

THE INTEGRATED DEVELOPMENT PLAN AND IMPROVED HUMAN SETTLEMENT: HOUSING IN THABA NCHU

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DECLARATION

I, **Khunoana Jemina Gopane**, declare that the coursework master's degree mini-dissertation that I herewith submit for the master's degree qualification *Master in Development Studies* at the University of the Free State is my independent work, and that I have not previously submitted it for a qualification at another institution of higher education.

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TABLE OF CONTENTS

DECLARATION.....	ii
ACKNOWLEDGEMENTS	iii
TABLE OF CONTENTS	iv
LIST OF FIGURES	vii
LIST OF TABLES	viii
LIST OF ABBREVIATIONS AND ACRONYMS.....	ix
ABSTRACT	x

Chapter 1

INTRODUCTION.....	1
1.1 BACKGROUND	1
1.2 PROBLEM STATEMENT	2
1.3 AIM OF THE STUDY	2
1.4 OBJECTIVES OF THE STUDY	2
1.5 RESEARCH DESIGN AND METHODOLOGY.....	3
1.6 RESEARCH ETHICS AND LIMITATIONS TO THE STUDY.....	3
1.7 OUTLINE OF THE RESEARCH	4

Chapter 2

INTEGRATED DEVELOPMENT PLAN IN THE INTERNATIONAL CONTEXT.....	5
2.1 INTRODUCTION	5
2.2 INTEGRATED DEVELOPMENT PLAN IN THE INTERNATIONAL CONTEXT	5
2.2.1 What is New Public Management?	6
2.2.2 Why New Public Management was developed	6
2.2.3 The shortcomings of New Public Management.....	7
2.2.4 The new wave of New Public Management	7
2.3 DECENTRALISATION AND GOVERNANCE.....	8
2.3.1 Constraints of decentralisation	9
2.3.2 The establishment of local government.....	10
2.3.3 Being an active citizen	12
2.4 GOVERNANCE AND PARTICIPATION.....	13
2.5 PROVISION OF HOUSING	15
2.6 CONCLUSION	15

Chapter 3

INTEGRATED DEVELOPMENT PLAN IN THE SOUTH AFRICAN CONTEXT.....		17
3.1	INTRODUCTION	17
3.2	WHAT IS THE INTEGRATED DEVELOPMENT PLAN?	18
3.3	INTEGRATED DEVELOPMENT PLANS IN THE SOUTH AFRICAN CONTEXT	19
3.3.1	The legislative context of the integrative development plan	20
3.3.2	The origin of the integrated development plan	21
3.3.3	Objectives of integrated development plan	22
3.3.4	Maintained benefits of the integrated development plan	24
3.3.5	Criticism of integrated development plans.....	26
3.4	THE MANDATE OF LOCAL GOVERNMENT.....	27
3.5	PUBLIC PARTICIPATION IN INTEGRATED DEVELOPMENT PLANS.....	29
3.5.1	Challenges facing public participation	32
3.5.2	Towards successful public participation	33
3.6	IMPROVED HUMAN SETTLEMENTS	35
3.7	CONCLUSION	38

Chapter 4

RESEARCH METHODOLOGY AND RESULTS	39
4.1 RESEARCH GEOGRAPHIC AREA.....	39
4.2 RESEARCH DESIGN AND METHODOLOGY.....	40
4.3 SURVEY SELECTION AND QUESTIONNAIRE DESIGN	41
4.4 COLLECTION OF DATA	42
4.5 DATA ANALYSIS	42
4.6 THE SURVEY RESULTS FOR COMMUNITY MEMBERS AND OFFICIALS	43
4.6.1 Demographic data of the community members	43
4.6.2 The survey results of the community members	44
4.6.2.1 What is the integrated development plan and what does it mean to you as a community member?	44
4.6.2.2 Do you think the local government is doing enough to improve human settlement?.....	45
4.6.2.3 When did you move into this house?	46
4.6.2.4 What have you done to improve the housing standards?	47
4.6.2.5 How often do you have community meetings with the local government?	48
4.6.2.6 What you would like to see the local government do to improve the quality of housing?	48
4.6.2.7 Do you think the local government communicates effectively with the communities?	50
4.6.2.8 Rate the most important basic service needed in your community on the scale of 1 to 7.....	50

4.6.2.9	Who do you go to concerning the problems with provision of different services?	50
4.6.2.10	Improved human settlements.....	51
4.6.3	Demographic data of the officials	52
4.6.4	Describing the integrated development plan, involvement of the community and local government and analysing the improvement of human settlements in Thaba Nchu	52
4.7	SUMMARY OF FINDINGS	54

Chapter 5

CONCLUSION AND RECOMMENDATIONS.....	56
5.1 INTRODUCTION.....	56
5.2 RECOMMENDATIONS	56
5.2.1 Knowledge of the integrated development plan.....	56
5.2.2 Community participation	56
5.2.3 Effective communication.....	57
5.2.4 The phases of integrated development plans.....	57
5.2.5 The improved human settlements.....	58
5.2.6 Incomplete houses.....	58
5.3 CONCLUSION	59
LIST OF REFERENCES	60
<i>Appendix 1</i>	
SPSS RESULTS ON IMPROVED HUMAN SETTLEMENTS	70
<i>Appendix 2</i>	
QUESTIONNAIRE – COMMUNITY OF THABA NCHU	72
<i>Appendix 3</i>	
QUESTIONNAIRE – IDP INDIVIDUALS, COUNCILLORS, WARD COMMITTEE AND HUMAN SETTLEMENT OFFICIALS AT THABA NCHU	77
<i>Appendix 4</i>	
INFORMED CONSENT FORMS.....	80
<i>Appendix 5</i>	
PERMISSION LETTER.....	85
<i>Appendix 6</i>	
ETHICAL CLEARANCE LETTER.....	86
<i>Appendix 7</i>	
LETTER OF CONFIRMATION.....	87

LIST OF FIGURES

Figure 2.1:	Structure of the composition of local government in France	11
Figure 3.1:	Factors affecting community participation.....	33
Figure 3.2:	Guideline for community participation in the process of integrated development planning.....	35
Figure 4.1:	Map of the Mangaung Metropolitan Municipality	40
Figure 4.2:	What is the integrated development plan and what does it mean to you as community member?.....	45
Figure 4.3:	Pictures of incomplete houses	46
Figure 4.4:	Who do you go to concerning the problems with provision of different services?.....	50
Figure 4.5:	Pictures of improved human settlements in the study area	51

LIST OF TABLES

Table 3.1:	Departmental roles and responsibilities	23
Table 3.2:	Benefits of integrated development plans for various target groups.....	25
Table 3.3:	Level of participation in stages of the integrated development planning process.....	31
Table 4.1:	Total population and number of households in the Mangaung Metroplitan Municipality and Thaba Nchu.....	40
Table 4.2:	Demographic data of the community members	43
Table 4.3:	Attending meetings	44
Table 4.4:	Improvement on human settlement.....	45
Table 4.5:	When they moved into their houses	46
Table 4.6:	Improvement to the housing standards.....	47
Table 4.7:	Types of improvement to the housing standards.....	47
Table 4.8:	How often were meetings attended?	48
Table 4.9:	Recommendations to improve the quality of housing.....	49
Table 4.10:	Effective communication	50
Table 4.11:	The demographic data of the local government officials	52
Table 4.12:	The community's involvement in projects relating to housing	53
Table 4.13:	Summary of the Research Findings	54
Table 5.1:	The phases of the integrated development planning process	57

LIST OF ABBREVIATIONS AND ACRONYMS

Breaking New Ground	BNG
Council for Scientific and Industrial Research	CSIR
Department of Provincial and Local Government	DPLG
Good Governance Learning Network	GGLN
Integrated Development Plan	IDP
Mangaung Metropolitan Municipality	MMM
Municipal System Act	MSA
New Public Management	NPM
Reconstruction and Development Programme	RDP
Republic of South Africa	RSA
United Kingdom	UK
United State of America	USA

ABSTRACT

Years after the 1994 democracy, many South African cities are still characterised by inadequate housing. The Constitution of the Republic of South Africa (1996) mandates that it is a right of every citizen to have access to satisfactory housing. The three spheres of government are integrated and work together to provide the public with goods and services. The significant developmental approach by the South African establishments promotes the decentralisation of services to the local government. This research provided the relevance and potential of the integrated development plans (IDPs) in improving human settlements for the community of Thaba Nchu. The Municipal Systems Act, Act 32 of 2000, specifies the IDP as a strategic planning instrument to guide and inform all plans in the local government. The IDP is associated with the British linked-up administration where the planning responsibilities are done at local level, whereas the national level are responsible for the policies and finances. The purpose of community participation in the IDP process is to encourage the community to be beneficiaries of their own development preparation process.

This research followed the qualitative study of forty-five (45) community members living in low-income subsidy houses and five (5) local government officials at Thaba Nchu. Semi structured one-to-one interviews were conducted for both the community members and the officials. The findings revealed that more households comprised of female-headed households who are single, divorced or widowed. Many participants were living on grants and others were unemployed. Twenty-four years later, the legacies of apartheid have contributed to the inequality between communities, as more females were still unemployed and still had responsibilities to take care of their families. The community's description of the IDP involved the process of attending meetings and did not specify the statutory requirements. The other share of community members still did not have any knowledge of the IDP. The community participation at Thaba Nchu was satisfactory; more community members attended the meetings and knew about the community needs. The IDP is a significant tool to enable the community to participate in their community, as well as including different stakeholders to be part of the decision-making process. The officials had a strong knowledge of the IDP and considered the IDP as a significant tool to improve human settlements. The incomplete houses were contributed to the limited access to resources. The findings further revealed that for provision of services to improve, there must be a good relationship between different stakeholders.

The completion of houses remained a crucial issue to the community of Thaba Nchu. A number of the community members stated that their houses were still incomplete. Improvements to human settlements by providing basic services such as bathrooms and ceilings have changed how people perceive the role of government, and in this instance, a positive feedback was awarded. There was

effective communication between the local government and the community. The councillor and the ward committee played a role in being the first point of contact for their community. The community members stated that if they were employed, they could contribute to finish their houses and do the changes to their houses themselves. Thorough training about the IDP will be beneficial for the community. The community needs to receive feedback from all their community meetings, as this would also encourage more community participation. Better quality houses with good facilities were adequate and promoted the sustainable human settlement. A solution to the incomplete houses can be to hire accountable and reliable contractors to finish the work.

Keywords: Integrated development plan, community participation, effective communication, human settlements, incomplete housing

Chapter 1

INTRODUCTION

1.1 BACKGROUND

Developing countries, including South Africa, have failed to deliver adequate housings to their people (Phago, 2010:88). The Constitution of the Republic of South Africa, Act 108 of 1996 (hereafter referred to as the 1996 Constitution), Section 26, stated that it is every South African's right to have access to satisfactory housing. During the 1994 elections, many of the South African cities were categorised by poor housing and services backlogs, inequalities of expenses in municipalities, struggles against apartheid, local government structures, households that were plagued by poverty and the high number of people without jobs (Pillay *et al.*, 2006:2). The communities of Thaba Nchu were also distressed and affected by the inequality of the past.

The South African government has three interdependent spheres that work together to meet the needs of people, namely the national, provincial and local government (1996 Constitution, Section 151). The local government works at closely with the people at ground level to make sure there is provision of services. Madzivhandila and Asha (2012:370) stated that many developing countries have decentralised their service delivery mandate to the local sphere of government; they are promoting and rendering local socio-economic and encouraging community participation. In this way, local government renders most of the services.

After 1994, the government of South Africa has established a number of measures to mend the legacy of the past. The Municipal System Acts (MSA), Act 32 of 2000, has made it a legal requirement for municipalities to have integrated development plans (IDPs). The IDPs allow for understanding of the needs of the communities and to make sure all services are provided according to the initial vision and strategies set (Nel & Rogerson, 2005:131). According to Pillay *et al.* (2006:2-3), the African National Congress recognised a role done by the local government in delivering services and promoting economic development, and also calling for the re-demarcation of local government with a outlook for urban integration and democracy to the people. In addition, this was also seen as a way of creating a single tax base and the cross-subsidisation of the expenses of municipalities. That was a way of the local government to overcome backlogs.

The Reconstruction and Development Programme (RDP) was introduced for better change and to ensure people are provided with proper houses. According to Greene and Rojas (2008:90), government's programmes to construct, fund and deliver low-income subsidy houses openly to poor

households cannot on its own solve the problem of housing. Thus, different strategies such as the IDP were introduced to combat the housing concerns.

1.2 PROBLEM STATEMENT

The research rationale was to identify how the community of Thaba Nchu felt about incomplete low-income subsidy houses and if they were aware of the role of the IDP in human settlements. Many low-income subsidy houses that were built in Thaba Nchu, were still unfinished. The intelligence around why there are incomplete houses should be established immediately, as well as finding the extent of the problem as a way to get involved with other sectors that are on the forefront (Mangaung Metropolitan Municipality [MMM] IDP, 2014/2015:66). Years later, there is still no change. Setena (2016) indicated that there were still incomplete low-income subsidy houses in Ward 42 and 49 in Thaba Nchu.

The issue of proper housing remains a critical concern, especially to the poor communities. Greene and Rojas (2008:90) stated that most of the underprivileged populations live in unsatisfactory dwellings which most often fail to meet the required standards, and even when they are staying in formal settlements, they still fail to get access to most of the public services. Housing is distinguished as one of the fundamental basic needs. According to De Visser (2005:118), in most cases the area where more people feel discontent in local government arise from the location of their houses, and this could be because housing is a most noticeable element of development to enlarge people's choice, improve standard of living and access to resources. Lawrence (2000:249) also added that there are areas in South Africa where poor people have very little ownership of their environment; the quality of housing provided is inferior, they are living in crowded space and the landscape is often uninviting and harsh, with little attempt at urban greening.

1.3 AIM OF THE STUDY

The aim of the research was to investigate the relevance and potential of the IDP in contributing towards improving human settlements for the community of Thaba Nchu in Bultfontein 2, 4 and 5.

1.4 OBJECTIVES OF THE STUDY

The objectives, that relate the aim of the study for the study were:

- § To ascertain whether the IDP would be a suitable tool to improve the human settlement.
- § To assess the involvement of community and local government in the IDP.
- § To determine why there were incomplete low-income subsidy houses in Thaba Nchu.
- § To establish how to improve the human settlement.

1.5 RESEARCH DESIGN AND METHODOLOGY

According to Delport (2002:165), a research design is a plan that is required for a study and that provides an instruction on which data collection method will be more applicable for selection of samples, and whether it will meet the researcher's goal. Research methodology is a method that is used to assemble a study and collect and analyse the data when embarking on a research (Polit *et al.*, 2001:465). The qualitative research method was used to collect information from both the community and the local government officials. The qualitative research method is perceived as an approach used to collect, consolidate and interpret information attained through observation or interactions with individuals or groups (Draper, 2009:27). This cross-sectional case study which, according to Fouché and De Vos (2002:140), refers to a design in which a person or group of people are studied only once, followed an exploratory and descriptive research aimed at finding the relevance and importance of the IDP on improving the human settlement for the community of Thaba Nchu.

Data was analysed to identify the relevance and potential of the IDP in contributing towards improving human settlements for the community of Thaba Nchu in Bultfontein 2, 4 and 5. A target sample size of fifty (50) was selected. The sample comprised of forty-five (45) community members staying in low-income subsidy houses and five (5) local government officials. The semi-structured one-to-one interviews were used to collect data for both local government officials and the community. The study followed a grounded theory research strategy in order to analyse data collected in the interviews.

1.6 RESEARCH ETHICS AND LIMITATIONS TO THE STUDY

The ethical clearance to collect data in the community of Thaba Nchu was approved for this study (see Appendix 6). According to Babbie (2001:470), any person taking part in a research needs to be informed of all agreements of the research. The participants were informed about the intent, the process and results of the research. Strydom (2002:63) stated that ethics are sets of good principles that can be widely supported by a person or group and guide as rules and expectation on how the research should be conducted towards participants, employers, promoters, and other researchers.

Limitations to the study related to lack of response from some stakeholders, language barriers and financial constraints. Initially, the researcher intended to include ten local government and human settlement participants, but only managed to secure five interviews. However, that would not have a major influence on the reliability of the study as other important stakeholders took part in the study. The other limitation of the study was the language barrier. The questionnaires were written in English and when the questions were asked, the participants could not fully express themselves. The researcher, with the first interview, realised that it was crucial to translate the entire questionnaire to

Setswana to ensure that all the questions are answered, and the participants were more able to express themselves in the language that they are most comfortable in. The financial constraints were also a big concern; the researcher paid for all the cost incurred.

1.7 OUTLINE OF THE RESEARCH

Chapter 1: The introduction of the mini-dissertation, which mainly focuses on conceptualising the idea and identifying the motivation for the study.

Chapter 2: Literature review – accentuates on the conception of the IDP and an overview of the international context.

Chapter 3: Literature review – the South African context of the IDP that is supported by the theoretical framework.

Chapter 4: Research methodology and results: Presentation and discussions – articulates the methodology applied and states the results of the study.

Chapter 5: Conclusion and recommendations – the concluding chapter characterises the outcome of the study.

Chapter 2

INTEGRATED DEVELOPMENT PLAN IN THE INTERNATIONAL CONTEXT

2.1 INTRODUCTION

The delivery of services remains a critical issue across the world. To ensure that the needs of people are met the IDP has provided the opportunity for both the community and local government to decide on issues of local development (Tshabalala & Lombard, 2009:397). The IDP is intended for the local government. An IDP is not necessarily the universally used term to describe the duties of the local government, but there are many concepts worldwide that still hold the same context as the IDP. The second wave of New Public Management (NPM) was the concept that represents the changed that happened in the Organisation for Economic Co-operation and Development countries in the 1980s and 1990s (Maesschalck, 2004:465). The NPM was introduced to advocate how things should run in the public administration.

