates the paradigms in the discipline of public administration, as the first paradigm is the traditional model of public administration. This paradigm is based on the implicit assumptions of government as an autonomous actor, with government being accountable to political authorities or executives, and the civil system with established principles of uniformity and neutrality. The second paradigm is concerned with implicit assumptions of decentralisation of government affairs and lobby groups who demand more legitimacy in the public policy decision-making. With these demands and pressure came the design of the *new public management*, which advocated for a shift in values of public service towards efficiency, markets, and management. However, this paradigm was faced with a new, third paradigm of the concept of public value, which came with the view that public services have inherent social values that may not be determined by the private calculus of markets and cannot be separated from the public value on which they are measured. Hence, due to the need for customer focus as a way to improve the public value of government institutions, these paradigms are followed by newer paradigms, such as the *new public service* and the *role of the civil servant*, which collectively aim to ensure that public institutions meet the inherent social values.

It is important to consider that the study of public administration has various paradigms that produce various concepts that exist not only in the scholarly form but also in the application form. Hence, the analysis of co-production in the IDP process may lead to the greater need to understand the social value that the concept brings in scholarly and practice forms of public administration.

Among the influential scholars of co-production is Elinor Ostrom, who, together with her colleagues at Indiana University, had stated and offered the perspective that without co-production, public service delivery is highly compromised. Her reason for this was that efficient and effective co-production is dependent on the involvement of all stakeholders and citizens as one of the essential stakeholders (Cheng, 2020: 3). As such, co-production is underpinned by the following principles and values:

- The recognition of people as assets

- Taking full advantage of people's capabilities
- Reciprocal relationships between citizens and officials
- Peer support
- Clearing boundaries between delivering and receiving

2.4 Functions and Roles of Co-Production

The true role and function of co-production, which is applicable in all sectors of society, is the acknowledgement of the end users' involvement in the design and planning of the services and goods they utilise. The New Economics Foundation (NEF) acknowledges the following six functions and roles of co-production in public services in municipalities such as the City of Tshwane.

2.4.1 People as assets

This refers to the recognition of all people as equal and essential stakeholders in the design and planning of the objectives and end goals of the Integrated Development Plan in the City of Tshwane, rather than merely as passive beneficiaries of the objectives and goals of the plan.

During the process of data collection in the various areas or communities of the City of Tshwane, the lack of awareness of the concept of co-production by the residents of the City was underscored by the communities' lack of knowledge regarding the roles and functions of co-production, and how they could make it work. During the interview process, many had indicated that the concept was new to them, in terms of what roles it has and how essential they were to the functioning of the co-production process.

2.4.2 Enhancing people's capabilities

In the recognition of people as assets, it is important to acknowledge that all people have equally important capabilities. Subsequently, we can support the development of those capabilities for the benefit of all communities.

The lack of knowledge of the concept of co-production, as well as the resident's failure to co-produce with the City of Tshwane officials, indicates that the capabilities of people are not as advanced as they should be. The best approach to enhancing people's capabilities is to involve them in co-producing with the City of Tshwane officials. Thus, they can showcase the skills and capabilities on which the city can build. That is, through social innovation, citizens are enabled to participate meaningfully in local government through the co-production process (Bilijohn & Lues 2020:02).

2.4.3 Developing a two-way relationship

The ideal of co-production is based on a reciprocal mutualistic relationship with all involved, that is, the City of Tshwane officials and the IDP unit. A two-way relationship is an essential element in the co-production process. During the data collection and analysis processes, the community residents are often attempting to get a hold of the municipality for various needs and requirements. However, there is no holistic and profound effort by the municipality to ensure that it reaches out to the community as much as possible. This observation and analysis make it rather clear that the building and development of a two-way relationship to ensure co-production does take place is most unlikely the reality. Therefore, the role and function of co-production is not taking place. That is, co-production has two key concepts, that is, the collaborative concept and the collective concept, as said by Humphreys (2008) in Abeysekera (2015:24). The collaborative co-production creates a two-way relationship in the sense of ensuring that there is partnership between the company and the consumer to create a service or a product (Abeysekera 2015:24).

2.4.4 Peer support networks

Considering that the residents of the City of Tshwane will be recognised as equal partners, it is crucial that the City of Tshwane IDP unit officials and residents act as peers in co-producing the public goods and services, thereby encouraging the building of peer support networks.

Undoubtedly, if there is no two-way relationship between the residents and City of Tshwane officials, the two parties cannot be recognised as equal partners. This will make it difficult to have support networks between the two.

2.4.5 Blurring boundaries

This refers to the blurring of boundaries between those who design and those who receive products and services. Essentially, this means that the City of Tshwane IDP unit and residents must be open to each other stepping into the boundaries or scope of function, where necessary, to make suggestions from the experience of the others' role.

2.4.6 Facilitating non-delivery

This idea stems from the view of the government playing an essential role in facilitating and providing support for the end users to develop the necessary networks required to deliver public goods and services. In the context of the City of Tshwane, the IDP unit officials are key stakeholders in ensuring that the necessary support is available for the officials and residents of the municipality to suggest and develop networks through the Integrated Development Plan, whose delivery the City of Tshwane officials can facilitate.

Further to the understanding of the functions and roles of co-production, Needham and Carr highlight the following three levels of co-production that are important for its integration into the Integrated Development Plan of the City of Tshwane.

2.4.7 Basic co-production

At this level, people are inevitably participating in public services through the correct use of the services that are provided but do not influence how the services are delivered or designed. This is a problematic level of co-production because it typically ends up with dissatisfied end users of public services.

2.4.8 Intermediate co-production

This is when people who use the services have skills and experiences to offer for the improvement of public goods and services. However, the end users' suggestions are sought only if they help to deliver the services.

2.4.9 Transformational co-production

At this level, power and control must change to enable the service users to be actively involved in the planning and design of the public goods and services that are delivered to them.

2.5 Theoretical Frameworks of Co-Production

2.5.1 Co-production's perspective

There are growing calls for citizens to not only be included in government affairs as mere participants but also be directly engaged in government's policy decision-making as collaborative partners. Consequently, concepts such as co-production are becoming even more sought out for improved service delivery as a major mandate. Bovaird and Loeffler (2012: 1119) argue that co-production is a key driver towards the improvement of the most publicly valued goods and services. Furthermore, they state that it triggers a change in the behaviour of citizens and officials to prevent future problems. Bovaird and Loeffler (2012: 1119) add that citizens are often interested in co-producing a narrow range of activities that are genuinely essential to them, and in that their contribution is not wasted by government agencies by using it only as part of a checklist. This means that co-production in its theoretical perspective is concerned with actively ensuring that government officials and citizens are policy decision-makers. Hence, in its narrow form, co-production is the active involvement of individuals and groups in public service delivery (Verschuere et al., 2012: 1083). In its theoretical perspective, which deems its locus to be in public administration, three lines of interest of studying and understanding co-production emerge:

- The motives of co-production
- How co-production can be organised effectively
- The effects of co-production

Responding to the theoretical perspective of the motive of co-production is to appreciate that humans constantly act in their interest. Therefore, economists and researchers have come to appreciate that co-production is influenced by the public choice theory. The public choice theory is another paradigm of the discipline of public administration, which is somewhat concerned with the reduction monopoly of government entities that provide services. It tends to offer the public a wider choice of service delivery providers, because government officials can behave in a manner that fulfils their interest, rather than those of the public (Basu, 2016: 6). Through the design of systems and incentives that align individual benefits with collective goals, since public choice theory is based on the ideal that individuals act primarily on self-interest. That is, citizens will likely co-produce when they perceive direct personal gains, whereas officials will likely co-produce due to the perceived loss of control. This appreciation correlates with the view that people co-produce when they have a material interest in doing so. This view enables the people to act in the human nature of being optimal maximisers who co-produce when benefits outweigh the costs (Verschuere et al., 2012: 1087). The length of papers and research on the challenges of the effective delivery of public services to citizens indicates that co-production is a concept of practice and theory to many in the public sector and the discipline of public administration. However, beyond the human motive of the self-interest to co-produce, there is a belief that much of co-production may be appreciated for social value in the public sector and furthering normative values such as democracy, influence, and participation.

The understanding of the motives of co-production always makes it crucial to effectively organise co-production as a conceptual form that may ensure practice for optimal benefits for all humans in the public sector. This means that a discussion around the reasonable conditions for such effective co-production must be entertained.

Verschuere et al. (2012: 1089) considered the principles of Ostrom for the potential effective organisation of co-production, which are:

- Defining the boundaries of a resource (a neighbourhood in which safety is to be preserved and a school in which education is provided) and the group of its users
- Adapting the rules concerning the use and provision of a resource to the local circumstances (Who is entitled to what, and who contributes what?)
- Letting co-producers be involved in the decision-making, directly or through participation
- External authorities refraining from being too involved with the right of communities to organise themselves
- Developing a (social) infrastructure for resolving conflicts between the actors involved

Ideally, these principles are conscious of the reality that a practice of a well-thought-out concept or theory that involves humans' participation should be controlled and monitored for purposeful direction in the development of the co-production practice in the public sector. Ultimately, understanding the motives of co-production and how to make it effective leads to the perception that co-production yields quality service delivery. Moreover, it results in a democratic level of service delivery that does not discriminate, and greater accountability of all stakeholders involved.

Co-production moves beyond the mere situation of informing and consulting the public. Instead, its claim is on building synergies between the administration and citizens to impact and ensure quality service delivery that does not discriminate and allows for greater accountability of all stakeholders (Bartenberger & Sześciło, 2013: 5). Through the building of synergies, co-production intends to build long-term relationships where professionalised service providers (in public sector or any other sector) and service users make a significant contribution that may lead to the efficient and effective provision of services (Sancino, 2015: 6). Co-production in its conceptual form requires a non-centralised leadership style in government and governance. This is because social services or the public sector consists of complex structures that cannot be separated from their environment (Tuurnas et al., 2014: 2). Hence, co-production coordination in these complex structures of the network systems must prevail, in which co-production can be seen from a service management perspective. The network

systems that require co-production coordination are defined as the stable patterns of social relationships (interactions, cognitions, and rules) between the public and officials in complex policy issues or policy programs (Tuurnas et al., 2014: 3).

There is an important view that in response to the contemporary challenges of service delivery by the government and the increasing appreciation of co-production, there should be an open space for leadership sharing that must be solely controlled by the government. The reason behind the argument of shared leadership as a path for co-production is that co-production in its conceptual view is built on the ideas of public engagement, participation, and empowerment. This refutes the views of collective or distributed leadership. Collective leadership is perceived as the type of leadership style where leadership should no longer primarily be perceived as the responsibility and role of an individual, but that of various actors. This is because co-production requires a range of actors who collectively negotiate, plan, act, and make decisions (Schlappa & Imani, 2012: 4).

The idea of collective leadership in co-production is to explore and take advantage of the citizens' capabilities to resolve service delivery issues in their surrounding areas, especially at the local level. Hence, the collective leadership in co-production is among the factors that influence humans to co-produce in the belief that political and social change is possible, and that an individual citizen can be an agent of that change (Bovaird, Loeffler, Van Ryzin & Parrado, 2014: 4). In the economic systems where citizens are uncertain whether to advocate for more government or markets, co-production offers an alternative beyond the two. It achieves this by empowering citizens and administration to co-produce beyond the dependence on the government (political) and markets (financial) (Cheng, 2020: 1).

2.5.2 The Integrated Development Plan's perspective

The Integrated Development Plan is established in the South African local government system for progressive and meaningful inclusion of municipality residents in the decision-making process. This is done in consideration of the need for greater involvement of ordinary citizens in the decision-making process of public policy and the reduction of the centralisation of power. The IDP process, as established by Local

Government: Municipal Systems Act 32 of 2000, is an integral part of the local government planning process that involves the residents of a municipality in budgeting and planning. The establishment of the IDP in the local government is due to the conscious perception of the limited resources that are at municipalities' disposal. Hence, the IDP is a management tool that desires to align the limited and scarce resources in a municipality with the defined policies and objectives, as determined by the officials and residents of the municipality (Dlamini & Reddy, 2018: 2). As such, IDP has a potential to promote active citizens and officials' collaboration. This may lead to citizens and officials of the municipality co-producing, co-designing, co-creating, and co-evaluating municipal public policies for optimal service delivery.

From its theoretical perspective, the Integrated Development Plan should guide and inform the development activities of a municipality in its five-year period of relevant administration (Adonis & Van der Walt, 2017: 43). Hence, the Integrated Development Plan is recognised as the most important management tool through which service delivery and development of municipalities are driven and pursued (Adonis & Van der Walt, 2017: 43). Theoretically, the Integrated Development Plan in the national, provincial, and local government spheres derives from the strategic management vision of the relevant sphere, which details the goals and objectives for the provision of public goods and services. Therefore, in the first phase of the Integrated Development Plan, there is a correlation between the strategic management and planning of a municipality's strategic vision, mission, and values that are formulated to indicate and preserve the long-term vision of the municipality.

Furthermore, an argument is made that the Integrated Development Plan was designed and legislated in South Africa to align with another important principle in the South African public service, which is the 'Batho Pele White Paper' principle. The eight Batho Pele principles are listed as follows:

1. *Consultation*: Citizens should be consulted about the level and quality of the public service they receive, and, wherever possible, they should be given a choice about the services that are offered.
2. *Service standards*: Citizens should be told what level and quality of public services they will receive, so that they are aware of what to expect.

3. *Access*: All citizens should have equal access to the services to which they are entitled.
4. *Courtesy*: Citizens should be treated with courtesy and consideration.
5. *Information*: Citizens should be given full and accurate information about the public services they are entitled to receive.
6. *Openness and transparency*: Citizens should be told how national and provincial departments are run, how much costs they incur, and who is in charge of them.
7. *Redress*: If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation, and a speedy and effective remedy, and when complaints are made, citizens should receive a sympathetic, positive response.
8. *Value for money*: Public services should be provided economically and efficiently, to give citizens the best possible value for money.

The IDP was adopted in South Africa because of the government's intention and perception that the newly established policy of the Reconstruction and Development Programme (RDP) post the apartheid system in South Africa, and that for the RDP to successfully implemented, local structures must be able to effectively deliver basic services to their communities (Manzini, 2016: 8). The further argument that was made about the adoption of the Integrated Development Plan in South Africa's local government sphere was the overwhelming perception that during the government of national unity, the majority of local government structures and authorities experienced many failures in the delivery of social services, because of the disorganised administration's systems and overhaul of technical staff (Manzini, 2016: 8).

The Municipal Systems Act assumed the critical role of legitimising the Integrated Development Plan's role by committing each of the municipal councils in its term in the office to outlining the short–medium- and long-term developmental objectives and goals in a manner of strategic management of the municipality. By contrast, in the global context, the understanding and legitimising of the Integrated Development Plan stem from the perspective and belief that the Integrated Development Plan and similar concepts in other countries because of the second wave of the New Public Management (NPM) paradigm which advocates for the public service administration to be centred on the elements of democracy and citizen participation, strategic planning

and management, decentralisation, accountability for performance, and budget cuts (Manzini, 2016: 6).

The Integrated Development Plan is characterised by five characteristics, which are participation, strategic focus, integration, focus on those in the greatest of needs, and outcomes and delivery orientation (Petzer, Oranje, Van Huyssteen & Meyer, 2000: 18). In the context of the Integrated Development Plan, participation is concerned with 'deepening democracy', because it is aligned to the concept of co-production. Co-production deems municipalities to be in partnership with residents in their municipal planning, thereby ensuring that the functionality and administration of the municipality are co-produced. Furthermore, the strategic focus is concerned with the need for municipal planning to be strategic in its response to the problems of the municipality in connection with its limited resources. The integration is focused on the linkages between the sectors and between various stages in the planning process. Hence, it intends to integrate the vision, strategic development, project development, and monitoring of the implementation process. Subsequently, there is a concern about the focus on those in greatest need, which intends to address the economic and social imbalances faced in the periphery areas of the local municipalities. As such, the policy decision-making adopted in the IDP must indicate a clear intention to assist in empowering and improving the living conditions of the disadvantaged and always be tested against such objectives. Lastly, the outcomes and delivery orientation character is aligned with the belief that the Integrated Development Plan is not an achievement on its own, but a tool to assist municipalities with the achievement of the developmental goals that are enacted in the constitution. In other words, the Integrated Development Plan's success must be measured against its ability to promote democratic and accountable government, provide public services and goods to communities in a sustainable manner, and involve communities in the local government matters.

There is a growing appreciation that IDP, like co-production, as a management tool objectively intends to not only improve service delivery but also improve and sustain public service delivery. Due to this appreciation of IDP as not only a plan but also an implementation instrument, IDP is called a management tool. IDP is often refers to an integrated development plan and integrated development planning, Mathebula, Nkuna, and Sebola (2016: 72) differentiated 'plan' and 'planning' in the IDP by stating that the 'plan' is a tool that aids municipalities in their development mandates, whereas

‘planning’ refers to the actual instrumental implementation process, which combines the various functions of different government institutions in the local government. This combination of various functions of different government institutions has the potential for integration and co-production at the administrative level.

2.5.3. Rethinking Co-Production: Contrasts, Limits, and Alternative Service Provision Models

While the normative appeal of co-production within South Africa’s Integrated Development Planning (IDP) framework lies in its promise of participatory governance and inclusive service delivery, the practice is both uneven and constrained. This section expands the analytical scope of co-production by examining three underexplored dimensions: (i) contrasting state-led co-production with citizen- and market-driven service production, (ii) exploring models where citizens or private actors deliver services independently of the state, and (iii) interrogating the extent to which all goods and services are amenable to co-production.

Contrasting State-led Co-production with Citizen and Market Alternatives

Co-production is traditionally understood as a collaborative arrangement in which citizens and public authorities jointly design, deliver, or monitor public services (Bovaird, 2007; Brandsen & Honingh, 2016). However, this definition is often too narrow to capture the full complexity of service delivery ecosystems, particularly in contexts where non-state actors play a prominent role. In South Africa, these include not only civil society organisations and NGOs, but also corporates and organised citizen groups, each of which operates along different logics of provision.

Homeowners Associations (HOAs), for example, routinely undertake functions typically associated with municipal government, including refuse removal, street lighting maintenance, and security services. These initiatives are usually financed through levies, governed through private contracts, and often operate in gated communities or high-income areas (van den Berg & Drewes, 2020). While these may not constitute co-production in the strict sense, given the absence of direct municipal collaboration, they represent **parallel provisioning** models that may displace or substitute for public service delivery. Similarly, corporate actors engaged in public-private partnerships (PPPs) or direct investment in housing and infrastructure projects often drive local

development priorities in ways that eclipse public planning processes, raising questions of accountability, equity, and public control (Petersen, 2014).

The distinction here is crucial: while co-production implies reciprocity and shared authority, many non-state-led arrangements represent **privatised or fragmented governance**. As such, they challenge traditional state-centric views of local development and demand more pluralistic conceptions of governance in the IDP context.

The idea of participatory governance is to enhance the ideology of democracy itself through improved third sector participation in public policy decision making, the idea is to allow and give citizens the choice and opportunity to be active actors in the “exercising of their voice and vote in public policy decisions” (McNulty & Wampler 2015:3), but it is not emphasise on the ideal of it being compulsory as compared to the concept of co-production which tends to step away from the idea of opportunity and choice but to say, the public and government must co-design, co-produce, co-implement, co-evaluation on public policy decisions. Similarly, can be said about public choice theory towards co-production as stated by Pestoff (2018:28) it stands on the idea that individuals tend to have idea of “freedom of choice” weather to work together with each other , that being the government officials and common citizens if they stand to self-gains, although it puts forward the idea of working together as it is in the concept of co-produce, it does not put fully emphasis on that they government officials and citizens must co-design, co-produce, co-implement and co-produce on public policy decisions for improved provision of public goods and services, as it where under the concept of co-production.

Citizen-led production without reference to the Municipality

Beyond corporatised arrangements, there are also citizen-led models where communities act autonomously to meet local needs, particularly in contexts marked by municipal incapacity or distrust. Drawing on Ostrom’s (1996) theory of “self-governance of common pool resources,” these grassroots practices demonstrate how communities can generate public value outside of state structures. In informal settlements, for instance, residents often organise around basic needs such as water

access, waste management, or community safety through *stokvels*, savings groups, or informal associations (Mitlin, 2008; Satterthwaite & Mitlin, 2014).

Such cases illustrate what Cornwall and Gaventa (2001) describe as invited versus claimed spaces. While co-production under the IDP framework generally occurs in 'invited spaces' formal participatory structures enabled by the state grassroots actors may create their own 'claimed spaces' where the state is absent or ineffective. These practices often lie outside municipal visibility, but they are no less significant in shaping the realities of local development.

However, these autonomous forms of service provision also carry risks. They may reinforce inequalities by entrenching service quality differentials based on residents' organisational capacity or economic means. They can also lead to governance fragmentation if not linked to broader planning and regulatory frameworks (Mukwevho & Mtapuri, 2014). Thus, the existence of citizen-led models without state involvement underscores the urgency of rethinking co-production as a spectrum of governance, rather than a singular model.

Are All Goods and Services Amenable to Co-Production?

A critical oversight in co-production discourse is the assumption that all public goods and services can be effectively co-produced. In practice, the feasibility of co-production varies based on the technical complexity, scale, and governance requirements of the service in question.

Brandsen and Honingh (2016) propose a distinction between relational services and technical services. The former tends to benefit from citizen involvement due to their interpersonal and context-specific nature, while the latter are typically less amenable to meaningful co-production due to the expertise, capital investment, and regulatory compliance they require.

Within the IDP framework, this distinction becomes particularly salient. While communities may contribute meaningfully to identifying needs, co-designing public spaces, or participating in environmental management, they are far less equipped to engage in high-level infrastructure planning or utility services procurement. The scope for co-production is thus circumscribed not only by institutional openness but also by the nature of the service domain itself (Pestoff, 2006).

Furthermore, co-production risks becoming tokenistic when structural constraints are not addressed. These include asymmetries in power, access to information, literacy levels, and political legitimacy, particularly in complex urban environments like the City of Tshwane (Mchunu & Theron, 2015; Asha & Makalela, 2020). In such settings, public participation without enabling conditions may reinforce disenchantment and reduce trust in governance.

The consensus of who is responsible for the provision of public goods and services is that the government is generally responsible for such, merely because public goods such as public hospitals are non-excludable. Furthermore, the co-production of public goods and services is agreed to be a shared responsibility between the public and government, and often includes non-profit organizations and the private sector as well. For example, the policy-community policing forum, where citizens help to provide public safety along with the police. After the agreement was made on the disagreements of who is responsible for the provision of public goods and services, the agreement centres on government versus private sector, and the effectiveness of the provision of public goods and services based on the availability of resources. In terms of who is responsible for the co-production of goods and services, the underlying issue of disagreements is merely on key points of first, the extent to which citizens can be involved, and secondly, what therefore will be the role of government, and thirdly there is a concern of equity vs efficiency, most critics of co-producing are concerned that it may somewhat worsen inequality, but those that are proponents of it argue that it will improve the efficiency and responsiveness of public goods and services provision. In terms of IDP, the general agreement that is believed to have for the provision of public goods and services is that it carries improved coordination, better resource allocation and citizen participation, and a strategic long-term planning. Whereas the disagreements are that it generally has implementation challenges, and limited impact in practice as well as uneven participation.

Implications for the IDP Process in Tshwane

Taken together, these critiques suggest that while co-production is a valuable normative goal, it must be approached with analytical rigour and contextual sensitivity.

The City of Tshwane's IDP processes would benefit from an expanded framework that recognises multi-actor governance ecosystems and accommodates diverse forms of service production. This includes not only enhancing formal participatory structures but also engaging more systematically with informal citizen-led initiatives, private actors, and NGOs operating in parallel to state processes.

Moreover, differentiated strategies should be employed for co-production depending on the nature of the service. Planning processes should distinguish between areas where community input can shape design and outcomes (e.g., social infrastructure, local planning) and those where technical and fiscal constraints necessitate centralised coordination. Ultimately, a more pluralised and realistic conception of co-production, grounded in both theoretical nuance and empirical diversity, will enable more adaptive, inclusive, and effective governance under the IDP framework

2.6 Applications of Co-Production in Public Policy and Administration

Saile and Ramolobe (2023: 23) argued that the co-production of public services enhances a mutualistic relationship between the government and citizens, because the citizens play a central role in the design of public service delivery provision. In the results of the study, the authors highlight that co-production is a strategy for enhancing citizen engagement and participation, and this is done in four ways from the citizens' end. Citizens engage with the government as voters, citizens, end users, and organised partners. The government promotes public trust through the co-production of public services, because the increased level of co-production may improve the level of public trust in which the councillors are taking a keen interest in ensuring accountability in public service delivery. This is aimed at enhancing the level of co-production of services, which is essential to the restoration of trust and confidence in local government, as the decline of service delivery provision often undermines the trust and confidence in the local government (Saile & Ramolobe, 2023: 23). The benefits of co-production for the local government and community, as a long-term relationship between the government and citizens, come in four stages of co-production. Stage 1 is co-planning, where service delivery outputs and beneficiaries are determined and prioritised, and resources to be used are selected. Stage 2 is co-

design which is the creation, planning and the overall arrangement of public services. Stage 3 co-delivering, which involves the administrators, legislators, and citizens working hand in hand for the delivery of public services, and Stage 4 is co-evaluation, which comprises the citizens' involvement in the observation and assessment of public services provided (Saile & Ramolobe, 2023: 35).

Considering the findings and case study by Saile and Ramolobe in their study, the below arguments form a comparative analysis in which co-production, as theorised and practiced in various contexts, works and what results are produced. Participation Ladder: Theory

2.6.1 Non-participation

The lowest rung in the ladder of participation, as coined by Arnstein, is the most worrying rung in the ladder, as it is categorised by the manipulation and therapy of residents by government officials in the spaces of participation. The rungs are shaped by the context in which citizens, as participants in the spaces, are not involved in the development of products and the agreement. The lowest rung is non-participation by the citizens, which indicates the one-sided decision-making in the participation spaces. It serves as a single stream of communication by officials to educate and cure participants. Hence, there is no opportunity for co-production between the citizens and residents.

