

Effective
Integrated Development Plans in a
transforming local government in
South Africa

by

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ABSTRACT

The main aim or objective of the study was to provide clarity on why Integrated Development Plans (IDPs) are not effective in a transforming and developing local government in South Africa. This was done through analysing the development and implementation of the IDP itself.

The Constitution of the Republic of South Africa (Act 108 of 1996), allows local government to provide services to the people in general. The conceptualisation of the IDPs within municipalities brought about this strategic apparatus, a tool that will help bring a better life and change to the living conditions of the poorest of the poor. The Municipal Systems Act, (Act 32 of 2000) states clearly that each municipal council must adopt a single, inclusive strategic plan for the development of their municipality. It further outlines that this plan must integrate, co-ordinate and take into account proposals from the community and all relevant stakeholders for the development of the municipality. Lastly, it must align the resources and capacity of the municipality with the implementation plan.

It is against this background that the study has revealed that planning in municipalities in the Free State (in particular) has drastically advanced, but there is more work to be done. Particular reference is made to Mohokare Local Municipality, where the implementation of the IDP seems to be disadvantaged by a lack of resources, both funding and staff.

The study involved qualitative research based on a case study. A research tool that was used during this study was face-to-face interviews with the participants/respondents; these included the Speaker/Mayor of the Council, the Municipal Manager and Managers directly accountable to the Municipal Manager, and few middle managers of the Mohokare Local Municipality.

Findings reveal that the role of the IDP as a transformation tool is compromised by a number of challenges. The municipality lacks the capacity required for the development and implementation of the IDP. Although there are individuals within

the municipality who have tertiary qualifications, they are incorrectly positioned. The community of Mohokare Local Municipality has indicated through its stakeholders that the municipality also has very serious financial problems and cannot deliver services as required by law. For the municipality to succeed there is a need for the development of the capacity of the municipality and for its community to effectively develop and implement the IDP.

Keywords: integrated development plans/planning, service delivery and implementation plan, public participation, local government, municipality/council, community, stakeholders and compliance

DECLARATION

I hereby declare that this extensive mini-dissertation for the Programme in Governance and Political Transformation at the University of the Free State (Bloemfontein) is my own original work and has not been submitted by me or any other individual at this or any other university. I also declare that all reference materials, used for this study, have been properly acknowledged. I hereby cede copyright of this product in favour of the University of the Free State.

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MLM	Municipal Local Government
MM	Municipal Manager
MSA	Municipal Structures Act
MSA	Municipal Systems Act
MSDF	Municipal Spatial Development Framework
MTRE	Medium Term Expenditure Revenue Framework
NGO	Non-Governmental Organisation
NQF	National Qualification Framework

LIST OF ACRONYMS AND ABBREVIATIONS

AAP	Audit Action Plan
AG	Auditor General
CAC	Clean Audit Campaign
CoGTA	Cooperative Governance and Traditional Affairs
CUT	Central University of Technology
CWP	Community Work Program
DBSA	Development Bank of South Africa
DFA	Development Facilitation Act
EMT	Executive Management Team
EPWP	Extended Public Works Program
FS	Free State
FSGDP	Free State Growth and Development Strategy
HoD	Head of Department
IDP	Integrated Development Plan
IDPRF	Integrated Development Planning Representative Forum
IDPSC	Integrated Development Planning Steering Committee
IWMP	Integrated Waste Management Plan
LED	Local Economic Development
LGSETA	Local Government Sector Education and Training Authority
LM	Local Municipality
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MISA	Municipal Infrastructure Support Agent
MLM	Mohokare Local Municipality
MM	Municipal Manager
MSA	Municipal Structures Act
MSA	Municipal Systems Act
MSDF	Municipal Spatial Development Framework
MTREF	Medium Term Expenditure Revenue Framework
NGO	Non-Governmental Organisation
NQF	National Qualification Framework

PM	Performance Management	
RDP	Reconstruction and Development Program	
RSA	Republic of South Africa	
SC	Street Committees	
SDBIP	Service Delivery and Budget Implementation Plan	
SDF	Spatial Development Framework	42
SP	Strategic Plan	44
SPLUMB	Spatial Planning and Land-Use Management Bill	45
UFS	University of the Free State	
WC	Ward Committees	
WSP	Workplace Skills Plan	48
XDM	Xhariep District Municipality	

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Theron, Coorner and Jewts (2007: 145) make the following reservation about non-Governmental Organisations, such as the Foundation for Contemporary Research (FCR) and the Centre for Public Participation (CPP), stating that change agents lack a solid grasp of the philosophical, theoretical, strategic and administrative principles of the effectiveness and equity of empowerment rationales for authentic and empowering participatory processes (Theron et al., 2007: 145).

Chapter seven of the Constitution reflects on Local Government as a 'form of development'. Section 153 of the Constitution outlines the developmental duties of municipalities, where it says that a municipality must ensure and support its administration, budgeting and planning processes. It must also give the priority to the basic needs of the community, and promote social and economic development of the community, including participation in national and provincial development programs.

¹ The Constitution of the Republic of South Africa, 1996 - Act 108 of 1996, Para. 61 - 63

² The Constitution of the Republic of South Africa, Section 153(a) and (b)

CHAPTER 1

INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA: A HISTORICAL OVERVIEW

1.1. Actuality / motivation

Most municipalities are struggling to produce credible and sound or successful results through Integrated Development Plans due to poor planning and implementation of the IDP. An 18 months investigation by the South African Public Protector at Dipaleseng Local Municipality in Mpumalanga Province in South Africa, found all senior officials guilty of serious “maladministration including the municipality’s failure to recover debt and collect revenue, and their failure to prepare and implement the Integrated Development Plan” (City Press, 2012: 22). This followed an outcry from the community during a protest march, emanating from service delivery.

Theron, Cearser and Davids (undated) make the following observation that, Non-Governmental Organisations, such as the Foundation for Contemporary Research (FCR) and the Centre for Public Participation (CPP) suggest that change agents lack a solid grasp of the philosophical, theoretical, strategic and administrative principles of the effectiveness/efficiency and equity/empowerment rationales for authentic and empowering participatory processes (Theron *et al.*, Undated).

Chapter seven of the Constitution reflects on Local Government about issues of development¹. Section 153 of the Constitution outlines the developmental duties of municipalities, where it says that a municipality must structure and manage its administration, budgeting and planning processes². Municipalities must give priority to the basic needs of the community, and promote social and economic development of the community, including participation in national and provincial development programs.

¹ The Constitution of the Republic of South Africa, 1996 – Act 108 of 1996, Pgs. 81 – 82

² The Constitution of the Republic of South Africa, Section 153(a) and (b)

On the one hand, the Development Facilitation Act, 1995 (Act 67 of 1995) (DFA) requires an alternative planning approach for land development in South Africa, based on new planning principles³. This Act prescribes the following planning principles:

- *“Promoting and integrating the social, economic, institutional and physical aspects of land development;*
- *To promote integrated land development in rural and urban areas;*
- *The availability of job opportunities;*
- *Optimising the use of existing resources related to agriculture, land, mineral, bulk infrastructure, roads, transportation, and social facilities;*
- *Promotion of a diverse combination of land uses;*
- *Discouraging the phenomenon of urban sprawl in urban areas and contributing to the development of more compact towns and cities;*
- *Contributing to the correction of the historically distorted spatial patterns of settlement and to the optimum use of existing infrastructure;*
- *Encourage environmentally sustainable land development, practice and processes”* (Minnaar, 2006:8).

The Department of Cooperative Governance and Traditional Affairs (previously known as the Department of Provincial and Local Government) prepared a new planning approach, known as the Integrated Development Plan Process. This process was officially launched during 1997, at which stage all the former Transitional Local, Rural and District Councils prepared land development objectives, (Minnaar, 2006: 8).

Mawson (2002:923) writes:

“An important element of the developmental local government responsibility is for each of the new municipalities to produce an integrated development plan. By 1995 integrated development planning had emerged as a distinct

³ Minnaar, F. (2006) *Public Sector Management, A Course on Integrated Development Planning – Module 12 IDP and Strategic Planning – UFS*

approach. It was promoted by the Reconstruction and Development Program (RDP) office and the intergovernmental (FEPD) Forum for Effective Planning and Development”.

The Reconstruction and Development Program had its own failures. Pycroft (1998: 153) writes that a number of reasons have been put forward to explain the collapse of the RDP and its replacement, at least in part, by the GEAR strategy. For Fitzgerald, McLennan and Munslow (1997:41-1) these reasons include: the failure of the RDP to deliver the expected outputs, given the numerous constraints confronting the new government; a reluctance amongst important policy elements within the ANC government to abandon hard-line left-wing development objectives which undermined the broad-based consensus that the RDP had sought to create; an underestimation of the impact of the global economy on South Africa's ability to determine its own development; the institutional weakness of the RDP Office, that made it difficult to coordinate the development activity and the failure to link the RDP Office to delivery departments at national and provincial level; just to name a few (Pycroft, 1998:153).

Before 1996, IDP was conceived mainly as a tool to support the coordinated delivery of reconstruction and development by national and provincial government departments. The formulation of IDPs became a legal requirement for local councils in November 1996, as a result of the promulgation of the Local Government Transition Act, Second Amendment Act, 1996 (Act 97 of 1996) (RSA, 1996a). The IDP is aimed at enabling integrated development and management of a municipal area by a municipal council. The Integrated Development Planning concept is by no means a new idea, nor is it just restricted to South Africa.

At an international level, a number of countries have attempted to, with varying degrees of success, develop a planning system that co-ordinates across spheres of government. Some of the examples and lessons that had to be learned from them are as follows: complex, bureaucratic mechanisms of integration and co-ordination have generally failed internationally, but states with a more flexible process of iterative top-down bottom-up planning for instance, Malaysia, have sustained relatively successful systems of integrative development planning, although planning

is increasingly being devolved to the local level, a national framework for development serves a useful purpose in setting the parameters for planning by other spheres/tiers, and in clarifying national goals and priorities for local authorities, even where there are relatively hierarchical systems, successful planning requires mechanisms to ensure bottom-up input in higher levels of planning, for instance Germany's counter-current principle, and lastly that it is possible to design a system for co-ordinated planning that avoids hierarchical relationships and protects the integrity of different spheres of government (Policy Paper IDP, 2000:48). The review document went further to unpack that there has been some considerable debate concerning the concept and definition of "integrated development plan". Pycroft, (1998:92) observes that IDP means different things in different contexts, which can confuse and dilute the message and impact of the processes. The South African Forum for Effective Planning and Development in 1995 defines integrated development planning as:

"A participatory approach to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of the poor and the marginalized" (Mawson, 2002:923).

The Integrated Development Plan within local government in South Africa is regulated by the Municipal Systems Act, (Act 32 of 2000) which requires that all municipalities must formulate Integrated Development Plans. The purpose of the integrated Development Plan is to provide a vision for the municipality and focus on the clear development objectives that the council would like to achieve within their term of office⁴ (Municipal Systems Act 32, 2000). To make sure that the Integrated Development Plan is effective, the Municipality or Local Council has to draw a plan of action which is normally called a Process Plan in order to drive the expectation and promises of that particular council as promised in the local government manifesto (policy document) of the ruling party in that area, during

⁴ Municipal Systems Act, 2000 (Act 32 of 2000) Section 25

the Local Government Elections. The manifesto of the ruling party in that council prevails and gives direction in order for the council to draw its strength, mandate and direction from it at all times. The process plan will deliberate all phases of the Integrated Development Plan, which are as follows:

Phase 1 – Analysis, Phase 2 – Strategies, Phase 3 – Projects, Phase 4 – Integration, the last one will be Phase 5 – Approval, and will also indicate who the role players in the Integrated Development Plan process are, broadly outline the support system in place, ownership and all responsibilities. On the one hand, the concepts of efficiency, effectiveness and economy lie at the heart of organisational performance in the government sector⁵. Combined in an integrated perspective, they deliver value for money.

Mintzberg (1994) opines that a ⁶hierarchy of programs flow down the hierarchy in the sense of strategies being practically implemented by means of programs. Upward flow in the hierarchy is common among programs in the sense of feedback reporting and schedules.

There is a significant need to look at the effectiveness of Integrated Development Plans since their inception and current developments, especially as we are moving forward to the 3rd Generation of Integrated Development Plans in South Africa (2012 – 2017). According to the Department of Cooperative Governance at national level, the draft simplified Integrated Development Plan will endeavour to simplify the IDPs in the most pugnacious municipalities – for example, in this draft document the researcher seeks to look at the audit opinion of the Auditor General after auditing municipalities for what needs to be done. Human (2007) notes that “according to (Clarke, 1991 and Krige, 1991) the rapid growth of urban areas are both the cause and effect of the growing national importance of these urban areas with their influence on resources utilisation, job creation and linkages with the rural hinterland⁷” (Human, 2007:1).

⁶ Mintzberg, H. 1994. *The Rise and Fall of Strategic Planning*

⁷ Dissertation by F.M. Human – University of the Free State (2007:1) <http://etd.uovs.ac.za/ETD-db/thesis/available/etd-01252008-105053/unrestricted/HumanFM.pdf>

Municipalities must increase awareness regarding politics, popular participation, local economic significance of urban areas to national development (Devas and Rakodi, 1993).

According to Human (2007:1-2):

“Master plans concentrated mainly on spatial issues and were seldom linked to the inappropriate budgets. Community participation in most of these plans was mostly inappropriate. Monitoring and evaluation in terms of development was absent. The early 1980s saw a change to strategic development planning within the municipal and urban management environment. The post-apartheid government initiated integrated development planning after 1994.”

Accordingly, in the current financial year and moving forward, the Auditor General will look into the issues of performance which will include the development of the Integrated Development Plans.

The researcher will highlight matters pertaining to transformation in Local Government in South Africa and the developmental state. Developmental local government seeks not only the democratisation of local government, but also the transformation of local governance with a new focus on improving the standard of living and quality of life for previously disadvantaged sectors of the community⁸ (Pycroft, 1998:151).

The Department of Provincial and Local government (DPLG) proposes that an IDP Representative Forum be established to encourage the participation of communities and other stakeholders. The forum may consist of all local, district and provincial stakeholders operating within that Municipality, a Code of Conduct must be drawn for this forum to instil discipline amongst members, the forum is allowed to monitor the implementation of projects within the IDP. It is essential that the local council needs

⁸Christopher Pycroft (1998) *Integrated Development Planning or strategic paralysis? Municipal Development during the local government transition and beyond*

to approve a public participation strategy in order to have a clear mechanism in place for the dissemination of information. The local council is the one that makes decisions regarding Integrated Development Planning.

Development must include improving the material conditions of South Africa's people. Samson (2008) argues that the Republic of South Africa must be a reconfigured state which is both strengthened by and helps to build capacity through the process of participatory democracy which is attentive to addressing and overcoming the mutually constituting structural inequalities of gender, race and class. (Samson, 2008) further argues that building this form of analysis, development is a process focusing on building the collective capacity of people to envision and achieve more. He further observes that "It locates this more specific objective within a broader context, seeing it as important in helping to build a stronger base from which to launch a deeper and more meaningful process of transformation" (Samson, 2008: 28 and 34).