Decentralisation makes a local government a more prominent actor in the process of urban development. According to Hankla and Downs (2010:761), decentralisation is considered to be beneficial since the local government stand in a far better position than the national and provincial government in delivering the services according to the needs of the people. People are more able to identify with the areas they are living in, and as a result there is an expectation for different tiers of government to provide services. Chandler (2010:18) indicated that the different tiers of government, including the local government, need to mutually recognise the needs of the citizens in terms of decisions and provision of services. The local government provides most of the services, and citizen participation plays a crucial role as to what services are preferred. One of the crucial services provided by the local government is housing. The Council for Scientific and Industrial Research (CSIR) (2000:107) mentioned that people can now also make decisions in the aspects of the housing process.

2.2 INTEGRATED DEVELOPMENT PLAN IN THE INTERNATIONAL CONTEXT

The national government established the IDP structure in the guidance of development organisations such as the German Organisation for Technical Cooperation (GTZ) (Frödin, 2009:293). The IDP focuses on amalgamating different spheres of government to work together. Mashamba (2008:422) added that the IDP is regarded as a strategic plan that is applied in municipalities, and its intention is to align and incorporate the local, provincial and nationwide strategies. Frödin (2009:293) stated that the IDP is more like the British linked-up government model whereby the duties of planning are

decentralised to the local government, while the powers to design policies and to deal with the finances are done at national level. Harrison (2006:187) pointed out that the IDP is debatably one of the results of the process of policy convergence that took place across many countries in the 1990s. Even though the IDP is a fairly new concept in South Africa, it also has a close relationship with different ideologies. Harrison (2006:186) stated that the IDP is associated with the second wave of the 1990s international NPM that emphasised the Third Way governance.

2.2.1 What is New Public Management?

The NPM, which is predominantly no longer new, is generally linked by the good organisation effort of the ‘neo-liberal’ method to governance (Harrison, 2006:188). Gruening (2001:2) stated that the NPM effort started later in the 1970s to early in the 1980s. The NPM had a strong influence from the Anglo-Saxon countries. Harrison (2006:188) argued that the initial wave of the NPM was more prominent across the world in the 1980s, first from countries such as the United Kingdom (UK), the United States of America (USA), Australia and New Zealand, to the developing countries where the NPM was supported by the development agencies. Gruening (2001:2) added that the former prime minister of the UK, Margaret Thatcher, started the movement in those countries that greatly experienced the economic recession and tax discontents. The NPM also became a common movement across many developing countries. Kapucu (2006:887) indicated that the application of the NPM was not only limited to the developed countries; however, it has also expanded to the developing and transitional people such as Asia, Latin America and Africa.

O’Flynn (2007:353) identified the NPM as a “paradigmatic prospect from the conventional model of public organisation”. The NPM brought new change and detached itself from the ‘top-down theory’. O’Flynn (2007:354) added that the NPM is a renewed public-sector transition that is standing apart from the exploitive, oppressive and traditional top-down hierarchies. Nasrullah (2005:202-203) defined the novel component of NPM as:

“disintegration of centralised powers; extensive management of employees; change to merging of units in the public sector; division of uniform units, changing public sector into corporative unit; has an improved budget, introduces greater competition through term contracts and public tendering techniques; emphasises on the private sector style of management which moves away from traditional public service ethics to more flexible hiring that actually brings more rewards and better use of public relations.”

2.2.2 Why New Public Management was developed

According to the Economic Commission for Africa (2004:1), the essential component of the NPM was developed as a result of many African countries such as Ethiopia, Ghana, Mauritius, Senegal and Uganda that went on to all-inclusive reforms that were intended to improve the people’s quality of life

and build a new government system that would be more proficient and operational. Gruening (2001:14) stated that the NPM was drawn from different perspectives which included the *rationalists* – who were certain that the world could be methodical and organised by the impartial scientific knowledge; the *individualists* sharing a common commitment – ;the community plays an essential role in making decisions; and the *emancipators* – who believes that people should be liberated, there must be an in-depth social justice and remedy society by giving them opportunity to the marketplace equality. The NPM is viewed as an approach to promote the ideologies of decentralisation, independent and free-market focused government (Vyas-Doorgapersad, 2011:239).

2.2.3 The shortcomings of New Public Management

Nonetheless, the NPM has come with lots of criticism. Kapucu (2006:887) criticised the NPM as the outcome normative thought of the 1980s that proclaimed that the private sector was better than the public sector. Dunleavy *et al.* (2005:469) highlighted that different conceptualisations of NPM accentuated different things. The initial concept of NPM was seen as one of the management tools that were designed for the public sector. Barzelay (2000:156) also indicated that the principal concern of the NPM had to do with the systematic investigation and administration of the public management policy, whereby the policy relays with all governments, centrally established rules and the procedures affecting the developments of public management. The NPM was also not planned accordingly. Harrison (2006:189) stated that the drastic neo-liberalism of the NPM established the difficult environments; there was now distribution, disintegration and an increasing complexity on governance as the consequences of decentralisation, privatisation, policy-making detachment from operations, and the growing association of non-state organisations in government.

2.2.4 The new wave of New Public Management

The 1990s brought new transitions. The Third Way approach, which focused on the neo-liberal theories, was infused with new progressive models such as community-building, inclusion, involvement, alleviating poverty and integration (Harrison, 2006:189). Beland *et al.* (2002) emphasised that there was a transition from the 1980s persistent focus on economic rationality to the Third Way approach which was also multifaceted and eclectic. Even though the Third Way approach was considered to be more complex, many leaders advocated for this approach. Harrison (2006:189) indicated that powerful leaders such as Bill Clinton (USA), Tony Blair (USA), Jean Chrétien (Canada), Helen Clarke (New Zealand), Gerhard Schroeder (Germany), Vladimir Spindla (Czech Republic), Leszek Miller (Poland), Lula da Silva (Brazil), Ricardo Lagos (Chile) and Thabo Mbeki (South Africa) supported the Third Way approach. The Third Way approach fundamentally emphasised the decentralisation, managing performance and involvement of communities.

Decentralisation implies delegation of services to the people. The World Bank (2011:01) stated that the central government takes its duty of decision-making and management of public functions to a partially independent organisation not solely controlled by central government, nevertheless still responsible for it. Vyas-Doorgapersad (2011:239) added that another form of shared government can be when the responsibilities of governance are transferred to other private enterprises. The core element in decentralisation is to include different stakeholders to be part of decision-making. Vyas-Doorgapersad (2011:240) introduced corporatisation as a developing trend, whereby there is conversion of civil services departments to more freestanding enterprises. The involvement of the community in decision-making stimulated more knowledge in governance. Omoyefa (2008:29) reiterated that the reformed public sector has stimulated the consciousness of the communities on how the responsible governance could be accomplished.

2.3 DECENTRALISATION AND GOVERNANCE

Due to the increasing number of urbanisation, a major transformation on how things are done needed to happen, and as a result decentralisation took the lead. McCarney (2003:41) argued that because of rapid urbanisation, cities were under a lot of pressure to provide basic services to the people who were living in poverty, while they also tried to compete with the sophisticated urban infrastructures of the world. To tackle the issue of insufficient provision of services, many states decided on decentralisation. Hankla and Downs (2010:759) revealed that many governments passed on power to the designated local councils entrusting that services would be improved, and people would be represented by people from their own areas. Stren (2003:6) added that as an outcome of the decentralisation transformation of the 1980s and 1990s, most of the countries' local governments have gained more authority from the central government. Manor (1991:1) held this notion:

“Decentralisation has quietly developed as a trend of our time. It is well thought-out or tried in a diverse developing and developed countries ...this was done by the solvent and insolvent systems, democracies and authoritarianisms, by the system ready to make transition to democracy and those who are avoiding that change, by the system that is influenced by colonial legacy and those without any influence. Decentralisation has been tried to where civil society is strong and also where it is shaky. It appeals to many people and to those groups that not necessarily agree with one another.”

Decentralisation is perceived as an ultimate tool to support and strengthen the democracy. Jana (2015:41) indicated that decentralisation helps to counter the divisions and tendencies of depriving the minority and those of exclusive policies by producing new opportunities that have a strong sense of cultural identity for local people. Decentralisation makes local government an important role player in the process of urban development (Van Dijk *et al.*, 2002:30). Bhattacharya (2015:58) held the idea that decentralisation tend to act more with what the people prefers and as an outcome also give

opportunities to the marginalised groups. Decentralisation is also presented with a sense of transparency. The, *Human development report* (United Nations Development Programme, 2003) highlighted that because of transparency; decentralisation in 55 countries has been linked with a lower rate of corruption among officials. If people are knowledgeable of the information, they are likely to trust more.

Bhattacharya (2015:55) identified the three waves of decentralisation theories as follows:

- § The first wave was on the concern about the malice of public officials, for which the government should be small and detached; however, as a result, only functioning that are affecting large areas as defence and monetary policy are assigned to the central government.
- § The second wave is linked to the theory of ‘fiscal federalism’ that means that the people’s interests inspire the governments. In this case, the decentralisation government lets performances and policies improve and give better services to the people.
- § The third wave substitutes compassionate government assumptions with more a realistic purpose of self-serving politicians and officials.

Bhattacharya (2015:59) added that for some of the important elements to make decentralisation a success, there must be a proper coordination between all levels of government; the government will have to raise enough money in order to support decentralisation; the government’s capacity should be highly considered and there must be an inclusive participation. A system of proportional representative, which means allocating seats according to the large proportion of representative groups, may also be helpful as it represents the divergent interests of the group (Hankla & Downs, 2010:767).

2.3.1 Constraints of decentralisation

While the decentralisation transformation is the trusted system to improve delivery of services, it also creates a difficult array of decisions to the national and subnational leaders on how to go about structuring an empowered local political local organisation (Hankla & Downs, 2010:759). Dipholo *et al.* (2011:1432) further pointed out that in an effort to transform the local government into more of a proficient institution, the central governments should remain using reassuring actions to improve the operational capability of local government as an attempt to maintain the developmental mandate of delivering services to the people and reducing the regional/provincial disparities.

Stren (2003:7) pointed out that the nature of decentralisation policies differs enormously with incremental changes in procedures of intergovernmental relations to most important constitutional revisions or new constitutions all together. Decentralisation may also be different in the degree to which it meets the democratic standards as it fluctuates in respect of having the dependency from the

national government (Jana, 2015:39). Decentralisation also comes with disadvantage that can ultimately hamper its own purpose. Hankla and Downs (2010:767) stated that although decentralisation conveys the possibility of improving efficiency and increasing participation of the local people by making shared decisions, it could also threaten the political strength.

2.3.2 The establishment of local government

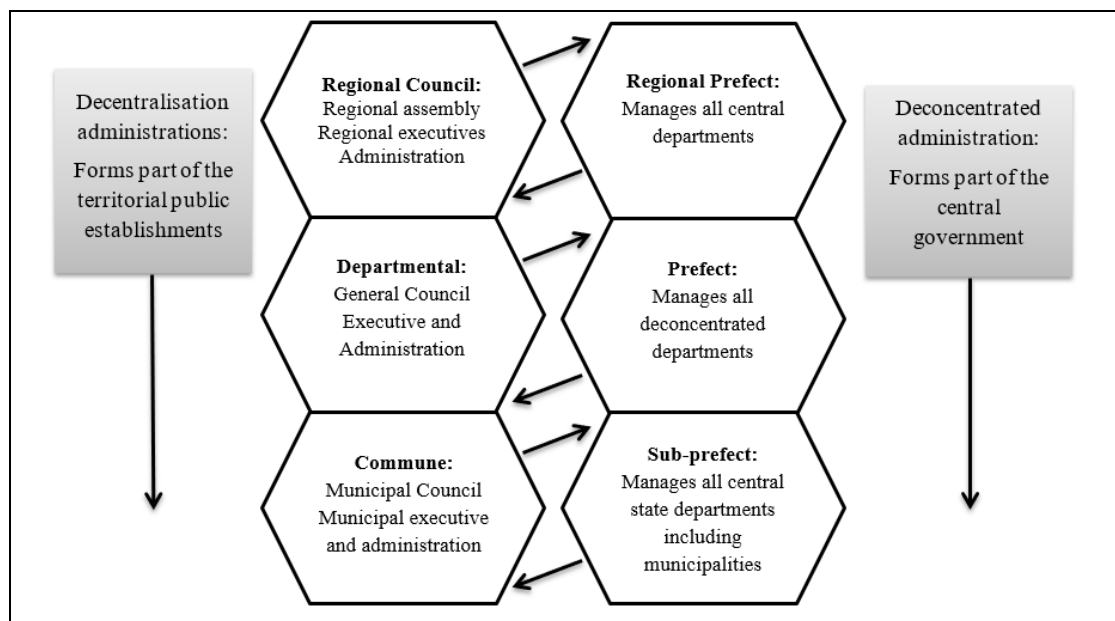
Local government serves as a division of the government and is regulated by a country's constitution (Eversole & Martin, 2005:58). The local government takes care of the needs of the locals and ensures that services are delivered efficiently. Local government is an institute formed to establish locally elected leaders that will be responsible for the needs of people (Jana, 2015:53). Eversole and Martin (2005:58) stated that the local government in Australia accumulates about 3% of total tax, mainly through property taxes, and obtains about 3% from the Common Wealth Grants Commission. Local government may well be recognised within its community, because in another sense the community may be seen as a group of people who have the attitude of *Gemeinschaft* towards one another; conversely, in many parts of Britain that is not necessarily the case as individuals are more likely to keep ties with their families and people living far away by using technology (Chandler, 2010:10).

The improved local role is closely linked with a distribution of power that was previously focused in the national resources or in the political powers (Lazar & Leuprecht, 2007:17). Local government even depends of the national powers and it also contributes to the local economy. Beer and Maude (2005:62) emphasised that local government plays an important part in the local economic development. Although local government may play a lesser part in the process of making policies, it is nonetheless an important component of the multi-sphere system because it is expected to deliver national and provincial programmes (Lazar & Leuprecht, 2007:19). Brunet-Jailly (2007:128) mentioned that the local government consists of the central government's field offices that are working together and are deconcentrated such as schools and hospitals. Importantly, the local government renders services such as housing, infrastructure and schools; thus, it is important for the government officials to know the people's needs. Good governance happens when the government officers concentrate on providing services to the people (Hankla & Downs, 2010:759).

Chandler (2010:11) stated that the local government could be developed on spatially based purposeful government that delivers services or make regulatory judgments that will only affect them and not be a disadvantage to other people. The focus of a specific local government is to provide services to the people in their area and every decision made will affect them. Chandler (2010:13) further argued that most services of local government could not be provided in isolation from another, meaning that for many communities it is important for the government to achieve the complex needs that are needed in different functions. For example, for a shopping mall to be functional, decent services such as

housing, transport and healthcare services need to be provided. Brunet-Jailly (2007:134) iterated that the local and central government are expected to work together and share responsibilities.

In the countries where there is liberal democracy, the lowest tier of local government is maintained by an extensive process of gradual development, and most often are likely to incorporate small towns and villages, whereas in urban places where there is large population most services are provided by the government (Chandler, 2010:12). Provision of housing is considered to be one of the important responsibilities of the local government. In areas of social action, the local government provides public social housing (for the underprivileged and older people) and also established the minimum required housing standards (Brunet-Jailly, 2007:134). According to Chandler (2010:12), in France and the USA lower tier parts of the local government are not the same in size and power. Thus, as a result, the bureaucrats in provincial and national government find the system to be unclear and difficult to manage; however, the system seems to be comprehended and ongoing in pursuing the interest of the local people. Although the local government is expected to do most of the work at a lower level, the central government can also assist. Hankla and Downs (2010:766) indicated that the central government or provincial government powers also help the local government to get through the common resource problems, even when the local executive do not take part. Brunet-Jailly (2007:126-127) showed how the local government is formed, but what stays profound is that the legislature plays an integral part in the formation of the local government. Collaboration of decentralisation and deconcentrated systems brought delivery of services in different functions in France. Figure 2.1 shows the structure of the composition of local government in France.



Source: Brunet-Jailly (2007:128)

Figure 2.1: Structure of the composition of local government in France

For local government to have authority, they must take charge of their budget (Hankla & Downs, 2010:762). When the local government has more control to raise their own finances, not only do they focus on providing local preferences, but they can also do the allocation according to the size of government and gain the independence to pay taxes necessary for the expenditures (Rodden, 2002; Von Hagen, 2003). Psycharis *et al.* (2016:264) highlighted that the fiscal decentralisation presumes that local authorities must finance their own expenditures from their revenues and that the central government should see that subnational governments have a significant control over their revenues, as well as developing revenue-raising authorities.

To ensure that the needs of the people are met, and also are provided according to their preferences, it is the responsibilities of the local councils to ensure that it happens. Hankla and Downs (2010:766) stated that local councils play an important role in confirming that the executives are doing their responsibilities according to their promises and ensure that the voices of the people are heard. Brunet-Jailly (2007:131) added that in the transformational past of France, the local government has improved without failing the central government, and as a result, no single level will be the sole beneficiary on the improvements.

2.3.3 Being an active citizen

Insufficient delivery of services results in unsatisfactory citizens and this has been a major concern all over the world. Andrews *et al.* (2008:489) referred to Pharr and Putnam (2000) who pointed out that public dissatisfaction is not unique in the UK; however, ever since 1997 the UK labour government has put forward its concern about the issue. The communities need to take an active role of being part of the local government decision-making processes and also highlight their own needs. A response to answer the issues has been to encourage the people to find ways to reconnect with the government and their communities in order to become ‘active citizens’ (Blunkett, 2003; Marinetto, 2003). The local government took upon itself to ensure that ‘active citizenship’ is encouraged. According to Andrews *et al.* (2008:490), the central government has pursued to connect local authorities to the agenda of ‘active citizenship’. When citizens take an active role in making the decisions, they are most likely to feel empowered. The active citizenship encompasses enlightening and creating awareness-raising activities that will assist the people to gain skills and confidence to participate in making decisions (Andrews *et al.*, 2008:490). If the freedom for the communities comes from the foundation of individual sovereignty, each individual will have to determine the policies of the group (Chandler, 2010:13).