Arnstein (1969: 218) views the manipulation aspect in the ladder of participation as a 'public relations vehicle' that is used by municipal officials in the South African context to engineer the support of policies. These policies are formulated and expressed as too beneficial to the residents with no need for modification. Thus, they eliminate the opportunity for the two parties to co-produce. This aspect of participation is hidden behind slogans of information gathering, public relations, and support as a functionary component in the participation spaces, such as IDP. This is a faulty functionary component that bears the failure of the co-production process in the policy decision-making process. A common excuse used for such manipulation is the view that administering co-production is a much more complex and difficult task because co-production requires citizens to participate with no experience. However, what government does in the form of public policy and administration requires a technical

and skilful aspect of public servants and officials who are great thinkers and who possess the understanding of policy decision-making (Eckerd & Heidelberg, 2020: 133). Hence, public administrators as the implementers of public policy are the ones who set the agenda of co-production in the IDP. This includes how the process will take place, where, and at what time. The government officials shape this to decide on the value of co-production, during the policy decision-making process (Eckerd & Heidelberg, 2020: 133).

The acceptance that participation is crucial in planning and policy decision-making is overshadowed by the manipulation aspect of the ladder. Government officials and public administrators as public policy decision-makers are hesitant about making citizens crucial decision-makers. Therefore, the citizens are often limited to alerting the officials about a problem, but not the solving of the problem. This is the argument placed for this to indicate the public officials' attitude towards the turnout of other participants (Migchelbrink & Van de Walle, 2020: 271). The argument that is made regarding a low turnout of participants in the participation spaces, such as IDP, is that the number of the other participants is not significant enough to provide a greater and wider input from the community. Consequently, an argument is made that a higher turnout is sometimes not controllable, and that inputs vary beyond a concise summary for proper inputs. Hence, policy decision-makers may choose not to use the other participants' inputs (Migchelbrink & Van de Walle, 2020: 271).

Therapy is understood as the healing of mental and emotional issues that affect an individual or group of people. This understanding of therapy is good for people who are affected, but it is problematic if utilised in participation spaces with participants who are keen to give input towards the policymaking process. However, officials reduce citizens to patients within the participation spaces, thereby eliminating the opportunity to co-produce with citizens. Arnstein (1969: 218) regards this as a 'dishonest and arrogant' form of approach in the participation spaces. This kind of co-production provides the people at the grassroots level with little to no power to have greater decision-making in society. However, in this rung of participation, where officials view citizens as powerless people who need curing of their pathology, involves miseducation that citizens have technical skills for policy decision-making. In the context of political and policy decision-making, the therapy for this form of non-participation is the power relations in which officials would allow citizens to contribute

to the decision-making within the participation spaces (Buccus, 2021: 1). Often, the spaces are saturated by power relations where the poor are viewed as inactive members of society, and their input may not be fully considered for the betterment of society through policy decision-making. Hence, the group therapy in the spaces is meant to heal and cure the participants from the supposed lack of knowledge.

The power relations that are centred on the economic and social marginalisation of the people at grassroots level, where those at the grassroots level are only in the participation spaces for group theory with little or none of their inputs considered, amount to a 'democratic illusion' (Buccus, 2021: 3). In developing nations, citizens, especially those at the grassroots level, make little contribution because they are viewed as uneducated, lacking the proper technical and skilful standing to make key decisions that will be effective to their municipalities. The acceptance of co-production as the cornerstone of inclusivity in a democratic society is faulted by the democratic illusion of participation that may explain the lower service delivery turnout. This underperformance is due to the absence of co-production in the IDP and the greater presence of therapy in the participation spaces. Ideally, co-production consists of open debates, consultations, and exchange of information, but these aspects are not applicable in the rung of non-participation.

Participation is often recognised as a procedural instrumental policymaker that can shape policies (Bobbio, 2019: 41). This recognition may push the view that policymakers or government administrators are at the centre of shaping the policies. This results in the view that the people at grassroots level are not likely to give significant input during co-production. People's input may be discarded, and group therapy issued to the people. This recognition appears to fail to recognise the importance of inclusive co-production, which may lead to the unique design of the policymaking process. The failure to recognise co-production as an instrumental tool for policymakers is even more conflicting in that it frames the policymakers or government administrators as people who can choose to be included. The policymakers decide to include citizens who then entrust them with the final decision-making process (Bobbio, 2019: 42). This indicates that the overall, co-production is dependent on one group of people and their attitude towards a current public participation space. Hoppe (2011: 16) in Bobbio (2019: 43) argues that in common, modern, and democratic societies, co-production has become a mantra and common

practice, and that these societies are going through a participatory revolution. However, there is little evidence that the participants are actively involved in the final policy decision-making process. Although their physical presence may seem to be evident, co-production does not happen.

The low rung of non-participation is categorised by manipulation and therapy conflicts with the values and principles of democracy that are keen on ensuring collective and inclusive governance. It has levels of government and its spheres and established participation spaces, such as IDP. This rung views people who are powerless and do not fit on the correct power relations rung as individuals who need curing and are unable to engage in co-production for the betterment of society through final policy decision-making.

2.6.2 Degrees of tokenism

Tokenism is the middle rung of the ladder of participation, as coined by Arnstein, and is categorised by information, consultation, and placation. The middle rung is not far from the low rung, as the explanation of tokenism implies the practice of attempting to do something by effecting a symbolic representation of the marginalised or those at the grassroots level. Tokenism forms a narrative and perception of inclusivity around the symbolic effort. The challenge faced by citizens in the process of tokenism is that they have no power to ensure that their powers are fully considered. However, this false perception of representation does yield co-production.

Being informed about one's constitutional rights, responsibilities, and options as a citizen may sound like a correct step towards legitimising co-production. However, the informing step in the tokenism process is found to be a one-way flow of information where government officials and public administrators convey information to the citizens (Arnstein, 1969: 219). The tools that are used for such a one-way flow of information include social media, newspapers, radio, and posters. These are common tools in South African municipalities.

The informing aspect of tokenism creates a public relations approach in which the government officials are concerned with feeding the citizens with information about decisions that they make in the government offices, in the citizens' absence. However,

the symbolic effort that characterises the participation spaces, such as IDP, may appear to be co-production taking place, but it is a mere reflection of tokenism. On the design of co-production (Fung, 2015: 514), the researcher sought to find three things about co-production: who the participants are, how they communicate and make decisions, and what influence they have on the results of public policies and actions. Fung (2015) aimed to answer these questions through the aspect of informing as part of tokenism. Little can be said on behalf of citizens' ability to co-produce, what they communicate, and what influence they have on policy decision-making. Considering the mechanisms of participation spaces, public hearings and meetings remain the prominent place in which co-production may take place in its traditional and conventional way of conveying information, where government officials and administrators still undertake the central role of informing the public (Fung, 2015: 515). However, an argument is made that the meetings remain the best form, and that they are open meetings where participants are self-selected if they have the utmost interest in the topic. This view pays no regard to the way information was communicated to the citizens during the arrangement of the public meetings, which may misdirect their interest in co-production.

The argument made for the benefits of the role of information in participation spaces, such as IDP, is that informing the participants ensures knowledge transfer to the participants (Gudowsky & Bechtold, 2013: 6). The types of knowledge that is transferred during the informing aspect of tokenism include the systems knowledge, the target knowledge, and the transformation knowledge. The systems knowledge is concerned with questions that relate to the genesis and potential for further development. The target knowledge is concerned with questions that are related to determining and explaining the needs for change, desired goals, and improved practices. Subsequently, the transformation knowledge is concerned with questions relating to the technical, social, legal, cultural, and other potential means of acting that aim to transform existing practices and introduce desired ones (Gudowsky & Bechtold, 2013: 5). The most notable aspect of the knowledge that can be transferred during co-production in the integrated development is how it is transferred or citizens are informed about it. Furthermore, it is essential to note that co-production must go beyond the informing aspect or transfer of knowledge. It is concerned with the requirement of genuine co-production between citizens and authorities through which

they can interrogate and interpret the knowledge transferred to consolidate inputs that can be utilised in the decision-making process.

The tokenism aspect of informing is concerned with the transfer of knowledge to educate and cure the powerless in the participation spaces of the Integrated Development Plan. The quality of information transferred to citizens depends on its impactful ability to grant citizens and authorities the opportunity to co-produce. This means that the transfer of knowledge that does not grant them the opportunity to co-produce in the IDP sheds little or no value on collective policy decision-making. Gudowsky and Bechtold (2013: 7) concede that the three bottom rungs of the Arnstein ladder of participation in the co-production context cannot be considered as quality information flow that grants the opportunity to co-produce in the Integrated Development Plan.

Co-production is aligned with how participants can fully interpret, critique, and interrogate the information transferred to them. It is also concerned with whether their full interpretation, critique, and interrogation of the knowledge transferred is considered valid inputs in policy decision-making. However, consultation participation, where citizens are reduced to mere customers to whom new knowledge and final decisions are shared, cannot be fully regarded as co-production in place for collective policy decision-making. In consultative participation, participants, even when they are asked for opinions, citizens' opinions are not fully considered when they are not aligned with policymakers' thoughts and. Therefore, these inputs cannot be accepted for final policymaking (Corgnet & Gonzalez, 2014: 560). The common consulting methods used in municipalities include attitude surveys and neighbourhood meetings aimed at statistical data collection. Participants' inputs are reduced to the idea level, and participation remains a formality (Arnstein, 1969: 219).

Consultation participation as an aspect of tokenism is focused on consulting participants and obtaining support on fully concluded decisions by policymakers. Hence, it has the intention of gaining approval or disapproval from the participants. However, because the knowledge transferred is based on fully concluded policymaking, the government administrators and officials in the municipality tend to focus more on the approvals. They ignore the disapprovals and consider them to be due to inadequate technical and skilful expertise from the powerless. Consultation

participation fits directly with the view of tokenism being a symbolic effort that has little or no regard for the inputs made or is attempted to be made by the people at the grassroots level. Therefore, it does not open a room for co-production. In other words, the consultative participation is faced with a dilemma where co-production in the participation spaces is approached as a 'do not ask me if you will not listen' situation (Corgnet & Gonzalez, 2014: 561). Babcock and Loewenstein (1997) in Corgnet and Gonzalez (2014: 562) view the cause of this as the well-documented behaviour of self-biases by government administrators and officials that conflate what is fair with what is beneficial to them. The consultation aspect of tokenism means the policy decision-makers must view the inputs of the participants in an integrated development plan as beneficial to how they can manage execution, the budget, or other self-interest elements before they can consider them. Failure to view the inputs as beneficial is not considered.

Placation is the centre of power relations based on race, class, education, and income in the participation spaces, such as the Integrated Development Plan, that affects the progress of co-production negatively. Therefore, it results in no sense of influence by citizens, which is, unfortunately, restricted to the few who are deemed worthy and valid. Arnstein (1969: 220) illustrates this as a rung of tokenism, where citizens have some degree of influence, but tokenism is still present. Here, the strategy used by officials is to have a few hand-picked wealthy individuals, or favourable organisations or forums to give input that is regarded as a holistic input. This is again another form of a symbolic effort under tokenism where only the favourites can have a say or an input that is illusory and treated as an input made by or on behalf of the community. It disregards the reality that various members of the community may not be aligned with that organisation or forum.

Because of this illusory co-production that is accelerated by placation, many members of society are excluded from co-producing. Therefore, their concerns are excluded. However, certain scholars think that placation can be an important tool for enhancing co-production where one group of members of society, including the youth, can be represented and speak in a uniform voice in the IDP spaces. Botchwey, Johnson, O'Connell, and Kim (2019: 255) are of the opinion that due to the decades of neglect of the youth in the planning and decision-making processes for co-production, the placation in the tokenism phase can be utilised for a uniform voice by

the youth. A youth organisation or forum can be granted an opportunity to co-produce in the integrated development space on what it represents based on the benefits of co-production for the youth of a specific community.

The placation aspect of tokenism may appear to be a two-sided form of co-production that may have advantages and disadvantages. However, a classification of a degree of tokenism is worrisome when one considers the symbolic effort of the forum or organisation that is placed in the Integrated Development Plan as a representative of certain members of a society. The leaders of such a forum or organisation may also be complicit of using the consultative participation when addressing its members behind closed doors. Nevertheless, an emphasis is made that placation carries with it the ability to ensure that the neglected members of society, such as women, the youth, people living with disabilities, and the poor with common service delivery needs, can unite as a uniform group. In this way, they can articulate their outcry in one powerful voice that can be considered important in the planning processes (Botchwey, Johnson, O'Connell & Kim, 2019: 257). Although placation is a degree of tokenism, its potential, if utilised correctly, can emerge to the partnership rung on the ladder of participation. In this ladder, members of society with similar outcries can be used through organisations or forums and speak with a uniform voice in the Integrated Development Plan for co-production. However, the shortfall of this is the lack of certainty that in the organisations that may be created or have the potential to be created for placation that can lead to co-production of the third sector in the IDP. There is no apparent evidence of the masses giving valuable or recognised input in their organisation.

A prevailing argument that tends to favour placation in IDP is underpinned by the belief that when participation spaces allow for individual members of society to raise their views, such rarely occurs as co-production. This is because of the well-organised minorities in the society and vocal individuals with extreme objectives that dominate the spaces, and the most neglected members of the society are continuously neglected (Ianniello, Iacuzzi, Fedelle & Brusati, 2018: 15).

2.6.3 Degrees of citizen control

The rungs that are contained with the degree of citizen control are the most desired rungs on the ladder of participation. They include parenthood, delegated power, and

citizens' control. Partnership is one of the most desired rungs. It is characterised by an explicit accord between citizens and government administrators to share powers towards the planning and decision-making responsibilities in the joint policy structures and committees (Arnstein, 1969: 221). The partnership opens a dialogue where the various stakeholders are valuable to each other towards the final decision to engage in co-production. In this scenario of citizen control, citizens are valued as equal partners to the government officials, and there are equal views and inputs towards final policy decision-making.

Shared governance is underpinned by a strong partnership between internal and external stakeholders that can engage in collective decision-making. Hence, partnership governance can be interpreted from two points: decision-making and important partnership activities (Chen, 2021: 1305). The partnership activities can be mirrored in a decision-making process in which an important partnership activity is accepted by the citizens and government administrators. However, partnerships are not immune to turbulences that may delay the effectiveness of partnership-promoting co-production. Although the turbulence is vast, the prominent cause of turbulence and tensions is each other's mistrust. Jones and Barry (2018: 16) are of the view that mistrust can make partnership working difficult, if not impossible, whereas a partnership that is underpinned by full trust contributes to massive achievements, as opposed to working alone.

To resolve the turbulences and tensions in partnership, which are inevitable, to ensure that co-production prevails, there is a need for a neutral administration network organisation that is solely focused on operations and objectives (Chen, 2021: 1301). Partnership for co-production is vested in building consensus between citizens and government administrators and trust that each party, especially the public servants responsible for the implementation of agreed policy decisions, will uphold the developed consensus. Mistrust is a result of those in power, who tend to hang on to power and gradually move to trusting the idea of power-sharing through partnerships.

Citizens as electorates hold much more power than they appear in ordinary participation spaces. At this level of the ladder, a delegation of power expands to the possibility of citizens having the dominant decision-making authority over a programme and using that as a measure to hold the government officials and administrators to

account in each implementation stage (Arnstein, 1969: 222). This links to the placation stage, where a united group representing certain members of society can speak in a uniform voice in the IDP to have a dominant say on specific parts of a programme or policy that directly affects them the most. The dominant approach enables citizens to direct the direction of a programme or policy that is essential to them. Participants can use such dominance to bargain policy decision-making, rather than succumb to the pressure from government officials and administrators. Power delegation is essential to co-production and sums up to the view that power should not be concentrated on one leader or government officials but must be distributed among various stakeholders in the spaces available. In this case, it should be distributed towards a collective policy decision-making (Sloof & Von Siemens, 2018: 2).

The spaces of participation depend on greater information sharing, not a one-way transfer of knowledge. The information sharing between the citizens and government officials is crucial to the correct decision-making process. Delegation of power, where citizens are equal to the government officials in decision-making, provides a convincing space where decisions to be taken are of greater interpretative information shared between the various relevant stakeholders in the participation spaces. Sloof and Von Siemens (2018: 2) emphasise that when power is kept and concentrated, there is a greater risk of losing initiative and proactiveness. Hence, for better progressive results, one should not focus on not only the designed leader or government officials for leadership, but also the other stakeholders who make up a team (D’Innocenzo, KuKenberger, Farro & Griffith, 2021: 2). Explicitly put, the participation spaces are vast in terms of ideas that can be shared, and it is important that all participants’ suggestions are heeded to facilitate innovation.

Citizen control, as the most desired rung on the ladder, is highly driven by people’s unique needs and the fulfilment of those needs. The idea of citizen control is a strong and direct component of democracy. In other words, it is the will of the people by the people. Although the citizens cannot achieve absolute control, the desire is possible control of the policy or managerial aspect of the programme to oversee and direct the execution (Arnstein, 1969: 223). This desire is very much aligned with co-production in IDP. It is argued that much of what limits citizen control and subsequent co-production in the policy-making process is the political and economic power relations. This requires a continuous and evolving model that is adaptive, inclusive, and proactive

to confront the political and economic inequalities that shape local decision-making (Rosen & Painter, 2019: 335). Co-production concept is defined as an inclusive developmental concept that can confront political and economic inequalities through a visible collaboration between the citizens and residents.

Citizen control eliminates the top-down approach that is used in planning, where government administrators and officials lead IDP, and the citizens, whom the decision taken in the policy process affects the most, are reduced to spectators. The top-down approach must be capped and allow for a combination of top-down and bottom-up approaches, where citizen control is at the centre of planning and provides the necessary ideas, vision, leadership, and value in creating policies that are unique to citizens' needs (Gardullo & Kitchin, 2019: 5). This perspective is aligned with the principle of co-production of public goods and services. Figure 1 illustrates the rungs of participation, i.e., where the citizens have a greater opportunity of co-producing public goods and services and where they do not. From the figure, one can depict the rungs embrace co-production in the IDP process.

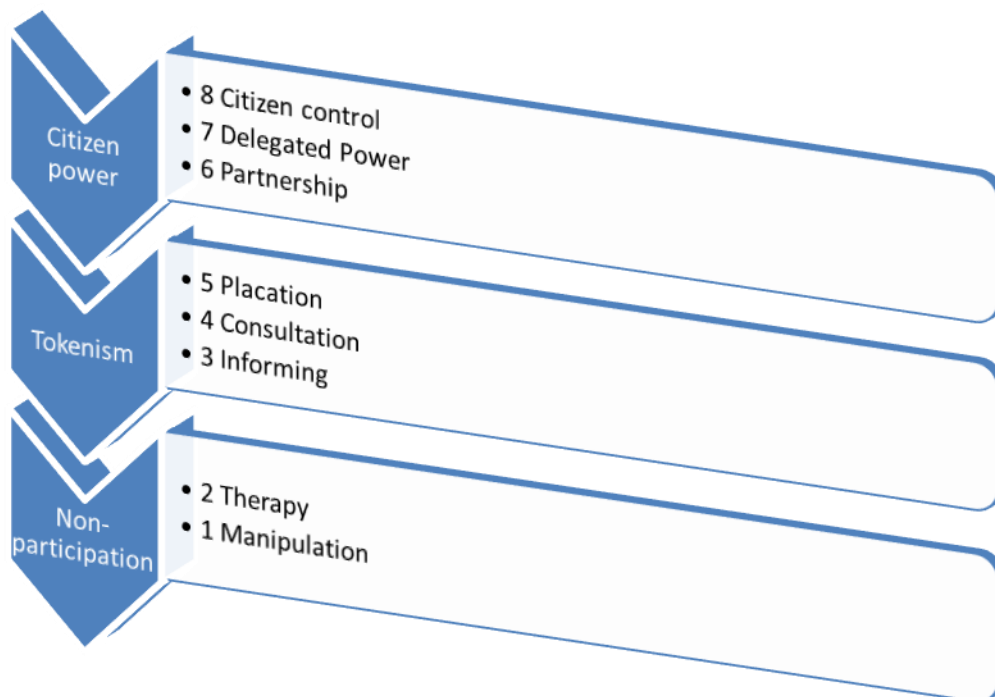


Figure 1: The ladder of participation.

Source: Arnstein (1969: 217)

The figure also illustrates the opportunities that citizens have to co-produce with the officials. It is essential to depicting the current level of each society in terms of co-producing public goods and services. As it stands, Figure 1 can contextualise and theorise where the residents of the City of Tshwane are in terms of their opportunity to co-produce public goods and services. Rungs 6, 7, and 8 are the most desired rungs, where the citizens are fully involved in the co-production of public goods and citizens. Rungs 3, 4, and 5 illustrate tokenism, where the co-production is partially visible to the citizens. Rungs 1 and 2 are problematic rungs that are characterised by non-participation where citizens are not aware of or participating in the co-production of public goods and services.

2.7 The Role of Stakeholders in Co-Production

Co-production is over and above individualistic roles and behaviours. It comprises the level and aims of collaboration in its conceptual form and understanding of public service delivery formation. With that said, it is safe to note that co-production consists of various stakeholders who play vital roles in each stage of co-producing public goods and services. The various stakeholders in co-production include government officials, citizens, non-governmental organisations, and private entities. Each of these stakeholders, depending on the target of what is to be co-produced, plays a significant role in each stage of co-producing a final product.

Through developmental engagements or meetings on co-production, it is important to have all stakeholders in one room discussing and formulating the overall strategy of co-producing the desired product or service (Buckley et al., 2023: 224). Hence, the following continuum speaks to the power dynamics and collaboration in co-production, as theorised and practised.

The continuum of participation

Co-production requires a synergy in steps that may ensure that each party involved in the process may have an opportunity to participate effectively. The synergy and continuum of participation ensure collective decision-making. Considering the need for collective decision-making, Creighton (2005: 7) coined the continuum of participation, where each step of the four allows for collective communication and decision-making and reduces a one-way approach in decision-making within spaces such as the IDP for co-production purposes. The four steps of the participation continuum as coined by Creighton include informing the public, listening to the public, engaging in problem-solving, and developing agreements. These steps align with the IDP process for decision-making through co-production, especially engaging in problem-solving and developing agreements.

The four steps are described in detail in the following subsections.

2.7.1 Informing the public

Informing the public is an essential step of the co-production process. In this step, the public is informed about the challenges and opportunities within the municipality institutions. However, the step is problematic in the IDP process of decision-making when government officials or decision-makers use the IDP space as for one-way communication where they can ‘decide–announce–defend’ regarding the Integrated Development Plan (Creighton, 2005: 9). The ‘decide–announce–defend’ situation in this step can reduce the opportunity for co-production in the IDP. The ‘decide–announce–defend’ approach opens the stronger argument on the extent to which the current state of co-production in the IDP is used by municipal officials only as a checklist exercise. The process could be used to build a cooperative and co-creation local government in delivering public services. In defining what participation in co-production is not, Creighton (2005: 7) asserts that participation is not solely about providing information to the residents, but there should be a clear engagement between the public and government officials in problem-solving in the IDP. Subsequently, the tools that may be utilised to ensure that such is possible include discussion papers, comment sheets for information exchange, and public hearings and surveys, whereas round tables, workshops, and public advisory committees may be

used for collaboration purposes. The community forecast board may also be utilised (Malemilola & Sijuade, 2021: 2).

Informing the public about the continuum of participation should be undertaken to open an arena of two-way communication between the public and government officials. In the IDP space, the arena needs to be adaptive, in a sense that not only the public is informed about opportunities and challenges in the municipal situations, but the municipal officials also should be informed by the public on new innovative and indigenous local ideas that may be of potential use for effective and improved service delivery in municipalities and wards. This would open an opportunity for co-production, as the government is tasked with providing public services that are financed by taxpayers. It would ensure that the officials who are tasked with such a responsibility are accountable and answerable to the public in the public domain (Rulashe & Ijeoma, 2022: 2). The two-way approach in the first step of the participation continuum allows for co-production in the Integrated Development Plan to widen the scope of public accountability in the discipline of public administration. Hence, for public accountability to happen, it must occur in two ways. First, it should take place in the public to promote accountability. Second, the setting must be in the public sector, such as the municipality (Rulashe & Ijeoma, 2022: 2).

Informing the public in the first step of the participation continuum should move beyond the government informing the public of its plans. It must include the mechanisms and platforms that may enhance this step to ensure that after every engagement of informing the public in the IDP process, the government would have had the opportunity to comprehend services that the citizens require the most. Hence, informing the public in a one-way approach often fails to answer questions such as whether the manager has enough information to make high-quality decisions without clear public involvement. Is the problem structured in such a way that there is more than one alternative to resolve it? Is public acceptance of the decision critical to effective implementation? If so, is it reasonable to let the manager decide alone (Malemilola & Sijuade, 2021: 3). These questions point out the importance of utilising the two-way approach of communication in the continuum of participation with the IDP process.

2.7.2 Listening to the public

Listening to the public, which is alternatively understood as procedural participation, is the necessary step beyond merely informing the public. Various participation spaces are utilised for comprehensive and collaborative public views and alternative ways to enhance co-production in the IDP process. The procedural participation of listening to the public enforces a degree of openness and accountability in which decisions can be appraised and criticised (Creighton, 2005: 9). Procedural participation is an essential step in the participation continuum that grants a significant amount of opportunity for cooperation between officials and the public. However, it opens itself to potential manipulation by being reduced to an ineffective exercise that the municipality or government officials accept without it having a significant impact towards collaborative problem-solving, for which it is theoretically intended. This is critically pointed out as a 'listening but not hearing' approach (Conard, Cassar, Christie & Fazey, 2017: 1), as the government officials are deeply vested in the self-perceived perception that the public does not have the necessary technical expertise to offer ideas that may generate greater progress in service delivery. This results from the officials' tendency to compare their perceived skills of the public to their many years of experience in service delivery provision.