Gueli *et al.* (undated) affirm the Integrated Development Planning debate in South Africa and agree on long-term development strategies over a period 25 years⁹. Efficient service delivery and resolving challenges related to the dualistic nature of the economy will generate suitable economic growth. To achieve the above goals, the planning process of identifying and prioritising development interventions has specifically addressed the following key issues:

- Restructuring the apartheid spatial form;
- Transforming local government structures to ensure that they promote human-centred development; and
- Establishing democratic, legitimate and transparent planning processes and fostering a culture of cooperative governance and developing multi-sector development plans.

Gueli *et al.* expressively indicate that on targeted interventions, investment decisions should be informed by the concept of potential and planners should distinguish

⁹ Richard Gueli *et al.* Integrated Development Planning in South Africa: Lessons for International Peace building

between two types of regions: regions with development potential and those with limited potential (Gueli *et al.*, 101 and 105).

IDPs could be more effective and sustainable than a planning process which relies on unconnected and ad hoc interventions. The key test will be whether individuals and communities feel truly empowered by the IDP process, and whether the process achieves the objectives of promoting developmental local government and reducing the massive divide in South Africa (Mawson, 2002).

1.2. Problem statement

Mohokare Local Municipality (in the Free State Province, which includes the following towns: Zastron, Smithfield and Rouxville) has struggled to produce a credible IDP. During the provincial assessments, it was highlighted that the Municipality has received the lowest results with regard to IDP development and implementation.

There are challenges within local government that hinder the implementation of the IDP¹⁰ (Alebiosu, 2005:75-76). Atkinson (2002) and Harrison (2001) highlighted three such issues, which include: the level of project management capacity within the local government, the design of municipal organisations and the redefining of existing functions. They further argue that “most municipalities are so weak institutionally that they cannot perform the most basic functions of management and service delivery and a sophisticated level of integrated development and coordinated planning remains a long way off” (Alebiosu, 2005:75-76).

Harrison (2001) further highlights some of the challenges facing the successful implementation of the IDPs. These include the use of IDPs to direct budgeting processes as well as the continued lack of integration and linkages between the IDP and planning within other spheres of government is imperative. Another challenge entails poor quality of analysis and reports produced by many ill-prepared planners whose traditional focus was on spatial planning, poorly constructed participatory process; institutional conflicts around planning issues involving officials often

¹⁰Alebiosu, O.A. (2005) University of Rhodes. Magister of Science in Geography (Pp 75-76)

resistant to change. Moreover other challenges entail the newly elected inexperienced councillors; poor linkages between IDPs, broader spatial frameworks and the details of land-use management systems; poor linkages between planning processes at district and local scales; and the difficulties in linking planning and budgeting processes with varying time horizons (Alebiosu, 2005:76).

Some of the weaknesses and challenges in the development and implementation of integrated development planning is a lack of experience, because when the Grahamstown Transitional Local Council appointed the Setplan of Port Elizabeth to prepare, it was because both council and officials lacked knowledge and experience¹¹ (Mawson, 2002:927).

Resistance to change among some of the local government officials and a lack of internal expertise have forced municipalities to turn to outside consultants to produce their IDPs, and the contracts of consultants are very short to the extent that they cannot achieve an intimate understanding and develop a sense of empathy with the various actors and processes at work (Mawson, 2002:929).

Turok *et al.* (2011) write that “there is a problem of working for government that has yet to formulate clearly its development objectives in a form that can be effectively translated into action by the public service. The cabinet seems to put forward too many priorities, which are not related causally”. Turok *et al.* advance this argument by saying, “A further difficulty arises from the fact that the government is pursuing a transformation agenda. A public servant would be entitled to ask what it is that we are transforming into”. The impact of local government transformation plays a crucial role within municipalities because it is seen as a tool for transformation by some.¹² Turok *et al.* see the IDP as a tool for the achievement of transformation since it “starts taking otherwise sort of neutral bureaucratic processes, and measuring their performances in terms of outcomes of their communities and the real world, and therefore provides a framework for improvement and adjustment” (Turok *et al.*, 2011:45).

¹¹Mawson, J. (2002) *Devolving Development: Integrated Development Planning and Developmental Local Government in Post-Apartheid South Africa. Policy Review Section*

¹² The impact of Local Government Transformation
<http://www.mrc.ac.za/healthsystems/impactlocal.htm>

Some of the problems facing municipalities currently is that, municipalities are unable to interpret the IDPs developed by consultants and some are having problems with correcting queries raised by the auditors during their auditing period. The Audit Opinion (the Auditor's Report) of most municipalities in South Africa, including Mohokare Local Council (which will be the researcher's case study), needs to be looked at. The Auditor General takes into consideration the fact that when the Integrated Development Plans are not well in municipalities, it becomes an audit query - the audit opinion for municipalities is an indicator for financial management and good governance practices within the municipality.

1.3. Aims and objectives of the study

1.3.1. Broad aim

Broad purpose or aim of the study will be to investigate the role of Integrated Development Plans in a transforming/developmental local government in South Africa, in particular Mohokare Local Municipality.

1.3.2. Specific objectives

The specific objectives of this study will be:

- a) To investigate the role of the IDP in transforming local government
- b) To investigate the factors affecting the effectiveness of the IDPs as a tool in transforming local government in South Africa
- c) To assess public participation in IDP

1.4. Methodology

Babbie and Mouton (2001:647) define research methodology as “the methods, techniques and procedures that are employed in the process of implementing the research design or research plan, as well as the underlying principles and assumptions that underlie their use”. The researcher will use the qualitative research paradigm which qualitative researchers employ to study human action from an insider’s perspective (also referred to as the “emic” perspective). The goal of research is defined as describing and understanding rather than the explanation and prediction of human behaviour. The emphasis is on methods of observation and analysis that “stay close” to the research subject. “This would include the observational methods such as unstructured interviews of participant, observation, and the use of personal documents. In the analysis of qualitative data, the emphasis is on grounded theory and other more inductive analytical strategies” (Babbie and Mouton, 2001: 646).

1.5. Research design

A research design is a plan or structured framework of how one intends conducting the research process in order to solve a research problem. Research designs can be classified according to whether they are empirical or non-empirical studies. Empirical studies or designs can be further distinguished into primary and secondary data analysis studies. Research designs that involve empirical data can also be further classified according to the type of data: numeric or textual data (Babbie and Mouton, 2001:104-105).

The researcher will investigate the gaps within Mohokare Local Municipality as a case study which is struggling to implement an Integrated Development Plan. A case study is the “in-depth examination of a single instance of some social phenomenon, such as a village, a family, or a juvenile gang” (Babbie, 2007:G2). Research design delineates the research design clearly and succinctly. (Maree *et al.*, 2007:34) keep in mind that quantitative modes of inquiry include experimental (for example, descriptive, comparative, correlational, survey or ex post facto) designs; qualitative modes of inquiry include interactive studies (for example, ethnography, case study,

phenomenologic, grounded theory or critical) and non-interactive designs (e.g. concept analysis and historical analysis).

If an ordinary person should ask what a research design is, the simplest answer will be –a plan or design which you can compare to building a house using architectural designs (is a prerequisite), as you have to make choices and decisions. (Coetzee, 2012: 83).

1.6 Data collection methods

1.6.1 Interviews

The primary source of data which will be municipal officials through semi-structured interviews, from selected participants in various departments like the Director responsible for IDP and Local Economic Development at COGTA (Cooperative Governance and Traditional Affairs), the Manager responsible for IDP at Xhariep District Municipality, including Managers responsible for IDP and Local Economic Development in Mohokare Local Municipality. Interview guides will be used to help the researcher to single out key issues during interviews.

Accordingly and in relation to the above mentioned issues, ¹³Babbie and Mouton (2001:104) ask that if there is any possibility that the researcher's research will affect those the researcher is studying, how will the researcher ensure that the research does not harm them. In explaining that there should be no harm to the participants, Babbie (2007:65), argues that "¹⁴Human research should never injure the people being studied, regardless of whether they volunteer for the study. In social research practice, this often concerns being careful not to reveal information that would embarrass subjects or endanger their home lives, friendships, jobs and so forth" (Babbie, 2007:65).

The researcher used a recording device to capture responses as accurately as possible, after getting permission from the respondents to use it and assure respondents that their responses will only be used for the purposes of the research

¹³ Earl Babbie and Johann Mouton (2001) *The Practice of Social Research*; (Page 104)

¹⁴ Babbie E. (2007) *The Practice of Social Research*, 12th ed (65)

study. The researcher explained the use of a recording device is to ensure accuracy – since it may be impossible for the researcher to rely on his/her memory to capture everything that was said during interview sessions. According to Smith (1975) the researcher has to accept that there is a natural decay in the ability to remember events which is positively correlated with the length of time that has elapsed since the occurrence of the event, the irregular occurrence of the event, the relative unimportance of the event and decreased accessibility to relevant data relating to the event (Mouton and Marais, 1998: 87).

2.1 Introduction

1.6.2 Document analysis

In terms of secondary sources, the researcher consulted institutional documents like the previous financial years' IDPs, Audit Report/Opinion of the Auditor General, Provincial Assessments reports from sector departments on the IDP of the Mohokare Local Municipality, simplified IDP guide pack (as Mohokare Local Municipality forms part of the pilot project for this framework), other governmental laws in relation to Integrated Development Plans, that is, Legislative Framework and related Acts and Policies, including the following: Municipal Systems Act (Act 32 of 2000), Municipal Finance Management Act 56 of 2003, Municipal Structures Act 117 of 1998, White Paper on Local Government of 1998, Development Facilitation Act 67 of 1995, Constitution of the Republic of South Africa, 1996, White Paper on Integrated Development Planning and many other scholarly books, journals and articles which will enhance the research.

1.6.3 Data analysis

The researcher will analyse and interpret collected data through content analysis. The analysis of the data collected was done within the context of the objectives of the study, literature reviewed and the theoretical framework discussed. Patton, (1990:384) writes that contents analysis entails “facilitating the search for patterns and themes across cases”¹⁵.

¹⁵ Patton M.Q (1990) *Qualitative Evaluation and Research Methods*, 2nded

CHAPTER 2

LEGISLATIVE AND POLICY FRAMEWORK FOR EFFECTIVE INTEGRATED DEVELOPMENT PLANNING IN LOCAL GOVERNMENT

2.1 Introduction

The Policy Paper on IDPs (2000) observes that for more than five decades after the advent of municipal planning in South Africa in the 1930s, planning at local level was in most cases:

“Done on a racially segregated basis and within top-down apartheid superstructure, concerned with the perceived needs of the privileged groups in society, sectorally fragmented with transport, land use and engineering services plans including the budget being prepared in isolation. This was done by departments responsible for areas of technical and professional competence. It was silent on issues of environmental sustainability, economic viability, poverty alleviation and social health and welfare. It focussed on control or sectorally – structured infrastructural delivery programmes by the public sector, and weak on the facilitation of private sector investments¹⁶” (Policy Paper on IDP, 2000:12).

The IDP is a key strategic apparatus that guarantees that local municipalities are properly managed, and is also meant to transform local government into a developmental sphere of government. It is aimed at enabling the integrated development and management of a municipal area by a municipal council. It has to reflect the needs and aspirations of the community at large in that Municipality. It must be implementable. Municipalities are able to draw credible IDPs. A credible IDP is a reflection of the level of professional planning capacity in the municipality. There

¹⁶ Policy Paper on IDP, 2000:12

is an element of inability to implement within municipalities. A municipality may produce an excellent IDP; this may be of no value if it just ends up gathering dust on the shelves.

There are reasons why it is necessary to develop an IDP at local government. This is because there is a need for the effective use of scarce financial resources. The IDP will help the municipality to focus on the most important needs of the local communities. The council must take into account the resources available at local level during planning, and find the most cost-effective ways of providing services to the community, while making sure that money will be spent on the specific needs. Much as it helps to speed up delivery, IDP identifies the least serviced and most impoverished areas. Implementation is made easier, because the relevant stakeholders have been part of the planning process. It provides deadlock-breaking mechanisms to ensure that projects and programs are efficiently implemented. IDP helps to develop realistic project proposals based on the availability of funds. IDP helps to attract funds. Government departments and private investors are willing to invest where municipalities have clear development plans. This gives a clear indication that the council has consulted with its communities. Active participation of all the important stakeholders must take place intensively which means that decisions are made in a democratic and transparent manner. This assists in overcoming the legacy of apartheid. Municipal funds are used to provide necessary services to the people and this promotes and emphasises coordination between local, provincial and national government. These three different spheres of government are encouraged to work in a coordinated manner to tackle the developmental needs in a local area. For example, if the Department of Health plans to build a hospital in an area, it has to check whether the municipality can provide services like water and sanitation. This will be for the effective functioning of the hospital. Currently (in 2012), at Mantsopa Local Municipality, in the Free State, the Department of Health did not consult with the local council with regard to their plans of building a hospital. The challenge of the newly built hospital is that it is consuming a lot of water which is supposed to be provided to the community. This is a clear indication of poor planning, lack of communication and no participation by relevant stakeholders.

Municipalities must implement their IDPs. They must transform developmental objectives into implementable operational strategies. Most municipalities fail to implement its plans because staff lack commitment and require project management know-how. Project management training must be given to IDP Managers through workplace skills plans. This is because implementation requires a cadre of committed councillors and project managers. The cultivation of commitment and establishment of a project management team are key factors in the planning process.

In terms of local government as a transforming and developmental sphere of government, perhaps a brief background on both developmental and transforming local government will be essential. Nkayitshana (2003) argues that:

“From apartheid to democratic dispensation, South Africa has found local government in the throes of a transformation process which was realised during the local government democratic elections in December 2000. The White Paper on Local Government (1998:16) provides three approaches which will assist local municipalities to become more developmental. The three approaches are as follows: The IDP, Performance Management and Budgeting. The implementation of local government transformation needs legal framework to command the implementers.”

2.2 Legislative and Policy Framework

A Policy Paper on Integrated Development Planning, (2000:3) indicates that,

“The significance of the IDP within the broader system of local government was highlighted by the WPLG. It was issued by the then Minister for Provincial Affairs and Constitutional Development in March 1998. This key policy document provided content to the new developmental roles and responsibilities for Local Government.”

Within the plethora of plans of Parliament, a number of legislations were drawn. These justified why local government has to manage a process of Integrated

Development Planning. Legislations and plans which allowed IDP to exist are as follows:

- The Constitution of the Republic of South Africa (RSA Constitution, 1996) Section 152 and 153;
- The Development Facilitation Act 67 of 1995;
- Municipal Structures Act 117 of 1998;
- Municipal Systems Act 32 of 2000;
- Municipal Finance Management Act (No 56 of 2003);
- White Paper on Local Government (Government Gazette No 18739 of 1998);
- Spatial Development Framework; and
- Free State Growth and Development Strategy.

