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COMMUNITY PERCEPTIONS ON THE INTEGRATED DEVELOPMENT PLAN
AS AN EFFECTIVE DELIVERY TOOL IN PHOKWANE MUNICIPALITY,
NORTHERN CAPE



Ralukake Aluwani

June 2013

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**Community Perceptions on the Integrated Development Plan as an effective
delivery tool in Phokwane Municipality, Northern Cape**

by

Aluwani Ralukake

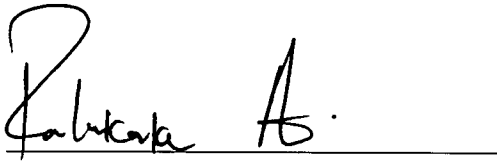
Dissertation submitted in accordance with the requirements for the Master in Urban
and Regional Planning degree in the faculty of Natural and Agricultural Sciences,
Department of Urban and Regional Planning at the University of Free State

June 2013

Supervisor: Prof V. Nel

DECLARATION

I declare that the dissertation hereby handed in for the degree Magister in Urban and Regional Planning at the University of the Free State is my own independent work and I have not previously submitted the same work for qualification at/in other university/faculty. I furthermore cede copyright of the dissertation/thesis in favour of the University of the Free State.

A handwritten signature in black ink, appearing to read 'Ralukake A.', is written over a horizontal line.

Ralukake Aluwani

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ABSTRACT

According to Gueli, Liebenberg and van Huyssteen (2007: 89) the South Africa transition during the 1990s was marked by unrivalled levels of political and social reconciliation. During this critical time, government institutions were quickly transformed to promote development and democracy. The South African Constitution of 1996 is internationally known for the provision of unusually extensive guarantees of economic and social rights and the delivery of public services. (The Constitution also provides a framework for the functioning of the public service and the responsibilities of the executive in relation to management of the public finances that is critical for public service delivery. (AfriMAP and Open Society Foundation for South Africa 2007: 5, 6).)

Local government authorities are challenged to develop programmes and provide services to address the needs of people with different experiences and status. The general assumption is that the local government sphere is the best place to address the needs of local communities. (Mathye 2002:01) The Integrated Development Plan (IDP) was introduced in order to enhance and encourage the good working relationship of different stakeholders and promote integrated planning amongst the stakeholders and service providers.

This study investigates the perceptions of the community on the Integrated Development Plan (IDP) as an effective delivery tool. Phokwane Local Municipality, one of the four municipalities that fall within Frances Baard District Municipality, was selected as the study area for this research. The study of community perceptions was conducted through questionnaires and interviews of relevant stakeholders. The study found that the Municipality only communicates with the community during the IDP meetings. It also discovered that majority of respondents (i.e the community) do not know and understand the purpose of or even the IDP processes. This might be due to the low literacy level.

Key words: Integrated development plan, community, municipality, participation, service delivery, community perceptions, Phokwane, Developmental Local Government.

SAMEVATTING:

Volgens Gueli, Liebenberg en van Huyssteen (2007: 89) was die Suid-Afrikaanse oorgangstydperk gedurende die 1990's gekenmerk deur ongeëwenaarde vlakke van politieke en sosiale versoening. Gedurende hierdie kritieke tydperk het regeringsinstansies vinnig getransformeer om ontwikkeling en demokrasie te bevorder. Die Suid-Afrikaanse Grondwet van 1996 was wêreldwyd bekend vir die ongewone en omvattende waarborge ten opsigte van ekonomiese en sosiale regte, asook vir die lewering van openbare dienste. (Die Grondwet het ook voorsiening gemaak vir 'n raamwerk waarin die funksionering van die openbare sektor en die verantwoordelikhede van die uitvoerende gesag met betrekking tot openbare finansies vervat is, wat krities belangrik is vir openbare dienslewering. (AfriMAP and Open Society Foundation for South Africa 2007: 5,6)

Plaaslike owerhede het gevolglik voor die uitdaging te staan gekom om programme te voorsien om aan die behoeftes van gemeenskappe te voldoen wat verskil het van ervaring, status en ontwikkeling. Die algemene opvatting was dat plaaslike owerhede die beste platform is om die behoeftes van gemeenskappe aan te spreek. (Mathye 2002: 01) Vervolgens is die Geïntegreerde Ontwikkelingsplan (GOP) bekendgestel om gesonde werksverhoudinge tussen die onderskeie rolspelers aan te moedig en om geïntegreerde beplanning tussen rolspelers en diensverskaffers te bewerkstellig.

Hierdie studie ondersoek die beskouings van gemeenskappe rakende die Geïntegreerde Ontwikkelingsplan (GOP) as 'n doeltreffende dienslewering hulpmiddel. Die Phokwane Plaaslike Munisipaliteit, een van die vier plaaslike munisipaliteite in die Frances Baard Distriksmunisipaliteit, is gekies as studie model vir hierdie ondersoek. Die ondersoek na gemeenskapsbeskouings is deur middel van vraelyste en gesprekvoering gedoen onder al die betrokke rolspelers in die gebied. Die ondersoek het aan die lig gebring dat die plaaslike munisipaliteit met die gemeenskappe kommunikeer, slegs tydens GOP vergaderings. Dit het ook verder aan die lig gekom dat die groot meerderheid van die respondante (gemeenskapslede) nie die doel of prosesse van geïntegreerde beplanning verstaan nie. Dit kan egter ook toegeskryf word aan die lae vlakke van geletterdheid onder 'n groot deel van die gemeenskap.

Sleutelwoorde: Geïntegreerde Ontwikkelingsplan (GOP); gemeenskap; munisipaliteit; deelname; dienslewering; gemeenskapbeskouings/ persepsies; Phokwane, Ontwikkelingsgerigte Plaaslik regering.