The communities must be prepared to willingly become part of the ‘active citizens’ and the government will also need to attract them. Andrews *et al.* (2008:492) argued that the government should go further and provide people with the choice to participate, to distribute the important

information and help the communities to gain skills and confidence so that they can become active citizens. Teaching people about decisions that affect their lives increases their potential to want to learn more. Kerr *et al.* (2002) also supported the knowledge that when young people are educated about public services they will have more confidence to take part and also voluntarily take action to vote. Jochum *et al.* (2005:6) stated that in the UK central government, citizenship has been put as integral to a comprehensive renaissance of democracy, the strength of the people, the introduction of the people to public services, and the enthusiasm of the communities. Andrews *et al.* (2008:491-492) highlighted that there has been a debate across the active citizenship policy. Ultimately a consensus has been reached whereby the Department for Communities and Local Government (2006) and its predecessors have encouraged local government to involve the people in decisions of service delivery and also to decentralise budgets and accountabilities to the people.

2.4 GOVERNANCE AND PARTICIPATION

The participation of people in government and development activities has been the important pinnacle in development discourse (Dipholo *et al.*, 2011:1432). Until the mid-1990s, Australia has taken a long time to accept a move to the increased participation of communities and businesses at a local level (Brown, 2005:17). The long process to embrace participation could be articulated to different reasons. Brown (2005:17) further added that participation was greatly accepted at local level; however, at the state and national government level, where there was vast control of power, there seemed to have been a different perspective of how they interpreted participation. Participation of different stakeholders to ensure that there is development in a specific region is crucial. Beer *et al.* (2003:248-264) emphasised the support to the ‘do-it-yourself’ approach as a way for local people to be part of decision-making in their communities. The communities will have to greatly depend on their own initiatives and expect less support from the government (Brown, 2005:18).

Participation of the community does not happen in a vacuum; however, there are different influences, including political, social and political influences (Tshabalala & Lombard, 2009:397). The Australian government has included different stakeholders to take part in the development. According to Brown (2005:19) the following stakeholders from both communities and businesses, participated in the developmental initiatives of Australia:

- \$ The designated local councils.
- \$ The voluntary regional organisations of councils.
- \$ The functioning of state and centralised agencies.
- \$ Local economic development agencies.
- \$ The local natural resource management organisations.
- \$ Other portfolio-specific organisations such as area health boards.

- \$ Other portfolio specific organisations such as Aboriginal and Islander councils.
- \$ The whole-of-government initiatives.
- \$ Community-centred whole-of-government consultative initiatives.
- \$ The political leaders.

The earliest plan of the Australian government for promoting and supporting participation in local development was the conception of separate colonial governments (Brown, 2005:21). After many years, Australia has move from colonial administrations to more centralised governments. Brown (2005:23) stated that during the 1830s to 1840s, the British authorities introduced the local government as a way to remove the power from the privileged to the place where development was mostly needed. Even though allocation of services to the local government was a most ideal way to provide services, it often came with pessimism. Brown (2005:27) pointed out that there was scepticism towards the ‘do-it-yourself’ approach, and consequently, the centrally-organised plans for the community to take part were not supported by the ‘bottom-up’ alignment of local development policy. Daly (2000:216) added that regardless of Australia’s place as an agent for public involvement, the local government remained troubled by issues of capital, geography, purpose and skills that would most often delay the local government to achieve its function.

Beer *et al.* (2003:263) stated that the increased financial support for local government was an indisputable primary step for answering many of the local people’s challenges. There seemed to be more trust in the local government than before. Brown (2005:33) highlighted that the increased legitimacy that was commended by the Australian local government seemed to reflect the increasing realisation that the community understanding and its role to make decisions have recovered its importance ever since the local people then had to make their own decisions. Even though the local government was set to be more accountable to the needs of people, there were still many expectations. The Australian Local Government Association (2015:6) stated that in the national, state and local level lacks the integrated plan, the prospects for enhanced infrastructure investment will disappear and the financial support will be reactive. Even though participation was regarded as an important element in getting the communities to make decisions, it all came with its shortcomings. Eversole and Martin (2005:45) stated that in Australia there had been an increased importance for the public to participate and ensure that initiatives are locally driven. However, even though this could have been an ideal notion it was not necessarily the case. Eversole and Martin (2005:45) further added that it is recognised worldwide there is that local communities do not have all the essential resources that they can use to carry on with the plans, and in that case, they would have to form relationships with different stakeholders.

2.5 PROVISION OF HOUSING

Many people living in urban areas and earning low incomes are still struggling to get access to finance for housing, and as an outcome, they rely on the informal financial sector to build their houses (Smets, 2002:95). Housing is an essential human right. International Covenant on Economic, Social and Cultural Rights (ICESCR) (2015:19) recognise housing as basic human rights as follows:

“The States parties to the present Covenant recognise the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions.”

Aliaj (2002:112) stated that in the early 1990s, the housing sector went through the process of change. The prevailing housing system was prioritised, and new legal movements were taken. The evolutions of the 1990s Commonwealth policy resulted in a change to consumer subsidies and payment of rent assistance to social security beneficiaries, and a change from provision of public housing to ‘social housing’ done by Community Housing agencies (Beer *et al.*, 2014:7). Aliaj (2002:112) further added that low-income people find themselves not having access to adequate land, structures and services, no access to finances and lacking information. The use of appropriate material is also a big challenge. The CSIR (2000:49) mentioned that having access to conservative building material is mostly only available to the rich population; on the other hand, the material becomes excessively expensive for the poor. Because of the inability of people in Albania to afford adequate houses, they often find that the best option is to use informal facilities (Aliaj, 2002:116). Provision of better housing depends largely on the economic situation. The CSIR (2000:101) stated that the costs of houses can be expensive, but companies that need to deliver houses often compromise to keep the balance to provide the best structures and level of services. The quality of housing is often compromised. Because of high pressure to deliver high standard houses at low cost, there is an obvious trend for developers to abandon low-cost housing (CSIR, 2000:101). Aliaj (2002:116) added that the lack of affordable houses, financing and high interest rates of up to 30% have influenced the quality and quantity of houses. When communities are provided with houses, they will still need to be knowledgeable and involved in the process. A significant community involvement can happen when communities are given essential information to be involved in decision-making (CSIR, 2000:102). In the process of low-cost housing, the people have been involved in such a way that they even led the process with the help of facilitators.

2.6 CONCLUSION

The IDP is a plan that will help the local government and the community to see if they have achieved their preferred needs. Engaging with the local government and setting a stipulated time to achieve a

certain service will certify which services have been achieved. The IDP is predominantly used concept to describe the duties of local government. One other universally known used concept is the NPM. The NPM brought about how to develop the administration of the public sector, even though it came with criticism, but it still held the notion that decentralisation of services will make it easier for services to be efficiently delivered.

Multilevel governance was suggested as a new structure for the government and the public need to have good relations with the different levels. Every sphere of government is important, and they will need to work closer to achieve a common goal. Understanding the need of people in the specific region also helps the government to know in which area the biggest need for attention is. The collaboration of local and central government to deliver basic services would meet with the needs of that specific place. Adequate housing is considered as essential services that every person deserves to have. Involvement of the community in the housing project makes it easy to put forward what they need and also to make sensible decisions. The next chapter focuses on the IDP concept in the South African context.

Chapter 3

INTEGRATED DEVELOPMENT PLAN IN THE SOUTH AFRICAN CONTEXT

3.1 INTRODUCTION

It is apparent that the development interventions that put more emphasis on strong sectoral are not sufficient enough to deal with the difficulties of development (Mashamba, 2008:421). Provision of basic services remains a crucial necessity to meet the people's expectations. The rendering basic service in South Africa is very important because when there is efficient provision of services it can contribute in alleviating poverty (Mautjana & Makombe, 2014:51). The 1998 White Paper on Local Government acknowledged the IDP as an essential tool of local government to promote economic and social development for the people, and it also connected the IDP to a comprehensive package of instruments that consist of performance management tools, participation and the partnership in service delivery. According to the Department of Traditional and Local Government Affairs (2001:14), before 1994, municipalities were apprehensive with provision of services and the application of regulations. Alternatively, Subban and Theron (2012:21) highlighted that by the outline of the 1996 Constitution and new legislative and policy frameworks of local government, the responsibilities of local government has increased.

Mautjana and Makombe (2014:52) maintained that the IDP was introduced as an answer to the challenges facing the new government, including the obligation to increase the efficiency of service delivery in order to improve the lives of the people. The IDP as an essential tool came as a response to meet people's needs. The South African structure of the IDP is a process whereby municipalities make five-year strategic plans that are read through every year, together with the communities and other interested parties (Mashamba, 2008:422). Various stakeholders are included in the conception of the IDP. All the steps of the IDP process, beginning from the conceptualisation to preparation and implementation, needs joint and coordinated inputs (Mashamba, 2008:422). Subban and Theron (2012:22) identified that municipalities are mandated to work together with provincial and national spheres of organisation, to ensure that the provision of national and provincial programmes are delivered to the local people. The three spheres of government are distinctive and interrelated. Steytler (2007:230) pointed out that the uniqueness of the respective spheres of government reveals the extent to which every sphere is the ultimate decision-maker in their domain of functions, also considering that there is partial independence for both provincial sphere and municipalities.

The Department of Provincial and Local Government (DPLG), now called the Department of Cooperative Governance, Human Settlement and Traditional Affairs, started the IDP process as an effort to improve services at local level (Mautjana & Makombe, 2014:52). Mashamba (2008:422) added that the IDP is about various stakeholders and sectors working together in a generally planned agenda and realigning the efforts of individuals in order to achieve well-defined objectives.

The IDP focuses on improving the lives of the people and ensuring that they participate in making decisions that affect their lives. Atkinson (2002) argued that the IDP contextualises the development strategies, needs and mechanisms for addressing developmental challenges as well as poverty. The IDP strengthens a decentralised system of government (Mashamba, 2008:423). Pillay *et al.* (2006:15) identified that the IDP establishes the ‘focus of developmental local government’ as well as offers the results to the constitutionally set role of local governments of encouraging economic and social change. According to the Good Governance Learning Network (GGLN) (2007:14) in the history of South Africa, the process of the IDP has managed to increase public participation in the local government planning. Hofisi (2014:1129) postulated that participation goes beyond seeing recipients as loose development objects but by making certain that people become the inheritors of their development preparation process. Participation helps the community to take charge and have a say to their development.

Human settlement is considered as one of the basic services every individual should have. Identifying and having good location of land, satisfactory access to the services of the municipality, as well as the development of social and economic services, are the principles in the process of human settlement (IMIESA, 2015:64). The difficulties of the state to allocate and provide resources certainly defined the proficiency of the government to have a coherent, unified and organised development vision (Menguelé *et al.*, 2008:179-180).

3.2 WHAT IS THE INTEGRATED DEVELOPMENT PLAN?

The legislation of South Africa obliges every municipality to have a development plan for their area. The content and methodology of the plan should be holistic and incorporated (Mangaung Metropolitan Municipality [MMM], 2016/2017:5). The Municipal Systems Act (MSA), Act 32 of 2000, identifies the IDP as the main planning strategic instrument that gives guidance and updates all plans, budgets, investments, development, administration and the implementation procedures of the local government. The IDP is a process that encourages all the interested parties residing and doing business in a specific municipality to take part and implement the development plans and it improves the relationships between the public, council and other stakeholders (Amtaika, 2013:91).

3.3 INTEGRATED DEVELOPMENT PLANS IN THE SOUTH AFRICAN CONTEXT

The White Paper on Local Government (RSA, 1998) urges the local government to put more emphasis on recognising the developmental outcomes by providing domestic infrastructure and services; a place that is functional for the creation of unified cities, towns and rural places, as well as accentuating the local economic development, redistribution and empowering the people. The IDP is one of the processes that can support municipalities to be developmental. Phago (2009:484) indicated that the core objective of the IDP is to make certain that, for instance, the existing challenges of service delivery are resolved through scrutinising the significant current systems and shared venture methods. The IDP is realised as a function of the administration of a municipality, as well as part of an integrated structure of planning and rendering the services (Malefane & Mashakoe, 2008:475).

According to the MSA (2000), all municipalities are mandated to prepare IDPs as a strategic instrument used to achieve the roles of the municipality. Formulating an IDP is a legal obligation in terms of the MSA; nonetheless, that is not the only reason the IDP should be prepared. In the new constitution, municipalities have the responsibility to make certain that the quality of life of that specific community develops. The local government is required to render basic services, create employment, maintain democracy and eradicate poverty. Organising and applying the IDP enables the municipality to achieve the process of satisfying its developmental duties (RSA, 1998). A municipal IDP must be a strong indicator of important public needs that involve critical attention from the local government (Phago, 2009:483). The DPLG (2002a:15-16) postulates the five phases of IDP as follows:

- § **The analysis** Focuses on prevailing difficulties in the municipal region and puts emphasis on understanding the problems of the community.
- § **The strategist:** A resolution is formulated to the issues of the communities.
- § **The project:** The project that has a direct link to issues of the communities take place.
- § **The integration:** When the projects have been identified, sub-programme proposals need to be harmonised according to the municipality's objectives.
- § **The approval:** The completed IDP is submitted to the council for consideration and authorisation.

The South African Local Government Association (2003:1) stated that the IDP is a framework directing the activities of support from other areas of government, commercial service providers, non-government organisations and the private sector in the area of the municipality. The White Paper (RSA, 1998) highlights the IDP as an approach that supports prioritising municipal planning procedures and consolidating the associations between development and the institutional plans. The

IDP is mainly the central pillar with budgeting, working together with the communities, and has turn into an essential point around which the municipality functions (Malefane & Mashakoe, 2008:476).

3.3.1 The legislative context of the integrative development plan

The IDP was first introduced in South Africa in 1996, and by 1998 the White Paper on Local Government elucidated the purposes of the IDP (Harrison, 2006:192). The South African municipal strategy to deliver services to the people is an obligatory process for all local governments (Section 25 of the MSA, 2000). Democracy has started the new period of planning of municipalities in South Africa. Subban and Theron (2012:21) argued that the drafting, revising and evaluating the results of IDPs, are recognised in the past years. Many municipalities prepared the IDPs that are intended to improve people's lives (Mautjana & Makombe, 2014:52). The IDP is perceived as the primary planned instrument that facilitates and updates all the plans, budgets, administrations and decisions in local government (Phago, 2009:484). The MSA and the Local Government Municipal Finance Management Act, Act 56 of 2003, need the IDP to align to the municipal budget, as well as evaluate the performance of the budget alongside the IDP through the Service Delivery and Budget Implementation Plan. The local government is the key role player in the planning and articulation of the IDP. According to the MSA (2000), the local government is accountable for development procedures and municipal organisation. Craythorne (2003:153) stated that every municipality is responsible for developing its own IDP process. The manner in which governments systematise themselves to meet their responsibilities is determined by the necessities and demands of its society (Mutahaba, 2006:274). Even though planning an IDP is a statutory requirement and accustomed practice to all municipalities, the municipalities should have a well-thought-out function that does not impede the process of the comprehensive planning (Phago, 2009:485).

Mashamba (2008:423) iterated that the IDP is an important tool for local government to manage its new role and purpose conferring to the 1996 Constitution and other related statutes. Section 152 (1) of the 1996 Constitution stated the objects of local government as follows:

- (a) to provide democratic and accountable government for local communities;
- (b) to ensure the provision of services to communities in a sustainable manner;
- (c) to promote social and economic development;
- (d) to promote a safe and healthy environment; and
- (e) to encourage the involvement of communities and community organisations in the matters of local government.

The IDP is a strategy expected at the integrated development and administration of the area of jurisdiction of the local government involved in terms of its authorities and duties and is also being compiled according to the legislature (Van Wyk, 1999:153). Meiklejohn and Coetzee (2003:29) stated that the legislation that makes it mandatory for every municipality, both district and local, to compile

an IDP is within the Local Government: Municipal Structures Act, Act 117 of 1998, the Local Government, Municipal Demarcation Act, Act 27 of 1998, and the MSA, Act 32 of 2000.

3.3.2 The origin of the integrated development plan

Craythorne (2003:153) provides some historic IDP process standpoint as follows:

The significant content of the IDP is not disparate with the past practices whereby most of the preceding municipalities had capital plans and three-year programmes, economic and social development approaches and the town planning arrangements. The dissimilarity takes place in the constitutional requirement that involves different instruments to be put together in one integrated plan, and there should be inclusion of critical development needs and performance measurements in that plan. In principle, there should be the end to the injustices of departmentalism and jurisdiction structures.

Ingle (2007:7) accentuated that the IDP is, consequently, not necessarily a new planning phenomenon or a drastic departure from the *status quo*, as is sometimes believed. The IDP needs to be appreciated more, as is not just a mere policy statement, but also a legal requirement. The South African story remained connected to the international trends; however, there is a particularly local story that is actually associated with the South African legacy of apartheid divisions (Harrison, 2006:192). The IDP was introduced to balance the incompetent structures. Ingle (2007:7) highlighted that the IDP did not come out of a vacuum, but it was inceptioned to decrease uncoordinated *ad hoc* planning. Harrison (2006:192) stated that in the late 1970s, the reformists were largely searching for solutions to the crises of politics and economy, and eventually there was an optimism that regional organisation would solve some of the more domain results of apartheid.