2.2.1 The Constitution of the Republic of South Africa

In the framework of IDP the Constitution of the Republic of South Africa, Section 152 outlines the following: the provision of accountable government to its communities; ensuring the provision of services; the promotion of social, economic development; a safe and healthy environment; and the encouragement on the involvement of communities and their stakeholders on matters of local government. The Constitution further articulates that a municipality must strive within its financial and administrative capacity, to achieve the objects set out in Subsection (1). Section 153 indicates that municipalities must structure and manage their administration by giving priority to the basic needs of the community and providing social and economic development of the community including the opportunity to participate in national and provincial programs.

2.2.2 The Development Facilitation Act, 1995 (Act 67 of 1995)

The purpose of the DFA, includes among others: "introducing measures to facilitate the implementation of reconstruction and developmental plans and projects in relation to land. The establishment of developmental planning commission which advises government on legal matters pertaining to land development in all spheres of government. Create Development Tribunals with full powers to make decisions and

resolve conflicts in respect of land”¹⁷, (PLGN-01:157-158). Pycroft (1998:156) opines that the requirement that municipalities should determine the development agenda within their areas of jurisdiction pre-dates the final Constitution. This has its own origin not in local government legislation, but in the DFA of 1995. It sought to re-structure local government planning processes and accelerate the implementation of the RDP. Restructuring will be in relation to land development by establishing general principles governing land development throughout South Africa. Meyer (1998:133) proves that national, provincial and local government budgets are very significant and must communicate to each other at all times. Its budgetary processes must promote “transparency, accountability, and the effective financial management of the economy”.

2.2.3 Municipal Structures Act 117 of 1998)

The Municipal Structures Act (1998) sets up structures for community involvement. It refers to the establishment of Ward Committees, Street Committees, IDP Representative Forums, Community Policing Forums, and many others, in wards within local or metropolitan municipalities. This enables communities to participate in the development processes. By partaking in these forums, planning becomes easy, because all stakeholders are present and represented during presentations of proposals. Most significantly, proposals made from the floor are highly considered as they form the basis of the IDP. These proposals, after approval will be included in the SDBIP as a monitoring tool of the council.

2.2.4 Municipal Systems Act 32 of 2000

Integrated Development Planning is a process through which a municipality must prepare a strategic development plan, and this plan must run for a period of five years. This is a principal strategic instrument/tool which guides and informs all planning, budgeting, management and decision making process in a municipality. Chapter 5 of this Act indicates that each municipal council must adopt a single, inclusive strategic plan for the development of a municipality.

¹⁷ Short Learning in Provincial and Local Government law, Verloren van Themaat Center for Public Law Studies (Unisa) 157-158

This plan must integrate and co-ordinate and take into account proposals from the community and all relevant stakeholders for the development of the municipality. It must align the resources and capacity of the municipality with the implementation plan from the policy framework and general basis on which the annual review of the budget and IDP must be based.

2.2.5 Municipal Finance Management Act 56 of 2003

MFMA (2003), section 21(1) outlines that the mayor of the municipality must coordinate the processes for preparing the annual budget and review the municipality's IDP. Budget related policies must correspond with the IDP. They must be credible and consistent at all times. At least 10 months before the start of the budget year, the Mayor/Speaker of the municipality must table a time schedule (Process Plan) outlining key deadlines in the municipal council. The preparation, tabling and approval of the annual budget, the annual review of the Integrated Development Plan and budget related policies, as well as tabling and adopting any amendments to the IDP is critical. The following policies must be adopted by the Council together with the budget and IDP: Tariff Policy, Rates and Taxes and so on. Section 21(2) emphasises the same matters, that when preparing the annual budget, the mayor of a municipality must take into account the municipality's IDP, make certain that all reasonable steps (process plan) are followed in revising its IDP, consider revenue and expenditure projections for future years.

2.2.6 White Paper on Local Government, 1998

The White Paper on Local Government of 1998, refers to developmental local government that recognises the importance of the community in the developmental process. If the council does not take any initiative to inform the community about the IDP process, there will not be any development in that municipality as required by the law. This will result in the community and interested groups protesting against the leadership of the municipality.

2.2.7 Spatial Development Framework

Van der Merwe, (2011:14) confirms that, a Spatial Development Framework reflected in a municipality's IDP, must set out objectives that reflects the desired spatial form of the municipality. It must contain strategies and policies regarding the manner in which to achieve the objectives. Strategies and policies are as follows:

Indicate desired patterns of land use within the municipality and address spatial reconstruction. It must provide strategic guidance in respect of the location, nature of development and contain a strategic assessment of the environmental impact of the Spatial Development Framework. In terms of current developments, the Local Government Bulletin published in July 2012, has the following to say with regard to the Spatial Development Framework (SDF), "The Municipal SDF of SPLUMB (Spatial Planning and Land-Use Management Bill) is the same as the SDF that a municipality adopts as part of its IDP". The Bill provides that the MSDF (Municipal Spatial Development Framework) must be a "five year spatial development plan". However, it must indicate desired growth and development patterns for 10 and 20 years into the future. The Bill continues with a list of requirements for the MSDF, including population growth estimates, housing demands estimates, economic activity and employment trends, infrastructure and service requirements for current and future developments, identification of areas for inclusionary housing, and strategic assessment of environmental pressures and opportunities.

Accordingly, SPLUMB must enhance the status of MSDF. Municipalities are not allowed to take decisions which are not consistent with MSDF. MSDF is permitted only if "site-specific circumstances" justify it or when the application of the MSDF will lead to "illogical or unintended" results. This is a departure from the current situation where SDF does not appear to have a binding effect.

2.2.8 Free State Growth and Development Strategy

This is a single planning instrument that articulates the development agenda and provides a strategic direction for the Provincial Executive Council. It provides a common vision and acts as the basis for common action amongst all stakeholders, both inside and outside government in the province. It promotes inter-governmental coordination by facilitating a system of communication and coordination between local, provincial and national spheres of government. It also provides a framework for budgets, implementation and performance management. The following are the priority areas and strategies within the FSGDS that it will facilitate land reform and avail land for infrastructure development and maximise economic potential of municipalities in the Free State. One priority area for efficient governance and administration is improved Integrated Development Planning and implementation, align and coordinate IDPs and FSGDS.

The importance of the alignment of both the FSGDS and IDP is precisely the work of local municipalities and provincial government. The credibility of these documents is realised during its implementation, especially when a particular provincial department has achieved what the municipality has achieved. Municipalities are encouraged to plan together and not in isolation. A project which appears in IDP of a particular municipality must also reflect within FSGDS.

2.3 Developmental local government

The Mohokare Local Municipality IDP clarifies that local government in its own nature is developmental as a sphere of government that is close to the people. Developmental local government is defined as, "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic, material needs to improve the quality of their lives". Many basic services are delivered by local municipalities. Local ward councillors are the politicians closest to the communities. There are more important issues regarding local government which indicate that this sphere is developmental. It should service the marginalised, the excluded, women, youth, disabled, and very poor people. Municipalities must ensure that their communities know they are developmental in that they give attention to matters important to the community. The

provision of household infrastructure and services must be given to all, spatial integration must be central to nation building, promotion of job creation and boosting local economic development through community work programs and extended public works program, municipal IDPs must be coherent, long-term based and coordinate delivery within the local area as proposed by the community during consultation. Proposed strategies must be in line with the municipal budget, vision, mission and values as adopted by the elected council. And the monitoring tool, which is the service delivery budget and implementation plan, must be utilised to achieve all these matters through the performance management system.

The question whether IDPs are serving their developmental potential depends on the perspective of the observer. Two of the perspectives which need to be considered are as follows: the autonomy perspectives, which emphasise local empowerment and mobilisation; and the integrational perspective which is concerned with bureaucratic coherence within and across the spheres of government. A final question that emerges is, can we move towards a strong developmental state? In this case it must be a strong developmental local government.

There are other important aspects to know about developmental local government, "like the vision and policies on how local government should work" is set out in the Local Government White Paper. The White Paper on Local Government (1998) states that local government must play a "developmental role". The Constitution of the Republic of South Africa, 1996, stipulates that "government must take reasonable steps, within available resources to ensure that all South Africans have access to adequate services" (Developmental Local Government, 2012). Developmental local government means a local government committed to work with citizens and interested groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of life. Municipalities face great challenges in promoting human rights and meeting human needs, addressing past backlogs and problems caused by apartheid planning, and planning instead for a sustainable future. Developmental local government has four interrelated characteristics: "Maximizing social development and economic growth, integrating and co-ordinating, democratizing local government and leading and

learning” (Developmental Local Government, 2012). A municipality is seen to be developmental if it implements the provision of services such as houses, water, electricity, sanitation, roads, refuse collection, making integrated cities, towns, rural areas and boosting local economy. It must play a critical role in creating and promoting jobs through extended public works and community works programs. These are both long and short term job initiatives.

Local government must ensure that it is developmental by improving the following: Integrated Development Planning by developing a coherent, long term plan for the co-ordination of all development and service delivery in the area. Develop a concrete vision, mission and values for the municipality. Performance management, a system used to ensure that all departments of the municipality work together to achieve goals and targets should be improved. Lastly coordinated performance of individuals and departments in order to achieve their targets and goals should be ensured. This is realised when a municipality has adopted the Service Delivery and Budget Implementation Plan (SDBIP) to work together with local citizens and other private sector partners – build a local democracy which is the central role of local government. The strength of local government through IDP is to involve the community in development and delivery. This is prepared through Representative Forums and community meetings with councillors and officials in attendance. The IDP Coordinator of Tygerberg Municipality reports that nearly 1400 community organisations should be in attendance to take part in this forum. And that fifteen working groups were responsible for the compilation of the development plan (Visser, Undated).

An analysis made by DBSA points towards three central elements which constitute a successful developmental state which should entail the following: planning system and centre to resolve conflicts over decisions, which means that local government on its own requires a strong planning system to succeed; through performance, monitoring and evaluation this sphere can have a decisive factor. The second requirement is to create a strong “critical path” which will be aligned to the IDP as a tool to ensure success for local government. If structural transformation of the present growth path inclusive of the IDP at local level is to be achieved, tough choices have to be made by the leadership of the council, some unpopular at times.

Developmental local government will achieve more in delivering services for the people who voted them into positions of power. Turok *et al.* (2011), opines that “No developmental state, no development”. The political sociologist Peter Evans, one of the early proponents of the developmental state concept, argues that, there can be no development without the creation of a developmental state. However, in “translating this basic insight into concrete proposals for the construction of effective state institutions is anything, but simple”. In other words local municipalities should ensure that development includes communities in order to fast-track implementation.

The need for a developmental state that emphasises performance, managerialism, technical and bureaucratic efficiency and effectiveness, and institutional rationalisation and transformation must co-exist with the idea of a democratic state that creates a voice for the poor and marginalised, that promotes, enhances and protects the rights that accrue, but pursues the obligation owed to it by citizens, and which inculcates diversity responsiveness and representation, the institutional separation of powers and functions, transparent decision making and accountability and effective oversight (Turok *et al.*, 2011).

2.4 Transforming local government

In bringing transformation to local government, the IDP has to call upon a re-thinking of the spatiality of our towns. For local government to be realised as transforming, it needs individuals with skills and convincing qualifications. Many of the senior managers are well educated, with degrees, postgraduate qualifications and substantial experience on the job training. Nevertheless, it is also the case that the transformation of our public service and other institutions, in line with the requirements of race and gender based affirmative action, has led to the rapid promotion of staff with inadequate skills and experience.

The transformation of state institutions is therefore driven by a set of broad priorities that is restructuring of the existing administrative structures in order to integrate previous divisions based on race. National and provincial government should amalgamate the administrations that previously fell under the three separate homelands and Parliament. Transformation should arise from the need to

democratise the state to fundamentally reconceptualise its role in relation to society (Fitzgerald *et al.*, 1997:323).

2.5 Conceptualising Integrated Development Planning

The developmental state theory informs the model of developmental local government in South Africa, which has seen the implementation of the IDP, but the question is whether South Africa is a developmental state. The concept of developmental local government expressed in the White Paper defines a central role for Integrated Development Planning. It is perceived as a mechanism for overcoming the inadequacies of the past and repositioning local government within its new developmental mode¹⁸ (Pycroft, 1998:155). During apartheid, local government where it existed, was responsible for a narrow range of traditional local government functions. The provision of basic municipal services such as water, electricity, internal roads, street lighting, storm water drainage, sewerage et cetera and played a minimal developmental or distributive role.

The Policy Paper on IDP (2000) gives more information that, despite the production of manuals, and various forms of training, there is still confusion about the meaning of Integrated Development Planning, and why is it necessary, who is responsible for it, and what the legal status of an IDP is. Questions have been raised about the benefits of Integrated Development Planning relative to competing, more action oriented/project-focused planning approaches. The views have been given some impetus through the perceived inability of IDPs to deliver the sought after development outcomes. Concerns have also been raised that IDPs are too ambitious for a context in which there is limited capacity and a lack of funds for planning and implementation. In the light of this it has been suggested that under-capacitated local authorities would do better to focus their attention on a few key areas or projects, without concerning themselves with the myriad of inter-institutional and inter-sectoral linkages. There is also general uncertainty as to what degree of integration is required and what level of detail should be dealt with in the process, especially when it comes to project and program definitions. The latter has significant impact when it comes to linking IDPs to the budget of local councils (Policy Paper on IDP, 2000).

Pycroft, 1998:155

IDPs in South African local government play a critical role in the planning, budgeting and performance management system. All developments of any municipality have to be incorporated in the IDP. In illustrating that IDPs in municipalities are playing an imperative role, there is a need to provide an intensive theoretical understanding of IDP within a Municipality. The basic conceptualisation of the IDP has to remain integral at all times, “in the past few decades, the business community has found that in order to control its destiny in a changing political, economic and technological environment, it needs to do more formalized planning. The type of comprehensive planning developed by business is known as strategic planning¹⁹”.

The key components of the IDP are as follows, the ethos or culture of an organisation, and between them and the people they serve. The ethos endeavours to reflect the culture that prevails or should prevail in a specific organisation. In the case of a municipality, the ethos focuses on the relationship between councillors – who will ensure that they obtain access to development resources and outside investment, provide clear and accountable leadership and development direction. Officials – provide mechanisms to communicate with councillors, and enable the officials to contribute to the municipality’s vision and decision making process, trade unions and the private sector and public sector²⁰.

The African National Congress proposals on local government towards its elective conference at Mangaung in 2012 are imperative. The party’s Legislature and Governance Working Group has produced a policy discussion document. The document pays considerable attention to provincial and local government.