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LIST OF ABBREVIATIONS

ANC	AFRICAN NATIONAL CONGRESS
DPLG	DEPARTMENT OF PROVINCIAL AND LOCAL GOVERNMENT
FBDM	FRANCES BAARD DISTRICT MUNICIPALITY
DGDS	DISTRICT MUNICIPALITY GROWTH AND DEVELOPMENT STRATEGY
DM	DISTRICT MUNICIPALITY
EMF	ENVIRONMENTAL MANAGEMENT FRAMEWORK
GEAR	GROWTH, EMPLOYMENT AND REDISTRIBUTION POLICY
IDP	INTEGRATED DEVELOPMENT PLAN
LGTAS	LOCAL GOVERNMENT TURN AROUND STRATEGY
LM	LOCAL MUNICIPALITY
MSA	MUNICIPAL SYSTEMS ACT, 32 OF 2000
NCPGDS	NORTHERN CAPE PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY
NSDP	NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE
PLM	PHOKWANE LOCAL MUNICIPALITY
RDP	RECONSTRUCTION AND DEVELOPMENT PROGRAMME
SDF	SPATIAL DEVELOPMENT FRAMEWORK

SDI	SPATIAL DEVELOPMENT INITIATIVES
WWTW	WASTE WATER TREATMENT WORKS

CHAPTER 1: INTRODUCTION

1.1 Introduction

The main focus in the new democratic South Africa is to increase the rate of service delivery, challenge the dualistic nature of its economy, and generate sustainable economic growth. To achieve these goals, the planning process has addressed the following key issues:

- Restructuring the Apartheid spatial form
- Transforming local government structures
- Establishing democratic, legitimate and transparent planning processes; and
- Fostering a culture of cooperative governance and developing multi-sector development plans (Oranje 2002 cited in Gueli, Liebenberg & van Huyssteen 2007:101).

Among the many urgent priorities on the agenda of the African National Congress (ANC) government in 1994 was the extension of public services to the whole population including the ones that were taken for granted. (AfriMAP and Open Society Foundation for South Africa 2007: vii) South Africa's approach to development is centred on integrated governance and has played an important role in accelerating service delivery in previously disadvantaged and conflicting communities. (Gueli, Liebenberg & van Huyssteen 2007: 90)

In post-apartheid South Africa, access to effective public services is no longer seen as privilege, but as legitimate right of all residents, mainly those who were previously disadvantaged. This position emphasizes service to the people as a factor for local government transformation. One of the most important indicators in assessing the transformation of local government is the experiences and perceptions people have on service delivery in their day-to-day lives, more specifically on the way they perceive improvement in the services delivered. The implication of this is for local

government to transform words into activities, and to prioritize and satisfy the needs of the communities they service (Pretorius & Schurink 2007: 3).

Policy linked with basic infrastructure investment water and sanitation systems; new electricity lines, roads, storm water drainage, and other services provided at municipal level has been one of the most worrying aspects of the government. Challenges were posed by the infrastructural backlog and ecological inheritance. (Bond, Dor & Ruiters 1999:25)

This study concentrates on the perception of the community on the Integrated Development Plan (IDP) as an effective delivery tool in Phokwane municipality that falls within Frances Baard District Municipality in Northern Cape Province. The study investigates community perception towards Integrated Development plans in the Municipality.

1.2 Background of the study

The transformation of local government was intended to ensure inclusion of citizens, and particularly communities and groups in society that were previously excluded in policy and decision-making processes of the country (RSA 1998). The Integrated Development Plan (IDP), which is the statutory planning tool of local government (RSA 2000 cited in Njenga 2009:ii) was seen as one of the ways to ensure this inclusion. Integrated development planning (IDP) was first introduced in 1996 and the concept developed further in 1998 (Pillay, Tomlinson & du Toit 2006: 192).

The Department of Provincial and Local Government (DPLG) (2001(b):4) states that the IDP is a principal strategic planning instrument which guides and informs all planning, budgeting and decision making in a municipality. The IDP is based on community involvement in identifying and giving local government community

development priorities. This should give communities no reason to complain about poor service delivery as they are involved in identifying priority needs.

However, despite the fact that government has various mechanisms and systems designed to speed up service delivery such as the IDP, in many local municipalities in South Africa today, people are disgruntled by perceived poor service delivery by the government. In the face of growing country wide service delivery protests, one has to question if the IDP as a service delivery tool is indeed achieving its goal. It is on this premise that the effectiveness of IDP has to be investigated.

This study therefore aims to explore the reasons why communities are disgruntled irrespective of sound systems developed by the government to enhance service delivery.

According to Chapter V of the Municipal Systems Act (32 of 2000) all municipalities are required to prepare an Integrated Development Plan as a strategic tool to manage the affairs of the municipality. As the Integrated Development Plan is a legislative requirement, it has a legal status and it supersedes all other plans that guide development at local government level. (DPLG 2001a:4)

The Municipal Systems Act 32 of 2000 section 35(1)(a) , defines the IDP as “the principal strategic planning instrument, which guides and informs all planning, and development, and all decisions with regard to planning, management and development in the municipality”. According to Training for Socioeconomic Transformation (TSET) (2007: 85 cited in Njenga, 2009:2), the IDP presents a way in which government can attend to the needs of communities.

The new role of local government, called developmental local government, makes local government central to development in South Africa (RSA 1998a cited in Njenga 2009: 3). The Local Government White Paper (RSA 1998a) defines developmental local government as “local government committed to working with citizens and

groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”.