The IDP, as a legal requirement for local government to deliver the needs of the local communities, was acknowledged. Ingle (2007:7) pointed out that the Local Government Transition Second Amendment, Act 97 of 1996, by the Department of Constitutional Development, created an opportunity for IDPs to be in the statutory books. The IDP was now legitimated to fulfil its intended purpose. The IDP was primarily an effort by national government to make certain that local governments executed their functions thoroughly, in a manner that was developmental and financially in control (Harrison, 2006:195). Odendaal (2007:68) added that local governments take the responsibility of a transformative process, whereby many planners are working in the municipalities and are, among other things, expected to work with the IDP process, as well as the normal tasks like those associated with management of land use, organising local spatial plans and sectoral plans.

The Development Facilitation Act of 1998 defined the function of local government by compelling the leader and steer development functions of local government transition as provided in the 1996 Constitution and 1998 White Paper on Local Government. Amtaika (2013:91) stated that the

Development Facilitation Act gave local government the constitutional obligation to advance development and that was done by compiling the Land Development Objectives and IDPs. The Land Development Objectives were influential for the strategic frameworks for developing the communities, while the IDPs were influential for empowering the local authorities to prioritise and provide services to the people (Amtaika, 2013:91). The IDP needs municipalities to align their substantial, sectoral and resource developments, which include working together in organising the participation of other government spheres in their regions in the short, medium and long term (RSA, 1998).

Harrison (2006:193) emphasised that the key effect on post-apartheid policy was the late 1990s movement struggle whereby the community activists assembled for local issues such as housing and transportation. The Interim Constitution of 1993, Section 175, deliberated extensive legislative powers for the local government to give access to services to all the citizens living in its region of jurisdiction. The local government is obliged to render services such as water, sanitation, transportation, electricity, primary healthcare services, education, housing and security to all the citizens, provided that this is done in a more sustainable, economical and practical way (Amtaika, 2013:87).

3.3.3 Objectives of integrated development plan

The 1996 Constitution is responsible for the new model of government whereby national, provincial and local spheres relationship has been redefined through changing the top-down system of tiers hierarchy with the three interrelated planning processes and groups of strategies (Mashamba, 2008:423). The three spheres of government form a cooperative government and thus one will find the central and provincial government liable for formulating policies, while the local government has a task to process decisions by having discussions with the communities, formulating policies through the passing of statutes, as well as applying policies (Amtaika, 2013:15). The local government is a level of administration where there are deliberations between the civil servants and the communities.

The IDP is not merely the only instrument that is offered to bring change but is the technique through which the strategic way of local government is charted, and as a result, it remains a role player in the transformation of local government (Odendaal, 2007:68). The objective of the IDP process is to address the disorganisations and change the municipal planning process to one that is more viable (Nel & Rogerson, 2005:132). South Africa is a solidly decentralised unitary government that has the features of a centralised government (Mello & Maserumule, 2010:285). The authority of the unitary government relies on the local government. The local government has an exclusive control over people and organisations in the government and can make decisions to what powers and roles must be delegated to secondary political bodies (Thornhill *et al.*, 2002:29).

The IDP makes an effort to set the comprehensive strategic direction for all local government. The South African legislature advocates that every elected councillor will have to prepare their own five-year IDPs that will guide them in their office (Valeta & Walton, 2008:376). The MSA (2000) obliges and involves the municipalities to establish a performance management system, set objectives, monitor and assess the performance according to the indicators connected to the IDP (Manyaka & Sebola, 2015:681).

Local government has an imperative task because of its closeness to the people and plays a crucial role of recognising the strategies of national democratic transformation (Mello & Maserumule, 2010:286). Since the local government is physically closest to the communities, it is expected that it facilitates development and creates opportunities for the communities (RSA, 1996). For the IDP to achieve its purpose it is essential for the three spheres of government to work together. Valeta and Walton (2008:375) accentuated that the fundamental ideologies of cooperative government and intergovernmental affairs are an important determining factor to ensure that the local government will achieve its obligation. Each sector department in all three levels of government remains entitled with roles and duties that are linked to the IDP. Mashamba (2008:426) highlighted the roles and responsibilities shared by the three spheres of government in the process of IDP in shown in Table 3.1.

Table 3.1: Departmental roles and responsibilities

Information and sector plans	Strategic stakeholders
Statistics	Statistics South Africa
Spatial Development Framework	Department of Local Government and Housing
Disaster Management Plan	Department of Local Government and Housing
Local Economic Development Strategy	Department of Local Government and Housing Department of Agriculture, Forestry and Fisheries Department of Environment Affairs, Economic Development and Tourism
Housing Plan	Department of Local Government and Housing
Tourism Strategy	Department of Environment Affairs, Economic Development and Tourism
Integrated Environmental Management Plan	Department of Environment Affairs, Economic Development and Tourism
Education issues	Department of Education
Land reform	Department of Rural Development and Land Reform
Water Services Development Plan	Department of Water Affairs and Forestry
Sports, arts and cultural issues and translations of IDP documents	Department of Sports, Arts and Culture
Health Plan and HIV/Aids	Department of Health and Social Development

Information and sector plans	Strategic stakeholders
Integrated Transport Plan	Department of Roads and Transport
Social Crime Prevention Strategy	South African Police Services Department of Safety and Security Department of Justice and Correctional Services
Expanded Public Works Programme	Department of Public Works
Coordination of IDP alignment with the Provincial Growth and Development Strategy Guidelines	Office of the Premier

Source: Mashamba (2008:426)

Table 3.1 highlights that different departments of the three spheres of government collaborate, interconnect and mutually support each other. Mashamba (2008:427) further stated that the Department of Local Government and Housing has acknowledged the Coordinating Unit of the IDP, as well as the Strategic Management Unit, to support municipalities in the processes of IDP and largely support sector planning.

3.3.4 Maintained benefits of the integrated development plan

Notwithstanding being often criticised for not achieving its mandate, the IDP also has its success. According to Nel and Rogerson (2005:132), the IDP process is intended to reach decisions on matters such as the local economic development in a consultative, considered and systematic way. The IDP is the ‘road map’ of the municipality, whereby developments and procedures are coordinated through shared efforts (Vatala, 2005:227). The fundamental principle about the IDP is that the quality of lives of the communities should improve. The DPLG (2002a:5) stated that through the IDP, the challenges affecting municipal areas will be known to the municipality, the municipality will be directed on available resources, including developing relevant strategies and projects to deal with challenges. The local government must ensure that the developmental responsibilities are satisfied. The White Paper on Local Government (RSA, 1998) highlighted a number of envisioned benefits of the IDP, namely:

- § IDPs should allow municipalities to run their policies and strategies by organising their resources to the end. The IDP should be able to assist the municipalities to outline their priorities.
- § According to Section 4 and 5 of the 1996 Constitution, not all departments or everything that take place, falls under municipality jurisdiction. The IDPs have to give the platform for the local sphere to put up the agendas of provincial, national and global agencies.
- § The IDP is an effective instrument that helps local government to determine its priorities and creates unambiguous concessions and trade-offs that describe what the priorities will involve.
- § The IDP should make the environment to be sustainable.

§ The IDP should ensure that municipalities develop a holistic approach that will alleviate poverty, and by implication, seemingly a holistic approach for modest objectives.

Phago (2009:484) emphasised that the municipality should also include significant stakeholders that will contribute in improving the service delivery of the municipality. The IDP contributes to the functioning of municipalities. The Department of Public Service and Administration (2003:5) stated the following reasons for municipalities to have an IDP:

- § It assists to effectively make use of scarce resources.
- § It helps to rapidly speed up the delivery of services.
- § It helps to invite more additional funding.
- § It strengthens the democracy.
- § It helps defeat the legacy of apartheid.
- § It supports the intergovernmental organisation pursuit.

The IDP, respectively, has particular benefits for various target groups (Table 3.2).

Table 3.2: Benefits of integrated development plans for various target groups

Stakeholders	Benefits
Municipal Council	<ul style="list-style-type: none"> • Helps the municipality to get access to the resources and investments. • Helps the municipality to have a strong and accountable governance, including development guidance. • Creates a cooperative relationship with the public and relevant stakeholders. • Observes the performance of officials.
Councillors	<ul style="list-style-type: none"> • Assists councillors with approaches to communicate with their communities. • Helps councillors to make an informed decision when representing their communities. • Assists to monitor the performance of councillors.
Municipal officials	<ul style="list-style-type: none"> • Offers the official approaches to communicate with councillors. • Helps officials to make contributions to the vision of the municipality. • Enables the officials to take part in the decision-making processes.
Community and other stakeholders	<ul style="list-style-type: none"> • Provides the communities with the prospect to communicate their needs. • Helps the community to understand the municipality's development plan. • Gives guidance on how to communicate with the councillors as well as the governing body. • Enables the community to measure the performance of their councillors, including that of the entire municipality.

National and provincial sector department	<ul style="list-style-type: none"> • When IDP is available, it helps provide direction to the departments about the services needed, and as a result, resources are allocated accordingly.
Private sector	<ul style="list-style-type: none"> • Helps the private sector to make decisions and identify which sector to finance.

Source: DPLG (2002a:6)

The above-mentioned information confirms that the role of the IDP is significant in order for each municipality to achieve its goal. The active management of the process of the IDP can be described as the municipal stakeholders' capability to make the priority issues agree with the allocation of resources, programmatic application of development projects and instruments to monitor the costs (Mashamba, 2008:426).

3.3.5 Criticism of integrated development plans

The IDP also experiences some criticism as it often failed to achieve its mandate. Mello and Maserumule (2010:285) indicated that the three spheres of the state often do not work well together to achieve the developmental objectives. The jurisdiction of authority was unsatisfied by inadequately developed participatory processes, the conflicts of the establishment and the lack of connection between the local and regional municipalities (Odendaal, 2007:69). The IDP programme has not had the advantage of understanding the function of planning that involves the government and how the degree of decisions made can develop to be the exclusive domain of authorities (GGLN, 2007:14). In addition, Mello and Maserumule (2010:291) stated that the local government sector departments often do not take part in the forums of the intergovernmental affairs arranged for the IDP. The challenges related to the IDP process make it difficult for implementation to happen. Difficulties surrounding the different stages of the IDP often cause a delay and impractical expectations (Meiklejohn & Coetzee, 2003:29).

How the local government runs their planning differs totally. Mello and Maserumule (2010:291) stated that the developmental planning implementation in the government are different, like for instance, the financial years are not the same, and in many cases these misalignments become ineffective to build the cycle of shared influence in the development instruments. The local government financial year begins on 1 July and ends on 31 June the following year, while the national and provincial government budgeted year usually begins on 1 April and ends on 31 March of the following year (Department of Public Service and Administration, 2003:45-55).

The GGLN (2007:14) further identified a number of IDP limitations, namely:

- § The IDP document has a substandard quality. The analysis of the local development context is often inadequate and the impractical development objectives and projects are involved.

- § The management of the intergovernmental administration is underprovided, for instance, even though the IDPs often denote to the national and provincial development plans and growth strategies, they lack the substance of these plans and programmes.
- § The horizontal support in the municipality remains a challenge. There is often competitiveness between different municipal departments.
- § The apartheid spatial arrangements and economic disparities have not been transformed.
- § More often, there is manipulation of the technical and professional components of preparation so that the municipalities can keep a predetermined and politically influenced result or preserve the current situation.

There has also been a great challenge with attendance of IDP forums, more particularly from the national sphere of government (Mello & Maserumule, 2010:291). In most instances, the public often do not understand the IDP strategies and perhaps this could be attributed to the lack of interest from high powers. Since the IDPs are often ineffective to obtain the strategic sets allocated to government resources, more people are uninformed about the IDP plans to maintain and improve infrastructure, facilities and development activities (GGLN, 2007:14). Others have debated that the presentation of the IDPs revealed the trend of adopting international direction that shifted from project-focused to more strategic and comprehensive techniques that accentuates proper management of resources (Odendaal, 2007:68). Heller (2001:144) highlighted that the IDP's functions are "essentially an instrument for applying bureaucratic and political power as well as a vehicle for marketing instead of a conventional place for democratic mobilisation".

3.4 THE MANDATE OF LOCAL GOVERNMENT

The local government has an extensive development function to ensure that the basic services are rendered to the communities. Albeit, local government's role is to deliver services, its success will depend on the ability to organise and assign public resources in a developmental and viable approach (Valeta & Walton, 2008:374). Every municipality plays its role to administrate and plan its development projects in order to change the lives of its community. The mandate of local government as stated in the preface of the Local Government: Municipal Structures Act, Act 117 of 1998, specified that:

"there is a fundamental agreement in our country on a vision of democratic and developmental local government, in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives."

The MSA (2000) identified several components of the IDP that set for established and amalgamated municipal integrated development planning. The components are as follows:

- § The long-term developmental vision of the municipal council for municipality, with more focus on the municipality's more serious development and internal transformation needs:
- § Checking the current level of development in the municipality, that should take account of recognising communities that do not have access to the basic municipal services.
- § The development of the objectives and priorities of the council for its designated term, together with local economic development purposes and internal transformation needs.
- § The development strategies of the council that must be associated with the national or provincial sectoral plans and the plan that is obligatory to the municipality in relation to the legislation.
- § The spatial development outline that consists of the provision of basic guidelines for a land-use administration system of a municipality.
- § The operational plans of the council.
- § The provision of the appropriate disaster management plans.
- § Financial plans that comprises of the three-year budget projections.
- § The significant performance indicators and performance aims.

The components of the IDP are set as a guideline to achieve the desired goal for each municipality. The national and provincial government took upon itself to also focus on the necessary services that the communities need. The national and provincial government spheres have established a comprehensive strategic policy that administrates the local government and runs the country (Valeta & Walton, 2008:375). The IDP process provides a platform to recognise, deliberate and solve real issues in local government (Mashamba, 2008:425). Since the needs of each municipality differ, the national government does not denote that all municipalities will have the same vision. Valeta and Walton (2008:375) added that the circumstances regarding each of the 283 municipalities in South Africa will differ, and as a result, differences will exist. The South African Local Government Association (2004:29) highlighted the key areas that have been recognised by the national government to improve service delivery, namely:

- § Ending of the bucket system.
- § Providing basic water.
- § Providing basic sanitation.
- § Delivering houses.
- § Providing electricity.

§ Establishing roads and infrastructure.

The success of every municipality to achieve the priorities of service delivery is highly reliant on the respective municipalities to significantly plan, budget and work together with other municipalities, regional councils, provinces, national administrations and government organisations that agreeably work with the municipalities (Valeta & Walton, 2008:375). With a great extent, the development of IDPs reveals the experiences of various opinions, personal and other changes, and the need to manage the people that take part in the plan that will advance their lives (Maphunye & Mafunisa, 2008:462).

3.5 PUBLIC PARTICIPATION IN INTEGRATED DEVELOPMENT PLANS

The beginning of the South African developmental local government has turned into being the foundation of participatory democracy and development that take place through the partnership of the public and community organisations as a way to enable service delivery (Dipholo *et al.*, 2011:1437). Maphunye and Mafunisa (2008:465) stated that the inclusion of public participation in policymaking has been enhanced by the new legislation and policies such as the MSA, the Municipal Structures Act and the White Paper (1998) that pursue to improve the role of people in decision-making. Consultation with the community is crucial in the IDP process. The South African legislation obliges that the communities should take part to set indicators and objectives to monitor the execution of municipal IDPs (Valeta & Walton, 2008:380). Mafunisa and Xaba (2008:454) added that the participation level – through legal channels – shows the legitimacy of the local government system of South Africa.

The IDP, as a legally required plan and process for developmental planning and authority, has become one of the lead plans of the post-apartheid government (Maphunye & Mafunisa, 2008:461-462). The MSA (2000) stated that the municipal council has to create principles of participatory governance, including the conditions contributing to the community and other appropriate stakeholders to take part in public matters. The communities democratically have the right to take part in government processes (Mafunisa & Xaba, 2008:453). When the communities take part in the process of developmental plans, the process is more likely to be seen as legitimate (Theron, 2005:111). Maphunye and Mafunisa (2008:462) highlighted that the rationale for creating IDPs is because of the apartheid spatial and development processes that has left the South African cities and towns with the following problems:

- § The business and residential areas that are divided according to race.
- § The planning that does not take care for the poor people – they travel long distances to get to work or other services.
- § Inequality in the level of services among the rich and poor people.
- § Increasing of informal settlements and residential areas that are far away from services, make economical service delivery very challenging.

In the context of the South African history, public participation brings to mind memories of vibrant (others call it *unruly*) public protests, worker strikes and groups of people toyi-toying (Maphunye & Mafunisa, 2008:462). The public participation takes place in the form of IDP official forum assemblies, community IDP enquiries, *Imbizos*, ward committees and other community-centred settings (Valeta & Walton, 2008:380). Essentially, public participation in South Africa involves many steps such as negotiating, resolving conflicts, peace building, reconciliation, as well as discussions among the people (Maphunye & Mafunisa, 2008:465). The participatory phases of the IDP are required to be more strategic in ascertaining and making certain that there is involvement of significant representatives and stakeholders that can literally be the voice of the underprivileged people, who come to be known to be uneducated as well as innumerate (Mautjana & Makombe, 2014:55). Theron (2005:123) also emphasised that public participation gives opportunities to correct the inequalities of the historic top-down rigid methods, as well as improving the prospects of reaching a sustainable development.

Community participation is very important as it assists the citizens to take decisions about their future. Participation ensures that the government can focus on the needs of the communities in a more appropriate manner, as well as contribute to build informed and in-charge communities (Mafunisa & Xaba, 2008:455). Mautjana and Makombe (2014:53) further added the reason for participation as follows:

- \$ An opportunity for decision-makers to know about what the communities prefers.
- \$ To develop the decisions based on the experiences of the locals.
- \$ To encourage equality and justice.