Regarding the 'listening but not hearing' phenomenon in the second step of the participation continuum, the areas of concern that arise from one's attempt to understand the effectiveness of the co-production practice include (Conard, Cassar, Christie & Fazey, 2017: 1):

- its insufficient impact and influence on decisions,
- the inadequate professional ethics and expertise, and
- the extent of local cultural influences

The 'listening but not hearing' phenomenon undertaken in this step of the participation continuum opens itself to a possibility where the officials use the IDP process as mere compliance, rather than governance. The distinction between compliance and governance, especially in the Integrated Development Plan, is that compliance is only a response to what is required of government or its officials. The compliance procedure enables the municipality to adopt necessary structures and policies. However,

compliance on its own becomes a pure box-ticking exercise by government officials. It enables the municipality to adopt proper infrastructure where the public and officials are focused on working together and co-producing with limited resources to drive optimal delivery of services. Maphazi, Raga, Taylor, and Mayekiso (2013: 56) emphasise that co-production must be pursued not only to comply with legislation but also to promote effective governance.

‘Listening but not hearing’ as part of compliance by the government officials does not yield an opportunity for coproduction to occur in the IDP of any municipality, including the City of Tshwane. Governance in which the municipality officials and the public may work together for aligned policy decision-making within the IDP process is necessary. As governance is required for policy decision-making within the IDP, this kind of governance will enhance the trust between the public and officials. It will further reinforce the confidence of stakeholders and ensure that implementable decisions benefit the public are made (Malemilola & Sijuede, 2021: 1). Listening to the public refers to the government being open to constructive criticism that will help shortcomings to be addressed with a wider view of solutions from both sides.

2.7.3 Engaging in problem-solving

The most desirable step of the continuum of participation is the third step, which is engagement in problem-solving between the public and officials. The IDP process in South African municipalities is a prominent participation mechanism that is used to engage in problem-solving and functions as a supply dimension (Nomdo et al., 2019: 44). The IDP space provides such an opportunity for the public and officials to engage in problem-solving on the various issues that affect them and partake in collaborative engagement to resolve them. Engaging in problem-solving within the IDP space through co-production can ensure that the public and officials are co-creators in resolving problems. Creighton (2005: 10) points to the belief that this step is necessary for the government to enjoy greater success in policymaking when working collaboratively with the public, and that decisions made will enjoy broad support from the public. Subsequently, it is essential to note that this step does not always result in an agreement. However, it clarifies decisions made and the reasoning behind them, and all parties are provided with an opportunity to state their position on an issue.

It is crucial for the citizens and authorities to engage in problem-solving. Therefore, the perception that inequalities do not exist must be ruled out, as it limits the proper design of co-production that will ensure wider problem-solving with all members of the public (Clark, 2018: 362). The most notable inequalities include gender representations and power struggles as challenges for co-production in the IDP process. This is because there is often insufficient collective community willingness to co-produce in the IDP process (Naidoo & Ramphal, 2018: 88). In other words, local government officials responsible for setting the IDP process agenda must be conscious of the drivers of inequalities and work towards designing a setting that will include all members of the public who can speak in collative of the rest and that is conducive to problem-solving. This is crucial because the agenda-setting of IDP often reflects the officials' perception of local policymaking without the public's input (Clark, 2018: 362). This agenda-setting limits the wider opportunity for effective engagement in problem-solving with the public based on the public's perception of local policymaking and service delivery.

The engagement in problem-solving is aimed at guaranteeing the public's influence in decision-making. This aligns with the belief that whoever is affected by the decision has the right to influence and participate in the decision-making process (Suphattanakul, 2018: 222). Engagement in problem-solving is the right step in the participation continuum, where the public can influence the decision-making in the IDP process, so that the public and authorities can co-produce solutions for local problems.

2.7.4 Developing agreements

Seeking consensus does not always result in unanimous agreement. Therefore, consensus can be reached when all stakeholders agree to live with the decision taken or to be taken (Creighton, 2005: 10). Seeking consensus and developing agreements is advantageous because when a genuine agreement is reached, the implementation of the policy that has been made is assured without hesitancy (Creighton, 2005: 11). The IDP process is a space that is used in South African municipalities to seek consensus and develop agreements. In other words, it enables the residents and officials to co-produce, because municipalities are required by legislation and policy to provide services that are required by communities, such as water, electricity, and sanitation, and to implement agreed priorities (Nomdo et al., 2019: 44). Municipalities

have tight budgets, and to avoid misallocation and mismanagement, participatory budgeting is essential to promoting trust between the municipality and citizens (Masiya et al., 2021: 334). During participatory budgeting, concerns and views raised are captured through the IDP/budget steering committee to co-produce the final agreed draft (Masiya et al., 2021: 334). The IDP process enables reaching an accord on developmental priorities and curbing wasteful expenditure (Naidoo & Ramphal, 2018: 85). The IDP in South African municipalities is a popular arena where the development of agreements on policy issues may be co-produced between the public and municipal officials.

The IDP process may be utilised in many forms by municipal officials and residents to develop agreements on top priorities that require urgent public service provision. Co-production in the IDP process can be established effectively when municipal officials genuinely involve the public in decision-making. Developing agreements as the fourth step of the participation continuum is an essential forward-thinking step that could reduce hesitancy in the buy-in of the public for decisions made, as they are an integral part of the policy decision-making. Furthermore, the implementation of policies happens when agreements have been developed and co-produced by the public and the officials. This process is open to a great length of public accountability and transparency. Nzimakwe (2012: 141) recognises transparency and accountability as imperative to democratic systems such as South Africa, in which through co-production, communities have the right to understand how public resources are used by officials. This is an aid to the reduction of potential and unnecessary misallocation of funds, wasteful expenditure, and corruption.

The IDP process in South African municipalities, including the City of Tshwane, 'is a development planning tool'. As a development planning tool, it guides and informs all planning, budgeting, management, and decision-making in a municipality' (Nzimakwe, 2012: 142). Through co-production, it guides and draws a map for reaching objectives. The development of agreements between the public and municipality officials on how those objectives can be reached is exercised through the IDP process only when co-production occurs, and when the public and municipality officials' behave as co-creators.

The IDP process consists of five stages. Stage 1 is the analysis stage, stage 2 is the strategies stage, stage 3 is the projects stage, stage 4 is the integration stage, and stage 5 is the approval stage. For a more comprehensive understanding of developing agreements in the participation continuum as linked to the IDP process, stage 2 of the IDP process is associated with the development of a vision, objectives, and strategies. This leads to the identification of projects to be undertaken for improved service delivery. Stage 2 of the IDP process is said to be the core of understanding the problems and challenges of the municipality. Therefore, the municipality must work with the community to formulate and co-produce strategies through agreed measures as an approach to resolving problems faced by communities (Dywili, 2017: 37).

Figure 2 illustrates the stages in which citizens may have the opportunities to participate in co-production of public goods and services. It consists of four stages,

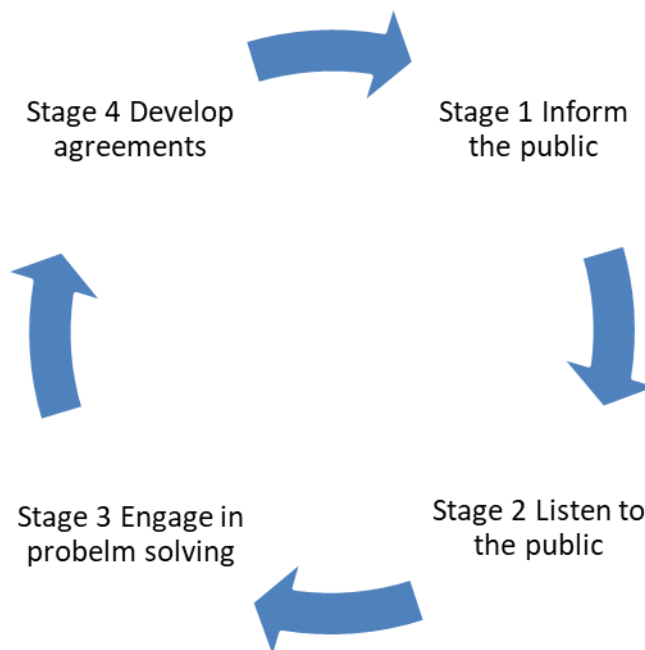


Figure 2: The continuum of participation.

Source: Creighton (2005: 9)

Stage 1 refers to the initial step of informing the citizens about the opportunity to co-produce public goods and services. Stage 2, through which the attempt to co-produce starts, is when citizens are listened to. This is followed by stage 3, which is a significant

stage of co-producing, which is to engage in problem-solving between the residents and officials. The final stage, which is stage 4, is the evident part of co-production, where there is a development of agreements on the co-production of public goods and services by the residents and officials.

2.8 Assessing the Impacts of Co-Production in Public Policy and Administration

The co-production locus in the disciplines of public policy and administration can be explored further in the ladder and continuum of participation, with the two concepts understood separately. The context of co-production in the ladder of participation and continuum of participation can be located and appraised by sharing similar elements in the rungs and steps of partnership and collaboration by the government and citizens. Rungs 6 to 8 of the ladder of participation, which are partnership, delegated power, and citizen control, respectively, are categorised by citizen power. They strongly embrace and resonate with the concept of co-production, in the sense of placing citizens at the centre of co-producing public services and goods together with the government officials. Additionally, the third and fourth steps of the continuum of participation, which are to engage in problem-solving and develop agreements, also strongly embrace and resonate with the concept of co-production through the advocacy of the citizens and government officials co-producing ideas and agreeing on those ideas to solve problems in the local communities. This aligns with co-production, as the previously mentioned rungs and steps of participation. It ensures that citizens and government officials are co-designers, co-producers, co-implementers, and co-evaluators through the IDP in policy decision-making and the implementation of improved service delivery, especially in the local government (Theron, 2015: 1).

There is an existing view that co-production allows for local government, especially in developing nations, to harness the full contribution of non-government actors, such as the ordinary citizens, in the local governance space and contribute to the policy formulation and implementation (Chigova & Hofisi, 2021: 959). Such remarks are fairly aligned with the top rungs and last steps of the ladder and continuum of participation, which are respectively aiming for citizen control and engagement in solving problems

and developing agreements with the government in the spaces of governance, such as the IDP. Elaborating further on these links, Bovaird (2007: 5) in Chigova and Hofisi (2021: 960) places the concept of co-production correctly as an innovative mechanism aimed at the provision of regular and basic services through long-term relationships and partnerships between professionalised service providers in any sector and end users or any members of the community, where they all make meaningful contributions. This means that co-production posits a lingering interdependence between the state and citizens for co-producing optimal provision of public services (Houghton, 2022: 2). For this to be possible, co-production requires a relevant space established and protected by legislation. In South African local government, the IDP process is fully embraced to serve such a purpose and further trace and punish opportunistic acts of corruption (Houghton, 2022: 7).

A third sector is increasingly becoming a sector of interest in the discipline of public policy and administration, and there are concerns regarding the third sector's role in the provision of public services. The third sector comes under various names, such as the 'voluntary sector, the (private) non-profit sector, the social economy, civil society, all with slightly different defining characteristics, and with a large degree of overlap' (Brandson & Pestoff, 2005: 3). The increasing interest in the third sector is aimed at spreading the footprint of co-production in the IDP process within the local government for the provision of public services and goods in a co-produced manner. Co-production is argued to be a foster of building trust in the government institutions by the third sector. In co-production, delivery of services should be of most importance, as the service delivery process plays an essential role in the evaluation of the public service. This is because end users are co-producers in the process, and their perception of it, therefore, is always essential and under scrutiny (Fledderus, Brandson & Honingh, 2013: 5).

The root of co-production is the recognition that communities should be the drivers of change in their local surroundings, because of their deep knowledge of the settlements that must be harnessed for sustainable development (Isandla Institute, 2019: 7). Co-production presents itself as a concept that may be utilised within public administration, where the public and government officials may fully behave as co-designers, co-producers, co-implementers, and co-evaluators. Thus, it harnesses the deep knowledge of the community members for policy decision-making that will lead to

improved and sustainable service delivery. Hence, co-production is about enabling citizens to substantially influence the planning and implementation of policies. Contrarily, in public participation, the involvement of the community in planning and implementation is often limited to the consultation and sharing of information with the community on already made decisions (Isandla Institute, 2019: 9). The benefits of harnessing the deep knowledge and skills of the community through co-production include greater acceptability and legitimacy of the local government processes. They results in a greater opportunity to build trust in the local government institutions and effective use of the existing local skills and resources. Co-production is linked to the upper rungs of the ladder of participation and the third and fourth steps of the continuum of participation, which are at the centre of advocating for greater control of policy decision-making by citizens and government.

2.9 Barriers and Facilitators of Co-Production in Public Policy and Administration

Co-production has gained significant attention from various scholars and governments that aim to enhance the provision of service delivery. However, it has faced various obstacles and barriers that cause a level of co-destruction. Gheduzzi et al. (2021: 01) note that the institutional and cultural barriers that hinder the successful implementation of co-production include lower levels of trust, effective engagement, and cohesive partnership between partners. Because of these institutional and cultural barriers, the existing argument is that co-creation and co-destruction may co-exist.

In consideration of these barriers, it is important to point out that when service delivery is unsatisfactory, as co-production is intended to improve it, the hindrance to adopting co-production approaches becomes higher. Because the lower levels of trust and engagement are the most notable barriers, there is a need for co-assessing co-production projects before, during, and after the co-production process. This will aid in ensuring confidence in enhancing trust and engagement between the stakeholders (Gheduzzi et al., 2021: 01).

2.10 Conclusion

The democratic dawn within the South African society meant that all citizens were equal and might be involved in government affairs. South Africa's local government,

through enacted legislation, has provided various spaces such as IDP, where citizens may co-produce with the local government. However, through the utilisation of the concept of co-production in the IDP process, the involvement of citizens in essential parts of the policy decision-making, such as planning, implementation, and evaluation, was often limited to information sharing and consultation, with no regard for opening an opportunity for citizens and officials to co-produce.

The upper rungs of the ladder of participation and the third and fourth steps of the continuum of participation advocate for citizen control in decision-making. This control may be linked to co-production advocacy for citizens and officials to behave as equal partners in co-producing ideas for problem-solving. Co-production focuses on the citizens and government being co-creators in policymaking for improved service delivery. This is due to the belief that citizens are better aware of their communities' surroundings and can formulate more effective strategies for problem-solving. Hence, co-production is embracing the third sector to be co-partners in the government planning process and policy implementation and evaluation. The third sector refers to the voluntary sector, the (private) non-profit sector, the social economy, and civil society. Co-production places a greater emphasis on this sector as a crucial sector for the government to partner with in resolving issues of service delivery.

The purpose of this chapter was to establish the theoretical locus of co-production in the discipline of public policy and administration. Through the detailed ladder of participation and the continuum of participation, in which the upper rungs of the ladder of participation and the third and fourth steps of the continuum of participation are closely linked to the concept of co-production. This makes co-production a relevant innovative concept in public policy and administration that can be utilised in the South African local government space of IDP. In this process, the residents and municipal officials behave as co-designers, co-producers, co-implementers, and co-evaluators in policymaking.

This chapter deals with establishing the locus of co-production within the discipline of public policy and administration. Chapter 3 deals with the contextualisation of co-production within the IDP process in the City of Tshwane. In other words, the chapter locates co-production in the IDP of City of Tshwane through the formation and execution of public policy and its administration.

Chapter 3: Co-Production in the Integrated Development Planning: The Context of the City of Tshwane

3.1 Introduction

Local government in South Africa was established in chapter 7 of the Constitution of the Republic of South Africa in 1996. The provincial government is categorised into three types of municipalities: A, B, and C. Each of these categories of municipalities is underpinned to involve residents of the municipalities in the municipality's affairs, such as policy planning and budgeting, through the utilisation of the IDP process, as established by Chapter 5 of the Local Government: Municipal Systems Act. All these are enacted to enable the delivery of public services by municipalities, as underpinned by part B of Schedules 4 and 5 of the Constitution. The Tshwane Metropolitan Municipality (City of Tshwane) is a category A municipality, as established by the Municipal Demarcation Board in terms of Section 4 of the Local Government: Municipal Structures Act 117 of 1998. It is stipulated to deliver the public services established in part B of Schedules 4 and 5 of the Constitution through co-production in the IDP process in the City of Tshwane.

Conceptually, co-production ensures that citizens and government officials behave as co-creators in policy planning and decision-making for improved service delivery. This is intended to build trust in local government institutions and policies and to utilise existing skills, resources, and the residents' deep knowledge of the surrounding settlements. The continuous service delivery protests and decaying state of service delivery in the local government of South Africa, including the City of Tshwane, are attributed to unstable coalition governments that cannot agree on proper policy budgets (Moatshe, 2023: 1). They evoke the need for one to comprehend the state of the utilisation of co-production in the IDP process in the City of Tshwane.

This chapter's purpose is to evaluate how co-production is integrated into the IDP process in the City of Tshwane based on literature. As such, the benefits and outcomes of co-production in the IDP are explored according to the existing literature. Additionally, key factors that facilitate or hinder the success of co-production in the IDP process of the City of Tshwane are identified.

3.2 Co-Producing the Integrated Development Plan (IDP) in the City of Tshwane

The Integrated Development Plan (IDP) in the City of Tshwane represents a collaborative governance mechanism, where diverse stakeholders jointly shape strategic priorities and developmental outcomes. This co-production process is mandated by the Municipal Systems Act (No. 32 of 2000), which stipulates inclusive, participatory planning to enhance local democracy and accountability (Republic of South Africa, 2000). Central to this process are municipal structures, community representatives, provincial and national government actors, civil society, and the private sector.

Municipal leadership, particularly the Executive Mayor, the Mayoral Committee, and the City Council, plays a pivotal role in providing strategic direction and approving the IDP. These political structures are supported by municipal departments such as Planning and Development, Infrastructure, and Finance, which are tasked with aligning operational programmes with strategic goals (City of Tshwane, 2023). Performance management units further ensure that the proposed interventions are measurable and linked to outcomes through tools like the Service Delivery and Budget Implementation Plan (SDBIP).

Community participation is institutionalised through ward committees, public consultation forums, and stakeholder summits. These platforms facilitate the articulation of grassroots priorities, thus ensuring that the IDP reflects citizen needs (Van Donk & Pieterse, 2006). Civil society organisations, including NGOs and community-based organisations (CBOs), contribute thematic expertise, particularly in areas of social development, environmental justice, and urban resilience. Their inclusion enhances deliberative legitimacy and fosters civic ownership of municipal development.

The Gauteng Provincial Government and national departments also play a strategic role by providing intergovernmental coordination, policy alignment, and technical support, especially where projects intersect with provincial mandates such as housing, health, and transport (Department of Cooperative Governance and Traditional Affairs, 2021). Furthermore, the private sector, informal traders, and local businesses engage through economic forums, contributing to local economic development strategies

embedded in the IDP. Their participation promotes investment alignment and resource mobilisation for sustainable urban growth (SACN, 2016).

Emanating from the above, co-production of the IDP in Tshwane is a dynamic, multi-stakeholder process that operationalises participatory governance and developmental local government. The effectiveness of this collaborative model depends on sustained institutional capacity, political will, and inclusive engagement mechanisms that bridge state and society.

3.3 Knowledge assets enabling Co-Production in the Integrated Development Planning of City of Tshwane

The City of Tshwane benefits from a well-established institutional and legislative foundation that supports the co-production of its Integrated Development Plan (IDP). Central to this enabling environment is the Municipal Systems Act (No. 32 of 2000), which mandates municipalities to pursue participatory development planning processes that actively incorporate community input. This obligation is reinforced by the Municipal Finance Management Act (MFMA), which stipulates transparency and accountability in municipal budgeting. Together, these statutes institutionalise co-production by embedding citizen participation into formal governance procedures. Empirical evidence from the City of Tshwane's 2022/2023 IDP review indicates consistent compliance with these legal imperatives, as reflected in the conduct of structured public hearings and ward-level consultations that feed directly into departmental planning (City of Tshwane, 2022; Molekwa, 2021). These legal provisions thus form a vital knowledge asset, legitimising participatory practices and creating procedural consistency across municipal systems.

Complementing this regulatory scaffolding are the technical and strategic planning capacities that the City has developed over time. A key instrument in this regard is the City Development Strategy (CDS), introduced during ANC-led municipal leadership in the mid-2000s. The CDS was conceptualised to bridge the gap between long-term strategic vision and departmental programme implementation, thereby ensuring coherence across policy domains (Makole, Ntshangase & Msosa, 2022). As a result, the CDS now serves as a guiding framework for aligning the City's strategic objectives with operational plans. The IDP itself is further operationalised through the Service

Delivery and Budget Implementation Plan (SDBIP), a performance management tool that translates strategic intentions into measurable outputs. The SDBIP enables the city to track progress against key performance indicators, thereby creating a feedback loop between community priorities, planning inputs, and delivery outcomes (City of Tshwane, 2020). These tools enhance the institutional memory and analytical capacity of the municipality, allowing for iterative learning and data-informed decision-making in participatory planning.

In parallel with these traditional planning instruments, Tshwane has made significant strides in integrating digital innovation into its co-production processes. Most notably, the city has rolled out approximately 1,100 free Wi-Fi hotspots, which provide a foundation for expanded digital inclusion and facilitate broader e-participation among residents. The early adoption of digital participatory platforms further supports this objective, enabling online consultations, spatial mapping exercises, and interactive policy dialogues (Khene et al., 2021). These technologies offer promising avenues for enhancing transparency, improving access to planning processes, and amplifying community voices that might otherwise be excluded from in-person engagements. Although digital disparities remain a concern, these innovations reflect a growing institutional awareness of the role of data and technology in fostering responsive, citizen-centric governance.

Taken together, the legal mandates, strategic planning tools, and digital infrastructures available in the City of Tshwane constitute a foundational knowledge ecosystem that enables the realisation of co-production. While these assets do not guarantee participatory success in and of themselves, they provide the procedural, technical, and technological scaffolding necessary to embed inclusive governance practices within the everyday operations of the municipality.

3.4 The benefits and outcomes of integrating co-production in the IDP

The motivation behind co-production and its integration into IDP is to ensure that co-production's conceptual and well-thought-out scholarly benefits and outcomes are realised. The integration of co-production into the IDP process of the City of Tshwane ensures that the three clusters of benefits and outcomes of co-production are achieved in the municipality. The clusters include 'better services', 'better relationships between

citizens and professional organizations’, and ‘democratic quality (in the case of the public sector context)’ (Vanleene, Verschuere & Voets, 2015: 6).

3.4.1 Better services

The idea of the better services cluster is rooted in the sense that citizens and the third sector, as the primary beneficiaries of the public services, are the best candidates to determine and conclude what can be classified as ‘better services. Hence, co-production integration into the IDP process is essential because the citizens and third sector are at the centre of the development of improved services within their respective areas. Aligned to the make-up of the better services cluster of the benefits and outcomes of co-production are the ideas of (1) cost-effectiveness, (2) effectiveness, (3) quality, (4) satisfaction, and (5) performance. These five ideas are the make-up of the cluster of better services. In other words, they provide better services due to the integration of co-production in the IDP process.

Cost-effectiveness refers to the belief that the reduction of cost can cover and provide enough and improved services that are affordable to all. This means that better services are an essential way to halt wasteful and unregulated expenditure, which is often costly to the municipality and still unable to provide better services that are affordable to all the end users. Effectiveness in the cluster of better services is concerned with the authentic co-production by the citizens and the third sector, which is often perceived as public knowledge and greater cooperation that bear better policymaking and implementation decisions for quality policy outcomes and benefits. Hence, the practical ideas are poised toward strong policy orientation that is co-produced by the citizens and the third sector within the better services cluster. The end users can only truly determine and accept public services and goods as quality services. The quality make-up idea in the better services cluster of co-production and its benefits is often perceived as the apparent effect that may be understood from three distinctive offering attributes that are related to performance generated when co-producing, co-experiencing, and co-evaluating an offering deemed to be quality and satisfactory. The quality make-up is more of an assessment of performance and attributes released through setting a standard. Subsequently, satisfaction, as a make-up of the better services cluster is brought through by the integration of co-production in the IDP process, is defined well by the end users of public services who must be

satisfied by the services. The end users co-produce better servicing cluster outcomes. The citizens and the third sector are end users who define satisfaction in the better services cluster through customer or citizen loyalty. Customer or citizen loyalty is divided into two parts, which are attitudinal loyalty and behavioural loyalty. Attitudinal loyalty measures the end user's commitment to an organisation or institution that provides services or goods. Behavioural loyalty measures the amount that the end user paid to the firm, organisation, or institution the previous year for the services or goods offered. Considering this, performance as the make-up of the better services cluster constantly needs improvement and maintenance. Performance is measured at different levels, such as the regime, constitution, and public officials, to ensure better services in co-production integration in the IDP process. However, the overall performance, such as economic success, results from the interaction of all levels and an enabling environment.

3.4.2 Better relationships between citizens and professional organisations

Perhaps the great benefit of co-production is that it ensures that the services provided are quality and sustainable. For such services to be quality, there is a greater need for the third sector to have a good and better working relationship with the professional organisations for higher quality and professionalised co-production of public goods and services. Building this better relationship may consist of vital issues such as 'mutual learning and trust', which can address citizens' concerns, such as government accountability, responsiveness, and transparency (Vanleene et al., 2015: 7).

Mutual learning is understood from two viewpoints, which are directly linked to the concept of co-production when the citizens and professionalised officials learn from one another to collaborate better and ensure effective and efficient production of public goods and services. The first viewpoint of mutual learning is rooted in the idea that citizens can learn from professionalised administrative personnel through understanding the technical and challenging situations that professional organisations encounter and seeing the holistic communitywide situation. In short, citizens know from the administrative process of the public institutions through the professionalised government personnel and become the so-called expert citizens (Vanleene et al., 2015: 7). The second viewpoint of mutual learning is rooted in the idea that the professional government personnel can learn from the co-producers, who are the

citizens or the third sector, through the understanding of the unique community dynamics and knowing what policies will be the most (un)popular and why. Such learning grants the citizens and the professional personnel an understanding of the most critical ways of co-producing priorities that are meaningful and deeply desired by the communities. Furthermore, trust is the backbone of any institution's survival. This means that trust is crucial to building and ensuring public value to public institutions. Citizens or beneficiaries of public goods and services must trust and value the organisations and policies established to provide goods and services and appreciate their value. Any policy must be perceived to hold a level of public value to the beneficiaries. This helps a policy to thrive, because the failure of a policy or institution to be perceived as adding public value will render a lack of trust and non-functionality in providing the desired public services and goods. The same applies to the co-production integration in the IDP process, which requires mutual trust between the citizens and professional organisations for better working relationships that are beneficial to all.