The Local Government Policy discussion document (Local Government Bulletin, 2012:10) argues that local government is the “most challenged” sphere of government. It bemoans that service delivery does not match the expectations of the people of South Africa. IDP framework has not lived up to its promise and trust in local government is waning. There is a strong link between poverty, poor services and internal weaknesses in municipalities. Problems attributed to this development

¹⁹ Local Government Unit, (EMMLP1), Module 12 IDP and Strategic Planning: Minnaar, F.:3.

²⁰ Local Government Unit, (EMMLP1), Module 12 IDP and Strategic Planning: Minnaar, F.:4.

are familiar, they include critical skills gaps, poor internal controls, high staff turnover, a weak financial position, poor communication and ineffective public participation.

To address the challenges confronting local government on service delivery, the following must be followed:

Differentiated mechanisms in municipal planning and financing through increasing equitable share. Reviewing calculations regarding equitable share, MIG, conditional grants and by strengthening the spending capacity within local government. Put in place measures to deepen democracy through enhancing the administrative and financial capabilities of municipalities. Implementing municipal credit policies and improving coordination of cross-departmental interventions impacting on local government by reviewing the role of the districts²¹ (Local Government Bulletin, 2012:10).

Part of conceptualising IDPs within local government in South Africa, is that there is a need to build on the approach taken in the White Paper on Local Government. The establishment of Integrated Development Plans (IDPs) as the main mechanism through which citizens can influence local government. The emphasis is that IDPs should serve as a basis for engagement between local government and the community at local level and with various stakeholders and interest groups.

The draft simplified IDP conceptual framework provides the following principles which should guide the development of the IDP: participatory planning structured in a way of engaging all its stakeholders. Addressing basic issues like poverty alleviation, job creation, environmental impact and other development principles and informing the budget and help to speed up implementation and be linked to performance targets and indicators.

The impact made by the IDP goes to an extent that it draws attraction to the communities' needs and it facilitates negotiated understanding. The second point will

²¹Local Government Bulletin, May:2012

be the re-imagination of our towns as the benefits and burdens will be distributed according to spatial objectives. Government will bring reshaped distributive services through the IDP as underpinning the development in the post-apartheid era.

2.7 Conclusion

2.6 Twinning / aligning Integrated Development Planning and public participation

The question of participation in IDPs is interrogated from a participatory development perspective. The idea informing participatory development is that for communities to benefit from development programs, they must influence the process of the development and implementation of development programs. Lobe (2008) argues that “Public participation is viewed as an integral part of democracy”. Lobe also refers to public participation as having a potential to reduce poverty and social injustice by strengthening citizens’ rights and influencing policy making, enhancing local governance and improving the accountability and responsiveness of institutions (Lobe, 2008: 42). Alignment is a cross-cutting matter, as it overlaps to local economic development (LED). There is a very poor alignment and lack of coordination between LED and IDP as tools of implementation in local, provincial and national government spheres. Somehow, LED does not reflect in IDP as a strategic document of a municipal council. In most cases at the local level, the challenge is to link IDP with the provincial growth and development strategies and national objectives (Van Donk *et al.*, 2008:279).

The Department of Cooperative Governance and Traditional Affairs (COGTA), formerly known as the Department of Provincial and Local Government (DPLG), anticipated that an IDP Representative Forum be established to encourage the participation of communities and other stakeholders.

The IDP Representative Forum may include a variety of people from communities, that is: councillors, traditional leaders, ward committees, sector departments (heads of departments, from council and or government departments), organised labour, resource people and community representatives or leaders. The purpose of the forum will be to provide an opportunity for stakeholders to represent the interest of the constituencies, provide structured discussions and joint decision making,

ensuring proper communication between stakeholders and municipality and monitoring, planning and implementation as envisaged.

2.7 Conclusion

This chapter has dealt specifically with explaining the role played by the following legislations and other relevant sector plans/frameworks within the local government sphere:

- The Constitution of the Republic of South Africa (RSA Constitution, 1996) section 152 and 153;
- The Development Facilitation Act 67 of 1995;
- Municipal Structures Act 117 of 1998;
- Municipal Systems Act 32 of 2000;
- Municipal Finance Management Act (No 56 of 2003);
- White Paper on Local Government (Government Gazette No 18739 of 1998);
- Spatial Development Framework; and
- Free State Growth and Development Strategy.

The chapter also delineated the fact that it is important for IDPs to be aligned with other sectors within local government. It brought understanding on the concept of IDP, as to what it means for the municipality's to have IDP and where it comes from with regard to the history of local government in South Africa.

Chapter 3 will specially outline the issues pertaining to the role of integrated development plans in a transforming local government in South Africa. The chapter will further indicate whether IDP is still relevant to the municipalities in South Africa and whether IDP is still coordinating, aligning and or linking the projects within a particular municipality as identified by communities during public participation. Issues of organisational structures (staff) within IDP units will be highlighted also.

CHAPTER 3

THE ROLE OF THE INTEGRATED DEVELOPMENT PLAN IN A TRANSFORMING LOCAL GOVERNMENT IN SOUTH AFRICA

3.1 Introduction

Local government is one of the spheres of government that is always changing; it is very effervescent in itself. This section points out the role of the Integrated Development Plan in a transforming local government in South Africa. It will also point out development within local government and the support it receives from the above spheres, which is the provincial and national government. It will proceed to look at the structure of Integrated Development Plans. It will unpack methodology and/or phases of IDP and it will outline how public participation must be done through a process plan which is enshrined in the Municipal Systems Act of 2000. Lastly the chapter provides clarity on IDP implementation, because most municipalities are struggling to implement or put into practice IDP decisions or plans. The "apartheid regime has tried several times to reconstruct local government into a system which will accommodate all people, regardless of colour, race and/or creed", (Cloete, 1997:31-32). However, Pycroft (1998:151) argues that "at the heart of developmental local government is the concept of Integrated Development Planning, where municipalities coordinate all development activities within their area of jurisdiction". Pycroft further mentions that "the constitution defends provincial and local autonomy and thus has an as-yet-unfulfilled mandate for decentralization. Central government efforts to achieve integrated development have increasingly become focused less on attempts to create centralised bureaucratic structures for control and implementation and more on creating flexible policies whereby the three different spheres work together to achieve integrated development" (Pycroft, 1998:151 – 153).

Ntliziywana (2009:3 and 7) indicates the following:

“Local government prior 1994 was a creature of state. It was the lowest sphere of government in the hierarchical sense of the word and was constitutionally unrecognized and unprotected. It possessed no power or rights except those particularly or impliedly conferred upon it by a competent legislative authority. It was used as National and Provincial government’s administrative upper limb. Moreover, local government was characterised by a diversity of fragmented institutions that provided massively inequitable services to the different communities.”

Cloete, 1997:35-36 also observes that:

“The reason why local government in terms of transformation led to a new local government structure for all nine provinces and this new system started being realized after many members of the transformed local councils were voted into power in 1995/96. Transformation was then facilitated when most urban areas in South Africa had at their disposal people who were experienced in local government, although this transformation was compromised by lack of quality services to the poor residents.”

Transforming local government was eminent even though conditions could not allow it.

3.2 The role of the Integrated Development Plan in a transforming local government

It is imperative for the researcher in this instance to provide clarity as to what is the role of an IDP in a transforming local government in general. The IDP International Development Planning Review observes that:

“South Africa was declared a democratic country on 27 April 1994, and this swept aside the dictatorial years of apartheid. This “revolution” gave impetus and opportunity to change the country socially, removing all negative legacies of the past. Most of the development remains only on paper, but practically has always been a challenge for everyone. Even though our government can take a decision that we should plan for human settlements, it will be a story which will be told to the next generation. Planners in our country lack expertise, we only exist in vacuum” (IDP International Development Planning Review: 2009).

Transformation is the most dramatic kind of change, because it does not take its point of departure as the measure of control. The most important step regarding transformation is that it is a process which provided a new legal framework for local government. The IDP must link, integrate and coordinate plans, development proposals, strategies and frameworks for municipalities. These plans must align with the financial resources and human capacity of municipalities. The change within local government was brought about by the introduction of consolidated legislation and the disestablishment of the pre-1995 municipalities. This assisted in forming reconfigured municipalities in 2000. Since the 2000 local government elections, a great deal of work has been undertaken to support municipalities to implement the new system of local government. In 2001, the President and the Premiers of Provinces met in a special President’s Coordinating Council (PCC) workshop to review the transformation of local government. The PCC noted progress in the transition towards transforming municipalities into the fully capacitated entities envisaged in the Constitution. It identified many challenges that still need to be addressed

in order to implement the new system of local government. With regard to translation and transformation, there are two critical processes which are applicable in the transformation of the public sector to private sector orientation principles. Translation means no elimination or prioritisation of functions takes place before projects are formed. Functions are therefore just taken and translated over to projects. Transformation indicates that duplicated functions are taken out, projects or activities are prioritised and new projects are created to serve the needs of the community. Integrated Development Plans should be viewed as incremental plans. In the annual review, new or changed priorities can be incorporated. IDP is a normal and required municipal function. They are not "add-ons" and should not be "farmed-out" to consultants. The development of IDPs should be managed within municipalities and provide a way of enhancing the strategic planning capacity of the administration. It must help in building organisational partnerships between management and labour, and enhancing synergy between line functions.

Transformation requires extraordinary effort and insight. Because it is unnatural, it goes against the grain of our psychological and social constitution as creatures of habit. Municipalities must take cognisance that IDPs fall within the public policy sphere. The developmental local government seeks not only the democratisation of local government, but the transformation of local governance with a new focus on improving the standard of living and quality of life of previously disadvantaged sectors of the community. Integrated development planning seeks to position municipalities at the centre of a complex matrix of organisations operating within the council's area of jurisdiction, where they will take responsibility for managing both horizontal and vertical dimensions of development. The IDP is also aimed at enabling the integrated development and management of a municipal area by a municipal council.

In terms of the developmental local government and transformation process, municipalities must address various aspects of local governance, including a developmental approach and processes and systems aimed at transforming service delivery. Local government must show commitment to working with citizens and groups within the community to find sustainable ways to meet their

social, economic and material needs and improve the quality of their lives. This is for instance done by facilitating citizens' involvement and participation in all efforts to improve their quality of lives, leading communities in a transparent and accountable manner, and raising awareness of human rights issues and promoting constitutional values and principles. For municipalities to effectively deliver services, new strategies of doing things must be put into practice. There must be strict application of Integrated Development Planning, Performance Management System (PMS) and Public Participation or consultation, as emphasised by the Batho Pele Principles. Furthermore, the transformation and IDP Project Management Team (PMT) must drive the IDP from an administrative point of view. It will manage the IDP as its business plan. The Executive Office should provide strategic project support to the Executive Mayor (in other Councils it is the Speaker/Mayor and/or Mayor or Speaker), and the City Manager (in other Councils it is the Municipal Manager). EMT will ensure effective leadership and strategic management of the IDP. The Municipal Manager's office must facilitate strategic integration; provide technical support and project management for transformation and development tasks. This office must serve as a nodal point of contact and communication for the various projects, functioning as a call-centre that will handle all IDP related queries and problems raised by community and stakeholders. The inclusion of institutional transformation plays a key role; institutions are a microcosm of society. Institutional transformation is both a litmus test and a prerequisite for societal transformation. The concept of institutional transformation means organisational modification in terms of the structure, culture, norms, discourse, location, internal policies and structures that have been put in place to redress the imbalances of the past. To achieve the above, IDP Managers, through the Accounting Officer and Councils must conduct planning in order to deliver services to their constituencies. They must ensure that all their resources are allocated equally to the citizens.

3.2.1 Specific roles of the IDP

The IDP has various roles to play in municipalities in connection with proper planning: it has to capture the outcomes of various planning processes, for instance IDP Steering Committee and IDP Representative Forum tentatively. This will help to address the question of linkage, especially the budgetary implications of various plans (Financial plan, Spatial Development Framework, Disaster Management Plan) and many others. This will be linked with the budget timelines and related policies within a municipality²². Municipalities should make certain that they use IDPs as a good “ruler and/or measuring stick for themselves. They should not over plan, but include in their IDPs achievable and affordable projects. In ensuring political accountability and continuity in councils, there is a need for political will and/or determination. Political will refers to the preparedness and willingness of politicians to make difficult and unpopular choices and to see these choices through in face of opposition. The main reason why communities do not know about the IDP, its funding objectives or its intention, is because councillors and officials lack knowledge of integrated development processes and lack funds to capacitate all stakeholders.

The political term of the council should be linked with the five year term of the IDP. This serves as the vision of the council, and they will be held accountable for implementation. Communities use IDP as an instrument to evaluate the performance of the council. Councils should participate in the preparations of the IDP from its inception up until the approval and implementation phases. This will help them know what has been achieved and what has not been achieved. There is a need to facilitate interaction, engagement, communication and building of alliance through powers and functions of the local and district municipalities. The district councils can and must play an important role in closing gaps at local councils. Collaboration between municipalities should be encouraged in order for IDP to play a critical role. IDP is made to play a role of providing a basis for engagements within municipalities and among the communities, councillors, officials, and all stakeholders. In transforming Local Government into a vehicle for development, municipalities must necessitate

²² Policy Paper on Integrated Development Planning, 2000, Department of Provincial and Local Government (currently known as Cooperative Governance and Traditional Affairs)

implementation of IDPs. The aim is to oversee local government including all sector plans in its development. Municipalities must promote socio-economic development which can provide assistance according to its economic development. They should invite provincial and national government and private sector investors to help them achieve their objectives. The process of transformation in local government provides funding from MISA (Municipal Infrastructure Support Agent) and MIG (Municipal Infrastructure Grant), just to mention a few, for municipalities to be able to implement their plans or projects. This will help to assist municipalities in producing strategies. Lastly provide public engagements for partnerships and development in general. Most municipalities are facing a challenge of sector plans which have not been reviewed. This posed a severe setback in aligning the IDP as a tool that must provide a strategic focus for a period of five years. After COGTA had valued IDPs, they rated most municipalities low, because IDPs were not informed by sector plans.

3.3 Integrated Development Planning methodology

A critical analysis of Mohokare Local Municipality's IDP is imperative on the basis that it forms the case study that the researcher's analysis will be based on. "The main purpose of analysis is to assess whether the municipality complies with the IDP requirements in the Municipal Systems Act and the specifications in the IDP Guide Pack", (Mathye, 2002:34). Perhaps looking at their own initiatives will assist the Municipality to progress in developing their IDP. The researcher will look at whether there are plans and/or internal proposals from within the Municipality which will be funded and implemented by the council itself without any assistance from any government or stakeholder.

The Integrated Development Planning methodology includes subsequent phases: Phase 1 – Analysis, Phase 2 – Strategies, Phase 3 – Projects, Phase 4 – Integration, Phase 5 – Approval, Phase 6 – Provincial IDP Assessments and Phase 7 – Provincial IDP Engagements .

Phase 1: Analysis

The municipality is expected to put in place the following matters:

Analyse the existing problems faced by people, that is: basic services, unemployment and crime, and so on; know the symptoms, but also the causes of the problems and make informed decisions and come up with credible solutions; determine the key development priorities, allocate scarce resources to those issues highlighted as urgent and/or important; and ensure stakeholder and role-player participation.