If ordinary people take charge in the running of their communities, it also increases the integrity of the political authority. Maphunye and Mafunisa (2008:465) stated that in relation to the IDP and public participation, the DPLG plans the process that should be followed to make certain that the IDP becomes a success. The DPLG established the IDP forums in different municipalities to ensure that participation becomes a success. The DPLG (2002a) suggested that the IDP representative forums should comprise of the following:

- \$ Participants of the executive local committee council.
- \$ Councillors.
- \$ Traditional healers.
- \$ Ward committee councils.
- \$ Heads of departments, as well as the senior executives from the local and provincial government.
- \$ Agents form structured stakeholder groups.
- \$ Activists.
- \$ Resource people or advisors.

§ Members of the communities (for example, an RDP forum).

The intention of the IDP representative forums is for stakeholders to take into account the interests of their communities and to give structure for deliberations, debates and shared decision-making (Mafunisa & Xaba, 2008:457). The process to encourage communities to take part can take place in diverse ways such as public hearing, appeals, committees, awareness raising, road shows, exhibitions, submissions coming from public responsiveness on the legislature's effort and handing out flyers (Maphunye and Mafunisa, 2008:466). Mafunisa and Xaba (2008:452-453) stated that the communities should vote for the municipal councillors who will take into account their interests in the local council. The representative choice of the community is democratically elected by members of the communities in order to put forward their needs. The ward committees of municipalities, as well as the IDP bureaucrat forums, are the focal area in which the IDP is implemented. The final stages are the IDP documents that are revised every year in order to bring together social learning, developing of priorities and new resource prospects (Mafunisa & Xaba, 2008:452). Moodley and Govender (2006:831) reiterated that ward communities are recognised as a tool to increase participation of the communities in their municipalities. The ward committees ensure that there is a formal communication channel among the communities and the municipal council (Mafunisa & Xaba, 2008:457). The 1998 White Paper on Local Government stated that the community participation process in the IDP must be a negotiating policy between the government and the community, consequently necessitating the communities to make decisions. Mafunisa and Xaba (2008:457) argued that the fundamental objective of the IDP process is the necessity to make a participatory framework for development as a way to take account of those who were disregarded from economic activities. The DPLG (2000b) specified the different levels of participation in the IDP process as shown in Table 3.3.

Table 3.3: Level of participation in stages of the integrated development planning process

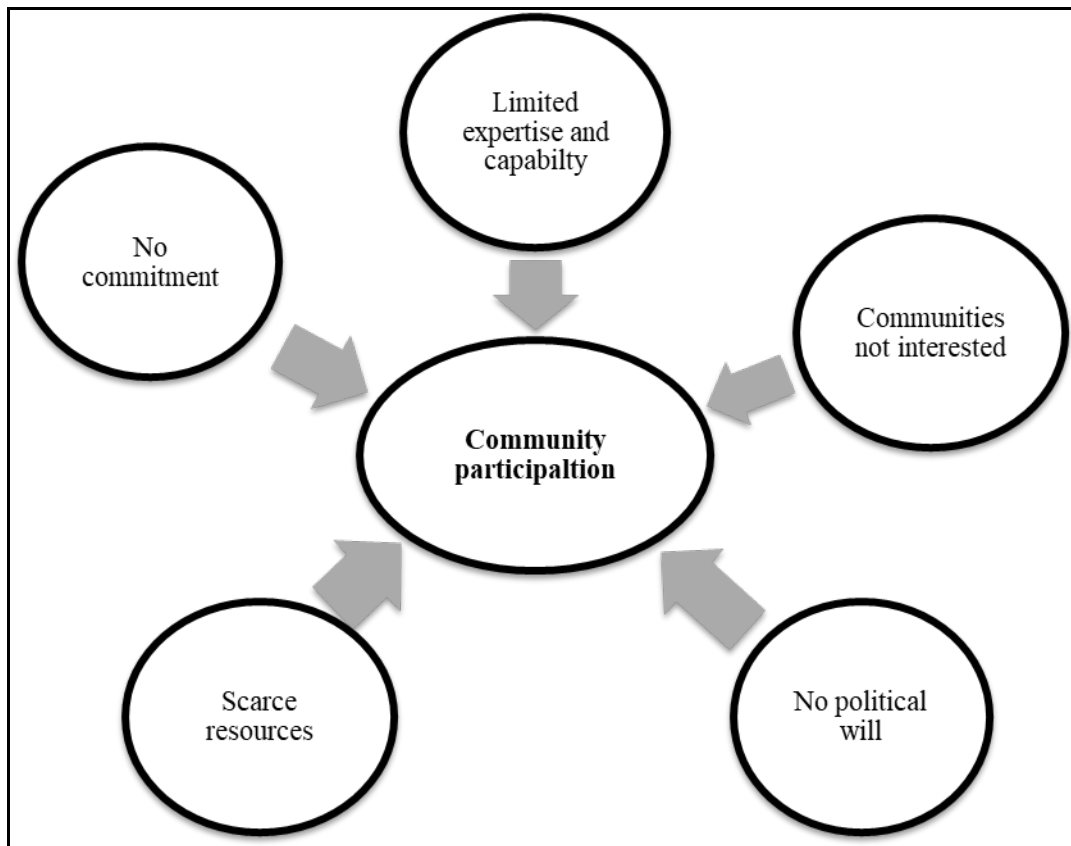
Stages of the IDP process	Form of participation
Analysis	Community and stakeholder gatherings, sample surveys and opinion surveys.
Strategies	Regional workshops.
Project planning	Low in municipality-inclusive projects. High in local community projects.
Integration	Legislative body of IDP forum.
Approval	General public discussion or consultation; this is usually an opportunity for residents to comment.
Monitoring and implementation	Legislative body forum.

Source: DPLG (2002b)

3.5.1 Challenges facing public participation

The participation of the public is confronted by critical challenges. Mautjana and Makombe (2014:58) highlighted that programme planners are usually faced by the challenge to evaluate public participation, including recognising and determining indicators of participation. The long distances that the communities travel to their municipal areas and how the IDP process is managed, are among the contributing constraints in the participation of the public (Mafunisa & Xaba, 2008:458). Maphunye and Mafunisa (2008:469) argued that regularly, the participation of the communities fails to reach its goal, more especially in impressive structures such as the IDP because of a number of difficulties and challenges to the process, namely. *Firstly*, the IDP process in South Africa lacks the operational and significant public participation. *Secondly*, many consultations and IDP meetings that they have to attend on a more regular basis often exhaust the municipal officials. *Thirdly*, the local municipality lacks the sense of urgency provide finances and essential resources that can effectively assist the community in the IDP process. *Fourthly*, the delay to issue resources is associated with the bureaucratic exhaustion stemming from the internal anomalies and red tape in the governmental structure. *Fifthly*, consultants are often appointed to take on the IDP process, without involving the communities. Mautjana and Makombe (2014:63-64) pointed to the following factors that are affecting community participation:

- \$ Limited expertise of the community to deal with complex issues.
- \$ Insufficient resources.
- \$ The lack of commitment as well as poor attendance.
- \$ Community's inputs not taken into consideration.
- \$ No political structure is supporting participation.
- \$ The community lacks interest in the functions and processes of municipalities (see Figure 3.1).



Source: Mautjana and Makombe (2014:63)

Figure 3.1: Factors affecting community participation

Participation of the community sometimes does not represent everyone in the communities. Methods of participation take place across a continuum, from minimum effort and deceiving to decentralised power and controlling the citizens (Hofisi, 2014:1127). Another challenge, according to Mautjana and Makombe (2014:58), is how to move away from engaging self-appointed frontrunners and ensure that there is predominant participation of the community. Everyone should be able to take part in their communities and the government should capitalise in building confidence and expertise in the communities.

3.5.2 Towards successful public participation

The public participation is often associated with constraints, but if performed properly it can have effective and productive outcomes. Mafunisa and Xaba (2008:458) stated that creative ways should be established as means to address the negativities around public participation, and consequently, that can enhance the quality of participation in the IDP process. Newman and Jennings (2008) suggested the following requirements in order to achieve a meaningful and inclusive participation:

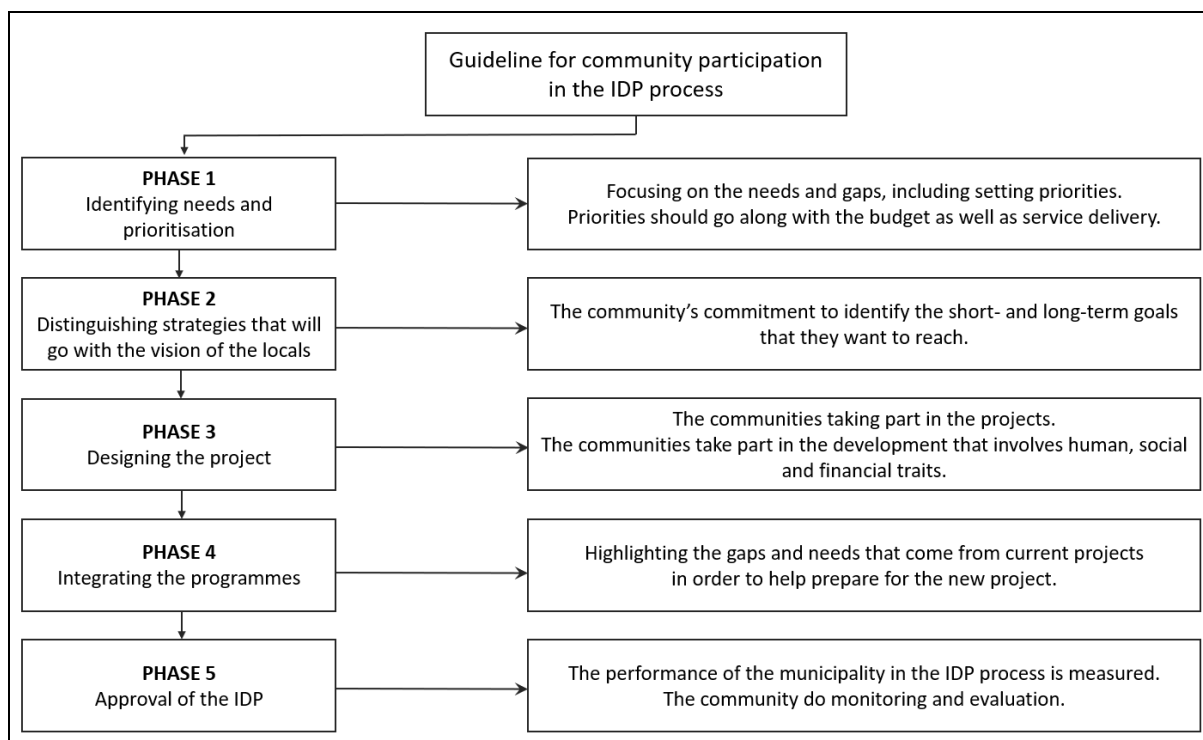
§ It is important for leadership, whether political or governmental, to be dedicated.

- \$ The highest authority of government should be able to support national policy, as well as the legislative framework.
- \$ Have an appropriate political planning at municipal level as a way to ensure that there is coordination and accountability that is completed by setting up direct and indirect participation.
- \$ Participation should be comprehensive to ensure that it includes everyone in the communities, more particularly the underprivileged groups.
- \$ There must be relevant tools that will fit to the forms and intents of the process of participation.
- \$ Implementation of the monitoring and evaluation process that will track development and results, as well as reflect of the experiences.

In order to achieve the above-mentioned objectives, it is important for the people in charge to have some sort of knowledge about the work. All the mentioned objectives can be a futile dream if the officials from municipality, including political representatives, do not have the necessary expertise and capabilities (Mautjana & Makombe, 2014:59). Participation of different stakeholders in the IDP process is important in South Africa. Buccus *et al.* (2007) stated that South Africa has a strong participatory context that has an established right to participation, specifically in local governance, ward committees and local planning. Mautjana and Makombe (2014:61) further added that local governments appear to be taking community participation in matters of development more into consideration. For the communities to participate in the local activities a properly structured guideline should be followed. Tshabalala and Lombard (2009:406-407) recommended the following:

- \$ The municipalities should plan IDPs meeting in a way that will accommodate all different classes in our societies.
- \$ Improve participation by uplifting developmental features such as building of human resources, local economy and social funds, and prioritising on the needs of the communities.
- \$ Ensure that the communities make their own decisions.
- \$ Inform the communities about the issues in the communities, as well as encouraging capacity-building workshops and ward committees to provide feedback to the communities, as this will show a shared way to solve a problem.

Tshabalala and Lombard (2009:407) suggested the following framework as guidelines for community participation in relevant phases of the IDP process.



Source: Tshabalala and Lombard (2009:407)

Figure 3.2: Guideline for community participation in the process of integrated development planning

3.6 IMPROVED HUMAN SETTLEMENTS

Housing is the most important element of development that expands people's choices, how they live and whether they have access to resources (De Visser, 2005:118). The proficiencies of local government must remain peripheral to housing. The MSA (2000), section 4(2), obliges municipalities to add to the apprehension of right to access to housing as assured in section 26 of the 1996 Constitution. In *Government of the Republic of South African and others v Grootboom and Others* (2000) the Constitutional court envisaged that:

Section 26(1) is a right to have "access to satisfactory housing". Acknowledges that housing is made of more than bricks and cement. The provision of land should be accessible, relevant services such as water and sewage removal as well as provision of housing. In order for people to have satisfactory housing the following conditions needs to be achieved: land should be available, services must be provided and there should be a dwelling.

The development of housing is another important function of the state that involves large numbers of communities to be involved (De Visser, 2005:119). IMIESA (2015:64) stated that the success of carrying out human settlement projects is recognised as an outcome of support from the politicians and the municipal representatives – this is where the council accepts the project and the budget, and

how the project is going to be distributed is shared to ward community assemblies and steering committee assemblies.

According to the Department of Housing (2004:7), the second Breaking New Ground (BNG) specified the vision and objectives of human settlements as follows:

- § The speeding up of the delivery of housing in order to alleviate poverty.
- § To provide housing as a strategy for generating employment.
- § Ensuring that all people have access to property as a means to create wealth and empowerment.
- § Have an effect in the growth of the economy.
- § Fighting crime, encouraging social cohesion and also improving the poor people's quality of life.
- § Decreasing the inequalities of residential properties and have a single suburban market.
- § Using housing as a tool for the development of sustainable human settlement in order to assist spatial restructuring.

Government is shifting on how to address the delivery of housing (Gertzen & Brinkley, 2010:15). In more than 24 years, delivery of housing has been altered to suit the needs of the communities. Jansen van Rensburg (2015:39) stated that alongside the 1994 South African democracy, there was a lengthy list of spatial planning and development difficulties that encompassed segregation, an uneven spatial system as well as numerous problems that had to do with economic consequences. To close the gaps of the past apartheid legacy, government needed to be acquainted to new approaches and interventions. To change particularly the disparities in South Africa, the RDP was among the new approaches developed. The RDP was established as an influential development model (Harrison, 2006:194). The RDP focused on changing the community's lives by providing essential services. The White Paper on Reconstruction and Development (RSA, 1994, Section 1.1.1) stated that the RDP was offered as an integrated, comprehensible socio-economic policy, and also the RDP office within the national government was tasked to provide national coordination for the application of the RDP. Harrison (2006:194) pointed out that the RDP is still presented as a conventional left-focused programme that is run by government investments and ensuring that services are delivered.

The White Paper on Reconstruction and Development (1994, General Notice No. 1954), describes RDP as:

A policy outline that focuses on integrated and coherent socio-economic development. It pursues to bring together the people and the resources of the country in order to eliminate the effects of apartheid. Its goal is to have a democratic, non-racial and non-sexist prospect including representing a vision for the central transformation of South Africa through: the establishment of sturdy and stable autonomous institutions, encouraging representation and participation, making certain that the country turns out to be completely democratic, non-

racial and non-sexist people, and build a sustainable and environmentally friendly growth and development path.

This policy framework also provides the housing standards that should be adhered to, namely:

- § The houses should provide protection from the weather.
- § The structure of the houses should be strong.
- § There must be a practical living space and privacy.
- § Have sanitary facilities, storm water drainage, energy supply, whether from electricity or solar energy.
- § Have access to clean water.

Gertzen and Brinkley (2010:16) stated that it is important that housing should be supplied according to these minimum standards. Irrespective whether the house is in the suburban areas or the township areas, it should always ensure that its inhabitants are able to do their daily activities conveniently, regularly and at reasonable cost (Stone, 2016:36). The human settlement development, whether it is a new settlement or improvement of the current houses, has an influence on society far beyond expected (IMIESA, 2014:16). In the past 10 years, government has managed to invest R29,5 billion to approve 1.6 million housing opportunities and as a result about 500 000 families have secured title deed for their old public housing (BNG, 2004:6). Regardless of the purported success, there were limitations in the housing progress. Frankson (2015:32) quoted the Former Minister of Housing. Ms Lindiwe Sisulu, who mentioned that the delivery of houses has radically dropped throughout the provinces; there has been a 30% drop in the delivery rate and the housing backlog affected 2.3 million families. The BNG (2004:7) highlighted that the slowdown in delivery of houses and under-expenditure of provincial budget has been ascribed to numerous factors such as the following:

- § The large decline in service delivery is linked to the departure of large construction groups from the government-assisted housing sector because of the low profit returns. The pulling out of large construction companies has left a huge gap in construction projects, project management, monetary management and grant administration.
- § In 1994, the government planned to facilitate increased private lending for – and investment in – low- and medium-income housing at the same time as eradicating geographic discrimination in the origination of housing loans. The Department of Housing recommended that a specific amount of private funds should be allocated to low and medium housing first, and this would be done by having agreement with the banks and the community re-inventive legislature.
- § Distinguishing, acquisition, organising and releasing the government-owned and privately-owned land according to the reviewed procurement outline, has demonstrated to be a slow-moving and difficult process.