Trust is understood and defined as people's perception and belief that their interests are being treated and acted upon reasonably by a party that is assigned the responsibility to do so (Wang & Van Wart, 2007: 5 in Vanleene et al., 2015: 7). Two types of trust have been explained: Cognitive-based trust rooted in one party's belief in the other party's abilities, whereas affect-based trust is linked to the social-psychological bonds between parties that are involved in one action, such as co-production. Moreover, the benefit of integrating co-production into the Integrated Development Plan is that professional organisations become more considerate of citizens' needs. This delves into the need for government to be more accountable, responsive, and transparent.

The term accountability in the public sector, if not all sectors, is rooted in the idea that responsible parties must take full accountability for the outcomes of jobs done, whether successfully or not. Based on this idea, the responsible parties must report on the reasons why the jobs were successful or did not enhance the outcomes of future employment. In the public sector, the government's full ownership of the outcomes of jobs done for the citizens is regarded as public accountability. Through public accountability, the public can scrutinise the government planning and execution

process and question potential acts of corruption, fraud, and wasteful expenditure, which lead to the unsuccessful establishment and implementation of public policies. Hence, public accountability as an extension of co-production is a pathway to building better working relationships between the public and government. Any government must be responsive to the outcries of its citizens, and it must do so rapidly. However, being responsive requires the correct response to the actual outcry of the people, rather than a blanket responsive approach, which yields no value for the citizens. Through the integration of co-production into the IDP process, the government learns to be responsive to the people's outcries rapidly. Co-production enables the government to experience the actual needs of the people with deep and desperate desires. When co-production is in progress, all parties must be transparent and trustworthy, in order to ensure a better working relationship between the co-producing parties. Transparency is regarded as a solicited way of being open and honest with one another about the weaknesses and strengths of all parties involved in a project. It ensures a clear and progressive way of planning around such weaknesses and strengths. Therefore, when co-producing, citizens and the government should be accountable, responsive, and transparent to one another for better working relationships in co-producing public goods and services efficiently.

3.4.3 Democratic quality

South Africa's public sector prides itself on its democratic values and principles, which are perceived as the cornerstone of a healthy and just society. In the country's democratic values and principles, the idea of government, especially at the local level, working together with its citizens, is the most important. Hence, the Integrated Development Plan was established as a pathway for a local government to co-produce with its citizens. The aspects of democracy that are aimed at ensuring democratic quality apply in co-production, such as democracy, empowerment, social capital, fairness, and equality.

The concept of democracy has been understood and accepted as the 'will of the people' in its conceptual and practical form. In South Africa's breakaway from the apartheid system to democracy, the state policy and actions had to be of good and better quality and include all of the state's people, including the marginalised, in co-producing public goods and services. Democracy is the control of public administration

by the state, which has absolute respect and tolerance of all citizens. Establishing the IDP process in the municipalities made more sense for all citizens to cooperate with the municipal officials. Democracy gives birth to the concept of empowerment, which is concerned with the need to embrace the 'will of the people', which, in the context of the City of Tshwane's IDP, is to allow for the residents and municipal officials to co-produce public goods and services. Empowerment of the people should be reflected in the outcomes of a policy made. This means that true empowerment is the inclusion of the residents' inputs in policy priorities that have been established during the co-production process in the IDP. Hence, when the residents of the City of Tshwane are genuinely empowered, they will be provided with equal opportunity to share ideas for producing public goods and services in the municipalities, as they are beneficiaries of such services. The empowerment of the residents will be reflected in the top 10 priorities and principles of the City of Tshwane's IDP process.

Empowerment can bring about fairness to the most marginalised in the community. Fairness concerns the authorities' transparency and rational consistency in their decision-making. This correlates with the need and idea of equality, which stems from the concept of inequality, where the input of the most disadvantaged citizens is not considered. Equality embraces and implements the inputs of all citizens, including the most marginalised citizens in the community. Therefore, it ensures full adherence and tolerance to the residents' views and inputs during the co-production process in the IDP Process.

It would be an injustice to dive more into the benefits of the integration of co-production into the IDP process of the City of Tshwane without exploring the risks posed by the practice itself. Such risks may aid in shedding light on the reasons for the co-production to be relatively stagnant in the City of Tshwane's IDP process. In consideration of the risks associated with integrating co-production into IDP, scholarly attention must be paid to the risks of bias, costs, dissatisfaction, lack of impact, and crowding in/out.

The bias risk of the integration of co-production in IDP concerns an individual's self-serving bias. participant may tend to take more credit for the success of a co-production project, while putting more blame on the other participants when a co-production project fails (Bendapudi & Leone, 2003). This bias hinders a strong sense of genuine co-production where all participants are fully invested in the project's outcome and take

equal accountability for the co-produced projects' successes and failures. This may aid in ensuring consistency in evaluating the project journey, with a key focus on promoting the co-production of public goods and services, rather than shifting blame.

The risks of costs refer to the amount of time spent working, which equals the actual costs (Irvin & Stansbury, 2004). This suggests that the co-production process is often time-consuming. Therefore, the process may prolong the establishment of projects and the monetary and resource costs to host the co-production settings and procedures. However, this sentiment may be short-sighted because of the long-term effect of co-production, as expenses involved in the co-produced projects will be appreciated and accepted by the majority. This can reduce the constant need to issue amendments to the projects, which are associated with a non-co-produced project that is not widely appreciated and accepted by the majority, thereby reducing costs of issuing all the amendments.

Dissatisfaction is a perception of unfairness in the co-production process within the IDP process (Gebauer, 2013). Citizens are often inclined to perceive injustice and, thereafter, experience a level of dissatisfaction when they feel disempowered by the political and policy process at play. This is linked to the risk of the lack of impact, where, in a co-production process within the IDP, the community's contribution to co-producing a project is requested. Still, feedback from the community is not fully heeded (Gebauer, 2013). This risk on the integration of co-production in the IDP within the City of Tshwane will hinder complete trust among the City of Tshwane residents and officials.

The risk of crowding in/out is linked to the idea of inequality, where during the crowding in/out during co-production integration in the IDP, there is a potential for the disadvantaged community members to be limited further in their contribution to co-producing projects. This invisible boundary of crowding in/out has two possible consequences of the residents' participation in the co-production process of the IDP is composed of only a limited and specific population. This population has no assurance of the broad representation of the community. The second consequence is that the most influential members of the collaborative unit will be the dominant factor and push their selfish decisions.

3.5. Major Barriers to Co-Production

Despite the normative appeal and policy intent underpinning co-production in urban governance, its practical realisation in the City of Tshwane is impeded by a series of interlocking barriers. These obstacles are political, institutional, social, and technical in nature, and they collectively constrain the transformation of co-production from a procedural obligation into a substantive governance practice. The discussion below unpacks four key categories of barriers: political fragmentation and policy misalignment, community participation gaps, service delivery issues, capacity and resource constraints, and declining institutional trust and legitimacy.

3.5.1 Political Fragmentation and Policy Misalignment

One of the most persistent and structurally embedded barriers to effective co-production in Tshwane is the misalignment between different tiers of government, particularly between the municipal leadership, currently under a Democratic Alliance (DA)-led coalition, and the African National Congress (ANC)-led national and provincial governments. This ideological and partisan divide results in divergent policy visions and fragmented development priorities. For instance, while the national government seeks to implement the National Development Plan (NDP) as a coherent long-term blueprint for inclusive growth, the DA-led City of Tshwane frequently pursues alternative urban development trajectories prioritising fiscal prudence, market-oriented service delivery, and technocratic governance (Makole, Ntshangase & Msosa, 2022).

These competing agendas have tangible implications for planning coherence. IDP processes, which ideally should be harmonised with national and provincial frameworks, often reflect tensions in goal-setting, prioritisation, and funding allocation. Such fragmentation weakens strategic alignment and renders co-production efforts vulnerable to political contestation and institutional inertia. Moreover, the lack of a unified development vision exacerbates the disjointed implementation of cross-sectoral programmes, diluting the ability of local stakeholders to contribute to a shared developmental agenda.

Further compounding this challenge is the persistence of institutional silos across departments and governance levels. Weak intergovernmental coordination leads to isolated planning and operational inefficiencies, with limited information sharing and

fragmented funding flows (Molekwa, 2021). These institutional divides undermine the systemic integration of knowledge and resources essential for co-production. As a result, collaborative governance mechanisms such as joint task teams or intergovernmental planning units remain underutilised, eroding the possibility of synergistic partnerships across the state apparatus.

3.5.2 Community Participation Gaps

While Tshwane has formally institutionalised public participation through ward committees, community hearings, and stakeholder forums, the quality and depth of grassroots engagement remain uneven and, in many cases, superficial. Despite the existence of these platforms, actual participation tends to be limited, episodic, and often symbolic rather than transformative. Low levels of public engagement in participatory processes such as IDP consultations can be attributed to both supply-side and demand-side factors.

From a supply-side perspective, the municipality's outreach strategies often lack the breadth and intensity required to mobilise diverse segments of the population. Community outreach is sporadic and, in some areas, absent altogether. As Mpolweni (2024) notes, many citizens, particularly in historically marginalised areas, are not even aware of the participatory avenues available to them. This disconnect is exacerbated by limited civic education initiatives, which hinders residents' capacity to articulate developmental needs or to navigate administrative procedures required to influence planning decisions.

On the demand side, several structural impediments further reduce participation. Language barriers remain significant; consultations are frequently conducted in English, excluding many residents who are more comfortable in indigenous languages. Similarly, venues for public meetings are often situated in central or affluent areas, making them inaccessible to residents of peripheral townships, informal settlements, and rural extensions. The shift towards digital platforms, though progressive in intent, has also introduced new exclusions. While e-governance mechanisms offer convenience and speed, they tend to favour residents with internet access, digital literacy, and access to smartphones or computers. Consequently, large segments of the population, particularly the elderly, poor, and digitally marginalised, are

systematically excluded from meaningful engagement. These inequities mean that valuable local knowledge remains underutilised in shaping development outcomes, weakening the authenticity and effectiveness of co-production.

3.5.3 Capacity and Resource Constraints

An often-overlooked barrier to co-production lies in the limited institutional and infrastructural capacity of the municipality itself. Effective participatory governance demands not only political will but also substantial human, financial, and technical resources. However, in Tshwane, the administrative units tasked with coordinating the IDP process are often overstretched and under-resourced. The participation offices, in particular, struggle with insufficient staffing, high workloads, and inadequate training, which diminishes their ability to produce high-quality engagement materials or to facilitate sustained dialogue with stakeholders (Poshai, 2024).

These internal constraints are mirrored on the demand side as well. Many residents lack the necessary knowledge, organisational capacity, or resources to engage constructively with municipal processes. The absence of structured community capacitation programmes means that most engagements remain top-down and driven by state agendas, rather than co-designed with local stakeholders. Without adequate support, communities are unable to move beyond issue-based protests or passive consultation into active co-governance roles.

Moreover, despite the installation of digital infrastructure such as free public Wi-Fi zones and online consultation portals, there is a marked hesitation within the bureaucracy to embrace innovation. As Shava and Doorgapersad (2022) argue, many municipalities exhibit a form of “digital conservatism,” whereby available technologies are underutilised due to risk aversion, lack of digital literacy among officials, and fear of losing control over decision-making processes. This hesitancy restricts the evolution of dynamic, two-way participatory channels and reinforces traditional, unidirectional models of public engagement.

3.5.4 Institutional Trust and Legitimacy

Perhaps the most critical, yet intangible, barrier to co-production in Tshwane is the erosion of public trust in local government institutions. Trust forms the bedrock of

collaborative governance, and its absence significantly undermines the legitimacy of participatory mechanisms. A key contributor to this erosion is the perceived inequity in service delivery. For example, communities in eastern suburbs and central districts continue to benefit from consistent infrastructural investment, while historically disadvantaged areas such as Hammanskraal and Winterveld remain plagued by poor sanitation, unreliable water supply, and inadequate housing (Makole et al., 2022).

Such disparities fuel public perceptions that participation mechanisms are performative rather than substantive, designed more for compliance than for co-decision-making. Furthermore, Tshwane's recent history of leadership instability, including frequent changes in executive mayors, managerial suspensions, and allegations of maladministration, has further undermined the credibility of the local state. These patterns of political volatility foster cynicism among residents, many of whom question whether their participation will lead to tangible change or simply legitimise pre-determined decisions.

3.5.5 Service Delivery Issues

Service delivery is perhaps the root of the existence of all institutions, both in the private and public sectors. All institutions pride themselves on effectively and efficiently delivering their services to their end users. They, either in the private or public sector, strive for their end users' optimal satisfaction with service delivery. The optimal satisfaction with an institution's service delivery provides the true meaning of the institution that is derived from the legitimacy of the services it provides to the end users and the end users' satisfaction. Conceptually, service delivery is a public or private framework that supplies services from the provider to the clients or customers. It is, therefore, most notable to appreciate that the operations in the public sector are slightly different from those in the private sector. The services in the private sector belong to only the customers that pay for them, whereas the services in the public sector belong to all citizens, whether they are taxpayers or not. Therefore, it is essential to note that resources for service delivery in the public sector are more limited than those in the private sector.

Public service delivery refers to the machinery of government, where public policies are formulated and implemented (Shittu, 2020: 1). In other words, public service

delivery in its implementation form is when the government policies are converted into tangible goods and services, such as the provision of water, electricity, public roads, and healthcare for citizens (Shittu, 2020: 1). It is most notable that public goods or services are not discriminative in terms of who pays tax and who does not, but they belong and are provided to all people equally. The City of Tshwane is obligated by legislation and the Constitution to provide public services to all its residents. It must strive to deliver public services effectively and efficiently with the limited available resources and ensure the end users' (residents') satisfaction with the public services. In the pursuit of optimal public service delivery, the City of Tshwane must involve its residents in the drafting and implementation of public policies for tangible goods and services that are the highest priority for the municipality.

In the South African context, the service delivery of tangible and intangible public goods can be found in Chapter 2 of the Constitution, which is the Bill of Rights. This chapter of the Constitution illustrates in detail the fundamental rights of all South African citizens, which the South African Government must maintain through effective and efficient service delivery. These rights include the rights to free education, a clean environment, access to water, and healthcare, as enacted in the Constitution. All these fundamental rights are tangible and intangible public goods that must be provided to all South African citizens satisfactorily and adequately. The South African national, provincial, and local governments are responsible for providing these public services within their respective scopes. Hence, service delivery in terms of public goods is essential to public administration. It requires continuous efficiency and effectiveness in its provision, as human lives are affected indirectly and directly.

Multi-stakeholder partnerships are an essential factor in ensuring cooperative activities and co-production in the City of Tshwane. Shava and Hofisi (2019: 01) noted this in their case study titled 'Cooperatives as strategies of local economic development in the City of Tshwane'. The stakeholders involved as cooperative members included project managers, community development workers, and municipal officials who intend to reduce the triple challenges of poverty, unemployment, and inequality.

3.6 Integrating Co-Production in the Five Phases of the IDP Process in the City of Tshwane as a solution to the barriers of coproduction

The IDP process in the city of Tshwane is governed through five interrelated phases. Phase 1 of the Integrated Development Plan in the City of Tshwane is concerned with setting the strategic planning agenda and initiating engagement with various stakeholders and internal departments. Issues raised by the communities are considered when planning for the new budgeting process. For instance, the principles and priorities that were set in Phase 1 of the 2024/25 IDP of the City of Tshwane are listed as follows:

- Prioritise and secure the water and electricity grid.
- Implement stringent financial management and oversight.
- Promote employment and economic growth through a business-friendly approach.
- Improve city safety, security, and emergency services.
- Maintain a clean and natural environment.
- Expand road infrastructure and public transportation.
- Support the vulnerable and provide social relief.
- Modernise and digitise city processes.
- Professionalise a public service that provides accountability and transparency.
- Create a healthy and vibrant city.

Three activities must be undertaken in Phase 1. First, the city manager should hold a strategic development engagement to ensure that the strategic agenda for the term is set and agreed upon. Second, community issues raised during the IDP consultation process must be considered when drafting projects and budgeting for the term. Third, there must be a stakeholders' session to source various inputs for evaluation and consideration. Firstly, there must be continuous engagement with traditional leaders to discuss developmental issues in tribal areas (City of Tshwane, 20). Phase 1 is to inform objectives and strategies of the municipality, and ensure a consultative process involving the municipal members, community members and other third stakeholders (Dlamini & Reddy 2018:8).

Phase 2 is closely linked to Phase 1, as it follows phase 1 in the IDP, and is based on the 10 priorities that are established in Phase 1. Hence, Phase two will unpack a strategic agenda for the city through the formulation of a programme and project of interventions to implement the 10 priorities. The activities to be undertaken in phase 2 include the following: phase 2 focuses on the agreement of objectives and strategy, set on short, medium and long-term basis among the multiple stakeholders that were involved in phase 1 (Dlamini & Reddy 2018:8).

- First, top management's draft proposals are to be included in the planning and budgeting plans of the IDP review process.
- Second, departments, regions, and municipal entities assist with the drafting of the plans.
- Third, the municipality departments respond to the City of Tshwane's priorities by identifying strategic departmental programs and prioritising the community's needs.
- Fourth, stakeholders agree on prioritising capital projects based on the IDP set priorities.

Phase 3 is about consolidating and tabling the mid-year performance assessment and budget. This phase ensures that the first six months of performance are assessed and reviewed during implementation. After such evaluation and review, budget adjustments are investigated. Phase 3 is often referred to as the project phase, the project phase includes the development of an operative strategy and provides a detailed plan for designing project proposals by setting up objectives, targets and indicators (Mamokhere 2022:281). Therefore, the following activities must be performed:

- The consolidation of adjustment budget inputs from departments.
- The submission of the mid-year performance review and budget adjustment report for consideration and approval
- Consultations with all internal stakeholders and subsequent approval of the mid-year performance review and budget adjustments by the council
- The submission of approved the mid-year performance review and budget adjustments to the National Treasury for assessment.

Phase 4 of the IDP process in the City of Tshwane is concerned with the commitments on the draft review of the process. This phase is concerned with the engagement of various third-sector stakeholders on the reviewed draft of the Integrated Development Plan. Through this, the municipality solicits input towards finalising the reviewed IDP. Stakeholder engagement comes from organised and unorganised groups and the traditional leadership of the municipalities. The activities to be undertaken include the following:

- The IDP draft and budget reviews are publicised as per the legislative requirements.
- The reviewed IDP is submitted to the Gauteng MEC.
- Engagement with the National Treasury on the reviewed draft of the IDP takes place.
- The first drafts of the departmental, regional, and municipal entities' business plans are developed and presented for political and technical inputs.

Phase 5 is about finalising the reviewed and revised Integrated Development Plan and its approval by the City Council.

Given that the City of Tshwane's Integrated Development Plan (IDP) is a strategic management tool that governs municipal development over a five-year cycle, designed to align the aspirations of residents with the service delivery priorities of the municipality. Co-production, understood as a collaborative process in which citizens and government officials jointly shape policy and services, must be critically embedded across all phases of the IDP for it to serve as a transformative governance model to address the above challenges. Analysing each phase of the IDP through the conceptual lens of co-production reveals the degree to which this participatory ethos is internalised within institutional planning and implementation. Each of the five phases requires active engagement from a range of stakeholders, including government officials, civil society actors, and residents, thereby presenting multiple opportunities for authentic co-production as described below. Once the draft of the IDP is completed, it has to be submitted to the municipal council for consideration and deliberation. The municipal council should evaluate the plan and determine whether it accommodates

the identified development challenges and whether the strategies formulated in the IDP are suitable to address these challenges (Mamokhere 2022:282).

Integrating Co-Production Across IDP Phases

Phase 1: Strategic Analysis and Agenda Setting

The first phase of the IDP process focuses on formulating a strategic vision and identifying ten priority areas that will guide municipal action over five years. This phase inherently aligns with the principles of co-production, particularly through early engagement with third-sector stakeholders and community groups. Co-production at this stage allows for the joint identification of community needs and aspirations, enabling the co-creation of a shared strategic agenda. Importantly, co-production can also function as a mechanism for conflict resolution, helping diverse interest groups reach consensus on contested priorities. As Stepanova and Polk (2023) argue, the co-production of strategic visions contributes to social transformation by empowering stakeholders and integrating diverse forms of knowledge across organisational and community boundaries. However, successful integration hinges not only on government willingness but also on the perceived authenticity and mutual benefit of the engagement by third-sector participants. For co-production to take root, municipal officials must create inclusive and transparent processes that incentivise sustained collaboration rather than treating participation as a procedural formality.

Phase 2: Strategy and Programme Design

Following consensus on the key priorities, Phase 2 shifts focus to operationalising the strategic agenda through the design of targeted programmes and projects. This phase offers further opportunities for co-production, particularly in defining service delivery approaches that align with community-defined needs. The integration of co-production here requires coordinated collaboration across multiple institutional and professional domains. Tuurnas et al. (2014) caution that fragmented service systems and structural silos can inhibit this integration, producing “structural holes” where stakeholders operate in isolation. Moreover, the varying professional identities and interests of municipal staff can introduce complexity into collaborative processes, often leading to detachment or defensive bureaucratic behaviour. A meaningful co-production approach in this phase must therefore overcome institutional fragmentation and cultivate a culture of interdependence and shared accountability among actors. This

enables the development of co-produced service solutions that are context-sensitive and socially legitimate.

Phase 3: Monitoring and Evaluation

In Phase 3, the emphasis shifts to reviewing and assessing the implementation of the co-produced projects and programmes. This monitoring phase is essential for reinforcing co-production as a continuous and adaptive governance practice. Traditional evaluation tools that focus on linear attribution may be ill-suited to assess the complex social dynamics of co-produced interventions. Brix et al. (2020) propose the use of contribution analysis as a more appropriate framework for understanding the influence of collaborative efforts on observed outcomes. This approach enables stakeholders to develop a “contribution story” that links behavioural changes and co-produced activities to strategic goals. Through such an evaluative lens, co-production becomes not merely a front-end participatory process but a reflective mechanism for learning and adaptation. The involvement of third-sector actors in performance assessments enhances transparency and fosters a stronger sense of ownership over the outcomes. Moreover, as McLean et al. (2024) note, the effectiveness of co-production evaluations depends on three interrelated contexts: the knowledge-use environment, the research environment, and stakeholder capacities for reflective engagement. When appropriately managed, Phase 3 offers the opportunity to consolidate co-production gains and inform necessary course corrections.

Phase 4: Review and Adjustment

Building on insights generated in the monitoring phase, Phase 4 involves the structured review of the IDP’s initial priorities and programmes. Co-production in this phase entails active stakeholder participation in re-evaluating strategic direction, revising goals, and adjusting delivery models. The inclusion of civil society, traditional leaders, and sectoral stakeholders in this review process ensures that diverse voices are heard, thereby strengthening the legitimacy and responsiveness of municipal planning. Bovaird and Loeffler (2012) assert that services are only genuinely co-produced when users actively shape both their design and delivery. Hence, the review phase must be framed not simply as a technical revision but as a deliberative process in which all actors share responsibility for the final outcomes. Political, institutional, and community feedback loops need to be explicitly established to sustain this collaboration. This allows for the first informal approval of the revised IDP draft and encourages collective

buy-in across stakeholder groups, creating the foundation for a more resilient and inclusive planning framework.

3.7 Conclusion

The City of Tshwane, which is the capital of South Africa, is filled with various personalities and cultures. This results in the municipality residents' living conditions and service delivery requirements being varied. Considering the variety of demands of service delivery in the municipality, the municipality must work collaboratively with the residents to satisfy the people's service delivery requirements. Hence, integrating co-production into the City of Tshwane's IDP process is a corrective step towards meeting the municipality residents' actual service delivery requirements. When policy projects are co-produced through the IDP process, the final policy project includes the key priorities and principles of public goods and services, which are imperative to all sections of the municipality and its people. A co-produced policy project is widely accepted in the municipality, as it satisfies the needs and requirements of the majority, and its implementation is without delays. This is because all budgets are within the agreed scope of demand, with critical resources correctly spent and looked after by the residents and municipality officials. Through co-production integration into the City of Tshwane's IDP process, the municipality officials and residents can co-produce at least 10 critical public service delivery priorities and principles that are closely aligned with the municipality residents' hardships. The co-produced priorities and principles at the municipality's IDP process are aligned with the availability of resources in the City of Tshwane. Each sanctioned action of expenditure is accounted for to prevent wasteful and irregular spending. Therefore, the integration of co-production into the IDP process is a creative watchdog mechanism for public accountability.

Service delivery provision is the core of the discipline and practice of public administration. The integration of co-production into the IDP process has the following potential benefits in co-produced projects: better services, better-working relationships, and democratic quality. These potential benefits are an integral part of the IDP process in the City of Tshwane, which is geared towards tackling the critical service delivery challenges encountered by the municipality.

This chapter three deals with the integration of co-production into the IDP process. This was done by describing the importance of the integration of co-production in each of the five phases of IDP process. The chapter further highlighted the factors that influence and barriers that prevent the integration of co-production. Chapter 4 deals with the study's research methodology, which aids in preparing for the collection and analysis of data, in order to refute the claims that are made in Chapter 3.