Phase 2: Strategies

The importance of this phase is to make sure that key managerial issues are brought up to date as the strategy formulation commences. The development of the vision, mission and values which indicates where the municipality is and where it needs to be in terms of services delivery. Vision – what the municipality seeks to achieve at a particular point in time. It must clearly stipulate why the municipality is existing. The vision statement should be structured in one line or one sentence. This vision must be advertised and be popularised amongst the community members, so that people are able to rate the municipality or council according to it.

Mission – what the municipality is intending to do. It helps the municipality to concentrate on what must be done, according to its powers and functions. A mission clarifies that what you implement must be in line with the vision and values (this is called alignment). A mission promotes social and economic development, and provides and maintains affordable services at all times, brings and shares efficient and effective utilisation of the little resources it has, and ensures that there is effective community participation and cooperation with effective stakeholders.

Values – similar to beliefs, principles and commitments. They guide the management of every municipality in every decision making processes, and act as a framework for decision making. Values must be driven by the needs and aspirations of the people. The values should also be popularised and publicised like the mission and vision of every municipality. This must be done through road shows and other related workshops in the municipality.

Phase 3: Project

All projects identified by the community, stakeholders, officials and councillors in that municipality, must be aligned with the budget. A project refers to any set of activities that can be managed and executed by a project management team. There is also a need for project prioritisation, whereby a process of achieving a desired need will be conducted. It is essential that all projects must be synchronised.

Phase 4: Integration

During this phase, the IDP Steering Committee and Representative Forum must convene a meeting. The purpose of the meeting will be integrating all projects as agreed during the project phase, and also to look at the projects achieved in the previous financial year. All “projects must comply with the municipalities’ strategies and resources framework”. It must also be linked to the province and national sector department plans. This will ensure synergy in terms of the allocations of funds.

The IDP must include the following: five year financial plan, five year infrastructure programme, institutional restructuring, integrated communication plan, Spatial Development Framework, and other related sector plans within the municipality for its credibility.

Phase 5: Approval

When the final IDP has been approved, all stakeholders must be given an opportunity to provide their comments. The Mayor/Speaker within the official council meeting will approve the budget and IDP. A public notice should appear on notice boards and in local newspapers. The community must be informed that the council has adopted the IDP and budget. The municipality will ensure that copies of the approved IDP are available in public places for inspection.

a) Monitoring, implementation and reviewing

The most critical part of the IDP is that, “when it is complete, the local community must be able to comment on the final draft before it is

submitted to council for adoption". After council has adopted this strategic document, it must inform the community through an advert in a local newsletter/newspaper, community radio station, internet, et cetera. Copies of the summarised IDP document must be made available to the community for inspection (De Visser, 2005:104). In many municipalities the IDP directorate will make IDP copies available in public places like libraries, municipal notice boards and many other strategic areas within the municipality.

b) Monitoring

This is a measuring stick to the Mayor/Speaker, Councillors and Managers accountable to the Municipal Manager for key performance indicators and targets. Managers are measured according to the information collected to measure whether projects from the IDP are being implemented according to the initial plan.

c) Implementation and reviewing

It is expected that managers must be measured according to the "medium term impact aligned to the IDP". It is meant for "appraisal, strategies, performance objectives of the municipality". There should be thorough "reviewing which has got adjustments that are based on monitoring and evaluation". Corrective actions are given feedback which needs the planning process to re-inform project planning and implementation. The process requires that relations must be properly managed amongst all stakeholders within the community and that community members are interested in preparing, monitoring, and reviewing mechanisms.

d) Purpose of the review

Municipalities have to review the IDP annually and all amendments should reflect in the amended IDP. Should there be unforeseen matters which could impact on the IDP, they should be effected alternatively on the contingency plan of the Municipality. Some municipalities do not have contingency plans, but can make deviations through council resolution. This enables the officials responsible to implement some projects which were not included in the IDP.

Phase 6: Provincial IDP Assessments

Provincial departments are obliged to form part of the IDP assessments from municipalities. The Provincial Commenting Committee, which is inclusive of all stakeholders, must consolidate a report and send it over to the MEC responsible for Cooperative Governance and Traditional Affairs. The roles of the IDP Commenting Panel is to give their comments and observations to the MEC. These comments should be interrogated and recommendations should be submitted to the MEC. The process is intended for all IDP Managers to bring their IDP documents and be interviewed and assisted individually by various departments. This assists planners in identifying gaps in their IDPs that can be incorporated within their strategic documents. To make certain that all planners understand the effectiveness of their implementable IDPs.

Phase 7: Provincial IDP Engagements

This is an initiative from COGTA (Cooperative Governance and Traditional Affairs) to ensure that municipalities keep track with the developments within the province. Mothekge and Dlomo (2012/08/20) clarified that there are a few reasons why COGTA agreed to have provincial IDP engagements. Some of the reasons are: "To enhance the credibility of the IDP in municipalities. Assist municipalities through sector departments to have sector plans. To have a look at good or best practices from other municipalities in the province. Provide legal advice to IDP Managers on compilation of credible IDPs. And lastly, involvement of relevant departments, non-governmental organisations, government owned entities and private sector²³" (Mothekge and Dlomo, Telephonic Interview, 2012/08/20).

²³Mothekge, M. and Dlomo, P. Telephonic Interview. 2012/08/20

3.4. Integrated Development Planning Structures and Public Participation

3.4.1. IDP structure(s)

The purpose and importance of IDP structures is to ensure synergy and coordination of the events of the municipality. To scrutinise the responsibility of various managers and or Mayor/Speaker. The structure provides more clarity in terms of the stakeholders who should take part in the development of the municipality. It will look into the support and/or commitment from various sector departments and private sector, and receive contributions from non-governmental organisations. This structure is significant, because it provides ownership, equity and representation among all stakeholders, including the community. More often than not, the community must be informed not as part of the stakeholders, but strictly as the community.

	<ul style="list-style-type: none"> • Councilors • Executive • Private Sector • Community Development Workers • Municipal • Ward Committees • Parastatals
4. Local Stakeholders Forum	<ul style="list-style-type: none"> • Faith Based Organisation • Non-Governmental Organisation • Business and other Cooperatives • Political parties
5. Community	<ul style="list-style-type: none"> • Community Members

This assembling of the structure and stakeholders is convened by the municipality to deliberate on matters pertaining to development in their own areas within the jurisdiction of the council.

Table 1 – Structure of the IDP

IDP Structure	Members serving in the structure
1. Council	<ul style="list-style-type: none"> ▪ Councillors and Executive Management
2. Steering Committee	<ul style="list-style-type: none"> ▪ Councillors ▪ Executive Management ▪ IDP Component
3. IDP Representative Forum	<ul style="list-style-type: none"> ▪ Councillors ▪ Executive Management <ul style="list-style-type: none"> ▪ Officials ▪ Stakeholders ▪ Sector Departments ▪ Private Sector ▪ Community Development Workers <ul style="list-style-type: none"> ▪ Masupatsela ▪ Ward Committees ▪ Parastatals
4. Local Stakeholders Forum	<ul style="list-style-type: none"> ▪ Faith Based Organisation ▪ Non-Governmental Organisation ▪ Business and other Cooperatives <ul style="list-style-type: none"> ▪ Political parties
5. Community	<ul style="list-style-type: none"> ▪ Community Members

This assembling of the structure and stakeholders is convened by the municipality to deliberate on matters pertaining to development in their own areas within the jurisdiction of the council.

3.4.2 Public participation

In terms of democracy anywhere else in the world, consultation and/or public participation, as it is used in a friendly way, plays a critical role in our modern society. Houston and Liebenberg (2001:3) state in Lobe (2008) that “there are a wide variety of ways in which people participate in politics, which range from voting, active membership and so on” (Lobe, 2008:29-45). The concept of public participation in South Africa has now gained momentum especially after the amalgamation of municipalities in 2000. In this regard Lobe (2008) opines that “public participation is increasingly receiving attention from all “stakeholders, the public in general and the officials of the government”. Public participation is also imperative, because there is a need that local government, through its councillors, consults its communities in everything they implement. Significant aspects which should involve people are as follows: employment through Extended Public Works Program or Community Works Program, Local Economic Development through Cooperatives.

Public participation is one aspect which local government cannot leave out when commencing with the processes of the Integrated Development Plan. In many municipalities all phases of IDP are inclusive of public participation or entrenching its work with the communities. Public participation ensures the commitment of the leadership of any sphere of government to create a responsive and not reactive, accountable, effective and efficient local government.

3.5 Integrated Development Planning in public participation

Public participation is “an open, accountable process through which individuals and groups within selected communities can swap views and influence decision making” (Lobe, 2008). The process engages information relevant to the communities including developmental plans to be specific to the local people’s needs. Indeed, other municipalities do not have Public Participation Strategies; however those municipalities are legally bound to make consultations regarding budget, IDP, by-Laws and any other matter within their electorate. The table below demonstrates that the public participation continuum is a very important aspect of involving the communities in all parts of developments in their area:

Table 2 – Public Participation Continuum

Information exchange	Consultation	Engagement/ dialog	Shared decision	Shared jurisdiction
		Shared Decision		
Info in Info out	I listen and speak You listen and speak	We talk and Understand Each other	We decide	We are Responsible and accountable

(Sourced from Lobe, 2008)

Lobe (2008:48) opines that, “accordingly, municipalities must convene community meetings through Councillors, in order to inform their constituencies about developments in their own areas. Most importantly council representatives must listen to their communities, what is called “take mandate from their electorate”. Even though, councillors and their Ward Committees always try to aid the residents, it will be very crucial to then understand their predicaments. During the IDP development and review processes, municipalities use the Process Plan to ensure community participation in all their consultations with the people. The Process Plan ensures that all stakeholders are represented in order to speak out their minds in front of the councillors and everyone else. Coupled with the above, section 16 of the Municipal Systems Act, states that the municipality must encourage and create conditions for the local community to participate in the affairs of the municipality in order to contribute to building the capacity of the local community and to enable it to participate in the affairs of the municipality.

There are more challenges confronting public participation in IDP especially in municipalities. Van Donk *et al.* (2008:323-329); opines that:

“Lack of involvement from the civil society and their partially closed nature, although they represent a significant shift towards more collaborative and hoping for more empowering process during IDP hearings. Undermining the interests of the poor people by not allowing them to participate in the IDP processes through their official structures, that is, Ward Committees and IDP Forums.”

There is a need for planners and/or IDP Managers in local municipalities to look at Chapter 4 of the Municipal Systems Act, which provides a guide and encourages the involvement of the community in local government affairs. The responsibility of the community is to monitor and check whether the promises made by local government during planning and consultation are being put into practice. The table below is an illustration of the IDP Process Plan (Table 3) which has been adopted and undertaken by Mohokare Local Municipality as outlined in the 2012-2017 IDP document:

Table 3 - Process plan adopted by Council of Mohokare Local Municipality

<u>ACTIVITY NO</u>	<u>IDP AND BUDGET ACTIVITY OBJECTIVE</u>	<u>DATE AND VENUE</u>	<u>TIME</u>
1	STRATEGIC PLANS PRESENTATIONS BY PROVINCIAL DEPARTMENTS <u>OBJECTIVE:</u> GATHER PROVINCIAL PLANS AND BUDGET IMPLICATIONS FOR MOHOKARE	08 September 2011 09 September 2011	10h00
2	MUNICIPAL DEPARTMENT'S BILATERAL SESSIONS. <u>OBJECTIVE:</u> IDENTIFICATION OF SERVICE GAPS AND FORMULATION OF DEPARTMENTAL PRIORITIES, OBJECTIVES, STRATEGIES AND PROJECTS.	13 September 2011 14 September 2011 15 September 2011	09H00
3	AREA LEVEL STAKEHOLDER CONSULTATION SESSIONS. <u>OBJECTIVE:</u> REVIEW PRIORITIES, RE-PRIORITISATION, VISION AND MISSION, OBJECTIVES, STRATEGIES AND PROJECTS.	11 October 2011 12 October 2011 13 October 2011	10H00

4	<p>AREA LEVEL WARD BASED CONSULTATION SESSIONS.</p> <p><u>OBJECTIVE:</u> REVIEW PRIORITIES, RE-PRIORITISATION, VISION AND MISSION, OBJECTIVES, STRATEGIES AND PROJECTS.</p>	<p>31 October 2011</p> <p>01 November 2011</p> <p>02 November 2011</p> <p>03 November 2011</p> <p>07 November 2011</p> <p>08 November 2011</p>	17H00
5	<p>IDP TECHNICAL COMMITTEE SESSION</p> <p><u>OBJECTIVE:</u> REPORT CONSOLIDATION, PROJECTS SCREENING AND DRAFT IDP DOCUMENT.</p>	29 November 2011	10H00
8	<p>TABLING OF THE 1ST DRAFT IDP AND BUDGET TO COUNCIL:</p> <p><u>OBJECTIVE:</u> ADOPTION TO ENABLE COMMUNITY AND STAKEHOLDER INPUTS AND COMMENTS</p>	30 March 2012	10H00
9	<p>PUBLICATION / ADVERTISEMENT OF DRAFT IDP AND BUDGET DOCUMENTS.</p> <p><u>OBJECTIVE:</u> COMMENTS FROM COMMUNITY, STAKEHOLDERS AND ROLE PLAYERS.</p>	03 April 2012	A.S.A.P.
	<p>IDP and BUDGET ROAD SHOWS</p> <p><u>OBJECTIVE:</u> ROAD SHOWS ENABLE COMMUNITY, STAKEHOLDERS, OTHER GOVERNMENT DEPARTMENTS INPUTS AND COMMENTS</p>	April 2012	10H00 17H00
10	<p>PRESENTATION OF FINAL REVIEWED IDP AND BUDGET DOCUMENTS TO COUNCIL.</p> <p><u>OBJECTIVE:</u> FINAL ADOPTION OF THE REVIEWED IDP AND THE BUDGET DOCUMENT FOR THE STRATEGIC PERIOD OF 2012/2013</p>	30 TH Apr 2012	10H00

Sourced from Mohokare Local Municipality IDP (2012-2017)

If municipalities are able to follow their process plans, they can succeed in developing successful and effective Integrated Development Plans, which will equally provide better services to their constituencies. There is a need for a concerted effort which streamlines the work of the municipality regarding IDP. The IDP process is significant on the basis that “it is a tool for the sector departments to check if IDP issues are well balanced and implemented” (De Visser, 2005:223).

More often than not, municipalities follow their adopted process plans to consult with the communities. After the council has approved the process plan it must be sent to the Office of the MEC for Cooperative Governance and Traditional Affairs responsible for local government. On the one hand municipalities should incorporate the IDP Process Plan with Budget Timelines as synchronised by the National Treasury. This process and/or alignment, allows municipalities to avoid duplicated community or stakeholder meetings as part of IDP and Budget public participation.