The local government programme to deliver basic infrastructure services such as water, sanitation, electricity, housing, roads is communicated through the Integrated Development Planning process which involves all government sector departments as well as the communities. The IDP is reviewed annually in order to assess the status of basic infrastructure delivery and plan for the new financial year development priorities.

One of the most important indicators in assessing the transformation of local government is the experiences and perceptions people have of service delivery in their day-to-day lives, more specifically whether they perceive an improvement in the services delivered to them. The implication of this is for local government to transform words into deeds, and thus to prioritize and satisfy the needs of the communities they service. (Pretorious & Schurink, 2007: 19)

In an attempt to provide a framework for people-centred public service delivery, the South African government introduced *Batho Pele*. This initiative strives towards moving public servants to become service orientated, to pursue excellence in service delivery and to commit them to continuously improve service delivery. It also sets the principles for transforming service delivery with regard to consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money. These principles are required, since it is argued that a transformed local government needs to be measured against its commitment to continuous service delivery improvement. (Pretorious & Schurink 2007: 19)

1.3 Problem Statement

From local newspapers as well as news bulletins appearing on national television it is clear that demands made by South African communities for service delivery from

municipalities have escalated. Local government has been in the news, sometimes for days on end, particularly in areas where communities have made forceful requests for improved services. Complaints and demands have not only been made for services such as water and electricity, but residents have also claimed houses from local government. More recently, residents have embarked on mass action to underline their demands. (Pretorius & Schurink 2007: 19)

It appears that the process of prioritizing IDP issues is still a sticky point; the practice seems to be that it is the council that has the final decision on what goes into the final integrated development plan document. This necessitates a revisit to the concept of Public Participation in the IDP process. (IDP Regional Learning event 2007:1)

Lack of communication between various role-players in the community and the municipality and time constraints for adequate participation might lead to the council to take decision for the community. Community members lack information and do not have clear understanding about the IDP and about how local Government works. Competence of officials in communicating the IDP process to the communities is a problem and also communication between the community and the council is not adequate. (IDP Regional Learning event 2007:1)

1.4 Research Questions

Aligned with the above background and problem statement, the questions that guided the research in this dissertation are as follows:

- ✓ What is the community perception of the IDP?
- ✓ What it is the level of community involvement in integrated development planning?
- ✓ What are the recommendations to ensure that the IDP continues to be a reliable instrument that drives provision of basic infrastructure services in Phokwane Municipality?

1.5 Research design

According to Zikmund (2003:741 cited in Olives 2007:10), the research design can be defined as the master plan that specifies the methods and procedures for collecting and analysing the required data.

The study seeks to investigate community perceptions of Integrated Development Plan in Phokwane Local Municipality. Through questionnaires and interviews the researcher managed to establish the community perceptions regarding the IDP and service delivery.

The study used two types of methods of data collection i.e primary and secondary sources.

Primary sources

Different municipal documents were extensively drawn on to get the insight of the study area. In addition, surveys were conducted with councillors, community organisations in formal areas, residents in informal areas and officials in the local and district municipality. Other than the survey conducted among the residents of the informal settlements, purposive sampling was adopted.

A sample from different groups of respondents was selected throughout Phokwane in order to ensure adequate representation. These groups include representatives from old (undergoing formalisation) and new informal settlements, councillors (proportional and ward), officials (PLM and FBDM) and Community Organisation Representatives. Questionnaires were administered to the groups.

Old and new informal settlement

The municipality has four settlements that were previously informal. These areas are currently undergoing formalisation and some of them are not fully serviced and there are still shacks around. There are currently six newly emerged informal settlements. These settlements are located adjacent to environmentally hazardous areas such as dumping sites.

The researcher undertook surveys among the old and newly emerging informal settlement in order to add validity to the research and to get representation in the case that they might not be covered by other groups. One settlement was chosen from each group. Questionnaires were administered to forty respondents (20 per settlement). The names of the settlements chosen are Masakeng (1000 project) and Utlwanang. The response to questionnaires was successful. Only 2 respondents did not fully cooperate.

During the field survey it was ascertained that there were approximately 1000 households at Masakeng, while there were only 129 in Utlwanang. Questionnaires were randomly distributed amongst the communities.

Councillors

The Council comprises 18 councillors representing various political parties, of which nine are proportional and nine are ward councillors. Questionnaires and telephonic interviews were conducted among previous (pre-2011 elections) and current proportional and ward councillors (five previous Councillors and five new Councillors) representing these different political organisations (ANC, DA, ID COPE AND AZAPO). The rationale for engaging the councillors emanated from the fact that they are supposed to drive the IDP as they represent the interest of the communities. The current group of councillors is relatively new, so in order to add

credibility to the research, previous councillors were also engaged. They have more experience of IDP processes and might have more in-depth knowledge.

Previous Councillors

Prior to the 2011 elections, of the 18 Councillors, 13 councillors represented the ANC, 2 the DA, 2 the ID and 1-AZAPO. (See annexure 1)

New Councillors

In the current Council five proportional councillors are ANC, two are DA, and one represent COPE and AZAPO respectively while all but one Ward Councillor belongs to the ANC. One councillor belongs to the DA). (See Annexure 2)

As the majority of the councillors are representatives of the ANC, the researcher engaged four councillors (two from the previous council and two from the current council) from ANC and two (one from previous council and one from the current council) from each of the remaining political organisations mentioned above. The reason for the above is that the representative from same organisation have the same mandate and vision, hence it is reasonable to engage not all councillors from the same organisation. Thus the researcher only engaged only ten of the thirty six councillors (28%).

Five councillors were engaged through the distribution and administration of questionnaires, while five were engaged through telephonic interviews(See Annexure 3).