- § There are gaps between the new policy measures, legislation, guidelines and procedures, including the absence of institutional coherence.
- § Policy shifts and uneven application of policies have triggered serious disruptions.
- § The uneven application of policies in various regions and the resulting insufficient enforcement of policies at the local sphere have had an impact on delivery.
- § The capacity limitations occurred at local, provincial and national levels, but the local government has mostly been affected.

The municipalities are an important centre of transformation of development in the community. The social needs of the communities are delivered on the basis that there must be a balance in the delivery of infrastructure and services (Manyisane *et al.*, 2015:36). To ensure that adequate services are provided municipalities need to be in the lead. IMIESA (2015:66) stated that municipalities could put up pleasant and professional associations with the provincial and national spheres of government where roles and duties are implemented and monitored frequently.

3.7 CONCLUSION

Provision of basic services is considered as one of the important essentials across different societies. The communities are likely to get frustrated if basic services are not delivered. The 1998 White Paper on Local Government introduced the IDP to act as a tool to alleviate poverty and improve economic and social development. The IDP allows the communities to be the central beneficial in the areas as it focuses specifically on their needs. The IDP has its flaws; however, it has also managed to enable developments, speed service delivery and strengthen the democracy in local areas. The South African government has three spheres, and greater power to focus on the interests of the community is distributed in the local government. Public participation is also an essential element in the IDP; the different stakeholders involved encourage democracy and strengthen decision-making. The communities sometimes do not have an interest to participate in community activities because they are not always well-informed. The involvement of communities is important, and it should always be encouraged. The adequate provision of human settlements is crucially important for every person, and in the recent years the South African Department of Housing has experienced serious challenges where there has been a large drop in the delivery rate across the country. Nevertheless, the BNG has highlighted the shortcoming experienced in the past years and is now focussing on speeding up delivery of houses, creating employment and overall improving the economy of the country. The following chapter describes the research methodology and survey results of the case study conducted for this dissertation.

Chapter 4

RESEARCH METHODOLOGY AND RESULTS

The previous chapters focused on the international and South African context related to the IDP. In this chapter the research methodology and results of the case study are described in detail. Specific attention were given to give a background of the geographical area, the research and survey selection design, collection of data and data analysis. The last section gives a summary of the findings.

4.1 RESEARCH GEOGRAPHIC AREA

In 2016, the former Naledi Local Municipality and Soutpan were amalgamated with the Mangaung Metropolitan Municipality (MMM) (MMM, 2017/2022:12). MMM is comprised of seven towns, namely Botshabelo, Dewetsdorp, Mangaung, Soutpan, Van Stadensrus, Thaba Nchu and Wepener. MMM (2016/2017:16) indicated that about 52% of the population lives in Mangaung, followed by 28% in Botshabelo, 14% in Thaba Nchu and about 6% in rural areas. The area of study within the MMM is Thaba Nchu. Thaba Nchu comprises of urban and rural areas in agreement with private and communal land where there are people living in the distributed villages of the area (The South African LED Network, 2016). Bass and Hearne (2010) also pointed out that Thaba Nchu occupies 127 462 ha in the Free State; there are 9% urban areas and the remaining part is rural areas. Thaba Nchu became part of the RSA in 1994. Thaba Nchu was formerly a section of the Bophuthatswana homeland (CSIR, 2012:26).



Source: South African Municipalities (Online)

Figure 4.1: Map of the Mangaung Metropolitan Municipality

Thaba Nchu consists of 42 rural areas, and to be more specific, only three areas were selected to represent the entire population of people living in RDP houses. The following table indicates the total population and number of households in the MMM and Thaba Nchu.

Table 4.1: Total population and number of households in the Mangaung Metropolitan Municipality and Thaba Nchu

Households	Total population	Number of households
Mangaung Metropolitan Municipality	747 431	231 931
Thaba Nchu	70 118 (9.4%)	21 792 (9.4%)

Source: Statistics South Africa (2011)

4.2 RESEARCH DESIGN AND METHODOLOGY

This section expands on the methodology mentioned in Chapter 1. The research used two research designs, qualitative and cross-sectional designs. The research is a qualitative study focusing on semi-structured one- to-one interviews for both the community and the local government officials. Schurink (2009:803) stated that designing and finishing a qualitative research study must be preserved as a

method where the researcher's effort to do the research is centred on his/her assumptions of how the exploration question could be answered as honestly as possible. According to Greeff (2002:292), interviewing is the most used way of collecting data in qualitative research. A semi-structured questionnaire involves asking a number of open-ended questions that will lead to more detail about what needs to be investigated (Hancock *et al.*, 2009:16). The semi-structured one-to-one interviews allow flexibility for both the researcher and the participant.

4.3 SURVEY SELECTION AND QUESTIONNAIRE DESIGN

Thaba Nchu has many low-income subsidy houses. The target population were the people living in low-income subsidy housing, as well as officials from the local government. A purposive sampling was used in the study. According to Daniel (2011:87), purposive sampling is a nonprobability sampling process whereby the elements are selected from the target population based on their fitting to the purpose of the study. A target sample size of fifty (50) was selected. This comprised of forty-five (45) community people living in low-income subsidy houses and five local government officials. The five local government officials were two (2) IDP officials, one (1) councillor for Ward 42 (Bultfontein 2 and 5) and two (2) ward committee members.

Different interview questions were constructed for the community and local government officials. The reason for this was that the researcher wanted to achieve different objectives. The interview questions focused on finding the relevance of the IDP, how people gets involved with local government to make sure their needs are met, and also how human settlements could be improved. All 50 questionnaires were completed, and the community was eager to participate and voice their concerns. The two different questionnaires were administered: one for the community and one for the government officials. The questionnaire for the community members (see Appendix 2) consisted of the following three sections:

- § Section A consisted of the biographical information such as gender, age, marital status, residential area, level of schooling, occupation and the level of income per annum.
- § Section B consisted of data describing the IDP and involvement of the community and local government.
- § Section C comprised of data that identifies the improvement on human settlement.

The questionnaire for the local government officials (see Appendix 3) consisted of the following two sections:

- § Section A consisted of the biographical information such as gender, age, level of schooling, time in the occupation and the title of the occupation.

§ Section B consisted of data describing the IDP, involvement of community and local government and analysing the improvement of human settlement in Thaba Nchu.

4.4 COLLECTION OF DATA

The section focuses on the data collection method. Data was collected from 19–30 June 2017. A meeting was arranged with a councillor for Ward 42 and the Department of Cooperative Governance and Traditional Affairs. Training was provided to the three research assistants who helped the researcher to collect data. The community of Thaba Nchu was willing to take part in the research. All participants responded to the questionnaires; there was no incident where somebody felt that they did not want to be part of the study. The community stated that they have had a number of people coming to ask about their low-income subsidy houses, however they have not seen any change so far. It was easy to do the research at the place where the researcher grew up and most people were grateful for the research to take place in their area.

The interview with the councillor and the ward committee provided an in-depth knowledge of the IDP. The success of the IDP was determined by the commitment of the community members and the municipality to work together. The community of Thaba Nchu were familiar with the priorities of the IDP in Ward 42. Every community has its own needs and priorities and it is important to identify and work together with the municipality to achieve them. Some of the IDP priorities of Ward 42 in Thaba Nchu, highlighted by the MMM (2016/2017), included the connection of waterborne toilets and removal of ventilated improved pit toilets, fixing the roads, having streetlights, renovating the community hall, building a clinic and a primary school. The priorities of the MMM IDP shared the same notions with what the community highlighted as their needs in the survey. According to the results of the study, different basic services were regarded as important to the community of Thaba Nchu.

4.5 DATA ANALYSIS

According to De Vos (2002:339), data analysis is the process of getting into order, structure and finding significance from the collected data; the process can sometimes be unclear, disorganised, time-consuming and uninspiring. Cloete (2007:513) stated that in qualitative research, data analysis remains an ongoing process, that links and examines techniques, once the researcher starts to gather literature or begins with the fieldwork to collect empirical data. A thematic framework was used to group different questions according to their themes (Cloete, 2007:515). To add to the method of analysing data, the IBM SPSS Statistics program was used. Croucamp (2009:886) described the IBM SPSS Statistics as a complex program that masters putting data into order and analysing the enormous volume of data efficiently.

4.6 THE SURVEY RESULTS FOR COMMUNITY MEMBERS AND OFFICIALS

The following section focuses on the survey results. First, the results of the community of Thaba Nchu will be discussed, followed by a discussion of the results obtained from the officials of local government.

4.6.1 Demographic data of the community members

A total population of 45 took part in the survey. Approximately half of the 45 respondents were residing in the Thaba Nchu areas Bultfontein 2 (n=11) and Bultfontein 4 (n=12). The other half of the respondents were residing in the Bultfontein 5 (n=22) section (see Table 4.1). Table 4.2 reflects on the demographic data of the community members that participated in the research.

Table 4.2: Demographic data of the community members

Variables		N	%
Gender	Female	28	62.2
	Male	17	37.8
Marital status	Single	22	48.9
	Married / Living together	10	22.2
	Separated / Divorced	4	8.9
	Widow(ed)	9	20.0
Age	18 – 29 years	2	4.4
	30 – 35 years	8	17.8
	35 – 41 years	6	13.3
	42 years and older	29	64.4
Employment status	Unemployed	17	37.8
	Employed / Self-employed / Informal work	8	17.8
	Living of grants	20	44.4
Education	No schooling / Primary	17	37.8
	Secondary (not completed / completed)	27	40
	Higher education	1	2.2
Number of people in household	1 – 2	9	20.0
	3 – 6	28	62.2
	7 or more	8	17.8

The following information can be deduced from the demographic data of the respondents in Table 4.2: In the study, more participants were females. There was a 62.2% response from females and 37.8% for males. Many households, with a total of 48.7%, were headed by females. Crosstabs were done on gender and it was found that 85.7% of female-headed households were single, divorced or widowed. Approximately 64.4% (n=29) were 42 years and older. When looking at the employment and income status, the majority of the respondents (44.4%) were living on social grants, followed by 37.8% of those who were unemployed and about 17.8% (n=8) employed / self-employed had informal jobs. An average of three to six people was living in one household (62.2%).

In the literature, Pillay *et al.* (2006:2) stated that in the course of the 1994 elections, inadequate housing, poor service delivery, imbalances in the municipality's allocated expenses classified many cities in South Africa, dealing with the structures of the apartheid local government and the realities of poverty and unemployment. From the above results of the survey it can be concluded that the results were influenced by the legacies of apartheid. The above statement is supported by the fact that there were more single female-headed households and there was large number of respondents that were over the age of 42.

4.6.2 The survey results of the community members

4.6.2.1 What is the integrated development plan and what does it mean to you as a community member?

When describing what the IDP is, the community gave a wide range of answers, but in essence, the IDP was described as attending meetings; services/infrastructure-related; community needs; government future plans (feedback); and a negative perception about the government. Others indicated that they did not know what the IDP was. Regarding the attendance of meetings, Table 4.3 indicates the following:

Table 4.3: Attending meetings

Attending meetings	N	%
Active participation in meetings	32	71.1
Rarely attended meetings	7	15.6
No knowledge of IDP	6	13.3
Total	45	100.0

Attending meetings is important as it informs the communities of what is happening in their communities. Seventy-one percent of the participants indicated that they actively participated in meetings and that is how they learned to understand the concept of the IDP. The IDP was further

described as services / infrastructure-related; community needs related; people expressing their negative views about the government; as well as some communities who were still hopeful. The community indicated that the IDP means discussing the services that are needed in their community, which also included the involvement of the government in the IDP planning. The findings of how people described the IDP are highlighted in Figure 4.2.

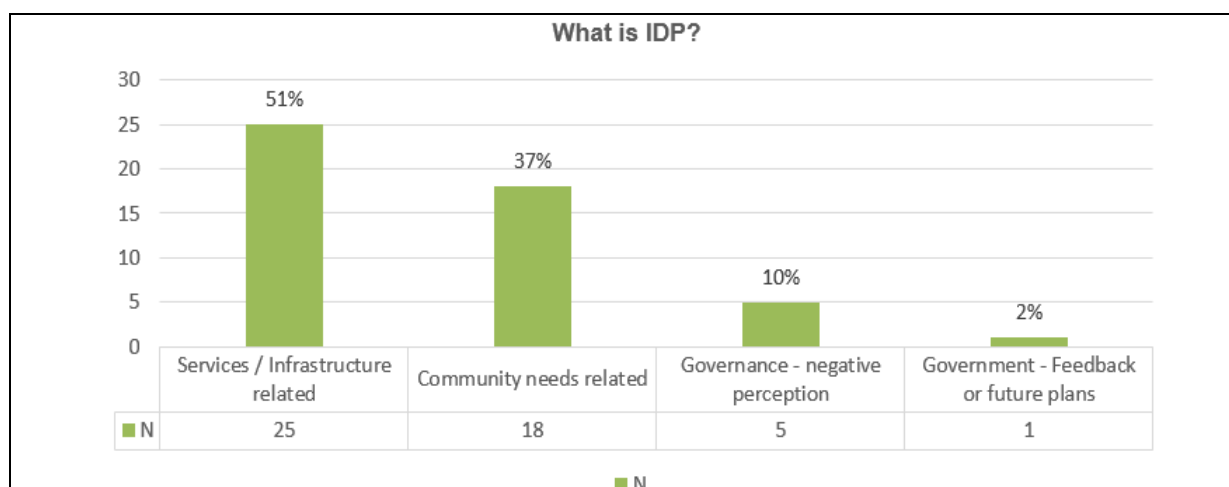


Figure 4.2: What is the integrated development plan and what does it mean to you as community member?

From the responses received in the survey, approximately 51% (n=25) described the IDP as the focus on services / infrastructure needs; 37% (n=18) described the IDP as community needs-related, while 10% (n=5) expressed a negative perception about the government, and only 2% (n=1) stated that the IDP is about the government and the community planning together, as well as ensuring that the community always get feedback.

4.6.2.2 Do you think the local government is doing enough to improve human settlement?

The responses of the community members are shown in Table 4.4.

Table 4.4: Improvement on human settlement

Do you think the local government is doing enough to improve human settlement?	N	%
No	28	62.2
Yes	17	37.8
Total	45	100.0

A total of 62.2% of the participants indicated that they did not think that the local government was doing enough to improve human settlements, while 37.8% indicated that they were satisfied. For those community members who answered 'no', their responses highlighted that:

- \$ 22.2% were not satisfied with the incomplete houses;
- \$ 24.4% felt like the government was not doing enough; and
- \$ 15.6% were not satisfied with the quality and services.

Moreover, for those community members who answered ‘yes’, their responses highlighted that:

- \$ 26.7% were appreciative that the government has provided them with houses; and
- \$ 11.1% were grateful for the provision of basic services.

Figure 4.3 shows pictures of incomplete houses in the study area.



Source: Author's own (2017)

Figure 4.3: Pictures of incomplete houses

4.6.2.3 When did you move into this house?

Table 4.5: When they moved into their houses

When did you move in into your house?	N	%
1995 – 2000	12	26.7
2002 – 2008	10	22.2
2011 – 2017	21	46.7
Subtotal	43	95.6
Missing system	2	4.4
Total	45	100.0

Since the 1994 democratic elections, there has been an increasing number of low-income subsidised houses in South Africa. Over the years, an increasing number of people moved into their low-income subsidised houses in Thaba Nchu. Approximately 26.7% (n=12) stated that they moved into their houses around 1995 to 2000; 22.2% (n=10) stated that they moved into their houses around 2002 to 2008; and 46.7% (n=21) stated that they moved in around 2011 to 2017. There is a missing value of 4.4% (n=2) and this is as a result of those community members who specified that they were not sure

when they moved into their houses. It can be deducted from the survey results that there has been a significant increase in the number of people who moved into their houses from 2011 to 2017.

4.6.2.4 *What have you done to improve the housing standards?*

A large majority of the community of Thaba Nchu has made some changes to their low-income subsidised houses. Table 4.6 shows the significant number of people who made changes to their houses:

Table 4.6: Improvement to the housing standards

What have you done to improve the housing standards?	N	%
Done improvements	27	60.0
No improvements	18	40.0
Total	45	100.0

Various improvements have been done to the low-income subsidised houses. Other community members have done more than one improvement, hence there is a different number to the total. The types of improvement done to their housing standards are shown in Table 4.7.

Table 4.7: Types of improvement to the housing standards

Improvements	N	%
Finishing touches (plaster, painting, tiles)	23	41,1
Structural (doors, windows, burglar bars)	21	37,5
Extensions (rooms, veranda)	5	8,9
Maintenances (fix, cracks)	4	7,1
Services (electricity, bathrooms, water pipes)	3	5,4
Total	56	100,0

Approximately 41.1% (n=23) stated that they have done finishing touches such as plastering, painting and putting on tiles, followed by 37.5% (n=21) who have done structural changes such as putting on doors, windows and burglar bars. The other improvements to the houses were scored relatively low, extensions to the house was 8.9% (n=5), followed by maintenance to the houses at 7.1% (n=4) and services such as installing electricity, bathrooms and water pipes at 5.4% (n=3). To take it further looking at gender, more males (76.5%) have done the improvements to their houses. Regarding the females, on the other hand, only 50% indicated that they have improvements to their houses, perhaps this could be as the results of 53.6% (n=15) of females against 29.4% (n=5) males who are dependent on the government grants.

4.6.2.5 *How often do you have community meetings with the local government?*

Community participation has been considered as one of the important parts of the IDP. As stated in the literature, the IDP process has been able to increase the participation of the community in the planning of local government (GGLN, 2007:14). To explore more regarding the accuracy of the question of attending meetings (**Question 2**), the following section asked how often the community attended the meetings. These responses are shown in Table 4.8.