Chapter 4: Research Methodology

4.1 Introduction

Research is often referred to as a blind date with the unknown by various scholars and writers. It is concerned with discovering new truths and realities about a phenomenon. Every study is undertaken with the purpose related to the interest of a researcher or the vast scholarly and non-scholarly community. Every study should be able to answer a few critical questions pertaining to it. These questions include 'what', 'why', 'where', and 'how'. The research must answer the 'what', which is associated with a question about the fundamental issue or concern to be researched. This is followed by the 'why', which is concerned with answering the question of the purpose of conducting the study, why it is significant to conduct the study, and what purpose it will serve after being undertaken. Subsequently, a study must answer the question of 'where' the research will be conducted to respond to the overall question of 'what' will be researched and 'why' that fundamental issue is to be researched, thereby, by default, pinning the relevant location for the research. After all these questions, a study can begin to answer the question of 'how' the research will be conducted. This is a significant question to which a study should respond. It uncovers how the study can be deemed as reliable, tested, and verified.

Research methodology describes the techniques and procedures for identifying and analysing data for a specific research topic. Research methodology embodies the 'what', 'why', 'where', and 'how' questions in a research project. This study aims to analyse co-production in the Integrated Development Plan of the City of Tshwane. This chapter provides an outline of the research methodology that was used in conducting this study. This is done by tackling the various sections under the research methodology. These sections are contextualised within the research project of analysing the integration of co-production into the City of Tshwane's IDP.

The following section includes the study's approach and design, and why it is relevant to the study. This is followed by the section on data collection, which gathers the data in a study. Then, the section on the current study's population and sampling details the population size and type and the sampling methods that were deployed to make such

a population aligned with the study's objective. The fourth section is the data analysis strategy used in the study that can uncover the necessary data-based factual view.

Through the research methodology section, the chapter showcases the direction of the research to understand the core of co-production in the Integrated Development Plan of the City of Tshwane. It provides the relevance of the chosen approach and design to co-production in the municipality's Integrated Development Plan. The collected data are aligned with the study's objectives. The population and population sampling that have been selected are relevant to addressing the study's objectives and questions. This chapter describes the sampling techniques that are connected to the current study's objectives and questions and provides justifications for such sampling techniques in relation to co-production in the Integrated Development Plan. This leads to the study analysis being deployed in the study to aid in uncovering the themes of common response in the study's selected sample to questions on co-production in the City of Tshwane's Integrated Development Plan.

4.2 Research Methodology

The purpose of research methodology is to formulate the work plan for the undertaking of a research project. All research should justify the decisions that were taken to meet the study's objectives. Research methodology can be considered to be a work plan for conducting research into the analysis of co-production in the Integrated Development Plan of the City of Tshwane. Henceforth, research methodology is an approach that is used to methodologically explain the research problem, and it is implicit science of studying how research is carried out scientifically (Swarooprani 2022:537). After the observation of what research methodology is and intends to achieve, it is essential to note that research methodology, in its full view, responds to the following questions:

- Why was the study undertaken?
- How was the research problem formulated?
- How and where is data collected?
- How was data analysed?
- What methods and techniques were used in the study?

These questions are essential in comprehending a study's research methodology, or for the work plan to meet the study's objective.

Considering research methodology as a work plan for conducting research, the following section justifies the decision to select the research design, sample and population, techniques, data analysis, and all components of research methodology as the relatively best research methodology or work plan for meeting this study's objectives.

4.3 Research Approach

This study utilised a qualitative research approach. This approach, according to Chinyere and Val (2023: 20), is concerned with the expression of people's or participants' views in a particular research study, which are non-numerical. The qualitative approach is commonly used in social, humanities, and management research. It provides a full view of the analysis into the key themes and common expressions that exist among participants. In so doing, it enables the researcher to code the common themes that exist and correlate them to the aim and objectives of the study at hand. The City of Tshwane is located in the country capital of administration, which is Pretoria, as such the municipality in this city is seen by many as prime example of how each of the established legislations such as the IDP can be perfectly carried out into practice, subsequently the city of Tshwane is very diverse in terms of population, economic status, education and gender. The City of Tshwane further has the rural side, township, semi-urban, and urban locations, making it even more diverse of the characteristics involved in the IDP of the City. Section 4.10 of this study gives a further justification of the section of the geographical area of the City and its diversity. This study aims to analyse co-production in the Integrated Development Plan of the City of Tshwane. Therefore, a variety of participants were involved in the study's data collection to retrieve their expert and non-expert perspectives on co-production in the Integrated Development Plan in the City of Tshwane. Utilising the qualitative approach aided the study in such a way that the participants' opinions were fairly expressed in words. The participants' opinions had little to no restrictions related to numbers or the common 'yes' or 'no' questions, which are common in a quantitative approach which limits the participants to responding fully and authentically to key questions aligned with a study's aim and objectives. This is supported by Mwita (2022: 621), who found that the benefits of using a qualitative research approach included flexibility, in-depth and detailed information, cost-effectiveness, integrating the human touch, and minimising chances of missing.

The study focused mostly on people's perception in the City of Tshwane on how they felt and experienced potential integration of co-production in the Integrated Development Plan in the City of Tshwane, as such, the study required a research methodology that will pin focus on collecting data that is fused with the sentiments of the participants as per they experience. As such, a qualitative research approach was an obvious choice to use for the study as it is non-numerical in nature as compared to quantitative research approaches. Furthermore, the data collection techniques under qualitative research methodology are more fitting for the study, that's techniques such as focus groups, observations and interviews, these styles of techniques are more interactive with the humans or participants and gives the researcher an edge to observe more of the participants emotions and sentiments when collecting the data, and often ensures new information is found when individuals express themselves more. Interviews were selected to structure the questions to meet the overall aim and objectives of the study, whilst ensuring a clear interaction with the participants.

4.4 Data Collection and Instruments

The qualitative research approach uses various techniques to collect data through focus groups, observations, and interviews. This study selected from these techniques to collect data. The researcher had the option to use either unstructured interviews or structured interviews, which are centred on open-ended questions on a particular topic. A researcher can adapt to the responses of the interviews with a variety of follow-up questions to retrieve further data where necessary. Subsequently, the researcher may use structured interviews with a predetermined number of questions that each participant is asked and may respond to with full expression. This gives participants enough time to reassess the views on the subject matter in full view and authenticity. As the participants in the City of Tshwane are from different backgrounds with different economic statuses, it is not impossible to assume that such backgrounds and economic statuses may often hinder the level of co-production in the City of Tshwane's Integrated Development Plan. Hence, it is essential to ensure that these participants are afforded enough space and time to express their views on co-production in the City of Tshwane's Integrated Development Plan. This enables a researcher to retrieve the rich data that is necessary for a fair analysis of co-production in the municipality's Integrated Development Plan.

The selection of the qualitative approach was deliberate in this study. The study is centred on a municipality that is very diverse in terms of population and, as such, requires a research approach that allows for a large sample. The techniques include interviews and focus groups. As this study involved participants from the City of Tshwane's IDP unit as experts in the analysis of co-production in the City of Tshwane's Integrated Development Plan, the most appropriate manner to retrieve rich data from such participants is through semi-structured interviews. Participants can express their expert views without limitations of 'yes' or 'no' response, which would often be the case in quantitative research. Subsequently, the residents of the City of Tshwane and other parts of the population are diverse in terms of economic status and backgrounds. Hence, when retrieving data from such participants, a researcher must engage the participants in a way that enables them to engage, express and reflect their experiences in co-production in the City of Tshwane's Integrated Development Plan, as they are key stakeholders of the co-production.

Focus groups refers to the data collection method where a group of people are gathered to participate in discussions regarding a certain product and/or a topic as introduced and designed by either a researcher or the owner of the product itself. Whereas observation in a research perspective is process of closely monitoring and observing something or someone that the researcher is conducting research on. The distinction between structured interviews and unstructured interviews, is that structured interviews refers to situation in which the researcher is asking the participants pre-determined questions that are structured to collect information that is relevant to respond to the main aim of the study as well as sub-objective, the questions are asked in a specific order to ensure there is consistency and clear comparability across the responses. Whereas unstructured interviews is far flexible and open-ended style of data collection where there is a natural conversation and exploration of topic between the researcher and the participants without clear pre-determined questions but may often lead to unfocused data to respond to the main aim of a study. No focus groups, observations nor unstructured interviews were done for the study. The study opted for structured interviews to collect data, this helped to ensure that they pre-determined questions are focused enough to respond to the main aim of the study and sub-objectives, while ensuring that there is a clear comparability of answers from all the

participants of the three locations which are Mamelodi, Soshanguve and Atteridgeville, and similarly a clear comparability between the City of Tshwane officials.

4.5 Population and Sampling

A population is a key component of a research methodology, because every data collection that occurs stems from it directly or indirectly. As such, Shukla (2020: 1) states that in research, the population is a group of units to which the research findings are applied. When selecting a population and sample size, the correct population and sample size must be selected for any research to be undertaken. This may give essence to the reliability of the research. Considering the importance of the reliability of research based on the population selected, Casteel and Bridier (2021: 343) note that the population of a study's interest creates a boundary of scope for the research, thereby providing a clear environment and context. The population and sample size selected must be a true reflection and representation of the geographical area in which the study takes place. This helps the researcher with a proper focus on avoiding using and presenting a generic approach and results (Casteel & Bridier, 2021: 343). As this study is concerned with analysing co-production in the City of Tshwane's Integrated Development Plan, by default, the population selected in the study is the City of Tshwane IDP unit officials. The City of Tshwane IDP unit officials provided an expert perspective of co-production in the City of Tshwane's Integrated Development Plan. Subsequently, the residents of the City of Tshwane, as the second selected population, shared their perspective based on previous experiences in co-production in the municipality's Integrated Development Plan Municipality as key stakeholders.

Through the selection of these two populations, the study pursued the authentic expression and opinions towards co-production in the City of Tshwane. These enables the researcher to comprehend the successes, failures and existence of co-production in the municipality. Die to the potentially limited number of the City of Tshwane IDP unit officials, the sample size of the study was fairly small, but the limited number that was selected was for the wide representation of the City of Tshwane IDP unit. The following table presents the true reflection of the number of the participants who took part in this study. It indicates how Group 1 was purposively selected with the interest of gaining a wide representation of the City of Tshwane's IDP unit and how Group 2 was randomly selected within the predetermined locations in the City of Tshwane, with

the interest of involving every possible category of participants in the study without bias.

Table 1: The number of sampled participants by category.

Population Type	Sampling Type	Sampling Frame Desired	Sampling Frame Used
City of Tshwane IDP unit officials	Purposive Sampling	10	2
City of Tshwane official residents	Random Sampling	60 (20 sample from each of the three selected townships)	44
Total Sample		70	46

Table 1 illustrates the sampling type that was used for each of the sample groups. Group 1 was selected through purposive sampling to target the IDP officials in the City of Tshwane, whereas Group 2 was selected based on random sampling. Furthermore, Table 1 illustrates the sample frame desired in the study and the actual sample frame used in the study.

Roles and Responsibilities of the City of Tshwane officials, from onsite the had hoped to collect data from at least ten officials from IDP unit in the City of Tshwane for wider comparability in the answers provided, however during the data collection process itself and requesting appointments with the City of Tshwane officials in the IDP unit, only two officials availed themselves of which it also took a number of calls, emails and visitations to the municipality offices for the interviews to be granted, as such only two officials from the IDP unit could be interviewed. It was purposive to select these officials

rather than any other officials of different departments in the City of Tshwane because participant 1 of the IDP officials occupation is Divisional Head: Strategy Development and Implementation in the IDP of the City, participant 1 key responsibilities include strategic planning, policy and legislation, intergovernmental alignment , and stakeholder engagement in the IDP process of the City of Tshwane. While participant 2 occupation in the IDP is Director: IDP and SDBIP, participant 1 responsibilities are multifaceted and encompasses of strategic planning, budget implementation and oversight of service delivery in the IDP process of the City of Tshwane. As such these individuals' occupation and responsibilities indicates their closeness to the IDP process of the City of Tshwane are more relevant to respond to the questions regarding the integration of co-production in the Integrated Development Planning process in the City of Tshwane

Sample technique and design

Sampling is understood as selecting a fragment of the population of interest in a study. It refers to the subgroup of the whole population selected for data collection (Feldmann, 2014: 4). The type of sampling that was utilised in this study is non-probability sampling. The reason for such selection is that the study intended to answer specific questions of co-production in the City of Tshwane's IDP process. As a result, the method that is selected relies on the type of sampling population that required for the study's questions to be answered accurately. This type of sampling is essential in ensuring that the selected population units correlate directly with the study's objectives.

Furthermore, the non-probability sampling techniques that were utilised in the study are purposive and convenience sampling techniques. The purposive sampling technique is a technique where there is a deliberate and purposive selection of units of the population that embody characteristics that are required from the study's sample (Etikan et al., 2016: 3). In this study, the City of Tshwane IDP unit officials fall under the purposive sampling. The convenience sampling technique is also referred to as accidental sampling, as the units of the population are convenient enough for the researcher to select, because of their geographical proximity and willingness to participate (Etikan et al., 2016: 2). The selection of these two sampling techniques is due to the need to be purposive in selecting of the participants in the Group 1 sample to only be the IDP unit officials, instead of random officials in the City of Tshwane, as

they would not serve the study's objective. By contrast, the convenience sampling was selected because in the larger geographical areas of Tshwane. The selection of the three locations was more convenient in terms of randomly obtaining the Group 2 participants.

Purposive sampling technique

The City of Tshwane metropolitan municipality consists of various departments with various mandates and missions to service the municipality. In all these departments and units, various officials and personnel are responsible for the planning and execution of the mandates. Thus, when conducting a research study in the City of Tshwane, a researcher cannot select all or every official in the municipality holistically or randomly, especially if the researcher is targeting a certain department or unit of in the municipality.

The preceding remarks indicate that the purpose of this study was to assess how co-production was factored into the City of Tshwane's IDP Process. Therefore, the participants in the Group 1 sample had to be selected with the purpose that they served the study's objective. Hence, purposive sampling technique to ensure that the Group 1 officials were only City of Tshwane IDP unit officials. This purposive sampling technique aids the study to be focused on selecting relevant participants to serve the overall objectives of the study.

Convenience sampling technique

The City of Tshwane has about 42 regions. Due to the larger population in the municipality, a study in the municipality must consider the accessibility of the City of Tshwane participants in terms of residents and then make an informed decision to select areas that are convenient in terms of gathering the data from the participants, and that are still relevant to the study's objectives.

The selection of the three townships in the study for data collection was based on the geographical areas of the townships being more accessible. In addition, townships have a wide representation of people who could be found in almost all 42 regions of the City of Tshwane in terms of gender, education, class, and economic status. The three areas that were selected were Mamelodi, Soshanguve, and Atteridgeville townships.

4.6 Source of Data Collection

Data collection is a key component of any research. It enables the research to reach the appropriate level and accuracy of the study's objectives. As data collection is essential in the reliability of a study, it is equally important that a correct research technique and method are selected to collect the study's data. Research methods or techniques are scientific and value neutral, consist of "theoretical procedures, experimental studies, numerical schemes, statistical approaches", and help to collect data (Lubinga, 2014: 112). In selecting a research method for data collection in a study, the type of research approach that has been selected is a contributing factor. This is because of its relationship with the type of data the researcher is aiming for. In other words, a researcher relies on themes or numerical data to be able to meet the study's objectives. Since this research is an analysis of co-production in the City of Tshwane's Integrated Development Plan, and the selected research approach is qualitative. The research method or technique that was utilised for data collection in this study was structured interviews. The collected data were analysed through a thematic analysis to meet the study's objectives.

In qualitative research, the interview in its simplest form of definition is used to collect primary data directly from the source. This largely involves asking the source, who is directly impacted by an entity's (private or public) product about the effectiveness or quality of that product based on their lived experiences with that product. Through a collection of the data using interviews to obtain responses from various sources, a researcher can use thematic analysis to understand common themes that arise from the various sources. The analysis can be a space of either effectiveness or non-effectiveness that the researcher may use to provide feedback to the research objectives.

Since this study's objective is to analyse co-production in the City of Tshwane Metropolitan Municipality's Integrated Development Plan, the collection of data involved various sources from which the data were collected. The sources were from the pool of the municipality's official residents and IDP unit officials. The sources were theoretically expected to provide deep information concerning co-production in the Integrated Development Plan, in which there might be similar and different

perspectives between each source and the others. Hence, the selection of structured interviews, which contained similar questions for each of the sources, aided in aligning the questions with determining the correct responses for analysing co-production in the Integrated Development Plan.

George and Merkus (2022) assert that structured interviews rely on a predetermined set of questions for data collection, and that qualitative approaches are best useful when they include and are set as open-ended questions. Based on the pool of sources that were to be involved in this study's data collection, structured interviews were the best option. This is because the data collection method requires that the questions to be asked must be predetermined in a manner that allows for retrieving data that is directly linked to achieving the study's objectives. The structured interviews are different from the three other types of interviews because questions are predetermined in both topic and order. By contrast, in semi-structured interviews, some questions are predetermined, while others are not. Additionally, in unstructured interviews, none of the questions are determined, and in a focus group, the questions are presented to a group, and not individuals. The problem with the other types of interviews is that the responses are directionless and most often do not align directly with the study's main objective, but become too general towards the topic, as questions are not predetermined fully to align with the study's objectives.

As the City of Tshwane has a variety of populations from various backgrounds, the populations may understand the concept of co-producing differently, depending on the type of environment they reside, which may be in the core or periphery of the municipality. The variety of the population in the municipality is dynamic and requires a data collection methodology that may enable each participant in the study to detail their lived experience of co-producing in the Integrated Development Plan. Simply put, interviews are a two-way conversation between the interviewer and the interviewee, where the interviewer asks the interviewee specific questions to gather relevant information and learn about the interviewee's experiences, beliefs, and opinions regarding questions (Creswell, 2007: 89). Since various individuals may have various experiences, beliefs, and opinions about a topic, structured interviews assist in ensuring that questions are set in a manner that will enable the participants to respond to a set of questions that are directly linked to determining the relevant information in order to achieve the study's objectives.

4.7 Data Analysis

Data analysis is the process that involves inspecting, cleansing, transforming, and modelling of raw data to uncover valuable data to fulfil a study's aim and objectives (Nigatu, 2009: 24). Hence, after collecting reliable and accurate data successfully for one's study, the next step is to extract further valuable data and manipulate the necessary data that is objectively aligned to the study (Ibrahim, 2015: 99). Various data analysis methods include content analysis, grounded analysis, narrative analysis, and thematic analysis. The data that were collected through the interviews in the City of Tshwane, towards achieving the objective of analysing co-production in the municipality's Integrated Development Plan, were directly from the sources and fairly complex in nature. This requires proper inspecting, cleansing, transformation, and modelling of these data, so as to make sense of it and align it to the study's objectives. By following this logic of thought and considering the variety of data analysis methods, a more appropriate data analysis method was selected concerning the achievement of this study's main objective.

The thematic analysis process that was used to analyse the data consists of the following six steps (Naeem et al., 2023: 5).

Step 1: Transcription, familiarisation of data, and selection of quotations

This is the initial step of the data analysis, where the researcher dived deep into the data that were collected from Mamelodi, Soshanguve, and Atteridgeville, and from the City of Tshwane IDP unit. In this step, the data from the three locations were collected through the KoboCollect tool and transcribed, whereas the data of Group 2 were collected through recordings and then transcribed.

The key viewpoints were highlighted and quoted in an attempt to bring the collected data to life, in order to present the diverse views of the participants, as they align to the study's objectives.

Step 2: Selection of keywords

In this step, keywords from transcript from Groups 1 and 2 were selected to identify the patterns that re-occurred based on the participants' experiences.

For instance, Group 1 data included data of participants from the three locations, but transcripts and analyses were treated as a collective, to highlight keywords that illustrated the presentative experience of all participants, and the same was applied to Group 2 data.

Step 3: Coding

In the third step of thematic analysis, short phrases, also known as codes, from Group 1 and Group 2 were captured as part of the core of the research data. These codes were transformed to align with the theoretical lenses of the research and, therefore, the research questions. Furthermore, the codes served as the backbone of the keywords and themes that were identified in the study.

Step 4: Theme development

As explained before, the codes in step 3 serve as a backbone for the themes in the study. In this step, the codes identified from step 3 were organised into patterns as part of the theme development from the participants' experiences. This development of themes helped to ensure that they were aligned with the study's sub-objectives, as they related to the experiences of the participants. The themes that were identified from all data from Group 1 and Group 2 moved from being reoccurring patterns in the data to being what links the study's research questions and objectives.

Step 5: Conceptualisation through the interpretation of keywords, codes, and themes

In this step, the idea was to define the concepts that emerged from the collected data. Social patterns were identified and then refined into definitions that aligned with the research objectives and questions. Tables and graphs were used as part of ensuring the accuracy, clarity, and reality of the collected data.

Step 6: Development of the conceptual model

The idea in step 6 is to develop a conceptual model. 'The model serves to answer the research questions and underscore the study's contribution to knowledge.' (Naeem et al., 2023: 5) Tables were developed based on the themes that had been developed in the study, in order to understand the pattern and signify the accumulation of collected data.

A thematic analysis was used to analyse the structured interview data. Since the structured interviews involved multiple subjects with a variety of data that had to be interpreted as a whole. To make sense of the data and align them with the study's main objective, common themes were coded from the data to search for common responses for perceived co-production in the City of Tshwane's IDP, in order to assess the visibility of co-production between the relevant stakeholders in the Integrated Development Plan. Thematic analysis is used in 'qualitative research to organize and analyze complex data sets systematically' (Dawadi, 2020: 62). A data analysis procedure tends to 'center on identification, description, explanation, substantiation, and linkages of themes.' By contrast, a theme refers to a central idea or subject in a talk or piece of writing (Kampira & Meyer, 2019: 4). The thematic analysis style is suited to making sense of the reoccurring themes that may be found in the participants' views, in order to form an overall view of the analysis of co-production in the IDP process in the City of Tshwane.

4.8 Research Variables

Co-production is gaining much attention in scholarly research in public policy and administration, and it can be vividly undertaken in various spaces where relevant stakeholders and officials may co-produce public services and goods. IDP was established in South Africa's legislation as a space where the municipality residents and officials can co-produce desired public services and goods. However, over all, it would be ill-informed for one to assume that all participants are involved in the current study. The following measurable elements helped the researcher to develop and gather concrete information for analysing co-production in the City of Tshwane's Integrated Development Plan:

- *Co-production perception*

This element comprises the following variables:

- Understanding of the concept of co-production
- Willingness to co-produce
- Effects of co-producing or not co-producing

- *Integrated Development Plan perception*

The following variables fall under this element:

- Residents' knowledge of the Integrated Development Plan
- Willingness to attend and co-produce in the Integrated Development Plan
- Effects of utilising the Integrated Development Plan

Through these variables, which measure the reliability of the participants' insights, the researcher can pose a variety of questions that may lead to a proper and authentic analysis of co-production in the City of Tshwane's Integrated Development Plan. The variables are essential in ensuring that the participants are well informed to give relevant and accurate responses that align with meeting the study's main objective and sub-objectives.

4.9 Ethical Considerations

When one conducts research that involves data collection through human interaction using interviews or another instrument, it is of the utmost importance for one to consider protecting the fundamental rights of other humans. This can be achieved by ensuring that the study is conducted in consideration of ethical considerations and causes no physical or mental harm to the participants. The City of Tshwane IDP officials and residents were the main source of data for this study. These samples are humans, who can be swayed by a variety of incentives to provide data that fit a different narrative. Therefore, no incentives were offered to any of the participants, in order to uphold the utmost ethical principles to ensure the study's reliability.

Ethical principles when collecting data are essential for reliable research results. In qualitative research, ethics embodies principles of right and wrong. The qualitative research phrase 'social research ethics' is defined as a set of ethical principles that must be upheld by social researchers when collecting data (Hammersley & Traianou, 2015: 2). These social research ethics correlate with the ethical considerations of making a study trustworthy and reliable and increase participants' willingness to partake in the study.

Voltelen et al. (2018: 517–518) assert that the various ethical considerations in conducting structured interviews include:

- ensuring that the participants have a clear and sound comprehension of what participation means,
- providing the participants with an opportunity to select between individual and joint interviews,
- finding the suitable context for the interview,
- obtaining extended informed consent, and
- maintaining confidentiality and safety.

To ensure that these are adhered to, in this study, participants were given an option to consent to participate. A voluntary participation form was issued for participants to sign before the data were collected. The form disclosed the purpose of the study. To protect the participants, their identities were kept confidential. No form of incentive was offered to participants, in order to ensure the study's neutrality and reality.

Trustworthiness

In qualitative research, the concepts of reliability and validity are reframed as part of establishing the *trustworthiness* of the study (Lincoln & Guba, 1985). To ensure credibility, this study employed data triangulation by sourcing perspectives from both municipal officials and grassroots community members and used member checking to validate emergent themes. Dependability was ensured through a detailed audit trail of data collection and coding processes, supported by a code-recode procedure to ensure consistency. To enhance confirmability, reflexive notes were maintained throughout the research process, and key findings were substantiated using direct participant quotations. Finally, transferability was addressed through thick contextual description, enabling readers to evaluate the applicability of the findings to other South African municipal contexts.

4.10 Geographical Area of the Study

The geographical area for this study is the City of Tshwane. The reason for selecting this municipality as of interest for undertaking the research on the analysis of co-production in the Integrated Development Plan is the diversity of the population in the municipality, and that it is the capital of South Africa. The municipality, due to its

geographical standing, is viewed as the country's representative municipality. Hence, for a study on any legislation mandated to local government, to assess its successes and failures, the City of Tshwane, with its diversity and being the capital of the country's administration or government, can be used as a reference point of study. The municipality is open to more scrutiny and is at the centre of all attention from various institutions and stakeholders, including international stakeholders.

The City of Tshwane may be considered from many perspectives as the reflection of the effectiveness and efficiency of the entire country's local administration. Hence, the outcome of a study in such a municipality, with all the attention and scrutiny surrounding it, can assist as a pathway for all other municipalities in the country to reflect on, learn from, and reform their local administrations.