Community organisations representatives

The municipality has three towns (i.e. Jan Kempdorp, Hartswater and Pampierstad) and one settlement (Ganspan). Ten community organisations per area were selected based on the different group they represent i.e forty (40) organisations were engaged. Twenty eight (28) questionnaires were distributed and administered across

the three towns and telephonic interviews were conducted with twelve respondents. (See annexure 4 for the community organisation representatives interviewed telephonically.) The groups contacted and engaged in the research represent the interests of: women, youth, education, safety, arts and culture, disabled, hawkers and sports etc. The response to questionnaires was good. Only four (4) respondents did not fully cooperate.

Municipal officials

The officials interviewed include the officials from the district municipality and the local municipality. The rationale for involving the district is because it provides support and shared services to its local municipalities. Six officials (Town Planner and Senior Town Planner, Housing Specialist, Infrastructure Manager, IDP/PMS Manager and Finance Assistant Director) who deal with the IDP, community and service delivery were selected from the district and in the local municipality four officials were selected (IDP/PMS Officer, Town Planner, Director Cooperative Planning and Development and the Infrastructure Officer). In total ten questionnaires were distributed. The response to questionnaires was good as only two respondents did not fully cooperate.

The type of information gathered included but was not limited to:

- ✓ Community level of involvement in IDP processes
- ✓ Community understanding of the purpose of IDP
- ✓ Community impression of service delivery in their area

Overall 93% percent of people who were identified in the sample were responsive whereas seven percent were not fully cooperative.

Secondary Sources

Relevant literature (books, journals, papers and municipal strategic document such as the IDP, EMF and SDF (etc.) was consulted in order to review work that has been undertaken related to the topic. These formed a foundation for the research.

1.6 Limitation of the study

The study was limited by the availability of the money and reliable information from the local municipality as it demanded a lot of travelling due to the location of settlements.

It was not possible to interview and get all the questionnaires back from all the groups identified during the period allocated for the research. This was due to time constraints, unavailability of interviewees or their unwillingness to participate. This will, however not have a major impact and affect the reliability of the findings, as the majority have been engaged during this research.

1.7 Overview of the research Report

Chapter 1: Introduction

This chapter deals with the introduction, background of the study and the statement of the problem.

Chapter 2: Literature Review

This chapter starts with a brief introductory paragraph concerning the researcher's exploration of related literature and studies on the research problem. It further examines the literature that deals with the Integrated Development Planning and Developmental Local Government

Chapter 3: Legislative and Policy framework

Chapter three focuses on the legislation and policies that provide the mandate to Local Government and support the preparation of IDP.

Chapter 4: Case Study

This chapter analyses Phokwane Municipality with specific reference to its socio economic status. This is important for the study as it will provide the list of services needed by the community in terms of priorities and achievements of the Municipality in terms of projects.

Chapter 5: Research Findings

This chapter provides detailed data analysis and findings of the study. The findings presented here seek to answer the research questions. As much of the data is qualitative in nature it will be analysed as such.

Chapter 6: Conclusions and recommendations

This chapter contains both conclusions that are brief, generalized statements answering the general and each of the specific sub-problems and workable, flexible, and adaptable recommendations based on the findings of the study.

1.8 Definitions of Terms

1.8.1 Integrated Development Planning - It is a process through which municipalities prepare a strategic development plan, for a five year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. It is the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality. (DPLG 2001 a: 4)

1.8.2. Basic Infrastructure Services - Are those services that households and businesses tend to use every day. The primary components are roads and transportation services, water supply and distribution, and sanitation (wastewater collection and removal) and solid waste collection and removal.

1.8.3 Developmental Local Government: A local government that works with the community members to find sustainable ways to meet the community basic needs and to improve their quality of life. It should target particularly members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people. (White paper on local government 1998:17-18)

1.8.4 Public Participation: An open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making. It is a democratic process of engaging people in thinking, deciding, planning and playing active part in the development and operation of services that affect their lives. (KwaZulu Natal Provincial government online)

Conclusion

Access to public services is a community right. Provision of services is therefore essential for citizen satisfaction and an improved quality of life. If this is not met, local government that is tasked with planning and providing services could face fierce criticism and a spate of protests as it is currently happening. Citizen participation is part and parcel of planning and failure to involve citizens in IDP processes renders planning inefficient. It is on this premise that the study seeks to determine community perception and involvement in IDP and provide recommendations thereof.

The research design assisted in responding appropriately to the research questions. While it was a tedious process, the survey adequately assisted in providing a meaningful insight into community perception of IDP.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

According to Chapter V section 35 of the Municipal Systems Act (32 of 2000) all municipalities are required to prepare Integrated Development Plans (IDPs) as a strategic tool to manage the affairs of the municipality. Preparing an IDP is a legal requirement in terms of the Municipal Systems Act (MSA); however that it is not the only reason why municipalities must prepare the plans. Under the new constitution, municipalities have been awarded major developmental responsibilities to ensure that the quality of life for its citizens is improved. The new role for local government includes provision of basic services, creation of jobs, promoting democracy and accountability and eradication of poverty. Preparing and implementing the IDP therefore enables the municipality to be able to manage the process of fulfilling its developmental responsibilities. (RSA 1998 a)

As the Integrated Development Plan is a legislative requirement, it has a legal status and it supersedes all other plans that guide development at local government level. The first generation of IDP was developed in 2001, whereas the second generation was developed in 2006. (FBDM IDP Review 2010/2011 Planning 2011/2012:5)

The preparation of IDPs became a legal requirement for local government in November 1996. This arose from the passing of the Local Government Transition Act, Second Amendment Act (RSA, 1996a) (Binns and Nel 2002: 923). The IDP is aimed at facilitating the integrated development and management of a municipality.