Table 4.8: How often were meetings attended?

How often do you attend the meetings?	N	%
Regularly	21	46.7
Flexible (Irregularly)	20	44.4
Never	4	8.9
Total	45	100.0

It was found that more participants from the residential areas of Bultfontein 2 (90.9%) actively attended the meetings, compared to 66.7% of Bultfontein 4 and 63.6% of Bultfontein 5.

4.6.2.6 *What you would like to see the local government do to improve the quality of housing?*

The community recommend a number of things they would like the government to improve in terms of the quality of their low-income subsidised houses. Different recommendations to improve the quality of houses are clusters according to the needs of the community. Table 4.9 shows the highlighted recommendations.

Table 4.9: Recommendations to improve the quality of housing

Recommendations		N	%
Services	Ceiling	12	14,3
	Finishing	11	13,1
	Geyser	8	9,5
	Bathroom	7	8,3
	Water/Electricity	7	8,3
	Sanitation	4	4,8
	Subtotal	49	58,3
Governance	Improved quality	20	23,8
	Trust/Management	9	10,7
	Greater infrastructure	2	2,4
	Subtotal	31	36,9
Community	Skills transfer	3	3,6
	Disability	1	1,2
	Subtotal	4	4,8
Grand total		84	100,0

Based on the different clusters (services, governance and community) that needs improvements, the services are considered as the most essential, and the total highest score of 58.3% (n=49) was achieved. However, noticeably the improvement on quality as an individual variable has scored as the highest 23.8% (n=20). In terms of recommendation from the community cluster, one of the important recommendations was to ensure that the houses could accommodate people with disabilities. From the result of the survey it can be deducted that the government needs to improve the quality of housing. Post-apartheid, the improved quality remains a concern. In the literature, Aliaj (2002:112) declared that low-income people often do not have access to adequate land, structures and services, access to finances as well as information.

4.6.2.7 Do you think the local government communicates effectively with the communities?

Table 4.10: Effective communication

Effective communication	N	%
Yes	23	51.1
No	18	40.0
Not sure / No comment	4	8.9
Total	45	100.0

The results indicated that there were fairly more participants who came to an agreement that there was effective communication between the local government and the community (51.1%; n=23). Those who agreed, indicated that they received positive feedback and attendance of meetings was another way that contributed to effective communication.

4.6.2.8 Rate the most important basic service needed in your community on the scale of 1 to 7

The community members ranked healthcare services as the *most important* services in their community (57.8%), followed by water and electricity, and employment, both at 44.4%. Housing scored less on the *most important* services (26.7%). One of the reasons housing was ranked less on the list of services could be how people once received services they no longer regard it as important. The responses of the survey indicated that the importance of services differed from individual to individual. Other participants stated that all services were important, and as a result it was difficult to differentiate the basic services.

4.6.2.9 Who do you go to concerning the problems with provision of different services?

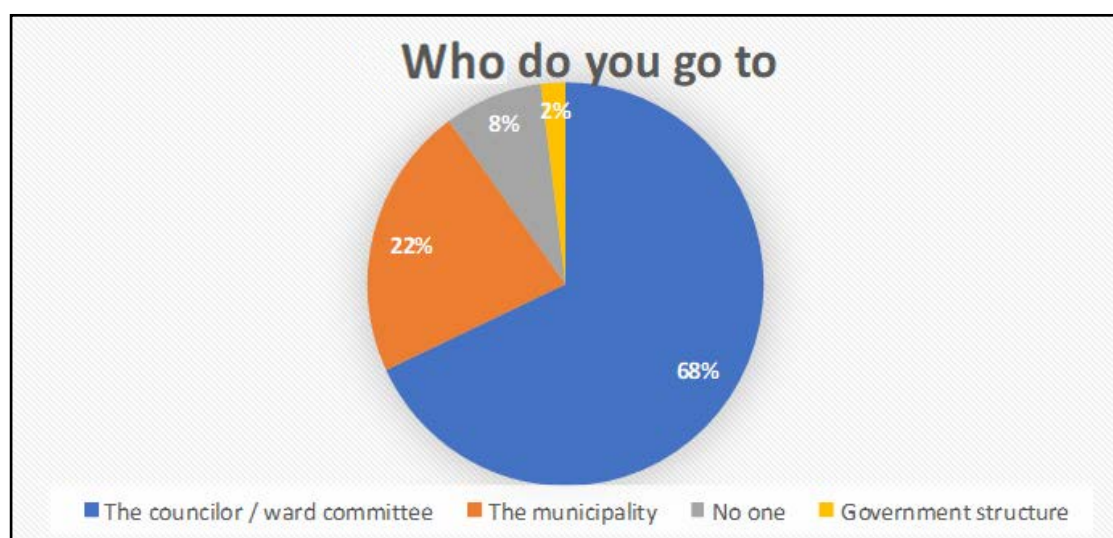


Figure 4.4: Who do you go to concerning the problems with provision of different services?

The majority of the community (68%) indicated that they had a good relationship with the councillor/committee ward member. The councillor was indicated as the first contact point whenever the community needed assistance with different services.

4.6.2.10 Improved human settlements

The low-income subsidy houses have improved over the years, and increasingly, over time, more facilities have been added to the houses. The community members stated that their houses had kitchen sinks (55.6%), bathrooms (42.2%) and running water (22.2%) (see Figure 4.5).



Source: Author's own (2017)

Figure 4.5: Pictures of improved human settlements in the study area

Despite the improvement, there were participants (37.8%) that highlighted that they did not have any of the facilities. There were different views in terms of incomplete houses: 57.8% (n=26) stated that their houses were complete, while 42.2% (n=19) said that they were not satisfied. Approximately 66.7% (n=30) of the participants indicated that they were not satisfied with the condition of their houses. Those not satisfied with the houses, stated that their houses were left incomplete, with no finishing touches (painting, plastering) done, services such as electricity and bathrooms were not installed; the houses had cracks and other reasons like not having title deeds. The participants expressed different feelings about the incomplete houses, namely: those feeling sad and hurt (66.7%), those feeling angry (13.3%), those who indicated other issues such as safety and mistrust (11.1%), and those who highlighted that others cannot afford the luxury of building their houses (8.9%). Given the opportunity and employment, the community members stated that they would like to do some changes to their houses. Of the participants who indicated that they would like to do final additions (ceilings,

tiles, plastering, etc.) (31.1%), 15.6% would like to extend their houses, while 11.1% stated they would like to have a better plan of the house (see Appendix 1).

A large number of the residents from Bultfontein 4 (75.0%) indicated that they were satisfied with their houses. They highlighted that they were grateful for the government's efforts, as well as the fact that they now have houses. The participants' houses at Bultfontein 4 were newer; 72.7% of the houses were built from 2011 to 2017. The new houses had facilities such as bathrooms, ceilings, electricity, kitchen sinks, running water, and plastered and painted walls (see Appendix 1).

4.6.3 Demographic data of the officials

Table 4.11: The demographic data of the local government officials

Variables		N	%
Gender	Male	3	60
	Female	2	40
Age	38 – 43 years	2	40
	43 years and above	3	60
Education	Primary	1	20
	Secondary	1	20
	Higher education	3	60
Years in position	0 – 2 years	3	60
	3 – 5 years	1	20
	6 years and above	1	20
Occupation	Government	2	40
	Councillor/Community sector	3	60

Five government officials participated in the survey. There were two females (40%) and three males (60%). Two respondents were between the ages of 38 and 43, and three participants were over the age of 44. Sixty percent of the respondents had tertiary education and the other 40% had primary and secondary education. The councillor and the ward committees interviewed in the study were elected in the latest municipal elections, thus the large number (60%) scored low in the number of years in their occupation.

4.6.4 Describing the integrated development plan, involvement of the community and local government and analysing the improvement of human settlements in Thaba Nchu

With reference to the results of the officials, the description of the IDP regarding human settlements had a strong legal association that included the statutory concepts, as well as the focus on the needs of

the community. Two officials (n=2) explained the IDP more from a legal position, while 40% (n=2) described the IDP centring on the needs of the communities.

The IDP was perceived as a successful tool to improve and focus on the needs of the communities. Four out of five officials described the IDP as a successful tool to improve human settlements. The needs of the community are the focal point in the IDP and this has been highlighted in the survey results. The needs of the community are discussed in the meetings. The councillor and the ward committee used the community meetings platform to see if the needs of the community are achieved. In the results of the community members, it was indicated that they were excited about the new councillor of Ward 42 (Thaba Nchu) and that they were hopeful that the services would speed up. The frequent meetings that are held and steered by the councillor can explain the good relationship. The literature supported this philosophy to get the communities involved. Mautjana and Makombe (2014:55) stated that the participatory phases of the IDP need to be strategic in ascertaining and ensuring that there are significant representatives and involvement of stakeholders that can be the voice of the people. Table 4.12 shows the involvement of the community in different projects related to housing.

Table 4.12: The community's involvement in projects relating to housing

Involvement in projects relating to housing projects	N	%
Great community involvement	4	80.0
Do not have relevant answers	1	20.0
Total	5	100.0

The officials indicated that there was great community involvement. Approximately 80% (n=4) indicated that there is a good community involvement in projects related to housing. One of the other challenges that the local government faces, is the limited access to resources. Eversole and Martin (2005:45) stated that across the world, limitation of resources is an issue. The results of the study supported the literature as 20% of the participants indicated that limited resources were their major concerns. The majority of the participants (60%; n=3) indicated that the way forward would be to ensure that the provision of services should be improved, 20% (n=1) indicated that communication needed to improve, and another 20% (n=1) accentuated that the local government would also need to strengthen their finances and do proper audits before funds are allocated to different services.

4.7 SUMMARY OF FINDINGS

Table 4.13 provides a summary of the research findings

Table 4.13: Summary of the research findings

Questions	Themes	Responses
The community		
What is the IDP and what does it mean to you as a community member?	The knowledge of IDP	The community defined the IDP as attendance of the meetings and talking about the services that the community needs. Other community members expressed that they did not know what the IDP is.
Do you think the local government is doing enough to improve human settlement?	Improvement of human settlements	‘No’ answer = 62.2% The community stated that they were not satisfied with the incomplete houses and the quality of the houses.
		‘Yes’ response = 37.8% Appreciated the government’s effort of awarding them with low-income subsidy houses.
What have you done to improve the housing standards?	Improved housing standards	A great majority of the community has done the improvements to their houses themselves. The most prominent improvements done to most of the houses were finishing touches such as plastering, painting and tiling.
How often do you have community meetings with the local government?	Community participation	Almost half (46.7%) of the participants indicated that they regularly attended the meetings, while 44.4% stated that they attended the meetings irregularly. The overall attendance of meetings is acceptable as this assists the community to know what is happening in their community.
What would you like to see the local government do to improve the quality of housing?	Recommendations on improving housing standards	The improvements on different services such as ceilings, finishing touches, geysers, bathrooms, water and electricity, and sanitation were recommended, but what also stood out was the recommendation for better quality houses. In future, the community would like to have houses that can accommodate people with disabilities.
Do you think the local government communicates effectively with the communities?	Effective communication	Almost half (51.1%) of the community members stated that there was effective communication and pointed out that there was positive feedback. On the contrary, 40% indicated that there was no effective communication, as they never received feedback after the meetings.
What are the most important basic service needed in your community?	Priorities or needs	Most of the community members (57.8%) rated healthcare services as the most important services, followed by water and electricity and employment (44.4%) as the most important service needed. Housing scored less on the list.
Who do you go to	Point of contact	The councillor and his ward committee play a big

Questions	Themes	Responses
concerning the problems with provision of different services?		role in the community of Bultfontein 2, 4 and 5. A large number highlighted that the first point of contact whenever they have problems, was the councillor and ward committee.
Improved human settlement		
Are you satisfied with the condition of your house?	Satisfaction with the house	The houses have improved over time; however, there were community members who were dissatisfied with the conditions of their houses. Two-thirds (66.7%) of the unsatisfied participants expressed a feeling of sadness and anger as the houses have been left incomplete and most of them could not afford to complete the houses. The residents of Bultfontein 4 were more satisfied about their houses and expressed a feeling of gratitude towards the government.
Is your RDP house complete?	House completed	‘Yes’ response = 57.8% ‘No’ response = 42.2% The dissatisfied community indicated that their houses were left without facilities such as kitchen sinks, roofing, ceilings, doors and stated that other houses were also still incomplete.
How do you feel about incomplete houses?	Outlook about incomplete houses	The community expressed feelings of being saddened and hurt, anger and lack of safety measures.
The officials		
Describing the IDP, involvement of community and local government and analysing the improvement of human settlements in Thaba Nchu	IDP, community participation and improvement of human settlements	There was a strong legal aspects association that included the statutory concepts, as well as the focus on the needs of the community. The IDP was regarded as a useful tool. The participation of the community was satisfactory, although it could improve. The good relationship between the community and the councillor/ward committee was recognised. The limited resources were considered as one of the challenges. The government will have to strengthen their finances and ensure that there is proper allocation to different services.

Chapter 5

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The subsequent recommendations are resulting from the assumptions that are made from the previous chapters. The questionnaires served as a platform to thoroughly understand the phenomenon. The willingness of the community to take part in the study made it easier to derive the following recommendations.

5.2 RECOMMENDATIONS

The recommendations include aspects related to knowledge of the IDP, community participation, and effective communication, phases of IDP planning process, improvement of human settlements and incomplete houses.

5.2.1 Knowledge of the integrated development plan

- § People need to be more knowledgeable about the IDP. The IDP should not only be seen as discussion of community projects, but as a five-year strategic plan that involves different stakeholders to make decisions that would also benefit the communities. The statutory requirements of the IDP need to be emphasised.
- § Proper training and awareness on the IDP should be done. The community needs to have a thorough knowledge of the IDP.
- § Have campaigns to get through negative perceptions about the government.
- § There should be an assessment of the prevailing level of development in the local government as that will identify if the communities are knowledgeable about their needs and also priorities.
- § Simplify the feedback given back to the community.
- § Valeta and Walton (2008:381) stated that the IDP is reviewed annually, which allows strategic plans to inform institutional and financial planning. The community needs to know that every need priority is planned according to the budget. It is important for the communities to understand that not everything will happen all at once.

5.2.2 Community participation

- § Use the opportunity to inform the community in detail about the IDP and ensure that the community take part.

- § The people are more likely to commit to the process of IDP if their participation would bring results (Tshabalala & Lombard, 2009:405). Meeting the needs of the community should be a priority.
- § The community should be encouraged to participate in their communities by enriching developmental structures such as the creation of employment, inspiring local economy, better and quality services and focusing on the important needs.

5.2.3 Effective communication

- § Some of the community members expressed their dissatisfaction for not having any feedback after they have discussed their needs, and as a result they did not trust the government, thus it is recommended that the community receive feedback on time.
- § Different media platforms such as television, radio and social media should be used to encourage the community to be part of the IDP process.
- § There should be mechanisms set as the performance indicators to determine if the objectives of the IDP have been accomplished.

5.2.4 The phases of integrated development plans

Table 5.1: The phases of the integrated development planning process

Phases of IDP process	Form of participation
Analysis	All stakeholders involved should come to an agreement on the standard model that would function as the foundation for planning the needs of the communities.
Strategies	The strategies that are acquainted with each other should be incorporated to meet the needs of the people.
Project planning	The projects that are going to take place in the communities should be analysed thoroughly and be aligned with the priorities of the specific community
Integration	Sector departments should work together to ensure that concise programmes are aligned (for example, there should be clear collaboration of the Department of Human Settlement and the local government).
Approval	There must be a consultative discussion with the communities to ensure that there is a shared goal.
Monitoring and implementation	There must be continuing monitoring of the projects of the IDP and the progress of the sector departments that are incorporated, should also be reviewed.

5.2.5 The improved human settlements

- \$ In the survey results, the community indicated that that they would like to have improved quality houses; this should be a major priority.
- \$ The communities should be provided with adequate houses. The structures should be strong and be a good space for living.
- \$ The community has highlighted safety as one of the main issues; thus, it is important to consider safety concerns and complete the houses.
- \$ Other community members added the necessary facilities to their houses to ensure that their houses meet the standards of the other houses. The people living in the newly built houses (Bultfontein 4) are more grateful and indicated that they had all the necessary facilities such as a bathroom and ceilings in their houses. In future, all the houses should have all the necessary facilities to ensure that it meets a good standard of living.
- \$ There must be proper management of funds, projects and funding administration.
- \$ The local, provincial and national spheres need to have a good relationship and ensure that there is frequent monitoring of the roles and responsibilities.

5.2.6 Incomplete houses

The incomplete house is a major concern for the community of Thaba Nchu. The community highlighted a feeling of disheartened by incomplete houses that had been standing for years. Major concerns included that most people could not afford to finish the houses as they were not working; the safety and security of the community were also compromised as others have indicated that they feared that the walls might fall. It was highlighted that the incomplete houses have increased crime as thieves hide behind the walls.

The following is recommended:

- \$ The community deserves to be informed about the latest developments on the incomplete houses.
- \$ The incomplete houses should be the priority. The construction companies should finish the houses before building new ones.
- \$ There has been a decline in delivering completed houses in recent years. The solution is to hire reliable and renowned constructors.
- \$ As follow-up studies, the role of constructors in human settlements must be discovered further.

5.3 CONCLUSION

The IDP is notably a useful tool that is utilised to close the gap between the communities and the government. The role of the communities as decision-makers is in support to their involvement in their areas. Attending community meetings provides an opportunity to have knowledge about one's local area. It is important that the communities should have further training on the concept and knowledge of the IDP. The structures of the government should work closely together to support the needs of the communities. Housing remains an important basic need for the communities across the world. The standard and quality of the houses should be adequate, denoting that the incomplete houses should be a priority. The study also found that continuous consultation with the communities assisted in improving the quality of houses. For future investigations, it would be advantageous to have different stakeholders taking part, as this will also increase and add to the information gathered.