The City of Tshwane is home to approximately 3.6 million people, according to Statistics South Africa (Stats SA, 2020). The City of Tshwane has a variety of residential areas, including Mamelodi, Soshanguve, and Atteridgeville townships, which are the study's geographical areas for residents' data collection. The selection of the City of Tshwane as the case study was informed by both theoretical and empirical considerations aligned with the objectives of this research. As Flyvbjerg (2006) and Yin (2014) emphasise, case study research in qualitative inquiry is not driven by statistical representativeness but by the *information-richness* of the case and its strategic relevance to the phenomenon under investigation. Tshwane is one of South Africa's largest and most diverse metropolitan municipalities, encompassing a mosaic of socio-economic and spatial contexts, including affluent suburbs, formal housing areas, informal settlements, and historically disadvantaged townships. This diversity renders it a compelling microcosm for interrogating how co-production manifests unevenly and differentially within the Integrated Development Planning (IDP) process.

Specifically, this study focuses on three townships within Tshwane: Mamelodi, Soshanguve, and Atteridgeville, which serve as the geographical areas for collecting residents' data. These townships were purposively selected due to their *shared characteristics*: all three are historically marginalised urban settlements with high population densities, persistent service delivery challenges, and active forms of civic engagement and protest. These conditions offer an ideal analytical terrain for

examining co-production dynamics in contexts of municipal resource constraints, political contestation, and community resilience. The townships are spatially distinct but institutionally connected through the Tshwane IDP process, allowing for comparative thematic analysis across communities that engage with similar municipal planning mechanisms.

Furthermore, Tshwane has a documented history of service delivery protests and contested participatory governance, especially in these townships (Van Rooyen & Pooe, 2016; Asha & Makalela, 2020). As such, the choice of Mamelodi, Soshanguve, and Atteridgeville reflects a deliberate methodological strategy to *concentrate the investigation* in areas where both the stakes of service delivery and the potential for co-production are most acute. This enhances the credibility and depth of the study, while also enabling analytical generalisation of findings to other urban township settings across South Africa with similar socio-political characteristics. Overall, the selection of the City of Tshwane and specifically these three townships ensures that the study is contextually grounded, empirically rich, and theoretically robust for exploring the challenges and prospects of co-production in IDP processes.

There are three branches of government in South Africa: the Legislative, the Judiciary and the Executive. The executive branch which includes of the presidency and cabinet members are geographically located in the City of Tshwane, as such the performance of this municipality given its close proximity to the elected government should be a leading examples for the other municipalities of the country, although that is not constitutional mandated, but from a logical point of importance of leadership, one would assume it to be so. The City of Tshwane is home to approximately 3,6 million people as of estimates from the year 2021 this stated in the City of Tshwane webiste, with major residential areas being Akasia, Atteridgeville, Babelegi, Bronberg, Bronkhorstspuit, Centurion, Crocodile River, Cullinan, Eersterust, Ekangala, Elands River, Ga-Rankuwa, Hammanskraal, Laudium, Mamelodi, Pretoria, Rayton, Refilwe, Rethabiseng, Roodeplaat, Soshanguve, Temba, Winterveld and Zithobeni, the closest in terms of accessibility for the researcher considering transportation and cost were Attridegeivlle, Mamelodi, and Soshanguve, but considering the are part of the major residential areas, it was clear a variety of people will be available for data collection. But also, in terms of characteristics in these three areas you are assured to find

English, Sepedi, Xitsonga and Setswana speaking people as that was the case, from the five principal languages spoken in the City of Tshwane. The selection of 20 respondents from each the three locations was in consideration of the time-constraint of the study itself, as one cannot physically interview each resident in the three locations. Mamelodi is estimated to have population of 334,577 as of the census of 2011, and Soshanguve population estimated at 919,748 of 2025, this is according to world-population-review, while is estimated at 64, 426 people as of census of 2011. Considering these estimated number, a relevant number to collect data to complete the study was necessary.

4.11 Data Application Summary

The section focuses on the analysis of co-production in the City of Tshwane's Integrated Development Plan. The analysis is formed against the responses from these two sample groups to the scripted and predetermined interview questions that were shared with the participants. It is based on the participants' responses to the predetermined questions that are aligned with the study's main aim and objectives. This is because the questions are set in a manner that seeks to establish the full comprehension and practice of co-production in the City of Tshwane's Integrated Development Plan, thereby establishing the existence or non-existence of co-production in the Integrated Development Plan in the municipality. This gauges the participants' full compression and practice of co-production in the Integrated Development Plan.

As the analysis in this section was largely based on the responses of the participants, who are the City of Tshwane IDP unit officials and residents, it is important to note that none of these participants was offered any form of incentive to partake in this study. This would have opened a large spectrum of bias and unethical research, thereby making this study unreliable. Therefore, before and during the interview stage, the participants were informed that their participation in the interviews was completely voluntary, and they had every right to withdraw from the study at any point should they feel the need to do so. Furthermore, the names and identities of the participants were kept anonymous to ensure their safety and enable them to provide open responses without any fear of the aftermath of their responses to the questions.

In careful consideration of the 20 interview questions for this study, from which the participants' responses stemmed, the researcher strongly believed that the questions formed an analysis of co-production in the City of Tshwane's Integrated Development Plan. Through these interview questions, there was hope that clarity would prevail in terms of understanding co-production and the Integrated Development Plan. These interview questions and responses guided and clarified the eradication of the misconceptions of co-production and the Integrated Development Plan. All this was based on the presumption that the responses to these interview questions were from people who are directly involved with the operations and proceeds of the co-production in the City of Tshwane's Integrated Development Plan. Therefore, the participants were expected to have full knowledge of the existence or non-existence of co-production in the municipality's Integrated Development Plan.

The interview questions and schedule developed a pattern of common themes from the respondents that were aimed at clarifying persistent issues and subjects involved in the co-production of the City of Tshwane's Integrated Development Plan. The questions were aimed to take a chronological order of open-ended questions to acquire accurate information on finding a solution to the barriers and challenges that hinder co-production in the Integrated Development Plan, and on enhancing factors that influence co-production in the municipality's Integrated Development Plan.

A thematic analysis method was used to analyse the data collected from the interviews and the scripts. The themes were pre-determined and thereafter questions structured in accordance with themes so to ensure that re-occurring themes are identified from the respondents, and then to analyse the meaning and significance of each theme, and this was reported through narrative descriptions and tables for concise presentation, this style of data analysis ensured a focused to meaning for through uncovering meaning and concepts attached into the data collected. That is Christou (2023:01) is of the view that "thematic analysis is an extremely valuable analytic tool for qualitative studies that, if done properly, certainly does not fail to provide insights into a phenomenon under investigation or even theory-building."

4.12 Conclusion

The main objective of this study is to analyse co-production in the City of Tshwane's Integrated Development Plan, to assess the existence or practice of co-production in the Integrated Development Plan among the municipality officials and residents as the main stakeholders. Given that the research methodology is a roadmap and guide of how, where, and why a study is conducted in such a manner that it has, this chapter provides an overview of how, where, and why the study was conducted in the City of Tshwane. All this is done by detailing the study's approach. The selected approach is qualitative research, because the study was concerned with understanding the participants' lived experiences and expressions regarding co-production in the City of Tshwane's Integrated Development Plan. Through the use of the qualitative research approach, a thematic analysis was used to code and analyse common themes from the participants. The themes provided the study with a perspective of co-production in the municipality's Integrated Development Plan as commonly perceived. Subsequently, the chapter details the sample that was used in the study, which comprised the City of Tshwane IDP unit officials and residents. This is because the two population samples are at the centre of co-production in the municipality's Integrated Development. The selection of the two population samples was due to the use of the purposive sampling technique, which enables a researcher to select subjects to participate in a study based on the likelihood of data collected from such subjects do satisfy the study's objective. Due to the high involvement of humans in this study, ethical considerations are among the study's most important considerations. Ethical considerations ensure that the study is reliable and can be verified, with all data collected from the participants being authentic and without the influence of incentives offered to them, which may lead to bias. The following chapter presents and discusses this study's findings.

Chapter 5: Findings and Discussion

5.1 Introduction

The concept of co-production has gained increasing prominence in the fields of public policy and public administration, where it is now widely recognised as a critical framework for understanding collaborative governance across national, provincial, and local levels. In particular, co-production has emerged as a valuable lens through which to examine the nature and effectiveness of citizen engagement in service delivery and policymaking. Within this context, the present chapter undertakes an analysis of co-production in the City of Tshwane's Integrated Development Plan (IDP), with the objective of determining the extent to which co-production is being practised as part of municipal planning processes. Put differently, the chapter interrogates whether municipal officials are actively engaging with residents and other stakeholders in co-producing the IDP, thereby promoting more inclusive, cost-effective, and responsive service delivery.

To address this overarching aim, the chapter responds to two of the study's core objectives:

- To assess the level of co-production integration into the City of Tshwane's IDP process;
- To examine the key factors that facilitate or hinder successful co-production within this process.

The analysis is grounded in a thematic approach, drawing on pre-identified themes that align directly with the study's objectives. Empirical data were gathered from two key respondent groups: Group 1, consisting of residents of the City of Tshwane, and Group 2, comprising municipal officials from the IDP Unit. The structure of this chapter is organised to reflect these themes and their relation to the study's objectives, as outlined below:

Part 1

This part deals with four sections that include the themes relating to Group 1 data collection. The first section of part one is the demographics of the residents, and the second section of this part is the knowledge of co-production. This part's third section provides examples and challenges of co-production.

Part 2

In this part, there are four sections that include predetermined themes that relate to Group 2 data collection. The first four themes in the part are structured as those in Part 1 but differ in terms of the content of the sub-themes.

Finally, this chapter discusses the findings and draws a conclusion from them.

5.2 Findings from Group 1 (the residents of Mamelodi, Soshanguve and Atteridgeville in the City of Tshwane)

This section presents the findings from the city of Tshwane residents.

Theme 1: Demographics

Below are the demographic percentages of the group 1 participants. The data collection of group 1 participants was collected from three locations in the City of Tshwane, namely, Mamelodi, Soshanguve, and Atteridgeville.

Participant location

Overall, 44 participants (50% male, 50% female) took part in the qualitative interviews to ascertain the residents' individual opinions on co-production in the City of Tshwane's IDPs. Participants were drawn from three sites within the municipality: Atteridgeville (15), Soshanguve (15), and Mamelodi (14).

Education level

All the participants were literate; for instance, they had attained some level of education. Ninety-eight per cent of the participants had attained either secondary (41%, n = 18) or tertiary-level (57%, n = 25) education. Overall, Atteridgeville and Soshanguve had more people with tertiary education. By contrast, Mamelodi participants had attained mainly secondary-level education.

Employment type

The majority of the participants were either unemployed (43%, n = 19) or formally employed (43%, n = 19), and only 14% of them were engaged in informal employment.

Ironically, Soshanguve reported the highest number of unemployed participants (11) compared to Atteridgeville (4) and Mamelodi (4). Despite the Mamelodi participants mainly attaining secondary education, more than half confirmed their participation in formal employment. Surprisingly, Soshanguve participants who seemed more literate were considerably more unemployed.

Due to the variety in the demographics of the participants in terms of gender, education level, and employment type, this study's findings represent the groups in the community. The findings can be used to influence policy formulation and decision-making. The demographic variety presents an equal voice and perspectives of residents with similar or almost similar issues that may be included in the policymaking. Such issues can contribute to the factoring of co-production into the City of Tshwane's IDP Process.

Theme 2: Knowledge of Co-Production

To assess participants' understanding of co-production, several parameters were evaluated, including their comprehension of the concept, awareness of Tshwane's co-production approach, prior participation in co-production, perceptions of municipal efforts to integrate citizens, and suggestions for enhancing citizen participation.

Findings indicate that 39% of participants demonstrated an understanding of co-production, 25% did not comprehend the concept, and 36% were uncertain or unfamiliar with the term. Participants who exhibited an understanding of co-production provided various interpretations of the concept. For instance:

- *"Co-production is a concept that helps the community identify issues and find ways to resolve them. It represents a partnership between the municipality and the community."* (Female participant, Mamelodi)
- *"It is an effective approach to service delivery that ensures responsiveness to citizens' concerns."* (Female participant, Mamelodi)
- *"Co-production involves engagement between the municipality and the community, fostering collaboration."* (Male participant, Atteridgeville)
- *"It entails citizens and municipal officials working together on specific initiatives."* (Male participant, Shoshanguve)
- *"It is a partnership where responsibilities are shared, ensuring joint decision-making."* (Female participant, Atteridgeville)

- *"Co-production involves working collectively towards a common goal while building a relationship with the municipality."* (Male participant, Atteridgeville)

Conversely, participants who lacked a clear understanding of co-production provided varied interpretations, often equating it with general service delivery mechanisms.

Responses included:

- *"Co-production is a concept that helps the community identify and address local issues."* (Female participant, Mamelodi)
- *"It refers to the effective delivery of services and responsiveness to citizens' concerns."* (Male participant, Shoshanguve)
- *"It is a formal agreement between the community and municipal officials to ensure service provision."* (Female Participant, unspecified location)
- *"Co-production is simply about service delivery."* (Male participant, Shoshanguve)
- *"It involves providing public funding and opportunities to residents."* (Male participant, Atteridgeville)

These findings suggest that while some of the participants had a conceptual grasp of co-production, there was significant variation in interpretations. Many conflated co-production with service delivery rather than viewing it as a collaborative governance approach, while others had no knowledge of the concept.

Theme 3: Awareness of the City of Tshwane's Approach to integrating co-production in the IDP process

To further examine the level of public engagement in co-production, participants were asked whether they were aware of the City of Tshwane's approach to integrating co-production in the development of its Integrated Development Plans (IDPs). The findings reveal a significant gap in public awareness, with 84% of respondents indicating that they were unaware of the municipality's co-production strategy, while only 16% reported having some level of awareness.

Among those who were aware, participants noted that their knowledge stemmed from previous interactions with municipal representatives, participation in community meetings, or engagement with ward committees. However, even within this group, respondents demonstrated varying degrees of understanding regarding how co-

production is formally implemented within the IDP process. Some associated their awareness with broader community consultation initiatives rather than a structured co-production framework.

Theme 4: Participation in Co-Production

Participants were asked whether they had ever engaged in co-production activities related to the Integrated Development Planning (IDP) process within their communities. The findings indicate an overwhelming lack of participation, with a striking 95% of respondents stating that they had never taken part in any co-production initiatives at the time of the interview. This suggests a significant gap between the intended participatory nature of the IDP process and actual citizen involvement at the community level.

Notably, only two male participants from Atteridgeville reported having participated in co-production activities, and even then, their engagement was limited to a single instance. The activities they were involved in included:

- **Research for Section 79 Oversight Committees:** This involved providing information and insights to assist municipal oversight bodies in evaluating policy implementation and service delivery effectiveness.
- **Housing Development Program:** Participation in discussions or activities related to housing initiatives within their community.

A striking pattern emerged among these two participants: both had attained tertiary education and were either formally or informally employed. This suggests that educational background and employment status may influence an individual's likelihood of engaging in co-production activities. It also raises concerns about the accessibility of these initiatives to individuals with lower levels of education or those in precarious employment situations.

To explore the extent of citizen participation in co-production further, participants were asked a follow-up question, phrased differently, to determine whether they were aware of any instances in the current IDP where citizens had been directly involved in defining community needs or priorities. The findings revealed that a significant majority (84%) of participants were unaware of direct citizen participation in co-production, while only 16% acknowledged awareness of such participatory mechanisms. This highlights a

notable gap in public knowledge regarding opportunities for involvement in the IDP process, pointing to potential communication and outreach deficiencies on the part of the municipality.

When asked to provide concrete examples of citizen participation in co-production, 86% of respondents reported having no knowledge of specific instances where citizens were actively engaged. Only 14% were able to identify examples, further emphasizing the low visibility of participatory initiatives and reinforcing the need for greater transparency and improved public engagement strategies.

The few examples cited by participants included:

- *“We were invited to a meeting where they needed to fix the sewerage system and lower tax tariffs, but nothing was done.”* (Female participant, Mamelodi)
- *“Yes, we were called for a meeting to discuss streetlights and tar roads.”* (Female participant, Mamelodi)
- *“Different organisations collaborate with municipalities to create EPWP (Expanded Public Works Programme).”* (Male participant, Shoshanguve)
- *“There was an idea for a public park, together with the community and the municipality, but it was not implemented.”* (Female participant, Atteridgeville)
- *“A community public youth center is still in the design process.”* (Male participant, Atteridgeville)
- *“Hostel projects have been initiated in the community.”* (Male participant, Atteridgeville)
- *“Meetings were held regarding refuse removals.”* (Female participant, Atteridgeville)
- *“Electricity issues in the community have been addressed through community engagement.”* (Female participant, Atteridgeville)

These responses suggest that while some participatory efforts exist, they are infrequent, inconsistently implemented, or lack follow-through, leading to scepticism and disengagement among residents. These further underscores the urgent need for a structured and well-communicated co-production framework that fosters active and sustained citizen participation in the IDP process.

Theme 5: Likelihood of Citizen Collaboration in the IDP Process

Participants were asked to evaluate the likelihood of citizens engaging in collaborative efforts with policymakers and administrators to define problems, develop solutions, and implement plans related to Integrated Development Planning (IDP). Respondents were given five rating options: **most likely, likely, neutral, unlikely, and most unlikely.**

The results indicate a varied distribution of perspectives regarding citizen collaboration: Neutral (39%) The largest proportion of participants (17 respondents) were uncertain about the likelihood of collaboration, reflecting a general ambivalence or lack of confidence in the accessibility or effectiveness of such opportunities. Unlikely or Most Unlikely (32%) A total of 14 participants expressed scepticism, indicating that they perceived little to no opportunity for citizens to engage meaningfully in co-production efforts. Most Likely or Likely (30%) A slightly smaller group of 13 respondents reported that they believed collaboration was likely or highly likely, suggesting that some individuals saw opportunities for engagement despite potential challenges.

A closer analysis of responses across different communities revealed distinct trends: Atteridgeville. Many participants in this area adopted a neutral stance, suggesting uncertainty about whether opportunities for collaboration existed or whether participation would yield meaningful results. Mamelodi – More participants in this community reported "unlikely" or "most unlikely" responses, indicating a more pessimistic view of citizen participation in co-production. This could stem from previous negative experiences, lack of outreach, or a perceived disconnect between residents and municipal officials. Soshanguve – In contrast, participants from Soshanguve were more optimistic, with a greater proportion indicating that collaboration was either "likely" or "most likely." This suggests that residents in this area may have had more exposure to participatory initiatives or a stronger belief in the potential for municipal engagement. The overall findings highlight a mixed sentiment regarding citizen collaboration in the IDP process. The high level of neutrality suggests that many residents are uncertain about their role in co-production or lack clear information on how to engage. The substantial proportion of negative responses points to barriers such as limited trust in municipal structures, lack of awareness regarding participatory opportunities and perceived exclusion from decision-making processes. Conversely, the positive responses from Soshanguve indicate that localised factors, such as municipal

outreach efforts, community networks, or prior successful initiatives, may contribute to a more favourable perception of citizen involvement.

Theme 6: Participant Opinion on Municipality Efforts Towards Co-Production

The study examined participants' perceptions of whether the City of Tshwane has made sufficient efforts to create spaces for citizen participation in the co-production of services. The findings indicate a widespread sentiment of dissatisfaction regarding the municipality's efforts, with over 91% of respondents stating that the municipality has not done enough to facilitate their engagement in service co-production and only 9% feeling that the municipality has made some efforts.

Of the 9 % that expressed a more positive outlook, indicating that the municipality had made notable efforts to create participatory spaces within their respective localities. Their perspectives varied based on their specific experiences:

- Two participants from Mamelodi highlighted employment opportunities generated by municipal initiatives, suggesting that new programs and projects have contributed to economic empowerment within their community.
- A male respondent from Soshanguve acknowledged municipal efforts to enhance community hygiene and sanitation, indicating a visible improvement in local environmental conditions.
- A participant from Atteridgeville noted the establishment of community meetings as a means of increasing public engagement in municipal affairs.

Interestingly, all four participants who acknowledged some level of municipal effort in fostering co-production were either formally or informally employed. This suggests a potential correlation between employment status and perceptions of municipal engagement. Those with jobs, whether formal or informal, may have had greater exposure to municipal programs or benefited directly from initiatives designed to enhance participation.

Based on the above results, the overwhelming dissatisfaction among respondents underscores the need for more inclusive and visible participatory mechanisms in Tshwane's co-production efforts. The small percentage of participants who recognised municipal efforts highlights the importance of localised successes in shaping public

perceptions. However, the limited awareness or impact of these initiatives on the broader population suggests communication gaps between municipal authorities and residents regarding available participatory opportunities, and Unequal access to engagement opportunities, potentially favouring individuals with employment or existing municipal connections.

Theme 7: Importance of Citizen Participation in Shaping Development Plans

Participants were asked to assess the significance of citizen involvement in shaping their city's development plans, using the parameters: "highly important," "important," and "neutral." The results indicate a strong consensus on the importance of public participation, with an overwhelming majority (89%) of respondents across all three locations stating that citizen engagement is highly important. Additionally, 7% of participants rated it as important, while only 5% remained neutral on the matter.

A closer examination of the responses revealed notable demographic trends. The two neutral participants were both females from Mamelodi, with secondary education as their highest level of schooling. Interestingly, they also indicated a lack of awareness regarding the concept of co-production, which may explain their neutral stance. Similarly, all three respondents who selected "important" as their response were female, with two from Atteridgeville and one from Mamelodi.

In terms of gender distribution, the majority of those who regarded citizen participation as highly important were males (22), while 17 were females. Despite minor variations between locations, the overall consensus across Mamelodi, Soshanguve, and Atteridgeville was that citizen participation plays a critical role in shaping the municipality's development.

These findings underscore the necessity of integrating co-production into the IDP process to ensure that residents can meaningfully contribute to municipal planning and decision-making. The strong agreement on the importance of citizen engagement highlights an opportunity for local government to enhance participatory mechanisms, improve civic education, and foster inclusive governance practices that empower residents in shaping their communities.

Theme 8: Challenges experienced in co-production

Responding to the objective to examine and understand the key factors that facilitate or hinder successful co-production in the City of Tshwane's IDP process. The participants were asked to share the challenges they had experienced in implementing co-production in the IDP process. Based on the results, the majority (82%) had a lot to say about the challenges, whilst only 18% indicated that they were not aware of the challenges that hinder the implementation of co-production in the municipality's IDP process. Of the 82%, the challenges cited included poor leadership, the lack of transparency and accountability, a lack of civic education, and crime, corruption and greed amongst municipal officials. These challenges are discussed as follows.

Poor leadership

There is a trend of concern from the participants who cited the leadership in Tshwane as poor. This applies to both political and administrative leadership. The participants are concerned that the lack of political and administrative leadership at the forefront of co-production integration into IDP in the City of Tshwane hinders the co-production in the municipality's IDP process. The following are sentiments from across the three locations:

- *'Lack of leadership in the Municipality'* – Female Interview Participant, Mamelodi
- *'Different political issues in the Municipality'* – Female Interview Participant, Mamelodi
- *'Administration municipality is poor'* – Male Interview Participant, Atteridgeville

Lack of transparency and accountability

Many of the participants from across all three locations were concerned with the level of transparency and accountability in the municipality's handling of public affairs. They believe that because there is a lack of transparency and accountability at the basic level, there is no pressure for co-production to be integrated or integrated into the IDP. Therefore, should transparency and accountability increase, there can be an increase in the pressure to ensure that co-production is integrated into the IDP. This will be pushed from all sides and questioned when not done. These are the sentiments from across all locations:

- *'Being unfaithful to citizens and empty promises and no direct communication on what is required or happening'* – Female Interview Participant, Mamelodi
- *'Elected leaders have a lack of communication with the community.'* – Male Interview Participant, Mamelodi
- *'Communication system is poor and does not engage with the citizens.'* – Male Interview Participant, Soshanguve
- *'Councillors do not communicate with the residents.'* – Male Interview Participant, Soshanguve

Lack of civic education

An important element that appears to be missing, which the residents have raised as a concern, is the lack of proper civic education. This can stem from the lack of communication and the issue of residents not being aware of co-production and IDP. The reason for the respondents to indicate not being aware of what the challenges might be was the lack of civic education, which can inform them of what should happen and the end results of it not happening. This lack of civic education is a major challenge, as people cannot participate in what they do not understand or are not aware of. The following are the participants' sentiments who were not aware and cited the issue of communication, all of which can stem from the lack of civic education.

- *'Communication is poor.'* – Female Interview Participant, Atteridgeville
- *'Lack of awareness in the community; Lack of access to public meeting venues; No active involvement of the community due to not being aware of the opportunity; Lack of awareness'* – Mixed Interview Participants, Atteridgeville
- *'No challenges, municipality is choosing not to come'* – Male Interview Participant, Soshanguve

Crime and corruption

The residents of the City of Tshwane believe that crime and corruption hinder the municipality's implementation of co-production in the IDP process. Corruption Watch indicates that corruption undermines the ethical values of institutions and democracy,

and that because most of the poor in South Africa depend on public policies and resources for daily survival, they suffer the most from corruption. Therefore, corruption is not an inclusive but a selfish act and can hinder the implementation of co-production in IDP. Below are the sentiments of the participants from across the three locations:

- *‘Corruption in the Municipality; Being unfaithful to citizens and empty promises and no direct communication on what is required or happening; Selfishness from the Municipality officials; Corruption and kickbacks’*– Mixed Interview Participants, Mamelodi
- *‘Corruption; Crime; Nepotism’* – Mixed Interview Participants, Soshanguve
- *“Greed from the Municipality side, which results in corruption”* – Female interview Participants, Atteridgeville

Theme 9: Suggestions for Empowering Citizen Participation

A further inquiry was undertaken to examine and understand key factors that facilitate or hinder successful co-production in the City of Tshwane’s IDP process. The participants were asked to share any suggestions for how the municipality could better ensure that diverse perspectives are considered during the IDP planning process. Again, for future advocacy and policymaking towards promoting successful co-production in the municipality’s IDP process, the suggestions were thematised. The thematised suggestions included the following.

Stakeholder engagement

Again, the issue of stakeholder engagement is an important element that ensures inclusivity in decision-making and is a core element of co-production in IDP. From across all three locations, there appears to be a great consensus that stakeholder engagement can be an effective tool for ensuring the promotion of successful co-production in the City of Tshwane’s IDP. The following are the sentiments of the participants from the three locations that are in advocacy of stakeholder engagement.