According to Pieterse (2007:6) in order to ensure that citizens have the direct say, the integrated development planning process must rest on meaningful and multi-level participation. Furthermore the IDP must also become an important tool to afford opportunity to citizens and different stakeholders to monitor and assess the performance of the municipality.

2.2 Integrated Development Planning

2.2.1 What is the IDP?

The IDP is a five year strategic plan of the municipality which articulates how the municipality plans to discharge its constitutional and legislative mandate in terms of

- ✓ Section 152 of the Constitution of the Republic of South Africa 1996
- ✓ Section 84 of the Municipal Structures Act 1998

Integrated development planning (idp) is a process through which municipalities prepare a strategic development plan, for a five year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality. (IDP Guide Pack: 4)

According to the White Paper in Local government S3 (3.1) (3.1.1), "integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long-term". The main steps in producing an integrated development plan are:

- ✓ *"An assessment of the current social, economic and environmental reality*
- ✓ *A determination of community needs through close consultation.*
- ✓ *Developing a vision for development in the area.*
- ✓ *An audit of available resources, skills and capacities.*
- ✓ *A prioritisation of these needs in order of urgency and long-term importance.*
- ✓ *The development of integrated frameworks and goals to meet these needs.*
- ✓ *The formulation of strategies to achieve the goals within specific time frames.*
- ✓ *The implementation of projects and programmes to achieve key goals.*
- ✓ *The use of monitoring tools to measure impact and performance."*

Municipalities cannot plan everything in the first year because the IDP is intended to build up a comprehensive integrated plan. Therefore IDPs should guide the

municipality in prioritisation and focusing activities and resources. It must be noted that planning too comprehensively can result in plans that are unrealistic to be implemented. (RSA 1998 a, S3 (3.1) (3.1.1))

Integrated development plans should be viewed as plans that bring growth and development in a municipality. During the annual IDP review priorities need to be formulated or changed and incorporated. Integrated development planning is a function of the municipality and should not be given to consultants to perform it. The preparation of integrated development plans should be managed within municipalities, and provide a way of enhancing the strategic planning capacity of the administration, building partnerships between management and labour, and enhancing synergy between line functions (RSA 1998 a, S3 (3.1) (3.1.1)).

2.2.2 Origin of IDP

The concept of Integrated Development Planning has its roots from the United Nations Conference on Environment and Development held in Rio de Janeiro in 1992. The Rio-Conference adopted Agenda 21 as a blueprint for sustainable development. All member states were called upon to implement Agenda 21 by developing locally tailored-Agenda 21 called Local Agenda 21. South Africa embraced the principles of Agenda 21 in developing Integrated Development Plans; thus rendering IDPs - Local Agenda 21 for South Africa. Furthermore Agenda 21 principles are embedded in the Constitution of South Africa and in many other legislations of the land. (FBDM IDP Review 2009/2010 Planning 2010/2011:5)

According to Human, Marais, & Botes (2008:1) local level development planning became a widespread phenomenon in the post 1994 South Africa. Integrated development planning resulted from section 56 (2) (a-d) of the Municipal Structures Act, 1998.

IDP is product of national-level local government legislation and has been introduced as a planning tool to help strengthen the developmental objectives of post-apartheid local government in an integrated and holistic manner. The IDP acts as a mechanism to ensure the integration of local government activities with other tiers of development planning at provincial, national and international levels. (Lipietz 2008:152) IDPs are local versions of the Reconstruction and Development Programme (RDP) aimed in infrastructural planning and development, linkage between basic needs and fostering more competitive economic activities (LED News, 2000: 2 cited in Binns & Nel 2002: 923)

In order to facilitate development, the Local Government Transition Act Second Amendment Act (No. 97 of 1996) required each local authority to develop an Integrated Development (IDP). (Van Niekerk, Wallis & Morrison 1998: 42) In terms of this act, an integrated development plan is defined as: "A plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled having regard to the general principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995) and, where applicable, having regard to the subject matter of a land development objective contemplated in Chapter 4 of that Act" (RSA 1996).

While the IDP was introduced in 1996 (Local Government Transition, Second Amendment Act) the 1998 the White Paper in local government provided clarity on the objectives of the IDP (Pillay et al. 2006: 192). Although the clarity conveyed by the White Paper there was a great need to guide and support municipalities in the preparation of IDP (Pillay et al 2006: 197)

According to Vatala (2005: 227-8) the integrated development plan is understood to be a product of public consultation and engagement and other relevant stakeholders who participated in its draft, review and adoption by the municipal council. The

Integrated Development Plan (IDP) resulted from the integrated development planning process. (Valeta and Walton 2008: 375)

The Integrated Development Plan (IDP) is thus the focus of South Africa's post-apartheid municipal planning system. It is now regarded as an important tool in growing structure evolving framework of intergovernmental planning and coordination. When it was first introduced - the IDP was in direct competition with other tools of planning, its purpose was vague, and its contents needed to be specified. (Harrison 2006:186)

The formulation of an IDP was responding to challenges facing the post-apartheid government in especially, the need to get a new system of local government working. The nature and form of the IDP were strongly circumscribed by the international discourse and practice which successes at the time of its introduction and development. (Harrison 2006:186)

According to Parnell et al. (2007: 88) the IDP is essential for local community development needs and to execute agreed anti-poverty and growth strategies which originated from common vision that spells out ways of reaching local needs.