3.6 Implementation of the Integrated Development Plan

Strategic implementation is the process whereby strategic plans are converted into a series of actions or tasks through which the objectives of the strategic plans are realised. Strategy implementation deals with the strategic changes within an organisation to give effect to the planned strategies to accomplish the desired results. Theron (2007) articulates that, strategic thoughts are turned into action or operationalised. Implementation is seen as the internal operational activities within an organisation²⁴.

For implementation of the IDP, the executive management sought to develop a number of integrating strategic frameworks. These strategic frameworks include the Strategic Wheel, the Spatial Development Framework, the Medium Term Income and Expenditure Framework and the Institutional Plan. On the one hand, partnerships for implementation must be brought on board, and emphasis on partnership is fundamental to successful implementation of the IDP, and these are core to the municipality's strategic approach. The implementation of IDP will be undertaken by using in-house capacity, and in order to build-up and enhance internal capacity, the municipality needs to use external technical support.

It is critical that municipalities should make use of the Medium Term Expenditure Framework (MTEF) as part of the alignment and integration of budgeting and planning. In terms of the priorities, government departments plan and budget for

²⁴Theron, J.H. (2007) *Lessons from the Strategic Management of Integrated Development Planning in Kwazulu-Natal from 1994 to 2006*

service delivery according to agreed commitments. These should be three to five year expenditures and must be in line with the medium term.

There is a need for the higher echelon to identify financial problems through supervising budgetary controls which means that the alignment of strategies and medium term allocations plays a crucial role in budgeting, hence provincial government is able to accurately align expenditure with policy implementation plans, put in place programs that enhance service delivery outputs efficiently, and improve monitoring and evaluation expenditures according to government priorities. Major issues in terms of the Budget and IDP are concurrently indicated:

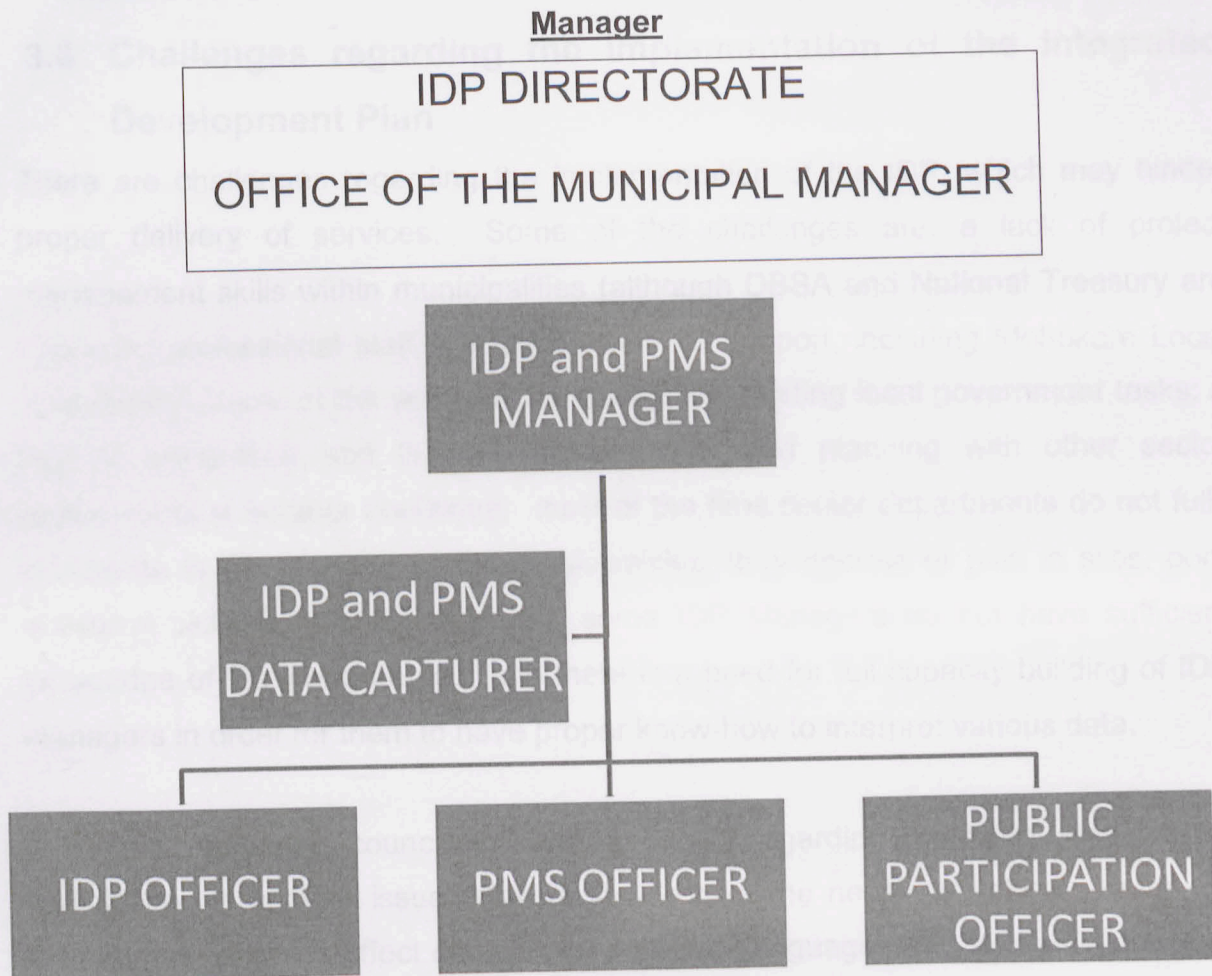
“Prepare a financial plan in accordance with the integrated development plan in respect of all its powers, duties and objectives, structure and manage its administration and planning process to give priority to the basic needs of its community, and promote social and economic development within its area of jurisdiction and support the implementation of national and provincial development plans, manage its financial resources to meet and sustain its objectives, regularly monitor and assess its performance against its integrated development planning, and annually report and receive comments from its community regarding the objectives set out in its integrated development plan” (Theron, 2007).

From the above matters it is clear that the alignment of budget and Integrated Development Planning is imperative at all times. Most municipalities fail to align the two. In most municipalities when objectives are set, municipalities will place notices in the local newspapers, public notice boards and/or community libraries for people to make the necessary comments regarding the objectives set in conjunction with the IDP and Budget. At a particular point, municipalities do not even include the community comments in their reviewed IDP and Budget or either contingency plan. This must be done at all times.

3.7 Organisational structure (IDP directorate)

The element of staff within an IDP component is very important. The organisational structure of the municipality must be able to articulate how effectively IDP is going to be implemented within the municipality:

Figure 4 - Structure of an IDP Directorate in the Office of the Municipal



The structure might differ according to various municipalities; other municipalities might not be able to afford the above mentioned structure. However, in bigger municipalities like the City of Cape Town, Mangaung Metro, City of Tshwane and so on, they can afford bigger structures than this one. The importance of performance management is highly acceptable in municipalities in South Africa. The above mentioned structure clearly stipulates that performance is imperative as it outlines a combination of performance management and IDP.

The IDP is a strategic document that needs to be reviewed and monitored annually in line with the Budget. On the one hand, this structure specifies that municipal officials should work in teams across departmental lines. On the other hand the office of the Municipal Manager (IDP Directorate) should also not work in silo; there is a need to share tasks with other departments.

3.8 Challenges regarding the implementation of the Integrated Development Plan

There are challenges regarding the implementation of the IDP, which may hinder proper delivery of services. Some of the challenges are: a lack of project management skills within municipalities (although DBSA and National Treasury are deploying professional staff in municipalities for support, including Mohokare Local Municipality); most of the work will be to redefine existing local government tasks; a lack of integration and linkage between IDP and planning with other sector departments is another challenge; most of the time sector departments do not fully participate in the planning of the municipalities, they operate or plan in silos; poor analytical skills from some planners, some IDP Managers do not have sufficient knowledge of the work they do; and there is a need for full capacity building of IDP managers in order for them to have proper know-how to interpret various data.

In-fighting amongst councillors and officials regarding planning and public participation is another issue. Mayors should take the necessary steps to manage internal battles which affect compliance matters. Language used in meetings where the community is participating on IDP processes becomes a barrier. There is a need for councillors and officials to use language which is understandable to community members. This will allow the message and/or information to get through as intended. Sector departments which do not turn up for a full participation during the IDP Representative Forum meetings in order to make commitments of their plans should be encouraged to be committed to this process. Municipalities in most cases do not convene community meetings and focus more on stakeholders meetings (in fact there should be community meetings where councillors convene everyone for dissemination of information). Community meetings allow space and opportunity for everyone to get more clarity on information from the relevant council members. The

failure of Mayors and/or Speakers to harmonise the annual review of the IDP and preparing for the annual budget as they are aligned, constitutes another challenge. There are councillors who avoid holding community meetings and Mayors and or Speakers must ensure that there are corrective measures to avoid this ambiguity. Most of the political leadership in municipalities do not follow the Municipal Finance Management Act (MFMA) calendar, which means there is no proper monitoring of the IDP. There is high failure of Council meetings which must sit 90 days before the start of the budget year.

Another failure by council is to approve the municipality's Service Delivery and Budget Implementation Plan (SDBIP), which guides councils to monitor the implementation of the strategic document. In other smaller municipalities it is the Mayor/Speakers who must ensure the approval of this document. However, Provincial Treasury and the Auditor General discovered that this has not been done as expected. There is also a removal of the skilled and knowledgeable IDP Managers in these positions and the placing of cadres as part of cadre deployment. This hinders the effectiveness of the IDP and service delivery in general, as the municipality, through the Accounting Officer, has to capacitate the new incumbent in this position. All these issues lead to a weak state of institutional performance predominantly in basic functions of management and service delivery. These problems and challenges differ from municipality to municipality, especially when considering the size of the municipality and the revenue collection. Budget plays a critical role in any municipality.

3.9 Perspective from literature review

Part of the work that the IDP Manager needs to do is to make sure there is synergy in the work they are doing at all times. The effective total program planning cannot be accomplished unless essential information becomes available at project initiation. Several pieces of legislation and policies influence the nature of planning in South Africa, all of which focus on improving integration. Central to this are Integrated Development Plans (IDPs). IDPs are strategic planning instruments that inform the planning, budgeting, management and decision making of local municipalities. In essence, IDPs are intended to assist municipalities in achieving their developmental

mandates and to guide the activities of any municipality. There are three core principles which underpin the IDP process. Firstly, as consultative a process, the IDP approach stresses that appropriate forums should be established where local residents, governments representatives, NGOs, civil society and external sector specialists can come together to analyse the problems affecting service delivery, prioritise issues in order of urgency and long-term importance, develop a shared vision/end-state and common strategic frameworks, formulate relevant project proposals, compile an inventory of proposals and integrate proposals, and assess, align, and approve IDP plans. Secondly, as a strategic process, the IDP aims to ensure that local knowledge is combined with the knowledge of technicians and engineers in order to avoid delay in service delivery, the underlying causes of service delivery inconveniences should be corrected, effective and efficient use of scarce resources and IDPs are not planned and budgeted in isolation, but rather integrated from the beginning with complementary sector plans. This is why the Budget Manager has to work closely with the IDP Manager, in order to align IDP and Budget Process Plan timelines. Lastly, as an implementation-orientated process, the IDP aims to become an effective tool for better and faster service delivery. This can be done by ensuring that concrete, technically-sound project proposals are designed, planning-budget links are created with feasibility in mind, and sufficient consensus among key stakeholders on the planned projects is reached. It is important to mention that IDP strategies, programs and projects are not typically cast in stone, but are subject to continual change as conditions in either the internal or external environment fluctuate. Accordingly, IDPs are reviewed annually in line with broader national planning and budgetary processes, and evaluated every five years to understand their true impact on the ground.

CHAPTER 4

3.10 Conclusion

This chapter explained the specific roles of the IDP, and how municipalities can rollout these functions as expected by the guidelines developed by the DPLG/COGTA. It dealt with the phases within the IDP as a strategic document in a municipality. This chapter provides clarity on what needs to be done in order to be relevant and comply with these phases of the IDP. The key issues in implementing IDPs and some of the challenges faced by IDP implementers in municipalities have been highlighted.

received the lowest results with regard to IDP development and implementation. This chapter focuses on information gathered from IDP Officials in Mthokozane Local Municipality.

The centrality of Mthokozane Local Municipality and its IDP as main tools of analysis for this study is significant to highlight at this stage. It should however be noted that the essence of this study is not only to analyse the IDP of Mthokozane, but also to assess to what extent it is contributing to the transformation imperative of the IDP as conceptualised. The presentation and discussion of findings of this study are done within the context of the objectives of the study, growth of the research questions and literature reviewed.

The following are critical roles and factors which impact on public participation and IDP within municipalities in South Africa. An exploratory case study with the participants was conducted by the researcher, and the following transpired:

4.2 The role of the Integrated Development Plan in transforming local government

Integrated Development plans in municipalities are a strategic apparatus that which is developed in order to transform lives of the people for the better. Methods discussed below reveal the knowledge on IDP and its role in the transformational agenda of Local Government in South Africa. The role of IDP in a transforming local government remains critical as participants revealed that IDPs do not only

CHAPTER 4

PRESENTATION AND DISCUSSION OF FINDINGS

4.1 Introduction

Mohokare Local Municipality (in the Free State Province, which includes the following towns, Zastron, Smithfield and Rouxville) has struggled to produce a credible IDP. During the provincial assessments, it was highlighted that the Municipality has received the lowest results with regard to IDP development and implementation. This chapter focuses on information gathered from IDP Officials in Mohokare Local Municipality.

The centrality of Mohokare Local Municipality and its IDP as main tools of analysis for this study is significant to highlight at this stage. It should however be noted that, the essence of this study is not only to analyse the IDP of Mohokare, but also to assess to what extent it is contributing to the transformation imperative of the IDP as conceptualised. The presentation and discussion of findings of this study are done within the context of the objectives of the study as well as the research questions and literature reviewed.

The following are critical roles and factors which impact on public participation and IDP within municipalities in South Africa. An in-depth discussion with the participants was conducted by the researcher, and the following transpired.

4.2 The role of the Integrated Development Plan in transforming local government

Integrated Development plans in municipalities are a strategic apparatus/tool which is developed in order to transform lives of the people for the better. Matters discussed below reveal the knowledge on IDP and its role in the transformational agenda of Local Government in South Africa. The role of IDP in a transforming local government remains critical as participants revealed that IDPs do not impact

positively within municipalities. In Mohokare Local Municipality, key participant(s) outlined the following:

“... that councillors do not know their responsibilities when it comes to IDP matters”.

“... unavailability of ward councillors to convene community meetings”.

It goes without saying that custodians of the IDP in municipalities need to take full responsibility for every process that is happening in the institution. This clearly reveals that public participation is suffering mainly, because “its leaders” do not provide tactical direction. Similarly, the Policy Paper on Local Government (2000) validates that the major reason why communities do not know about the IDP, is its intention, and because councillors and officials lack knowledge of IDP matters, (Department of Provincial and Local Government, 2000).