- *‘Approach the citizens, then taking the decisions on their behalf’* – Male Interview Participant, Soshanguve

- *‘Interviewing people from different wards of the area to obtain such different perspectives; Open community meetings from time to time; Listening to the opinions of all and ensuring that people’s opinions are taken fully by the Municipality’* – Mixed Interview Participants, Mamelodi
- *‘Get public meetings; Have suggestion boxes; Call different community groups’* – Mixed Interview Participants, Atteridgeville
- *‘Approach citizens; Municipality must engage with the citizens, confront them, and accept their opinions; Organise a rally in the community and share ideas of what they [the residents] need’* – Mixed Interview Participants, Soshanguve
- *‘Physically come to the communities and discuss ideas of implementation towards services delivery; Involve [the] community in the first phase of discussion and come back with feedback; Do door to door, and ask what is lacking in the families and assist ward by ward on monthly basis; Involve community in the plans for [the] development of the Municipality itself’* – Mixed Interview Participants, Mamelodi

Civic education

Education is a crucial part in ensuring that people can partake in some of the important activities. People are often not motivated to participate in something that they do not know, or when they do not know exactly what they are required to do. Across the three locations, several participants stated that to promote effective co-production in the IDP process, the residents must be educated on what co-production and IDP are and what they are required to do and their benefits. They were of the view that the education had to be provided in a friendly and easier way, for the citizens to comprehend without too many technicalities. The following are the participants’ sentiments:

- *‘Municipality must organise a team and delegate to the team as to who must do what in order to get the citizens. Open community meetings from time to time; Civic education is important on how the city and Municipality operates; Host community workshops’* – Mixed Interview Participants, Mamelodi and Atteridgeville

Suitable leaders

Leadership is a crucial part of ensuring that the promotion of effective co-production happens. The participants were of the view that a change in leadership style and type, so to ensure the correct and suitable leadership that can advocate for meaningful citizen participation in co-production activities. Notably, the majority for the participants who advocated for the need for suitable leadership had tertiary as their highest level of education. This means that they had an understanding of what leadership is and means to the growth of an institution or idea. The following are the sentiments from all the locations concerning the need for suitable leadership:

- *'Elect faithful leaders; Management and politicians must come to the communities'* – Mixed Interview Participants, Soshanguve and Atteridgeville

Effective communication

People are often unwilling to participate in something that they have no information about, or when they do not know what exactly they are required to do. Across the three locations, several participants stated that to promote effective co-production in the IDP process, there should be effective communication. The participants' responses are as follows:

- *'Communication between the two parties; Come to the communities and address them'* – Female and Male Interview Participants, Mamelodi
- *'Communication with the citizens; Have community meetings; Tshwane must approach the community'* Male and Male Interview Participants, Soshanguve
- *'Raising awareness to the community and communicating about it; Be consistent with the work being done; Effective communication between municipality and [the] community; Host workshops'* – Female, Male and Male Interview Participants, Atteridgeville
- *Create a WhatsApp group to involve all citizens regarding agendas that includes everyone's ideas; Communication between the citizens and Municipality officials; Effective communication'* – Mixed Interview Participants, Mamelodi and Atteridgeville.

5.3. Findings from Group 2 respondents (Officials from the City of Tshwane)

This section presents the findings from the city of Tshwane officials.

Theme 1: Demographics of IDP officials

Table 5 illustrates the demographic characteristics of the two participants from the City of Tshwane's IDP unit. The demographics include the participants' role in the municipality's IDP and level of education. These participants' parameters are a way of demonstrating the relevance of the participants in the study.

Table 2: Demographics of Participants.

Location: City of Tshwane head office	Participant 1	Participant 2
Participant level in IDP	Senior Manager	Senior Manager
Gender	M	M
Highest Education Level	Tertiary	Tertiary

Participant location

The target population of Group 2 was the senior people in the IDP process of the City of Tshwane. As such, it was imperative to interview these participants in their offices with all the necessary material available for their reference on certain aspects of their work during the interview process, and such reference to certain material in their offices was noticed. The interviews with the participants were in the City of Tshwane Head Office, also known as Tshwane House. There was a total of two participants from the City of Tshwane IDP unit, and both participants were males.

Participants' role in IDP

The participants in Group 2 were considered to be experts in the IDP process, especially in the City of Tshwane. As such, it was imperative in the beginning of the interview to understand the participants' role in the City of Tshwane's IDP process. Participant 1 was the Divisional Head: Strategy Development and Implementation in the IDP process, whereas Participant 2 was the Director: Integrated Development Planning.

Highest level of education

Both participants have tertiary education as their highest level of education, and years of experience in IDP, making the two participants experts in terms of skills, knowledge, and qualification based on the IDP process. Participant 1 has a bachelor's in Town Planning, whereas Participant 2 has a bachelor's in Town and Regional Planning. In addition, their skills and years of experience enable them to integrate co-production into the IDP process.

Theme 2: Knowledge of Co-production for the Officials

To further assess the official's understanding of co-production, again, several parameters were used to measure the level of knowledge and comprehension of the officials. The parameters used include the description of the concept, the approach used in the City of Tshwane, the mechanisms used, and the creation of space for the empowering of municipal workers to co-produce. The findings indicate that the two participants are not fully aware of the concept of co-production as one would've hoped. It is apparent that the concept of co-production. It appears that the concept of co-production is a foreign concept for many outside academia. Below are the descriptions provided by the two participants.

- *'I think that what I've mentioned is that there should be an understanding in terms of what each party bring to the table? What's the expectation? And how to look at what is [sic] future requirements and not necessarily only at what is a burning issue now, although it is important for service delivery. That's important. But in terms of co-production, looking forward and really aligning plans with each other, it's that commitment from each to say. I see the city wants to do this. I can bring this, and I support this.'* – Participant 1 Interview
- *'It's a very difficult question. I'll just tell you why. Remember, for the City of Tshwane, it's a metro, number one. If it's a metro, it means we are meeting in a public place. I've said we had about 42 meetings. In one public meeting, we meet about 250 people. So, it's difficult to co-design everything with them.'* – Participant 2 Interview

The findings suggest that with no clear description of the concept of co-production from both participants, one can expect slight confusion regarding the understanding of the approach and mechanisms used to ensure the integration of co-production in the Integrated Development Planning process in the City of Tshwane.

Theme 3: Awareness of the approach towards the integration of co-production in the IDP process

To further understand the level of integration of co-production in the Integrated Development Plan, the two participants were asked to elaborate on the examples of the approaches used towards the factoring of Co-production in the IDP within the City of Tshwane. The two participants expressed the approaches that they had undertaken to promote co-production in IDPs. However, their approaches seemed to be traditional. For instance, Participant 1 indicated that they use ward committees as part of the approaches. However, there have not been stable ward committees in the municipality since 2011. Apart from the aforementioned traditional approaches, there seems to be no new innovative approaches which are currently undertaken by the City of Tshwane towards the factoring of co-production in the IDP.

Theme 4: Mechanisms and creation of space for co-production

The participants were asked to identify the mechanisms used for the integration of co-production in the IDP and further, asked if they felt the city was doing enough to create space for co-production. The answers provided were not clear enough relating to the questions, the participants, however, indicated that we should also understand if the residents are willing to utilise the spaces created and the mechanism used to approach them. Below are the sentiments of the participants regarding the mechanism and creation of space for co-production.

- *‘On that one specifically, it’s not outlined like that in the IDP. Because when you do the consultation, it is a broad-based approach. We call everybody into a meeting, into separate meetings, and into together meetings online. In the process leading*

up to a draft IDP being tabled, there are processes in which the executive mayor's office, the speaker's office will engage specific sectors and communities –
Participant 1 Interview

- *So I really do. So, we are open for communities and organisations to offer their hands. The only drawback is that we are heavily regulated in terms of supply chain processes. So, you can have a company that approaches you to say, you know, we can do green energy, we can feed into your system, we can provide energy at a low cost for a thousand houses. But we're not allowed in our supply chain processes to interact with that. It's an unsolicited bid.'* – Participant 1 Interview

Theme 5: Level of co-production

Participant 1 was of the view that the level of co-production within IDP in the City of Tshwane is sufficient but can still include improving service delivery. With that said, Participant 1 mentioned issues of the ward committee as a significant component that can assist with the execution part of ensuring that the level of co-production becomes more sufficient. By contrast, Participant 2 did not exactly mention the sufficient or insufficient level of co-production in the municipality's IDP process. The following are the sentiments of Participant 1:

- *'I wouldn't say it's insufficient. I wouldn't say it's, it's fully sufficient. Because we lack the, I think the level of ward committees to assist us in executing certain plans is lacking. But I think the openness and how do we spread the information and how do we invite and get people to come and participate, and they go in with the city?'*
– Participant 1 Interview

Theme 6: Examples of Co-production Activities

As a further step in understanding the level of integration of co-production in the IDP process, the officials were asked to share examples where citizens defined the key priorities in the current IDP and co-produced projects with them. Although the examples were provided, the examples were rather inward-looking than outward-looking, in the sense that most of the officials focused on what the municipality

presented to the community, rather than what the community presented to the municipality. This is justified based on the belief that the City of Tshwane is too big to cater to all needs, as one would have hoped.

Theme 7. Citizens' involvement in defining priorities and co-production projects

The participants' sentiments are as follows; however, these sentiments and remarks do not indicate clear examples where the citizens in the City have directly been involved in defining the key priorities for co-production purposes in the IDP circle. If anything, the findings indicate a level of tokenism that may be occurring within the IDP process rather than co-production.

- *"We present the current situation. The budget is discussed with the department, and there are various issues within the communities of Tshwane. For example, in Winterveld, residents want to know the status of formalisation. This information is not included in the Integrated Development Plan (IDP). They also inquire about the progress in securing funds for township establishment and related matters." – Participant 2 Interview*
- *This is what holds value, and it will be affected by the upcoming increases. The community consultation covers everything comprehensively. We attend these meetings to explain the Integrated Development Plan (IDP) process, share our priorities, and inform the communities about the data we have received, which is stored in our database and shapes our decisions. – Participant 1 Interview*

Theme 8: Resource allocation for co-production and its steps

The factoring of co-production into the Integrated Development Planning process like any other activities requires a greater source of resources in terms of finances, human capital and other materialistic resources. One of the key questions to the officials was aimed at understanding if enough resources are available for the factoring of co-production and what steps does the municipality take to ensure enough resources are available. According to the participants, it appears that there are not enough, or rather sufficient, resources allocated, as both the participants did in many accusations alerted

that budget constraints were a significant issue that prevented meeting of the demands that would have been considered during the co-production process. The participants' comments are provided as follows:

- *'Because if you if you take the top ten key matters raised by communities, it's everything. It's basically basic service delivery methods. And we share that with them, and then we share with them. How do we, as well, we have aligned to those priorities are there with assigned budget within the constraints of the budget necessarily. And then what programs we will then start implementing in the IDP process.'* – Participant 1 Interview
- *'So, there's some requirements before the project can be funded through the IDP.'* – Participant 2 Interview

Theme 9: Common challenges

To further examine the key factors that facilitate and hinder successful co-production, the participants were asked to share some of the common challenges that they experienced during the implementation of co-production activities. Among the common challenges listed, the consensus seems to be on the issue of the political environment and some people coming to meetings to disrupt them. Both officials indicated that there is a large scale of party politics involved during the IDP sitting and that hinders the idea of co-producing as pure citizens of the City of Tshwane rather than individuals trying to make political points. For instance, each of the participants had the below to say regarding the key challenge they are facing from the City of Tshwane side in terms of factoring the co-production process.

- *'Some people don't come to their meetings to raise issues. They come to meetings to disrupt.'* – Participant 2 Interview
- *'I think, what your experience is your, your political environment, which we operate and doesn't matter who's in charge. I see that in, in municipalities where it is political. We used to be a political party. Another body takes over this. It's like it's,*

it's not moving. It's standing stories. It's coming. It's back and forth. And that influences what happens on the ground.' – Participant 1 Interview

5.4 Discussion of the Findings

The study aimed to assess how co-production is factored into the Integrated Development Planning process in the City of Tshwane Municipality. It is apparent consensus through the findings that co-production is not fully factored nor integrated into the Integrated Development Planning process of the City of Tshwane. The findings that were established in the study are as follows. There is a lack of knowledge about the concept of co-production in the IDP process, subsequently, there is a lower level of awareness of the approach of co-production in the IDP process in the City of Tshwane. Furthermore, there is an overwhelming lack of participation in the co-production activities. This is coupled with the lower level of trust and confidence by the citizens in their likelihood to have opportunities to participate in co-production activities. This finding is further supported by the findings that the citizens are of the view that the municipality is not doing enough to empower the citizens to participate in the co-production activities in the IDP process in the City of Tshwane.

Understanding how co-production is factored into the City of Tshwane's IDP process, as the study's main aim, provokes the need to understand the level of knowledge of the City of Tshwane citizens and municipal officials.

The first sub-theme of section 5.2 was aimed at testing the knowledge of the *meaning of co-production* from both the citizens and the municipal officials. The analysis of the collected data indicated that many of the citizens had no clear understanding of what co-production is. Some defined the meaning of co-production as simply 'service delivery', whereas others did indicate that they were 'not aware' of the meaning at all. Regarding the municipality officials, the two participants indicated a slight knowledge of the term in the sense of defining it as working together with the residents. However, Participant 2 for the officials indicated that they did not use the term often. However, the definition of the meaning of co-production as 'working together' by some of the

participants was correct. Hence, Bracci et al. (2016: 4) put it correctly as collaboration or teamwork between the supply side and demand side. In the case of the public service, it is the working together of the citizens and officials to co-produce desired common goals. The concerning part of the resident's lack of knowledge of the concept of co-production is the idea of how they can be co-producing if they are not even aware of the concept. This indicates that the potential of factoring co-production into the IDP process may be lower or non-existent. These remarks relate to the findings that there is **lack of civic education provided**, hence such poor and lack of knowledge of co-production in the IDP process in the City of Tshwane.

Subsequently, the second sub-theme of the second section of this chapter is the knowledge of the citizens and officials in terms of the *approaches used towards the co-production of Integral Development Plans* in the City of Tshwane. Again, there was an apparent indication that most of the citizens were 'not aware' of the approaches used towards co-production in the municipality's IDP process. By contrast, the officials indicated the type of approaches that were used. However, the contradiction of the two becomes the issue of how the citizens can participate in co-production activities within the IDP, whereas so many of them are 'not aware' of the approaches. Jaoket-Saile and Ramolobe (2023: 25) argued that the factoring of co-production will not be realistic if the citizens are not aware of the approaches. They stated that the reason for this is a deficit of trust by the citizens in government policies, and the best way to address such a deficit is a clear 'co-production approach'. They further stated that the citizens must be aware of this approach. Considering these remarks, one can notice that there is an issue of **lack of new and innovative communication methods** towards the factoring of co-production in the IDP process in the City of Tshwane, as result most of the people are unaware of the approaches used.

Based on the previous two sub-themes, it is crucial in the third sub-theme to understand whether the *citizens have ever participated in the co-production activities* within the City of Tshwane's IDP. In the fourth sub-theme, it is essential to understand the *likelihood of the citizens to collaborate in the co-production activities* within the municipality's IDP process. The citizens indicated that they had never participated in co-production activities in the municipality's IDP process, and that the likelihood of them participating is neutral as the highest percentage, followed by 'unlikely' to

collaborate as the second highest percentage. This perception by the citizens may be due to the evidence of the declining level of participation being due to the declining citizens' trust in political parties and identification with and within political parties (Jaoket-Saile & Ramolobe, 2023: 23).

The fifth sub-theme of the second section of the chapter sought to understand how the *municipality can empower the citizens to participate in the co-production activities* in the IDP. The common themes in the participants' suggestions included issues of accountability and transparency, employment creation, inclusive civic education, and public engagement. The citizens were of the view that addressing the aforementioned issues could improve their participation in the co-production activities. Ragolane and Khoza (2024: 137) concur with such a view, in that 'the involvement of users in planning, operating, and regulating service delivery and policymaking leads to more accountability, better performance, and responsiveness in public goods provision'.

The two groups that were interviewed in the study indicated various challenges that hinder the integration of co-production in the Integrated Development Planning process in the City of Tshwane. Group 1 participants indicated various challenges such as issues of poor leadership, lack of transparency and accountability, lack of civic education, crime and corruption, and lack of new and innovative communication means. Whereas group 2 indicated challenges such as an unstable political environment and saturation of party politics in the IDP process, and people coming to IDP sitting not co-produce but to disturb.

The citizens were asked to share *examples of citizens' direct involvement in co-production activities in the municipality's IDP*. Something similar was asked of the officials. This was intended to test out whether in the current IDP of the City of Tshwane and the most recent ones, any evident co-production programmes and activities can be highlighted. This would help the study to establish the actual level of factoring co-production into the City of Tshwane's IDP. For this question, most of the citizens (44; 86%) were unable to point to actual and direct examples, and six (14%) provided examples. However, the examples provided were not detailed and satisfactory, in the sense that they did not exactly point to the initial and final phases that can indicate the level and factoring of the co-production process into the IDP. The examples

provided lacked the phases that indicate the co-planning, co-design, co-implementing, and co-evaluating stages, and this applies to the examples provided by the citizens and the officials. This raises a question of how factoring or not factoring co-production and the failure to provide detailed examples indicate that co-production does not happen in the municipality's IDP. The failure of citizens to be directly involved in the co-production activities can be traced to the finding of a lack of transparency and accountability. That is, Jakoet-Saile and Ramolobe (2023:04) indicate that co-production has been a key component in the increase of trust between society and government. This supports the finding of a lack of transparency and accountability because there is no factoring of co-production in the IDP.

Due to the failure of the two groups of participants to provide detailed examples that suggest that the factoring of co-production into the municipality's IDP is not taking place, the following sub-theme was on the *challenges of implementing co-production*. The sub-theme was aimed at comprehending what hindered the successful implementation of co-production. The citizens and officials indicated what they viewed as the challenges of co-production implementation. The challenges that the citizens mentioned included poor leadership, lack of transparency and accountability, the lack of civic education, and crime and corruption. The challenges mentioned by the officials included the unwilling political environment and the collapse of ward committees. However, Nightingale et al. (2016: 6) further argue that issues of inequality are also part of the challenges of co-production, that the people who are marginalised, poor, and uneducated are often sidelined in the co-production process. This is not the true reflection of co-production. The challenges presented by the residents and the citizens are imperative to tackle, in order to improve future policymaking.

Following the challenges presented by the two participant groups, the following sub-theme was focused on gathering suggestions from both groups on how to *improve meaningful co-production in the City of Tshwane's IDP process*. These suggestions that they presented are as follows: improved and effective communication, suitable leadership, community and stakeholder engagement, document and record management with transparency and accountability, and improved civic education and employment opportunities. These suggestions are based on both groups' perceptions and experiences. Aligning to these views, Vanleene and Verschure (2018: 203)

concur with the view that co-production can be improved through training and skills development. In other words, civic education can improve the competence of co-producers. Furthermore, the authors argue that the marginalised groups are often mistrusting, but continuous engagement with these groups can help reduce the trust deficit by improving their trust in the government and its activities.

Linking the findings to the theory (public choice theory)

Public choice theory posits that individuals can collaborate effectively when they share a mutually beneficial relationship. This means that co-production occurs when both the public and government officials work together, resulting in mutual advantages for both parties. However, this theory also highlights that government officials may act in their self-interest rather than for the greater good, emphasising the need to reduce the concentration of power in the hands of government officials (Basu 2016:6).

The findings of the study reveal that both the public and officials exhibit self-interested behaviour partly due to a lack of civic education, which would help foster co-production. Additionally, there are shortcomings in innovative communication methods, transparency, and accountability, all of which are necessary for a conducive political environment. Poor leadership further exacerbates these issues. Moreover, the Integrated Development Plan (IDP) process is affected by the political pressures of party politics, which disrupt the progress of the IDP initiatives.

The citizens perceive that officials in the City of Tshwane are primarily acting in their own self-interest rather than in ways that benefit the entire community. This perception is supported by the findings that there is a lack of clear communication, transparency, and awareness regarding co-production and the Integrated Development Plan (IDP) among citizens. Public choice theory aligns with this perception, suggesting that individuals are likely to collaborate only if they see a mutual benefit; otherwise, they may act selfishly to pursue their own interests.

Government officials, on the other hand, believe they have initiated various programs to encourage co-production with citizens. However, they argue that citizens have not actively contributed to the IDP sessions designed for collaborative idea generation

related to the production of goods and services. For example, officials have mentioned efforts such as providing free transportation for citizens to attend the IDP meetings. This aligns with public choice theory, as one party is likely to promote collaboration if they perceive a benefit. Indeed, a functioning public administration is advantageous for the government, as it helps ensure its continued authority and potential re-election, supported by citizen endorsement of its appointed administrators.

Limitations of the study

The study aimed at factoring co-production into the Integrated Development Planning process in the City of Tshwane, as such, the study collected data from three geographical locations of the City of Tshwane, which was centred on targeting the less privileged members of the City of Tshwane to examine the extent in which the co-production process in the City of Tshwane is inclusive. Because of this, there is a centre of limitation in the study based on the findings such as lack of communication, lack of transparency and accountability, and lack of civic education. This is because in privileged and urban areas of the City of Tshwane, the results of lack of civic education, lack of communication and lack of transparency and accountability may not be prominent views. Subsequently, the collection of data from the city of officials was based on push blaming the political environment and party politics as factors that prevent factoring of co-production in the IDP rather than indicating a solution around the political environment to ensure that the issue is overcome.

5.5 Conclusion

This chapter presents the findings of the current study, while aligning the findings in terms of how they respond to the study's main aim and sub-objectives. The chapter also discusses the participants' demographics in Group 1 and Group 2 samples. The discussion of the participants' demographics helped to provide clarity in terms of assessing the factoring of co-production in the IDP process from participants with different perspectives.

The chapter determines the level of awareness the participants have regarding their knowledge of co-production. From the research findings, it was revealed that most of

the participants, especially those in Group 1 (the citizens), were not aware of the concept of co-production in the IDP process. Therefore, the participants were not aware of the approaches used by the municipality, in terms of the City of Tshwane approach to co-production in the IDP process. The chapter further reveals that many of the participants, especially those in Group 1, had never participated in the co-production activities within the City of Tshwane's IDP process. As the participants never participated in co-production activities, they could provide examples of co-production programmes and projects where the citizens were directly involved in defining those priorities and co-producing with the municipality. The chapter further reveals that the examples of co-production activities that the participants had experienced were not detailed or linked to the actual co-production of public goods and services in the municipality's IDP process.

As a further attempt to understand and examine the factors that hinder and facilitate the success of co-production in the IDP process, the participants provided various challenges that perceived as hindering the success of co-production. Group 1 participants, who are citizens, indicated various challenges, such as crime and corruption, poor leadership, lack of communication, and lack of civic education. By contrast, Group 2, who are the residents, were mostly concerned with the issues of the political environment and collapse of ward committees as challenges that hinder successful co-production. Based on the challenges mentioned by the participants, the chapter also revealed potential remedies to the challenges, as suggested by the participants in the study. The suggested remedies to improve effective co-production include improved communication, documentation, and record management with transparency and accountability, suitable leadership, employment opportunities, and improved civic education.

Chapter 6: Summary, Conclusion, and Recommendations

6.1 Introduction

Post-apartheid South Africa and the dawn of democracy in the Republic of South Africa, the local government sphere was and is identified as the closest form of government to the people that can strive for the inclusion of all peoples, especially the poor and marginalised people of South Africa, who are mostly the people of colour. As such, legislative frameworks of the local government sphere have always strived to ensure that the government includes the element of cooperation and partnerships between the municipality officials and residents. One of the roles of these frameworks is to identify the potential concepts and innovative ways from academia and elsewhere that may ensure a continuous possibility of inclusion and co-production.

The Municipal Structures Act and the Municipal Systems Act are established legislative frameworks to improve the inclusion of those at the grassroots level to work with the municipalities for improved service delivery. For instance, the Integrated Development Plan established in terms of Chapter 5 of the Municipal Systems Act provides a direction of including all stakeholders in the co-production of public services and goods.

The IDP process, as established by the Municipal Systems Act, applies to all municipalities in the Republic of South Africa. This means that all municipalities and various stakeholders, such as the residents, must together undertake the IDP process to co-produce municipalities' Integrated Development Plans for the next five years. The IDP is viewed as a five-year budget management tool through the identification of priority public goods and services as co-produced by a municipality and its residents. Most importantly, the legislative framework that informs the need for inclusion and working together is a good space and pedestal for co-production to happen. Hence, the IDP process is a good space for co-production to thrive. As such, all municipalities in South Africa must embrace its co-production with its residents and other relevant stakeholders.

Chapter 6 provides this study's summary, conclusions, and recommendations based on the data collected and analysed from both sample Groups 1 and 2. The first part of the chapter is based on providing an overall summary of each chapter of the preceding

chapters. The purpose of the summary is to indicate to the reader, with an overall conclusion, how each chapter responded to the overall objective of the study, which is to assess how co-production is factored into the City of Tshwane's IDP process. Ultimately, this chapter demonstrates how each chapter played a pivotal role in responding to the current study's sub-objectives, thereby achieving the study's main objective.

6.2 Synopsis of the Chapters

This study is made of six chapters, in which concepts, theories, and predictions were made to offer a critical analysis of the subject. It offers a maximum contribution to the discipline of public administration and the practice of public administration in South African municipalities, particularly the City of Tshwane, for the factoring of co-production into the municipality's IDP process.

Chapter 1

This chapter provides the overall background and necessities of the study. The chapter also provides a brief idea of what co-production and the IDP process are. This was done using theoretical lenses that explain the concept of co-production and the Integrated Development Plan. The chapter further deals with the study's problem statement, which, in many ways, is the heart of the study. The problem statement of this study consists of three parts: Part A (ideal), Part B (reality) and Part C (consequences).