2.2.2.1 Life span of IDP

According to the Municipal Systems Act, new councillors that come into office after the local government elections have to prepare an IDP which will guide them for their five year term in office. The IDP is linked to the term of office of councillors. The new council has the option of either to adopting the IDP of its predecessor or prepare a new IDP taking into consideration already existing planning documents. (DPLG 2001a: 4)

Integrated development planning is intended to be a very interactive and participatory process which involves different stakeholders. It takes about from six

to nine months to finalise an IDP and this timing is closely related to the municipal budgeting cycle. Nevertheless during this period delivery and development does stop, it continues as planned. The annual review of IDP is important because during this process amendments are made. (DPLG 2001a:4)

2.2.3 Criticism of IDP Process and performance

Despite extensive effort and apparent municipal commitment afforded to the process, the consecutive annual reviews of IDPs continue to be mostly top-down exercises and driven by the strategic long-term imperatives devised within the higher echelons of the political and bureaucratic leadership. (Lipietz 2008: 153)

IDP consultations, like many other participatory processes seem to favour the voicing of the most articulate and organised concerns, hence replicating a well-known vulnerability of participatory processes.(Lipietz 2008: 153)

It seems as if development indicators have not been used effectively in the IDP process (Human et al 2008: 2). The information used in the preparation of IDPs varies from endless statistics to an apparent lack of any meaningful data. Development indicators are needed to develop goals during the planning process, for the purpose of setting targets and to measure the progress made towards achieving these goals in relation to the targets set (Human et al 2008: 4). The absence of development indicators means that the community's perceptions in relation to service delivery are not known, and therefore cannot be addressed. (Human et al 2008: 18)

2.2.4 Objectives of IDP

Objectives of the IDP as listed at the DPLG Guide Pack are as follows:

- ✓ Effective use of scarce resources:

- Focusing on identified and prioritized local needs taking into consideration local resources; searching for more cost-effective solutions; and
 - Addressing causes, rather than just allocating capital expenditure for dealing with symptoms
- ✓ *“Speed up delivery:*
 - *Providing a tool which guides where investment should occur;*
 - *Getting the buy-in of all relevant role-players for implementation;*
 - *Providing deadlock breaking decision-mechanisms; and*
 - *Arriving at realistic project proposals taking into consideration limited resources.*
 - ✓ *Attract additional funds:*
 - *Where there is a clear municipal development plan, private investors and sector departments are willing and confident to invest their money because the idp is an indication that the municipality has a development direction.*
 - ✓ *Strengthen democracy and hence institutional transformation*
 - *Decisions are made in a democratic and transparent manner, rather than by a few influential individuals.*
 - ✓ *Overcome apartheid legacy at local level :*
 - *Promotion of integration of rural and urban areas, different socio-economic groups, places where people live and work etc.; and – facilitating redistribution of resources in a consultative process.*
 - ✓ *Promotion of intergovernmental coordination*
 - *Facilitating a system of communication and coordination between local, provincial and national spheres of government.” (DPLG idp guide pack 2001: 5)*

2.2.5 South African Local Government and the IDP

The South African constitution provides for local government. Governance is organised on the principle of working together between three spheres i.e, national, provincial and local government. According to Corrigan (1998: 5) the word sphere is intended to convey there are no hierarchical relationships between the various levels of government. These three spheres of government are distinctive, co-dependent and

organized in order to cooperate and respect the functions and operations of each other. Constitutionally, local government is mandated to carry out two main tasks, namely, service delivery to communities they serve and the promotion of economic development. (Brewis, de Jongh, cited in Visser 2001: 1679)

The Local Government Transitional Amendment Act (Act 97 of 1996) and the White Paper on Local Government (RSA, 1998) guided in a number of important changes to the legislative framework administering the management of South African cities. These documents set out objectives such as cost containment by means of a reduction in the number of local authorities, and the increasing professionalisation of political offices. Furthermore these two pieces of legislation introduced the principle of financial accountability and also enhance the fundraising abilities of local authorities. (Parnell & Pieterse, 1998 cited in Visser 2001: 1679)

The Local Government Transitional Act, Second Amendment Act (1996) requires that all municipalities prepare IDPs which conform to the Provincial Land Development Objectives. This Act defines IDP as a plan aimed at the integrated development and management of the municipality concerned in terms of its powers and duties. The intention is that the post-apartheid objectives achieved at the local level. Integrated development planning brings together the core purpose of local government and guides all aspects of revenue-raising and service-delivery, interaction with the different stakeholders. It is the primary tool that ensures the integration of local government activities with development planning at provincial, national and international levels. It also serves as the basis for communication and interaction within government structures. Therefore, IDP is the mechanism to be used to match the national constitutional obligations with the prioritisation of locally generated development agendas. (Parnell & Pieterse, 1998 Cited in Visser 2001: 1680)

The White Paper on local government sees the process of integrated development planning as a platform where municipality can establish a development plan for the short, medium and long-term. The IDP is seen as a tool that enable municipality to

assess the current situation in its area of jurisdiction, including socio economic and environmental trends, resources availability, skills and capacities. The IDP should enable the consideration of different needs of the community and different stakeholders. It should further prioritise the needs of the stakeholders in order of urgency and constitutional and legislative criticality. This programme should set up frameworks and goals to meet these needs; devise strategies to achieve the goals within specific time-frames; develop and implement projects and programmes to achieve key objectives; establish targets and monitoring tools to measure impact and performance; budget effectively with limited resources and meet strategic objectives; and regularly monitor and adapt the development programme based on the underlying development framework and development indicators. (Parnell & Pieterse 1998 cited in Visser 2001:1680)

2.3 Developmental Local Government

According to Nel & Binns (2001:356) developmental expectation placed on local government resulted largely from the series of interrelated contextual and policy considerations. Stiefel and Wolfe, (1994 cited in Mogale 2005:137) see the recognition of the link between development, service delivery and public participation as the key aspects of the present developmental local government. Ntsebeza (2004:74) sees the IDP as an important feature of developmental local government, because it requires municipalities to coordinate all development activities in order to improve the standard of living and quality of life within its jurisdiction.