Another key participant made the following observation:

“...The status of IDP in Mohokare Local Municipality remains the same. The municipality needs assistance with funds in order to ensure that its IDP is successful and sustainable, it will be able to thrive”.

Another key participant pointed out that the role of the IDP is that of addressing service delivery issues in municipalities through planning. Its main purpose therefore, is to identify service delivery gaps in local municipalities and therefore plan on how these gaps can be closed.

4.2.1 Factors affecting the effectiveness of the IDPs as a tool in transforming local government in South Africa

Whilst there are a number of factors affecting the effectiveness of Integrated Development Plans in a transforming local government, the researcher will reflect specifically on factors affecting the effectiveness of the IDP negatively. Key participants outlined that the IDP is not effective, because of the following reasons: One of the central factors affecting the IDP is a political will within the council, which means that political will is still a thorny issue when it comes to IDP implementation.

In other words councillors (local politicians) own the processes of IDP in their own constituencies. Obviously, this leaves a gap between community and leadership. There has never been any training for the stakeholders, which include councillors in the municipality. This gives an impression that issues of capacity building need severe attention by the relevant authorities. The question remains - what is the role of the Workplace Skills Plan, when other stakeholders within the municipality are not capacitated.

This somehow concurs with the IDP International Development Planning Review's ((IDPR) 2009:300) observation that planners in our country lack expertise. And probably this lack of coordination of training confirms these issues by all means.

Moreover, during the research the researcher realised that one key participant (in terms of the questionnaire) who was going to play a very crucial role in this process, could not be found. When the researcher tried to look for this key informant, the participant was hiding behind a door in the office. It became clear that the participant did not want to cooperate. Trying to discover from other key participants as to why this key participant was running away from the investigation, the researcher was informed that this key participant had to leave for another appointment. It is unambiguous that this key participant does not live up to the values of the municipality. The Mohokare Local Municipality has to ensure that efforts are focused on delivering the expected outcomes of the developmental mandate of local government, according to the following values (as predetermined in the IDP 2012-2017):

- Batho Pele principles;
- Good governance;
- Community based planning;
- Integrity;
- Social cohesion;
- Accountability; and
- Customer/Client Centred Approach.

This gave the researcher an inkling that either this key participant does not have knowledge on IDP matters and how they impact on the community and generally the stakeholders, there is lack of commitment to the work the participant is employed for, and that there are no professional ethics at this institution.

As stipulated in Chapter 1, Mawson (2002) concurs that some of the weaknesses and challenges in the development and implementation of the IDP is a lack of experience. For instance when the Grahamstown Transitional Local Council appointed the Setplan of Port Elizabeth to prepare this document, it was because both council and officials lacked knowledge and experience (Mawson, 2002:927).

Lack of funding plays a critical role within the effectiveness of the IDP. Most municipalities in South Africa include projects within their IDPs, so that these projects can be budgeted for. However, it becomes very unfortunate when IDP Managers do not include their own IDP related projects, like budgeting for sector plans, public participation and so on in the IDP document. When interacting with one key participant, this is what the participant had to say with regard to linking IDP and Budget in smaller municipalities:

“... Mohokare Local Municipality does not use the performance budgeting system, instead they are using zero-based budgeting, reason being the municipality have a lot of creditors and if they opt to use performance budgeting it will bring the municipality down. Zero-based budgeting helps the municipality to pay even at the end of the financial year”.

Coupled with this matter, there are wrongful tendencies of fraud, corruption, and mismanagement of finances within municipalities which impact negatively on issues of service delivery as well as in the effectiveness of IDP.

Both the community stakeholders and government sectors were requested to provide their views with regard to IDP in municipalities, especially Mohokare Local Municipality, this is what one key participant from provincial government mentioned:

“...what remains a problem is that the municipality for it to succeed they have to keep the staff and not change the staff from time-to-time. This makes the municipality not to keep track of what they want to achieve”.

On the one hand, development of critical plans within the municipality remains in a serious predicament. Other factors affecting IDP are managers who are dishonest during the review of the IDPs. Some managers cut and paste the projects of the previous year and simply insert what they think people will need.

This is what the other key participant had to say with regard to the factors affecting IDPs in Municipalities:

“... Mohokare LM does not have sector plans. Sector plans are used to evaluate IDPs, for example, LED strategy plays a critical role in the development of the IDP”.

It is believed by participants that sector plans play a crucial role in the development of the IDP. Municipalities must ensure that they are developed so that when the Provincial Assessment Team evaluates the IDP, it is found to be effective. It must be highlighted, as stipulated in Chapter 2, that the Spatial Development Framework and the Free State Growth and Development Strategy must be utilised as part of enhancing legislative compliance.

Furthermore, a reflection by a key participant at provincial level paints a grim picture of IDP and its understanding within the Mohokare Local Municipality. The participant reflected that during the 2010/2011 financial year Mohokare Local Municipality was rated low in terms of the IDP assessments processes.

Essentially this means that the IDP did not adequately meet the minimum requirements of an IDP document as defined by the prescripts.

4.3 Public participation in Integrated Development Planning

As reflected in Chapter 3, public participation should be seen as an open, accountable process where all stakeholders and individuals play a critical role by exchanging opinions and decision making. One of the matters which is a problem facing public participation is that people confuse government and political parties. There is a need for government to avoid duplicating political party issues with those that are supposed to be implemented by government.

One key participant indicated that there is no structure of public participation, and this means that the IDP is not effective if there is no structure for IDP as pointed out in Chapter 3. For the municipality to succeed on matters of public participation – there is a need for the Council to adopt a Public Participation Strategy. This strategy will provide direction as to whether the authorities are still on track or not. Section 16 of the Municipal Systems Act (Act 32 of 2000) states that the municipality must encourage and create conditions for the local community to participate in the affairs of the municipality in order to contribute to the building capacity of the local community and to enable it to participate in the affairs of the municipality.

Participants agreed in principle that IDP managers must be capacitated and funding should be availed in order for the municipality to succeed in the implementation of its plans. The Policy Paper on IDP (2000) substantiates that training for IDP Managers is essential and that it must be focused on the specific requirements and principles of the National Qualification Framework, it must address IDP related weaknesses, and its focal point should address the career path of individual employee(s) as targeted for training. It is upon the municipality to ensure that all sector plans are in place so that the development of the IDP document is even.

According to one key participant, the Workplace Skills Plan is aligned to the IDP projects:

“...The budget is well thought-out as it plays a crucial part in order to pay for the training anticipated in the municipality ... When it comes to the IDP, the IDP Manager will seat with all departments to find out what are the

projects/plans for the next financial year, and include them in the IDP as projects”.

If the council does not take any initiative to inform the community about the IDP process, there will not be any development in that municipality as required by law. This will result in the community and interested groups protesting against the leadership of the municipality. This statement is supported by the White Paper on Local Government (Government Gazette No. 18739 of 1998). Hence, Lobe (2008) opines that “public participation is increasingly receiving attention from all stakeholders, private sector, non-governmental organisations, faith based organisations, the public in general and the officials of the government”. Public participation is also imperative, because there is a need that local government consults its communities through its councillors in everything they implement. Through the following and many other avenues, effective IDP will be realised by enhanced public participation.

The marginalisation and/or non-invitation of other sectors of the community, like the unemployed youth, impacts negatively on the effectiveness of the IDP. One of the key participants in the process of research observed that:

“....the municipality once convened the IDP meeting, but the community did not attend as they feel that the municipality has failed them on matters of service delivery. There has never been any assistance given to the youth of Mohokare local Municipality as part of youth Development activities/programs”.

Furthermore, Chapter 3 provides clarity in conjunction with the structure of the IDP. It went further to say this assembling of structures and stakeholders is convened by the municipality to deliberate on matters pertaining to development in their own areas within the jurisdiction of that particular council. This is confirmed by Van Donk *et al.* (2008) by indicating that there is lack of involvement from the civil society and their partially closed nature, although they represent a significant shift towards a more collaborative and more empowered process during IDP hearings.

In essence, Lobe (2008) emphasises that public participation must be seen as an integral part of our democracy. This is precisely because it can reduce the level of injustices and poverty within our communities as a whole.

4.4 Analysis

The researcher can report that community issues are not resolved by the municipality and this is a clear indication that communities are not going to be able to participate in municipal planning issues. Although municipalities are required to encourage communities to participate in its planning activities.

The researcher has identified some contradictions (meaning that participants do not know what others do in their respective work stations, and that they do not know what the Council has resolved on) from key participants with regard to activities and processes within the municipality:

- One key participant mentioned that there is draft Public Participation Strategy and another indicated that it has been approved by Council.
- On the other hand, another key participant said it is a principle that councillors do not participate in IDP matters, whereas another participant does not agree with this by saying that councillors participate in IDP processes.
- Some key participants confirmed vehemently that most of the people who attend community meetings are unemployed youth.

Both councillors and officials must be trained on issues of IDP in municipalities. This matter is emphasised by Alebiosu (2005 in Atkinson (2002) and Harrison (2001) who highlighted three major issues, which are seen as contributing to the low implementation of IDPs and low performance of local government. These include the level of project management capacity within local government, the design of municipal organisations and the redefining of existing functions.

Furthermore, Harrison (2001) emphatically justifies that another challenge entails poor quality of analysis and reports produced by many ill-prepared planners whose traditional focus was on spatial planning; poorly constructed participatory process;

and institutional conflicts around planning issues involving officials often resistant to change.

The researcher discovered that one key participant does not agree with the finding that unemployed youth attend community meetings. The reason for the non-attendance is that unemployed youth believe that Council has not done anything for them, like providing jobs, learnerships and/or internships.

“.... Council has done nothing for the youth of this municipality and young people are frustrated”.

“ I want to emphasize that there is a councillor responsible for youth development as well as youth Development officer, however, both individuals are not doing anything for the youth of this Municipality”.

A number of participants agreed that public participation is not effected enough by the municipality. Hence, there is a need for the municipality to follow the adopted process plan to the latter. In addition the municipality must ensure that IDP stakeholders (inclusive of the unemployed youth) within the municipality are invited in time to form part of the developmental phases of the planning process. These sentiments are clearly delineated by the IDP Coordinator in Tygerberg Municipality who reports that:

“....nearly 1400 community organisations should be in attendance to take part in this forum. And that fifteen working groups were responsible for the compilation of the development plan”.

This section attempted to analyse the deep hidden issues about the role, development, implementation, monitoring, evaluation and public participation issues within the IDP processes in Mohokare Local Municipality. From both the political and administrative leadership to the last official of the institution, where the investigation indicates that council is deeply rooted in problems of administration. There is lack of skills, knowledge of what employees are doing and others are misplaced in the positions they hold. Although there are individuals within the municipality who have

relevant qualifications, they are incorrectly positioned. The community of Mohokare Local Municipality, through its stakeholders, has indicated that the Municipality has very serious financial problems and cannot deliver services as required by law. For the Municipality to succeed there is a need for everyone to be committed in the development of the Municipality and its community. Implementation must be prioritised, as the participants agreed that implementation is a severe challenge and it is mostly caused by a lack of funds for plans and projects. The challenge will still remain, especially when some individuals within the Municipality do not give themselves time to do their work delicately. One of the disadvantages within the Municipality is a failure to review or correct identified challenges through audit questionnaires/requests from the Auditors during the audit period.

Bell and Hindmoor (2009) opine that community engagement can be defined as the “process of working collectively with and through the groups of people jointed by the geographical proximity, and have special interests or similar situations to address issues that affect them”. They continue to emphasise that there must be willing and capable citizens and communities. In a sense many citizens want to be informed, consulted and engaged with about governance issues (Bell and Hindmoor, 2009:139-147).

Community participation can sometimes bring disagreements among the community members, especially where there is lack of service delivery. Sometimes it brings common understanding and agreements. Public participation makes government and people work together, and government can listen to its people and in return people can listen to government.

Similarly, the above statement reflects the analysis (in Chapter 2) made by DBSA that a planning system can be the centre for resolving conflicts over decisions, which means that local government on its own requires a strong planning system to succeed. It is in this regard that the planners and/or IDP Managers must have the skills and knowledge to manage differences.

Municipalities must attempt by all means to ensure that IDP processes carry an element of a concentrated effort from community stakeholders. This conception is

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The objectives of this dissertation were as follows: to investigate why IDPs are not effective in a transforming local government in South Africa; to identify the role which Integrated Development Plans can play in a transforming local government in South Africa; to investigate whether there's capacity to implement IDPs in municipalities; to investigate the weaknesses and challenges identified during and after development of the IDP; and to investigate whether IDPs are aligned to public participation. From the field work conducted in the Mohokare Local Municipality, a lot has been observed. The municipality has been under tremendous attack by the community regarding matters of service delivery, which represents a failure of the IDP processes. It is imperative that Council, through the office of the Speaker/Mayor, should and must take considerable decisions on matters affecting IDP. The process itself must be owned by the Mayor/Speaker and Councillors as required by the laws governing local government. If the Speaker/Mayor's schedule is tight, let the Council decide who will be responsible for matters of IDP amongst all the Councillors, this will provide a way for the Speaker/Mayor to receive reports according to whether the work is done or not.

5.2 Conclusion

It is clear that there are severe challenges confronting local government in South Africa and its planning system, which are the Integrated Development Plan (IDP) and Public Participation in general. Moreover, findings reveal that the role of the IDP in a transforming tool is compromised by a number of challenges. The municipality lacks the capacity required for the development and implementation of the IDP. Although there are individuals within the municipality who have tertiary qualifications, they are incorrectly positioned. The community of Mohokare Local Municipality, through its stakeholders, has indicated that the Municipality also has very serious financial problems and cannot deliver services required by law. For the municipality to

succeed there is a need for the development of the capacity of the Municipality and its community to effectively develop and implement the IDP.

Other staff members within the municipality should be trained in IDP processes.

The implementation of the Acts, Municipal Finance Management Act, Municipal Systems Act, Municipal Structures Act, and all other sector plans which inform administration of IDP and the entire municipality must be made real. The interaction between the Municipality and the community must not be made on an ad hoc basis, but must be a regular matter. IDP gatherings must not only be through community elites, but must be through the community - the reason being that, some of the representatives within stakeholders do not report directly to the community, but only to their organisations. Others do not report at all, hence, it is important that the community must be informed about the plans of the municipality. It is however believed in this case that issues of developmental local government and transformation are a process. And indeed, these issues need planners and or IDP managers to learn from the best practices and be exposed to the outside world (in other successful countries) in order to understand better how planning is done and put into practice.

Integration of all sector plans to ensure the development of the IDP.