Part A of the problem statement explains the idea of what co-production should be like in the City of Tshwane's IDP process. Part B explains the actual reality of the state of co-production activities in the municipality's IDP process. As such, Part B provides the contradiction of the ideal in terms of what is aspired to be and what the reality is, which is also called the problem part of Part B. Part C deals with the actual consequences of the reality that is stated in Part B on the overall state of public service delivery provision in the City of Tshwane. Hence, it provokes the need for the study and to understand and assess how co-production is factored into the municipality's IDP process.

Subsequently, this chapter deals with the sub-objectives of the study. Furthermore, the chapter deals with the study's research methodology or the methodology to be used in the study, which is the qualitative approach. However, the research methodology is further detailed in Chapter 4. The chapter further highlights the study's limitations and delimitations, that is, what is and what is not within the researcher's control when conducting the study. The chapter further highlights the significance of the overall study in terms of the potential contributions it makes to the world of academia and its application in public administration.

Chapter 2

This chapter is aimed at responding to the objective of the contextualisation of co-production in the discipline of public administration as a field of science and inquiry. In other words, the chapter attempts to find the locus of co-production in the discipline of public administration. As such, the chapter provides the historical perspective of the discipline of public administration in terms of how it emerged as a field of science and inquiry through various writings of many scholars, including Woodrow Wilson. The idea of this contextualisation is to highlight what could be accepted as a sub-discipline in the main discipline of public administration. In so doing, the chapter proves the locus of the concept of co-production and IDP in public administration.

The chapter proceeds to explain the concept of co-production in the public administration, and further deals with the IDP process as a concept that finds its locus in the discipline of public administration. As such, the two concepts are linked, as they relate to understanding and assessing how co-production is factored into the City of Tshwane's IDP process. Overall, the chapter details how the impact of co-production in the discipline of public administration is from a theoretical and conceptual perspective and further discusses the barriers and facilitators of co-production.

This chapter provides the review of the studies that serve as the current study's conceptual and theoretical framework, in order to understand the underpinnings of the concepts of co-production and IDP. This way, the chapter provides a comprehensive understanding of the origin of the discipline of public administration, the locus in which

co-production and IDP find themselves in the discipline, and how the two concepts mirror one another within South African municipalities.

Chapter 3

This chapter is aimed at understanding the IDP process and co-production in the context of the City of Tshwane. It details all the phases of the ID process in the City of Tshwane's context. In so doing, it highlighted how each phase can incorporate co-production or has the potential to incorporate co-production into that phase of the municipality's IDP process. The contextualisation of these two concepts provides the potential benefits of improving the two concepts in service delivery in the City of Tshwane. The chapter further details the challenges of service delivery and how challenges to co-production in the municipality's IDP process affect service delivery provision.

Chapter 4

This chapter deals with the research methodology adopted in the study, which is the qualitative research methodology. The chapter details the justification for undertaking this research methodology. The chapter further provides in detail this study's population and sample size and groups. Two groups were involved in the study: Group 1, which comprised 44 official residents of the City of Tshwane, and Group 2, which was composed of two municipal officials from the IDP unit. Each of these groups' demographics was vital to ensure that a diverse perspective was collected through the study's data. The chapter further reveals the data collection method used for each of the two groups in this study, which is an interviews. As such, the researcher was physically in the selected geographical areas, and they randomly selected participants from whom to collect data in Group 1.

The data collection of Group 1 participants was collected in three different locations in the City of Tshwane: Mamelodi Township, Soshanguve Township, and Atteridgeville Township. Data collection for Group 2 happened in Tshwane House, which is the head office of the City of Tshwane. The data collected were analysed through thematic analysis to respond to the study's sub-objectives, which can lead achievement of the

overall objective of this study. The main objective is to assess how co-production is factored into the City of Tshwane's IDP process.

This chapter deals with the issues of ethical considerations that could have been experienced during the study's data collection process, such that the participants were not provided with any incentives to participate in the study. The purpose of the chapter is to assure readers that the theoretical and practical applications of public administration can be reliable, tested, and verifiable.

Chapter 5

This chapter is perhaps the most critical and crucial part of the current study. It analyses the collected data and presents the study's findings. The chapter responds to the main aim of the study, which is to assess how co-production is factored into the City of Tshwane's IDP process. The chapter does this through responding to this study's various initial sub-objectives. The chapter uses the data collection tool to form the study's predetermined themes. It analyses the sub-themes based on the collected data and how the data relate to the sub-themes. This chapter reveals the level of the residents' and the officials' awareness of the concept of co-production in the City of Tshwane's IDP process. This is how the chapter reveals that the level of awareness is lower in Group 1 than that in Group 2.

The chapter proceeds to analyse the examples of co-production experienced by the participants in the municipality's IDP process. This is part of the chapter's investigation of the participants' participation in co-production activities within the municipality's IDP process. Thus, the chapter responds to the sub-objective of understanding the level of the integration of co-production into the IDP process. Through this, the chapter reveals that the level of integration was low, because many of the participants were unable to provide practical examples of co-production, as experienced by them or someone they are close to. The examples of those who attempted to provide examples of co-production were not detailed enough and lacked main aspects of co-production and the IIDP process.

The chapter further details the challenges of co-production in the IDP process as experienced by the participants. This part of the chapter responds to the objectives of examining the key factors that hinder or facilitate successful co-production in the IDP process. Challenges that were revealed in this chapter include issues of the unstable political environment; a lack of civic education, lack of suitable leadership, and lack of new and improved communication; and corruption and crime. After examining these challenges, the chapter examines the remedies for these challenges. The remedies that were suggested include improved civic education, public and stakeholder engagement, improved communication through assorted methods, documentation and record management with transparency and accountability, and suitable leadership.

After the analysis of the predetermined sub-themes, the chapter discusses the study's findings, how they are related to the existing literature, and how such a relation supports future advocacy and policymaking in the field and application of public policy and administration.

6.3 Findings and Recommendations

The subsequent paragraph provides a summary to respond to the sub-questions of the study from section 1.5. In its findings towards responding to the questions, the findings on the questions are as follows: Co-production in public administration refers to the coming together of the public and government to collaborate in the design, delivery and evaluation of public services. The key features of co-production include collaboration, participation and empowerment.

The level of co-production integration in the City of Tshwane, the result of the study indicates that there are lower levels of the integration of co-production in the City of Tshwane IDP process. This is because of the lower level of awareness of the concept of co-production by both citizens and officials alike. Worse, is the subsequent lower level of awareness of the concept of IDP by the Citizens, hence the integration of co-production in the IDP is lower too.

Factors that facilitate or hinder successful co-production, the result of the study indicates, based on the participants' perception, are those issues such as poor leadership, inadequate transparency and accountability, no document management, crime, and

corruption are among the factors that hinder the successful implementation of co-production. Subsequently, issues such as suitable leadership, accountability and transparent administration, proper and structured document management, and clear communication are among factors that facilitate the successful implementation of co-production.

Perspective and experiences of citizens, local authorities, and other stakeholders on the level of co-production in the IDP process, the consensus from the citizens' perspectives is that there is a lower level of co-production happening in the City of Tshwane, especially because there are lower levels of awareness of the concept of co-production. However, one of the City Officials interviewed argued that one would say there is an insufficient level of co-production. In terms of strategies suggested, the suggestions include stakeholder engagement, civic education, suitable leadership, and effective communication, among others.

Grouped Findings 1 and related recommendation(s)

Low awareness of the approach of City of Tshwane's approach to integrating co-production in the IDP process and a lack of knowledge of the concept of co-production and the IDP Process

Throughout the data analysis, *it was revealed that many of the participants did not know the concepts of co-production and the Integrated Development Plan. Subsequently, there is a lack of awareness of the City of Tshwane's approach to integrating co-production in the IDP process.* These are two subsequent findings. A related finding is the *lack of innovative communication.* This is because of the City of Tshwane's IDP officials' communication through the traditional means of written and spoken communication through the website and local radio stations. However, communication is taking place from the municipality side to the residents regarding their opportunity to co-produce public goods and services in the municipality's IDP process for five years. The traditional communication method has become redundant and often fails to reach the residents at the grassroots level in the City of Tshwane. There is a need to move above and beyond the normal means of communication in the municipality, as per the residents' perception of the municipality's communication.

This perception indicates the lack of awareness about IDP, thereby limiting the residents' opportunity to co-produce with the municipality. The traditional means of communication is becoming redundant, and it is not mutually beneficial to continue with only the traditional means of communication. The traditional means yields no different or improved awareness to the residents about the IDP process and the opportunity to factor co-production into the Integrated Development plan. Findings indicate that 39% of participants demonstrated an understanding of co-production, 25% did not comprehend the concept, and 36% were uncertain or unfamiliar with the term. Participants who exhibited an understanding of co-production.

As one would imagine, people cannot participate or wish to participate in something of which they are not aware. *The recommendation is to ensure improved communication through assorted methods.* This means moving beyond the traditional methods of communication and ensuring that there is a physical presence of the municipal officials in the residents' wards and communities in the build-up to the next IDP sitting. Through this, the officials can advocate for the co-production of public services and goods and consider *the physical presence of the City of Tshwane's representatives in disadvantaged communities.* This recommendation is due to the observation that many of the participants are not aware that they have not received any communication, although the municipality is making communication means in the traditional form. Such traditional communication means are proving to have no effect, and improved communication through assorted means is necessary.

Grouped Findings 2 and related recommendation(s)

There is an overwhelming lack of participation in co-production, with a striking 95% of respondents stating that they had never taken part in any co-production initiatives at the time of the interview. This suggests a significant gap between the intended participatory nature of the IDP process and actual citizen involvement at the community level. A further finding supporting this lack of participation in co-production is the participants' perspective on the likelihood of where citizens expressed their perspective in terms of most likely, likely, neutral, unlikely, and most unlikely. The results indicate a varied distribution of perspectives regarding citizen collaboration:

Neutral (39%) – The largest proportion of participants (17 respondents) were uncertain about the likelihood of collaboration, reflecting a general ambivalence or lack of confidence in the accessibility or effectiveness of such opportunities. Unlikely or Most Unlikely (32%) – A total of 14 participants expressed scepticism, indicating that they perceived little to no opportunity for citizens to engage meaningfully in co-production efforts. Subsequent findings to these are that the citizens indicate a widespread sentiment of dissatisfaction regarding the municipality's efforts, with over 91% of respondents stating that the municipality has not done enough to facilitate their engagement in service co-production and only 9% feeling that the municipality has made some efforts.

Lack of civic education is evident in many of the City of Tshwane's residents. This means that the residents are not fully aware of and knowledgeable about their roles and responsibilities in co-producing public goods and services in the municipality's IDP process. Due to this lack of civic education, the residents cannot fully and meaningfully participate and co-produce with the municipality officials. This means that even when they see an advertisement that may announce an upcoming sitting of the IDP, the citizens are mostly reluctant to attend such a sitting because they do not understand their roles and responsibilities in the IDP process and the co-production of public goods and services. The lack of civic education makes the citizens constantly believe that they only recipients of public services and goods, rather than partners of the municipality in co-producing such public goods and services. *The recommendation is to ensure that the municipality hosts regular public workshops* in every community centre of the municipal wards for simpler and more detailed civic education of its residents. This will ensure that the residents clearly understand their roles and responsibilities in co-producing public goods and services. Thus, the residents can be inspired to attend and participate meaningfully in co-production activities within the municipality's IDP process.

Finding 3 and related recommendation

The lack of closer partnership and lack of suitable leadership are among the residents' concerns. The lack of suitable leadership refers to both political and administrative

leadership. The perception of the municipal officials' unwillingness to advocate for stronger and continuous ways of ensuring a higher rate of participation negatively affects the citizens' willingness to participate. Among the other critical perspectives discovered during the data collection is the lack of closer partnerships between the City of Tshwane residents and officials. Co-production means being long-term partners in the decision-making relating to the production of public goods and services within the IDP process. The failure to integrate co-production into the City of Tshwane's IDP results in the residents' perception that they are not partners with the municipality officials, which, in turn, results in no partnerships. The IDP process requires close partnerships between the residents and the municipal officials. The collapse of ward committees in the City of Tshwane makes it difficult to have and embrace closer partnerships between the two parties. The findings indicate an overwhelming lack of participation, with a striking 95% of respondents stating that they had never taken part in any co-production initiatives at the time of the interview. This suggests a significant gap between the intended participatory nature of the IDP process and actual citizen involvement at the community level.

The proposed recommendation is *political affiliation-free ward committees and councillors, and a political affiliation-free saturation of IDP*, which are essential components of building closer partnerships between the municipality and its residents. However, the ward committees and ward councillors must be accountable to the residents in terms of upholding their mandate. This can build closer partnerships for co-production in IDP. The non-partisan ward committees and councillors must be responsible for informing their respective communities about the next sitting and target a specific number of participants for that next sitting. This targeted number must be determined and reached within each ward to ensure collective co-production in the IDP process.

Finding 4 and related recommendation

The issue of *accountability and transparency* is an important issue that appears frequently from the citizens' perspective. The citizens are of the view that the municipality is not transparent and accountable enough to the citizens. This perception

escalates to an unfortunate level of mistrust by the citizens in the City of Tshwane and its officials. As such, the mistrust results in an unfortunate level of the citizens' non-participation in co-production activities within the municipality's IDP process.

The mistrust that occurs because of the perceived lack of transparency and accountability leads to the reduction of the public value of co-production in the IDP process. The lack of accountability and lack of transparency further escalates to the citizens' *perception of possible crime and corruption* by the City of Tshwane officials, which was apparent through the data collection process. This perception is merely due to the fact that the citizens are not fully aware of the municipality's activities.

The recommendation is that the municipality officials ensure a *simplistic form of record and documentation management* to improve transparency and accountability. This process must be easy for all citizens of any educational level to comprehend and be able to associate it with the municipality's process and expenditure. The improved level of accountability and transparency can reduce the citizens' perception of possible corruption and crime in the municipality. This will further increase the trust of citizens in the City of Tshwane and the co-production activities within the IDP process.

Finding 5 and related recommendation

The collapse of ward committees is a persistent issue in the City of Tshwane, and it reflects issues such as poor partnership, lack of education, lack of civic education, and lack of transparency and accountability. The purpose of ward committees, in the theoretical sense, is to ensure that the closest form of government, which is the municipality, is further capacitated with platforms that are close to each demographic of the municipality's residents. These platforms are the ward committees. During the data collection, the researcher discovered that the municipality has a serious collapse of its ward committees due to many issues, such as the political environment. This collapse affects the potential and possible opportunity of co-production within the IDP process.

The recommendation for these findings is that the municipality ensure that ward committees are brought back and further professionalised. Madumo (2011: 121)

makes the following important recommendation on how to tackle the issue of ward committees: *“The office of the speaker should provide the ward committees with a leverage of establishing their specific frameworks, on how the committees should function and the public expectation thereof”*. This recommendation is for *“the entire ward committee system in South Africa to be reviewed, as a result of particular committee members not taking the initiatives of the committee seriously”*. The current study concurs with these recommendations regarding ward committees in the City of Tshwane and other South African municipalities.

6.4 Conclusion and Recommendations for Future Studies

The study assessed how co-production is factored into the City of Tshwane’s IDP process. Throughout the study, it was discovered that there is a lack of awareness of the concept of co-production in the municipality, and minimal co-production activities take place in the IDP process. This suggests that co-production is not fully factored into the municipality’s Integrated Development Plan. Various challenges regarding what is not taking place and the study’s recommendations were provided. Researchers may wish to further explore how the City of Tshwane is tackling the listed challenges using the recommendations to improve the factoring of co-production into the municipality’s IDP process.

This chapter provides the synopsis or summary of the arguments from the previous chapter. The study’s findings revealed that co-production is not fully factored into the City of Tshwane’s IDP process.

Considering the participants’ remarks, the chapter made recommendations on the findings and challenges that hinder the factoring of co-production into the City of Tshwane’s IDP process. Through the identification of these challenges, the study’s findings, and recommendations made, the study identified the strengths and weaknesses of co-production in the City of Tshwane’s IDP process.

Through the thematic analysis of the collected data, the study revealed that co-production was not fully factored into the City of Tshwane’s IDP process. The

challenges that cause this were identified, and recommendations were made against them.

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Appendices

Appendix 1: University of Pretoria Ethical Clearance



Faculty of Economic and Management Sciences

RESEARCH ETHICS COMMITTEE

Tel: 012 420 4381

Email: shannie.maharaj@up.ac.za

Approval Certificate

26 February 2024

Department: School of Public Management and Administration

Dear Mr MC Manasoe

The application for ethical clearance for the research project described below served before this committee on:
2024-02-16

Protocol No:	EMS261/23
Principal researcher:	Mr MC Manasoe
Research title:	An analysis of co-production in the Integrated Development Planning process in the City of Tshwane Metropolitan Municipality
Student/Staff No:	17235830
Degree:	Masters
Supervisor/Promoter:	Dr SN Lubinga
Department:	School of Public Management and Administration

The decision by the committee is reflected below:

Decision:	Approved
Conditions (if applicable):	
Period of approval:	2024-02-01 - 2024-12-30

The approval is subject to the researcher abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research. The approval does not imply that the researcher is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal. If during the course of the research it becomes apparent that the nature and/or extent of the research deviates significantly from the original proposal, a new application for ethics clearance must be submitted for review.

We wish you success with the project.

Sincerely



PROF JA NEL
CHAIR: COMMITTEE FOR RESEARCH ETHICS

Appendix 2: City of Tshwane Permission Letter



City Strategy and Organizational Performance

Room RD 17 | Ground Floor, West Wing, Block D | Tshwane House | 320 Madiba Street | Pretoria | 0002
PO Box 440 | Pretoria | 0001
Tel: 012 358 5062
Email: SiphumezeC@tshwane.gov.za | www.tshwane.gov.za | www.facebook.com/CityOfTshwane

My ref: **Research Permission/ Manasoe**
Contact person: **Pearl Maponya**
Section/Unit: **Knowledge Management**

Tel: 012 358 4559
Email: PearlMap3@tshwane.gov.za
Date: 03 April 2024

Mr Motswalo Manasoe
1413 Phasa Street
Payneville
SPRINGS
1559

Dear Mr Manasoe,

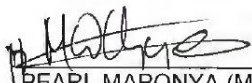
RE: AN ANALYSIS OF CO-PRODUCTION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS IN THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY

Permission is hereby granted to Mr Motswalo Manasoe, Master of Administration (Public Management and Policy) Degree candidate at University of Pretoria (UP), to conduct research in the City of Tshwane Metropolitan Municipality (CoT).

It is noted that the aim of the study to assess how co-production is factored into the Integrated Development Planning process in the City of Tshwane Metropolitan Municipality. CoT further notes that all ethical aspects of the research will be covered within the provisions of UP Research Ethics Policy. You will be required to sign a confidentiality agreement form with the CoT prior to conducting research.

Relevant information required for the purpose of the research project will be made available as per applicable policies, laws, regulations, and institutional standards operating procedures. CoT is not liable to cover the costs of the research. Upon completion of the research study, it would be appreciated that the findings in the form of a report and or presentation be shared with CoT.

Yours faithfully,


PEARL MAPONYA (Ms.)
DIRECTOR: KNOWLEDGE MANAGEMENT

Appendix 3: Informed Consent Form



Faculty of Economic and Management Sciences

Combined Letter of Introduction and Informed Consent

School of Public Management and Administration

An analysis of co-production in the Integrated Development
Planning process in the City of Tshwane Metropolitan
Municipality

Research conducted by:

Mr M.C. Manasoe, U17235830,079 438 0216

Dear Participant

You are invited to participate in an academic research study conducted by Motswalo Manasoe, a master's student from the School of Public Management and Administration at the University of Pretoria.

The purpose of the study is to assess how co-production is factored into the Integrated Development Planning process in the City of Tshwane Metropolitan Municipality. And to contextualize co-production in Public administration. To assess the level of co-production integration in the City of Tshwane Integrated Development Plan. Examine the key factors that facilitate or hinder successful co-production in the City of Tshwane IDP process.

Please note the following:

- This is an anonymous study and your personal information will not appear on any transcript. The responses you give will be treated as strictly confidential as you cannot be identified in person based on the answers you give.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- I understand that all data collected for this study will be stored on a safe and secure platform as governed by the University of Pretoria's Research Data Management Policy.
- Your participation will involve a face-to-face interview which will last approximately sixty minutes (60), either in person at your workplace or virtually via Zoom or MS Teams if you are not based in Pretoria. During the interview, you will be asked open-ended questions that will allow you to draw upon your lived experience regarding co-production in the Integrated Development Plan in the City of Tshwane.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings upon request.
- Please contact my study leader, Dr. S. Lubinga, Senior Lecturer, School of Public Management and Administration, University of Pretoria on 012 420 4141 or email stellah.lubinga@up.ac.za if you have any questions or comments regarding the study.

In research of this nature, the study leader may wish to contact respondents to verify the authenticity of data gathered by the researcher. It is understood that any personal contact details that you may provide will be used only for this purpose, and will not compromise your anonymity or the confidentiality of your participation.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

Participant's signature

Date

Appendix 4: Interview Schedule for Group 1

Interview Tool for the citizens to assess Coproduction in the City of Tshwane's IDPs

Section 1: Personal Information (Optional)

Date: _____

Time Started: _____

Time Ended: _____

Location _____

Gender: _____ [a. Male b. Female c. Non. Binary d. Prefer not to say]

Highest Level of Education completed _____ [a. Primary b. Secondary c. Tertiary education (diploma, associate degree, bachelor's degree, postgraduate degree) d. None]

What is your current employment status? _____ [a. Unemployed (not looking for work)]

Part 1: Understanding Coproduction

1. In your own words, what does "coproduction" mean when developing the Integrated Development Plan (IDP)?
2. Are you aware of the City of Tshwane's approach to coproduction in developing its IDPs?
3. Have you ever participated in coproduction activities related to the IDP?
 - i. Yes
 - ii. No
 - iii. If yes, please describe your experience.
4. To what extent do you feel citizens have the opportunity to collaborate with policymakers and administrators on defining problems, developing solutions, and implementing plans for the IDP?
5. Do you think the municipality is doing enough to create space for coproduction of services?
 - i. Yes
 - ii. No
 - iii. If yes, can you provide any examples?
6. What do you think should be done to empower citizens to work together to deliver improved services through coproduction?

Part 2: Examples of Coproduction in the IDP

7. Are you aware of any instances in the current IDP where citizens have been directly involved in defining community needs or priorities?
 - i. Yes
 - ii. No
 - iii. If yes, please provide an example.

8. Can you think of any examples from the IDP where citizens have coproduced with city officials on designing or implementing specific programs or projects?
 - iv. Yes
 - v. No
 - vi. If yes, please provide an example.

Part 3: Challenges and Opportunities for Coproduction

9. Please share with us the major challenges experienced in implementing coproduction within the IDP process in Tshwane City.
10. How could the City improve opportunities for citizens to participate meaningfully in the development of the IDP?
11. How important is it for citizens to be involved in shaping their city's development plans?
12. Do you have any suggestions for how the City can better ensure diverse perspectives are considered during the IDP planning process?
13. Based on your experience and observations, what recommendations would you suggest to promote effective coproduction?
14. Do you want to share anything else about your thoughts on coproduction and the IDP process?

Thank you for your participation! Your feedback is valuable in improving the coproduction process in our community.

Appendix 5: Interview Schedule for Group 2

Key Informant Schedule with the Municipal officials responsible for the IDP in the City of Tshwane

Personal Information

Date: _____

Time Started: _____ Time Ended: _____

Location (District/Municipality/City) _____

Participant role in IDP process: _____

Gender: _____ [a. Male b. Female c. Non. Binary d. Prefer not to say]

Highest Level of Education completed _____ [a. Primary b. Secondary c. Tertiary education (diploma, associate degree, bachelor's degree, postgraduate degree) d. None]

Name of Interviewer: _____

Main Language used: _____

Understanding Coproduction in IDPs:

1. How would you describe coproduction?
2. Can you describe the City of Tshwane's approach to coproduction in developing its IDPs? (Probe for process and stakeholders involved)
3. To what extent does the IDP process incorporate coproduction? Probe for citizens collaboration with policymakers and administrators to define problems, develop solutions, and implement plans.
4. Please share with me some of the specific mechanisms outlined in the IDP for coproduction beyond traditional public hearings or consultation forums.
5. Is the municipality doing enough to create space for service co-production? Yes/No. Elaborate.
6. What do you think should be done to empower Municipal officials to work together to deliver improved services through co-production?
7. In your opinion, how sufficient is the level of co-producing in the IDP within the City of Tshwane? [Probe for; a) level is sufficient, b) level non-sufficient, c) What can be done to improve the level?]

Examples of Coproduction in the IDP:

8. Can you provide examples from the current IDP where citizens have been directly involved in defining community needs or priorities?
9. Are there instances in the IDP where citizens have coproduced with city officials on designing or implementing specific programs or projects? (Probe for particular programs in Tshwane City)
10. Please explain in detail how resources are allocated to support co-production efforts in Tshwane City.
11. What measures (steps) has your municipality taken to create a space for the co-production of services?

Challenges and Opportunities for Coproduction:

12. What are the most common challenges faced in the City of Tshwane while implementing coproduction within the IDP process?
13. What strategies are employed to measure the success of coproduction efforts in the IDP in Tshwane City?
14. What special plans/strategies have been proposed to strengthen citizen coproduction in future planning cycles as outlined in the IDP?
15. What approaches are in place to ensure that diversity at the perspective municipality level is considered during the planning and decision-making stages?
16. How does the City ensure effective communication and capacity building regarding citizens to participate meaningfully in coproduction efforts?
17. Please elaborate on the specific target groups or communities the City prioritised for coproduction initiatives within the IDP.
18. Inclusivity is one of the critical principles in coproduction. How has the City of Tshwane Metropolitan Municipality integrated this principle to ensure the representation of diverse voices and perspectives in the co-production of the IDP?
19. How are data and information collected from citizens during coproduction processes integrated into the final IDP document?

20. How does the municipality handle conflict or differing opinions that may arise during the co-production of the IDP? b) What strategies are currently being implemented for resolution of such conflicts?