The White Paper on Local Government seeks to set up the mechanisms that enable the achievement of developmental local government (South Africa, 1996: 81; Ministry for Provincial Affairs and Constitutional Development, 1998 cited in Pycroft 2000:148). The creation of developmental local government (DLG) requires the restructuring of municipalities' institutional approach to the management of the local space, changes in leadership, a focus on poverty alleviation, economic growth,

and the management of development in an integrated and sustainable manner and requires entrenched socioeconomic inequalities to be addressed.

According to Binns and Nel (2002:923) an integral aspect of the developmental local government responsibility is for each of new municipalities to prepare an integrated development plan (IDP). The negative effects of fragmented and project based planning were recognised by the government officials in South Africa by the late 1980s.

The objectives of local government as outlined in the Constitution of SA 1996 are to:

- ✓ *“Provide democratic and accountable government for local communities;*
- ✓ *Ensure the provision of services to communities in a sustainable manner;*
- ✓ *Promote social and economic development;*
- ✓ *Promote a safe and healthy environment;*
- ✓ *Encourage the involvement of communities and community organisations in the matters of local government “*

In the South African Constitution there is an obligation that local government should promote redistribution and equity (Parnell 2004:380). Local government is one of the spheres of government which seek to promote and improve cooperative government (Vatala 2005: 2006). In order to fulfil this obligation, local government requires baseline information to identify priority areas and to target the most vulnerable (Human et al: 2008:14). According to Parnell (2004: 382) the post-apartheid experience shows that legislative, policy and political commitments to equity are not enough.

Local government serves generally as an arm of government that is regulated through various statutes. It plays an important role in local and regional economic development because is the sphere of government with the greatest interest in local development (Eversole & Martin 2005: 58). The functions of municipalities can differ in the same constitutional arrangement and still be the same when the constitutions differ. (Tomlinson 1994: 92)

Much of enthusiasm for local government reform has concentrated on structural and procedural matters. Less attention has been given to the behavioural patterns and the roles within the structure and decision making. (Fagence 1977: 168)

Local government in South Africa largely is regulated by two major pieces of legislation, namely the Local Government Municipal Structures Act 117 of 1998, and the Local Government Municipal Systems Act 32 of 2000 (MSA). MSA provides the options for structuring of government in each type of municipality. These options were set under the assumptions that municipality may have a collective system that can be combined with sub-council participatory structure. (AfriMAP & Open Society for South Africa 2006: 146)

According to Nyalunga (2006:1) local governments are defined as political structures made up by law, which have substantial control over local affairs and have the power to tax. Challenges of developmental local government have been to maintain and service the interests of previously privileged communities and extend infrastructure and services to those who were less privileged. (AfriMAP & Open Society for South Africa 2006: 146).

2.3.1. History of local government

According to Frye and Kristen (2012:1) "the country has a long history of inequality and injustice". The pre-1994 government policies disadvantaged the majority of South Africans, excluding millions of people from the political, social and economic aspects the society and depriving them long-term accumulation of land, assets and sustainable livelihoods.

After 1994, there was general recognition that building a new South Africa would entail more than the simple restructuring of apartheid law, and so completely new development frameworks were required. Instead of reinventing fundamental policy approaches, it was clearly more constructive and efficient to build on existing

development consensus as articulate in various global forums of thinking and policy making. (Parnell & Pieterse 2007: 79)

Apartheid has left a dent on South Africa's human settlements and municipal institutions. Transformation requires the acknowledgement of the historical role of local government in establishing and enabling local separation and inequity. Furthermore the history of resistance to apartheid at the local level, and struggles against apartheid local government is important. (White paper on Local Government, Section A (1): 1998:(1))

The Municipal Systems Act was prepared to provide the core principles, mechanisms and processes that give meaning to developmental local government and to empower municipalities to move towards the social and economic upliftment of communities and the provision of basic services to all people, and specifically the poor and the disadvantaged. The act sets out duties for the municipal council, including to provide, without favour or prejudice, democratic and accountable government, to encourage the involvement of the local community, and consultation of the local community about the options, level, quality, range and impact of municipal services. It also further sets out rights and duties for members of the community, among them the right to 'contribute to the decision-making process of the municipality. (AfriMAP & Open Society for South Africa 2006: 146)

The transformation of the apartheid system of segregated municipal government provided an excellent opportunity to totally redefine the goals and operational procedures of local government in South Africa. Developmental local government was born of this imperative. (Parnell et al. 2007: 79)

According to Parnell et al. (2007:85-86) Apartheid did not only focus on racial segregation and racist laws, it also depended on different strategies of control. The strategies include job reservation, racial residential segregation, the manipulation of African urbanisation, the differential regulation of building codes and land

provision, the provision of separate and inferior services such as public transport, and outright racist repression through removal of land rights, the denial of tenure and the removal of the vote. (Parnell et al. 2007: 85-86)

Racial segregation

Apartheid was not the beginning of geographic, institutional and social segregation at the local level as colonial segregation policy was already in an existence when apartheid was introduced in 1948. The Group Areas Act introduced strict residential segregation and compulsory removal of black people. The Act further restricted the permanent existence of Africans in urban areas through the pass system, and reserved a viable municipal revenue base for white areas by separating townships and industrial and commercial development. Various attempts were made under apartheid to introduce "own management" structures for black residents at the local level. This was in part to compensate for restricted rights, and in part to bolster the political and economic privileges of racial exclusion (RSA 1998a).