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Appendix 1

SPSS RESULTS ON IMPROVED HUMAN SETTLEMENTS

1. Is your low-income subsidy house complete?

Is your low-income subsidy house complete?	N	%
Yes	26	57.8
No	19	42.2
Total	45	100.0

2. Are you satisfied with the condition of your house?

Are you satisfied with the condition of your house?	N	%
Yes	15	33.3
No	30	66.7
Total	45	100.0

2.1 Yes response, please explain more

Yes response, please explain more	N	%
Appreciate the government's effort	9	20.0
Better than not having a shelter	6	13.3
Total	15	33.3

2.2 No response, please explain more

No response, please explain more	N	%
House not complete	8	17.8
No finishing touches (plaster, painting, etc.)	8	17.8
No structural finishes (doors, windows, roof)	2	4.4
Services (electricity, bathroom, water)	5	11.1
Maintenance (Cracks, fix)	5	11.1
Other reasons (title deeds etc)	2	4.4
Total	30	66.7

3. How do you feel about incomplete low-income subsidy

How do you feel about incomplete low-income subsidy	N	%
Feeling of sadness/ hurt	30	66.7
Feeling of anger	6	13.3
Not everyone can afford to build their houses	4	8.9
Other	5	11.1
Total	45	100.0

4. Anything you would like to change with your low-income subsidy house

Anything you would like to change with your low-income subsidy house	N	%
Finishing touches (ceiling, tiles, etc.)	14	31.1
Nothing	8	17.8
Bigger space (Extension of the house)	7	15.6
Have a better house plan	5	11.1
Other	4	8.9
Completing the house	3	6.7
Maintenance	2	4.4
Appreciate government's effort	2	4.4
Total	45	100.0

5. Cross tables on residential areas

		Residential areas					
		Bultfontein 2		Bultfontein 4		Bultfontein 5	
When did you move in?	1995 - 2000	2	20,0%	1	9,1%	9	40,9%
	2002 - 2008	4	40,0%	2	18,2%	4	18,2%
	2011 - 2017	4	40,0%	8	72,7%	9	40,9%
	Total	10	100,0%	11	100,0%	22	100,0%
Are you satisfied with the condition of your house?	Yes	3	27,3%	9	75,0%	2	9,1%
	No	8	72,7%	3	25,0%	20	90,9%
	Total	11	100,0%	12	100,0%	22	100,0%
Is your house complete?	Yes	9	81,8%	10	83,3%	7	31,8%
	No	2	18,2%	2	16,7%	15	68,2%
	Total	11	100,0%	12	100,0%	22	100,0%

Appendix 2

QUESTIONNAIRE – COMMUNITY OF THABA NCHU

THE INTEGRATED DEVELOPMENT PLAN AND IMPROVED HUMAN SETTLEMENT: HOUSING IN THABA NCHU

Mark as shown:

X

Please use a ball-point pen or a thin felt tip. This form will be processed automatically.

Correction:

■

X

Please follow the examples shown on the left-hand side to help optimise the reading results.

1. **Questionnaire**
2. The questionnaire is for the community of Thaba Nchu regarding their knowledge of the success of IDP and their involvement in the local government. The aim of the research is to investigate the relevance and potential of the IDP in contributing towards improving human settlement for the community of Thaba Nchu in Bultfontein 2, 4 and 5.

The questionnaire will take approximately 15 to 20 minutes to complete. Your honesty will be appreciated and kindly note that any information given in this questionnaire will not be shared to any third party without your consent.

Please mark the response by putting an “X” on the appropriate block and also write down your responses where is applicable.

3. SECTION A: BIOGRAPHICAL INFORMATION

3.1 Gender:

Female

1

Male

2

3.2 Age:

18 – 23

1

24 – 29

2

30 – 35

3

36 – 41

4

42 above

5

3.3 Marital status:

Single

1

Married

2

Divorced

3

Widow

4

Other (Specify)

3.4 Residential area

Bultfontein 1	1
Bultfontein 2	2
Bultfontein 3	3
Bultfontein 4	4
Bultfontein 5	5

3.5 Level of education:

No schooling	1
Primary	2
Secondary	3
Tertiary	4

3.6 Occupation:

Unemployed	1
Employed	2
Retiree	3
Own Business	4
Informal work	5
Grants	6

3.7 Level of income per annum:

Less than R40000	1
R40001 – R80000	2
R80001 – R120000	3
R120001 above	4

4. SECTION B: IDP AND INVOLVEMENT OF COMMUNITY AND LOCAL GOVERNMENT

4.1 What is Integrated Development Plan and what does it mean to you as a community member?

.....

.....

.....

4.2 Do you think the local government is doing enough to improve human settlement?

YES	NO
1	2

If you answered Yes or No on Question 4.2, Please explain more

.....

.....

.....

4.3 When did you move into this house?

4.4 What have you done to improve the housing standards?

.....
.....
.....

4.5 How often do you have community meetings with the local government?

.....
.....
.....

4.6 What you would like to see the local government to do to improve the quality of housing?

.....
.....
.....

4.7 Do you think the local government communicates effectively with the communities? (Please specify)

.....
.....
.....

4.8 What would you recommend the local government do to improve service delivery (Please explain)

.....
.....
.....

4.9 Rate the most important basic service needed in your community from the scale of 1 – 7 (7 is the highest and 1 is the lowest)

Education	<input type="text"/>
Employment	<input type="text"/>
Infrastructure e.g. (roads, streetlights, etc.	<input type="text"/>
Health services	<input type="text"/>
Housing	<input type="text"/>
Sanitation	<input type="text"/>
Water and Electricity	<input type="text"/>

4.10 Who do you go to concerning the problems with provision of different services

.....
.....
.....

4.11 Do you want to add any other comments?

.....

.....

.....

5 SECTION C: IMPROVEMENT ON HUMAN SETTLEMENT

5.1 How long have you been staying in your house:

Less than 2 years

1

2 to 5 years

2

6 years and above

3

5.2 How many people are living in a household (Please specify) _____

5.3 Are you satisfied with the condition of your house?

YES	NO
1	2

Please explain more

.....

.....

.....

.....

.....

.....

5.4 Is your low-income subsidy house complete?

If not, Please explain more

.....

.....

.....

.....

.....

.....

5.5 Does your low-income subsidy house have the following?

(Mark as many responses as possible)

Tiles

1

Ceiling

2

Kitchen sink

3

Bathroom

4

Running water

5

None of the above

6

5.6 How do you feel about incomplete low-income subsidy houses (Please explain more)

.....
.....
.....

5.7 How do you feel about the quality of your house? (Please explain more)

.....
.....
.....

5.8 Anything you would like to change with your low-income subsidy house (Please specify)

.....
.....
.....

Thank you for taking part in the study

Appendix 3

QUESTIONNAIRE – IDP INDIVIDUALS, COUNCILLORS, WARD COMMITTEE AND HUMAN SETTLEMENT OFFICIALS AT THABA NCHU

THE INTEGRATED DEVELOPMENT PLAN AND IMPROVED HUMAN SETTLEMENT: HOUSING IN THABA NCHU

The questionnaire for the IDP officials, councillors, ward committee and human settlement officials at Thaba Nchu. The aim of the research is to investigate the relevance and potential of the IDP in contributing towards improving human settlement for the community of Thaba Nchu in Bultfontein 2, 4 and 5.

The questionnaire will take approximately 20 to 30 minutes to complete. Your honesty will be appreciated, and kindly note that any given information in this questionnaire will not be shared to any third party without your consent.

Please mark the response by putting an “X” on the appropriate block and also write down your responses where it is applicable.

SECTION A: BIOGRAPHICAL INFORMATION
--

1. Gender:

Female	1
Male	2

2. Age:

18 – 25	1
26 – 31	2
32 – 37	3
38 – 43	4
44 above	5

3. Level of education:

No schooling	1
Primary	2
Secondary	3
Tertiary	4

4. How long have you been in this work position?

0 to 2 years

1

3 to 5 years

2

6 years and above

3

5. Occupation

--

SECTION B: COUNCILLORS, HUMAN SETTLEMENT, IDP AND LOCAL GOVERNMENT

1. What is the role of the IDP to human settlement?

.....

.....

.....

2. What are the successes of the IDP in human settlement?

.....

.....

.....

3. How does the local government plan to improve on provision of services?

.....

.....

.....

4. How do you propose that the IDP is the useful instrument to improve human settlement in Thaba Nchu?

.....

.....

.....

5. How is the community's involvement in different projects related to housing?
.....
.....
.....
6. How does the communities get to be more involved in decision making in their own areas?
.....
.....
.....
7. What are the challenges that the local government face in Thaba Nchu with regards to the community's participation?
.....
.....
.....
8. How is the delivery of basic services to the communities?
.....
.....
.....
9. What is the way forward and how will the local government ensure that the provision of services is improved?
.....
.....
.....
10. How do you deal with incomplete low-income housings in Thaba Nchu?
.....
.....
.....

Thank you for taking part in the study

Appendix 4

INFORMED CONSENT FORMS

The Integrated Development Plan (IDP) and improved human settlement: Housing in Thaba Nchu

Informed Consent Form

For the Community Members of Thaba Nchu

I have read and understood the information about the research. I volunteer to take part in a research project conducted by Miss Jemina Gopane from the University of the Free State (UFS).

I voluntarily agree to take part in the project and I understand that I will not be paid to take part in the research project. If I find the question in the interview session somehow uncomfortable I have the right to not to answer. I understand that I can decide to withdraw from the research without giving reasons and I would not face any penalties.

The information shared between me and the researcher will be kept confidential and the researcher will never disclose my name or house number. Only researcher and the university will have access to the data.

The information will be kept in locked safe and also only the researcher will have access to the key. The data collected will be used to investigate the relevance and potential of the IDP in contributing towards improving human settlement.

Participant' Signature

Date

The Integrated Development Plan (IDP) and improved human settlement: housing In Thaba Nchu

Informed Consent Form

For the Councillors of Thaba Nchu

I have read and understood the information about the research. I volunteer to take part in a research project conducted by Miss Jemina Gopane from the University of the Free State (UFS).

I voluntarily agree to take part in the project and I understand that I will not be paid to take part in the research project. If I find the question in the interview session somehow uncomfortable I have the right to not to answer. I understand that I can decide to withdraw from the research without giving reasons and I would not face any penalties.

The information shared between me and the researcher will be kept confidential and the researcher will never disclose my name or house number. Only researcher and the university will have access to the data.

The information will be kept in locked safe and also only the researcher will have access to the key. The data collected will be used to investigate the relevance and potential of the IDP in contributing towards improving human settlement.

Participant' Signature

Date

The Integrated Development Plan (IDP) and improved human settlement: housing In Thaba Nchu

Informed Consent Form

For the Human Settlements Officers

I have read and understood the information about the research. I volunteer to take part in a research project conducted by Miss Jemina Gopane from the University of the Free State (UFS).

I voluntarily agree to take part in the project and I understand that I will not be paid to take part in the research project. If I find the question in the interview session somehow uncomfortable I have the right to not to answer. I understand that I can decide to withdraw from the research without giving reasons and I would not face any penalties.

The information shared between me and the researcher will be kept confidential and the researcher will never disclose my name or house number. Only researcher and the university will have access to the data.

The information will be kept in locked safe and also only the researcher will have access to the key. The data collected will be used to investigate the relevance and potential of the IDP in contributing towards improving human settlement.

Participant' Signature

Date

The Integrated Development Plan (IDP) and improved human settlement: housing In Thaba Nchu

Informed Consent Form

For the IDP officials

I have read and understood the information about the research. I volunteer to take part in a research project conducted by Miss Jemina Gopane from the University of the Free State (UFS).

I voluntarily agree to take part in the project and I understand that I will not be paid to take part in the research project. If I find the question in the interview session somehow uncomfortable I have the right to not to answer. I understand that I can decide to withdraw from the research without giving reasons and I would not face any penalties.

The information shared between me and the researcher will be kept confidential and the researcher will never disclose my name or house number. Only researcher and the university will have access to the data.

The information will be kept in locked safe and also only the researcher will have access to the key. The data collected will be used to investigate the relevance and potential of the IDP in contributing towards improving human settlement.

Participant' Signature

Date

Informed Consent form in Setswana

Leano la go tswelletsa le go tlhabolola diterelo tsa baagi: dintlo go baagi ba Thaba Nchu

Foromo ya tumelano

Go baagi ba Thaba Nchu

Ke buisitse mme ke tlhaloganya maikaelelo a patlisiso eno. Ke a dumela go tsaya karolo mo patlisisong ee eteletsweng ke Mme Jemina Gopane yo o tswang kwa Yunivesting ya Freistata.

Ke dumetse go tsaya karolo mme ke a tlhaloganya gore ga nkitla ke duelwa madi ape ka go tsaya karolo mo patlisisong eno. Fa ke utlwa dipotso tsa puesano di sa eketla kgotsa di sa itumedise ke ka kgeta go se arabe. Ke a tlhaloganya gore nka kgona go ikgogela morago ka kwa ntle ga go neelana ka mabaka mme ga nkitla ke tshwaiwa molato ope.

Dikgang tse di builweng magareng ga me le mmatlisise e tla nna sephiri mme leina la me le palo ya ntlo ga di kitla di tlhagisiwa. Ke mmatlisise le yunivesiti fela ba ba tla nnang le tetla ya go bona dikgang tsa dipatlisiso.

Kitso ya dipatlisiso ee fitlheletsweng e tla bolokwa mo lefelong le le bolokegileng, mme ke mmatlisise fela o tla tswarang senotlolo. Kitso yotlhe ee fitlheletsweng e tla dirisetswa go itse botlhokwa jwa IDP ko tlhabologong ya magae.

Tshaeno

Letlha

Appendix 5

PERMISSION LETTER

1416 Bultfontein 2

Thaba Nchu

9780

13 May 2017

The Mangaung Metropolitan Municipality

Civic Centre

Selosesha

9785

PERMISSION TO CONDUCT A RESEARCH AT THABA NCHU FROM 01 TO 30 JUNE 2017

To who it may concern

I am writing this letter to request permission to conduct a research in Thaba Nchu, the research will be part of a Master's in Development Studies research project at the University of the Free State.

The research will focus on the Integrated Development Plan (IDP) and improved human settlement: housing in Thaba Nchu. The objectives of the research are to find out if people are aware and understand the IDP, assess the involvement of the communities in IDP process and identify how human settlement can be improved.

I wish to issue questionnaire and do interviews with the community and local government officials. I would like to assure you that information received will strictly be kept confidential and will only be used for the research purpose.

Thank you for your consideration.

Yours sincerely

Miss Khunoana Jemina Gopane

Appendix 6

ETHICAL CLEARANCE LETTER



Faculty of Economic and Management Sciences

20-Feb-2017

Dear Miss Khunoana Gopane

Ethics Clearance: **THE INTEGRATED DEVELOPMENT PLAN AND IMPROVED HUMAN SETTLEMENT: HOUSING IN THABA NCHU**

Principal Investigator: Miss Khunoana Gopane

Department: Centre for Development Support (Bloemfontein Campus)

APPLICATION APPROVED

With reference to your application for ethical clearance with the Faculty of Economic & Management Sciences, I am pleased to inform you on behalf of the Ethics Committee of the faculty that you have been granted ethical clearance for your research.

Your ethical clearance number, to be used in all correspondence is: **UFS-HSD2016/1112**

This ethical clearance number is valid from **20-Feb-2017** to **21-Feb-2020**. Should you require more time to complete this research, please apply for an extension.

We request that any changes that may take place during the course of your research project be submitted to the ethics office to ensure we are kept up to date with your progress and any ethical implications that may arise.

Thank you for submitting this proposal for ethical clearance and we wish you every success with your research.

Yours Sincerely

Dr. Petrus Nel

Chairperson: Ethics Committee Faculty of Economic & Management Sciences

Economics Ethics Committee

Office of the Dean: Economic and Management Sciences

T: +27 (0)51 401 2310 | T: +27(0)51 401 9111 | F: +27(0)51 444 5465

205 Nelson Mandela Drive/Rylaan, Park West/Parkweg, Bloemfontein 9301, South Africa/Suid Afrika

P.O. Box/Posbus 339, Bloemfontein 9300, South Africa/Soud Afrika

www.ufs.ac.za



Appendix 7

LETTER OF CONFIRMATION



ABZ CENTRE FOR ENTREPRENEURSHIP DEVELOPMENT (PTY) LTD
ABZ SENTRUM VIR ENTREPRENEURSKAPONTWIKKELING (EDMS) BPK
TECHNICAL EDITING/PROOFREADING SERVICE DORA DU PLESSIS

24 January 2018

To whom it may concern

LETTER OF CONFIRMATION FOR EDITING AND PROOFREADING

I hereby confirm that I have done the technical editing and proofreading for the following dissertation:

Student: Khunoana Jemina Gopane
Student no.: 2003084478
Title: The integrated development plan and improved human settlement: Housing in Thaba Nchu
Degree: Master of Development Studies
Department: Centre for Development Support

My work for the student included the technical layout of the document, checking of references, proofreading for grammar, punctuation and spelling, while keeping as much as possible of the student's own writing style.

I have almost 40 years' experience in doing typing, editing and proofreading for postgraduate students at the University of the Free State as well as other universities in South Africa. I gained my experience during the years I was typing student dissertations and theses and while working at various departments at the University of the Free State. I also helped to compile a document on technical layout and referencing methods for the Centre for Environmental Management at UFS.

Disclaimer: The ultimate responsibility for accepting or rejecting the changes/recommendations rests with the student and I cannot be held responsible for any layout or language issues that might have emerged as a result of subsequent amendments to the text.

Yours sincerely

DM du Plessis
Technical Editor