When the municipality is not going to do what it says in its plans and/or

implementation of the Service

5.3 Recommendations

The aim of these recommendations is to provide clarity on what needs to be done in future within the field of IDP specifically. These recommendations must not be seen as policy suggestions, but rather a way forward in strengthening the planning unit within municipalities. These proposals may be aligned practically with policy. Integrated Development Planning within local government in South Africa is a very central instrument/plan, and it must be treated as such. It cuts across all the departments in municipalities. The study was intended to look at the weaknesses portrayed during and after development of the IDP as a strategic document of the Municipality. For IDPs to thrive compliance must not be done for the sake of doing it, it must be real. It is against this background that the following matters must be considered:

5.3.1 On Integrated Development Plans

There is a need for training the IDP Manager and all the employees within the IDP Unit. Other staff members within the municipality should be trained in IDP processes. This is because they contribute to the bigger picture of providing services to the public. The IDP Unit must also be given enough funding. For a small municipality like Mohokare, at least R1 million will suffice, because it will have to train its own structures, review sector plans, and engage in public participation and road shows and so on. Provision of assistance from all sector departments in ensuring that the municipality is succeeding is crucial. There is also a need for strengthening the processes of the IDP in compliance with the Municipal Systems Act (Act 32 of 2000). Full workshops are necessary for all IDP Managers on Simplified IDP Frameworks in order to ensure that municipalities are not doing their templates for planning. Close monitoring of the local municipality's IDP by Municipal Managers. Capacity building for stakeholders and councillors on IDP processes could also be vital. Officials in local government must learn to submit their weekly, monthly, quarterly plans and reports as part of commitment to service delivery for the people. Moreover, there must be proper integration of all sector plans to enhance and inform the development of the IDP. Officials in the IDP-Unit must avoid over planning, even when the municipality is not going to have funds to cater for their plans and/or projects. This will lead to the correct development and implementation of the Service Delivery and Budget Implementation Plan (SDBIP). It is important to ensure that the IDP process is linked to the budget and the strategic planning session program of action. It must be linked, with Mid-term and Annual Reports. As indicated in Chapter 4, with regard to findings by the Auditor General, Municipal Managers and IDP Managers must also re-visit the comments by the Auditor General during the audit period regarding matters pertaining to performance information/IDP. They must also apply for funds through MIG (Municipal Infrastructure Grant) in order to implement their plans. There should be effective IDP structures in municipalities to ensure that they monitor IDP, because it is a measuring stick within local government. Municipalities must allocate enough funding for the effective implementation of the IDP.

5.3.2 On public participation

Mayors and Speakers of Councillors should discipline councillors who do not convene community meetings as a measure for public participation and consultation to their constituencies. Moreover, they must strengthen methods of consulting with communities, like loud-hailing which must be done in time to allow everyone to attend public meetings, usage of local newspapers by convening meetings, ensure that public notices are used and distributed by ward committees and community development workers as agents of change in municipalities, and advertising meetings on community radio stations as part of enhancing dissemination of information. The usage of social networks to communicate community meetings (and this must be properly managed) could also be useful. Public Participation Officers must be trained in all these matters (in other words Council must and should invest in their staff through skills development) this is the sole responsibility of COGTA, Public Participation Directorate and District Municipality. There is a need for the Mayor or Speaker's Office to ensure proper feedback to the communities on promises made during community participation. Mayors and Speakers in municipalities must play their oversight role by ensuring that officials do their work as they are appointed (through the office of the Municipal Managers). In case the municipality is running short of finances, the Municipal Manager or the Chief Finance Officer must apply for donor funding through MIG (Municipal Infrastructure Grant and other funding agencies) in order to implement their plans/projects. Municipalities must allocate enough funding for effective community participation processes.

5.3.3 On working together with Provincial Department(s) and the District Municipality

The local municipalities must ensure that working relations with district and provincial departments (especially COGTA) are conducive at all times. The assistance or support by these two sectors is significant as municipalities need to have guidance from the district and province. During the IDP processes, there should be COGTA and District IDP representatives in order to provide more clarity on issues. Communication between the municipality and these two sectors must be enhanced. Sharing of document(s), specifically the IDP Process Plan and the IDP document itself, is vital. This will help the district to formulate its district framework. Both the

district and the department must transfer skills to the incumbents within local municipalities - there should be no outcry that IDP staff in municipalities lack the necessary skills and knowledge.

5.3.4 On general administration of a municipality

There is a need for restructuring of the municipality's organogram which will bring about the placement or correct positioning of employees with the relevant skills in pertinent positions within the municipality. Strict adherence to the legislations (compliance) which govern local government, especially with supply chain management, should be mandatory. Municipal managers must ensure that there is a maximum commitment among all officials of the municipality as a means to provide service delivery. Municipal employees must be trained in IDP issues as it is not meant for the Mayor/Speaker, Municipal Manager and Managers to be accountable to the Municipal Manager in terms of Section 56 of the Municipal Systems Act (Act 32 of 2000). The IDP Steering Committee and local stakeholders (IDP Representative Forum) must also be trained in order to enable them in the proper monitoring and evaluation of the IDP process. The staff of the municipality must be trained in the Service Delivery and Implementation Plan. The process on its own needs the entire municipality to be committed to it so that Council can reach its own target as planned and visualised. It must be emphasised that government officials should register for relevant courses at universities; so that they just do not become dominant role players and cheque collectors at month end. It is significant that they become implementers of policy and other official political decisions.

5.4 Factors affecting the effectiveness of Integrated Development Plans

Summarily, as identified in this research/investigation, the management of Mohokare Local Municipality should try to ensure that all factors which affect the effectiveness of IDP are eliminated. For instance, the shortage of staff must be addressed as soon as possible (as a priority issue). The provision of financial resources in order to improve the capacity building of relevant managers and councillors on key issues of service delivery within the Municipality should also receive attention. The information

and knowledge should not be centralised to one individual in the institution (as this gives problems should that person leave the institution). Besides, there is a serious lack of expertise and know-how in municipalities. Molise (2010) justifies in Likoti and Shava (2006) that most of the councillors do not have a “senior certificate”. Most of them are illiterate and this illiteracy impacts negatively on their performance to execute policies which governs local government.

5.5 Public Participation in Integrated Development Planning

Public Participation must be enhanced in order for the municipality to attract more support from its communities and stakeholders. A Public Participation Strategy and/or policy must be drawn in consultation with community stakeholders and the private sector for proper relations. Public participation is not only about calling community meetings in a community hall, it must be comprehensible enough that public participation is about empowering the community and the community taking and influencing decisions which are going to be implemented by the municipality.

Significantly, municipalities must be able to provide services to all the citizens of the country without any doubt. For municipalities to avoid unnecessary community unrests, IDPs must be implementable. Moreover, Mayors and Speakers in small or big municipalities must take charge of the IDP process as this is their contractual obligation, much as it has been elucidated that this is attached to their period of election in office (which is five years). Despite the fact that the study has revealed that Mohokare Local Municipality’s IDP-Unit is weak, they must be applauded, because only two individuals are running the whole process alone, with none of the resources found in other bigger municipalities.

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Yours faithfully,

B. E. WINDHILL

University of the Free State

Magister Student - 2009035502

APPENDICES

APPENDIX A

48 HOOGE STREET
DEWETSDORP
9940

05 September 2012

Mohokare Local Municipality
Office of the Municipal Manager
Mr. T. Panyane

Dear Sir

RESEARCH FOR THE MAGISTER IN GOVERNANCE AND POLITICAL TRANSFORMATION

This matter bears reference

The undersigned is conducting research for a Magister in Governance and Political Transformation at the University of the Free State. The topic is entitled: **Effective Integrated Development Plans in a Transforming Local Government in South Africa**. My case study is Mohokare Local Municipality.

This information will be treated on a confidential basis and no reference to views of individuals will be made public except in the dissertation. The information will be made available on request to the Municipality.

It is under the above mentioned circumstances that I request entry in your municipality to conduct this research.

The completion of the interview will be approximately 1 hour.

For more information kindly contact Dr. T. Coetzee at the University of the Free State, Department of Governance and Political Transformation at 051 401 2014/2271.

Your kind co-operation and valuable contribution to this research is appreciated.

Yours faithfully,
B.E MDHLULI
University of the Free State
Magister Student - 2009035532

APPENDIX B

INSTRUMENT USED TO INTERVIEW THE MAYOR/SPEAKER, MUNICIPAL MANAGER, SENIOR OFFICIALS, STAKEHOLDERS AND COMMUNITY OF MOHOKARE LOCAL MUNICIPALITY (FREE STATE PROVINCE) ON IDP ISSUES

Introduction and the purpose of the research will be as follows:

- a) The role of the IDP in transforming local government
- b) To investigate the factors affecting the effectiveness of the IDPs as a tool in transforming local government in South Africa
- c) Public Participation in IDP

Questionnaire

Questions	Respondent
<ol style="list-style-type: none"> 1. What support have you provided to the municipality for the success of their IDP? 2. What is the plan of the Department with regard to the success of the IDP in this municipality? 3. What is the performance of the Municipality during IDP assessments? 4. What is the performance of the Municipality during IDP engagements? 5. What impact has these processes brought in the IDP? 6. What is the role of the IDP and factors affecting its implementation in municipalities? 	IDP and LED DIRECTOR (Cooperative Governance and Traditional Affairs – Free State) Mr. M. Mothekege
<ol style="list-style-type: none"> 1. What is your assistance/contribution to (MLM) Mohokare Local Municipality in terms of IDP processes? 2. Are some of the Departments (Technical, Corporate, Local Economic 	IDP OFFICER (X.D.M.) Mr. M. Moloi

<p>Development, Public Participation, etc.) in Xhariep District Municipality (XDM) involved in MLM IDP processes?</p> <p>3. IDP District Framework has been aligned to the Processes of Mohokare Local Municipality?</p> <p>4. What process has been followed and why?</p> <p>5. What is the role of the IDP and factors affecting its implementation in municipalities?</p> <p>6. How do you coordinate community/public to take part within the Municipality's activities/events?</p> <p>7. What are the challenges confronting community participation?</p> <p>8. How do they make community participation real?</p>	
<ol style="list-style-type: none"> 1. As a custodian of IDP, how have you ensured that all stakeholders are involved in the IDP process? 2. Has there ever been any training for the Councillors and stakeholders on IDP processes? 3. Has the councillors through the office of the Mayor/Speaker took part in the process? 4. Do they know what is expected of them? 5. Does the council have a clear strategy on implementing public participation? Has it been approved? How do you disseminate information? 6. Has the council convened community meeting with regard to IDP and Budget? 7. What is the vision, mission and values of the municipality? 8. How/has the internal in-fightings impacted on development of credible IDP? 	<p>MAYOR/SPEAKER – MOHOKARE L.M. Mrs. M.A. Shasha</p>
<ol style="list-style-type: none"> 1. Who developed the IDP? 2. May you comment on the capacity of the Municipality to develop the IDP? 3. What is the role of the IDP and factors affecting its development and implementation? 4. How do you ensure that a process plan is developed and properly followed? 5. Any Policy that is related to IDP and Budget, have they been adopted by Council? 	<p>MUNICIPAL MANAGER – MOHOKARE L.M. Mr. T. Panyani</p>

<p>6. What is the vision, mission and values of the municipality? 7. Does the IDP, Budget and Strategic Plan resolution link together? 8. What is the progress so far in terms of implementation? 9. What is the Audit Opinion of the municipality?</p>	<p>MANAGER: COMMUNITY SERVICES Mr. Lekwala</p>
<p>1. Has the Municipality developed its IWMP (Integrated Waste Management Plan) and is it aligned to the IDP?</p>	<p>MANAGER: TECHNICAL SERVICES Mr. T. Ntsepo</p>
<p>1. Does Technical Department address the needs in terms of service delivery by including all projects in the IDP? 2. What are the most important projects which must be prioritised by the municipality in terms of service delivery?</p>	<p>DIRECTOR: SERVICES Mrs. L. Ngoko</p>
<p>1. Has the Municipality developed its WSP (Workplace Skills Plan) and is it aligned to the IDP?</p> <p>1. Is funding adequate for effective IDP development and implementation? 2. Explain the element of performance budgeting, to what extent has it been done? 3. What does this demonstrate in relation to budget and IDP? 4. Have you ever find it difficult to link budget and IDP? 5. How do you intend to improve the Audit Opinion of the Municipality, based on the IDP and Budget?</p>	<p>CORPORATE CHIEF FINANCIAL OFFICER Mr. J.V. Nkosi</p>
<p>1. What is the role of the IDP in a transforming local government in SA? 2. What is the impact of provincial assessment in the adopted IDP by the Council of Mhokare LM? 3. What was the outcome of this process? 4. Who are your stakeholders? List/mention them as they attend your representative forum? 5. Has the municipality established project task team to look at all these matters? 6. Has the PPO, IDP, CFO and MM's office worked together in the whole</p>	<p>IDP MANAGER Mr. S. Majenge</p>

<p>process developing the IDP?</p> <ol style="list-style-type: none"> 7. What is the vision, mission and values of the municipality? 10. Does the IDP, Budget and Strategic Plan resolution link together? 11. What is the help of the District in the IDP process? 12. Have they shown any interest in the work of the municipality in relation to IDP? 13. Has the Department/COGTA shown any interest in the work of the IDP Manager? 14. Are all the sector plans reviewed, and how do they link to the IDP? 15. How do you intend improving the results of the IDP assessments? 16. What are the weaknesses and challenges identified during and after development of the IDP? 17. Is the IDP currently linked to the provincial and national strategies? 18. Is the municipality still on track with regard to the IDP especially when twinning/aligning it with Public Participation? Is the IDP realistic and implementable? 	<p>STAKEHOLDER(S)</p> <p>NEW/ADDITIONAL COMMUNITY MEMBERS</p>
<ol style="list-style-type: none"> 1. What is the primary role of LED? 2. Any LED Strategy in place? How does it link to the IDP? 3. Any funding for the projects planned in the IDP? 4. Has the municipality done any awareness or promotion of Local Economic Development within the municipality? 	<p>LED MANAGER</p> <p>Mr. N.S. Buyeye</p>
<ol style="list-style-type: none"> 1. Any evidence relating to the structure of public participation and IDP and budget timelines? 2. How do you coordinate community/public to take part within the Municipality's activities/events? 3. Do you have any community/public participation strategy in place? 4. Ward Committees, Street Committees, Community Development Workers, Masupatsela, Narysec and so on, have they partaken in the IDP process? 5. What are the challenges confronting community participation? 6. How do they make community participation real and are there challenges confronting that? 	<p>PUBLIC PARTICIPATION OFFICER</p> <p>Mr. I. Moerane</p>

	<p>1. Has stakeholder consultation been done with regard to IDP? 2. What method has been put into place or followed?</p> <p>1. Has the Community participated in the IDP processes? 2. If yes, How? 3. Have your concerns been considered? 4. What is the impact of the IDP in the context of community development? 5. What factors affect the success of the IDP?</p>	<p>STAKEHOLDER(S)</p> <p>FEW INDIVIDUAL MEMBERS COMMUNITY</p>
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