- ✓ *"Limited local government was established in Bantustans and traditional leaders were given powers over land allocation and development matters in communally owned land. Some small rural townships were given their own administrations that lacked real powers.*
- ✓ *In the 1960s, Coloured and Indian management committees were established as advisory bodies to white municipalities.*
- ✓ *The Bantu Affairs Administration Act of 1971 established and appointed Administration Boards, which removed responsibility for townships from white municipalities.*
- ✓ *In 1977 elected bodies of Community Councils were introduced, but had no meaningful powers and few resources.*
- ✓ *Community councils were replaced by black local authorities in 1982. Black Local Authorities did not have a good revenue base and were perceived as politically illegitimate from the start. This led to their rejection by community in the mid- 1980s. (RSA 1998a)".*

In South Africa, local government has been legally restructured into non-racial and financially viable units. This process has combined the previously segregated African, Coloured, and Indian and white neighbourhoods into new local government administrations. (Oldfield 2002:30) In combining formerly separated

communities into single political units, the local state encompasses communities with divergent socioeconomic conditions, histories, political affiliations, and cultural and lingual identities. (Oldfield 2002:31)

Financial constraints

Most local government revenue in urban South Africa was self-generated through rates and taxes and the delivery of services to residents and business. This was mainly viable for white municipalities which had small populations to serve and large concentrations of economic resources to tax. Apartheid regulations restricted most retail and industrial developments in black areas. The restriction resulted in the limitation of tax base and forced residents and retailers to spend most of their money in white areas. Municipalities in black areas were therefore deprived of the means to meet the needs of local residents.

Discrimination and segregation in rural areas were equally harsh. Water and electricity in rural areas were only supplied to white residents at enormous cost, and little regard was given to the needs of the rural majority. Communities started to mobilise against the apartheid local government system. The United Democratic Front was launched in 1983 and focussed attention on the so-called Koornhof Bills intended to establish Black Local Authorities. Black Local Authorities tried to impose rent and service charges on township residents in order to increase revenue but these revenue sources were inadequate for meaningful delivery. As a result these institutions were rejected in the mid-1980s along with uprisings that shook the foundations of the apartheid order. (White paper on Local Government, Section A (1): 1998: (1))

According to Parnell et al. (2007:4) the most pressing priority from the government perspective is to make all municipalities financially and administratively viable. The municipalities that existed previously were considered to be numerous and financially unstable. The financial difficulties of local government are of great importance than the share of national revenue allocated to local government.

Protesting against a distorted system

According to Parnell et al (2007: 44) the destruction of apartheid flowed from the mounting contradictions of the urban regime set up in the 1960s. The most important one was the challenge mounted by the masses organised in the townships from 1976 onwards. The widespread campaign against apartheid increasingly demanded and demonstrated the possibility of different approaches to local government.

In 1984 uprising gathered momentum, civics and other community organisations started to organise themselves. Their rallying purpose was to address social and economic conditions in townships and Bantustans. The organised boycott of rents and service charges, and consumer boycotts were used as weapons. For the first time people began to protest systematically against the way human settlements were spatially and economically distorted.

In the late 1980s the apartheid government attempted to support the collapsing Black Local Authorities (BLA) and calm political tensions by redirecting funds to disadvantaged areas. Ad-hoc intergovernmental grants were developed in order to channel resources to collapsing townships. Furthermore Regional Services Councils and Joint Services Boards were established also to channel funds to black areas. These interventions were too late because many homelands by then were effectively ungoverned and BLA were not viable. The crisis opened up by the collapse of the apartheid local government system created the conditions for a new deal and white municipalities entered into negotiations with township representatives forming formed basis for local negotiations, and the pre-interim system of local government. (White Paper on Local Government, Section A (1): 1998:(2)

According to Oranje, van Huyssteen and Meiklejohn (2009: 2) in order to eradicate the apartheid inequalities, South Africa need to ensure shared inclusive and sustainable economic development and growth. . However, as the National Spatial Development Perspective (NSDP) argues, to pursue this without a plan would not

have the desired outcome. As indicated in the NSDP, international case studies and regional development theory clearly demonstrate that unfocused infrastructure spending and human resource development does not improve GDP growth of the area.

An incomplete transition

The crisis in local government was a push factor that led to the national reform process which began in 1990. National debate about the future of local government took place in the Local Government Negotiating Forum, alongside the national negotiating process. The Local Government Negotiating Forum framed the Agreement on Finance and Services writing off arrears to BLA. It also further negotiated for the preparation of Local Government Transition Act of 1993. The Local Government Transition Act did not provide a blueprint for a new local government system but it sketched a process for change. The process introduced in the Local Government Transition Act was essentially a locally-negotiated transition and it has resulted in a wide diversity of forms of local government.

- ✓ The Local Government Transition Act mapped out three phases of transition:
- ✓ The pre-interim phase prescribed the establishment of local forums to negotiate the appointment of temporary Councils that governed until the first inclusive municipal elections.
- ✓ The interim phase started with municipal elections and lasted until a new local government system has been designed and legislated upon. The Local Government Transition Act has effectively de-racialised the system of local government through the incorporation of previously racially based structures.
- ✓ The final stage (from December 2000) was the establishment of new local government. (White paper on Local Government, Section A (1): 1998:(2)

2.3.2 Emerging developmental local government: the context

According to Nel and Binns (2001: 356) the developmental expectation placed on local government resulted from a series of broadly interrelated contextual and policy considerations. These include the following:

2.3.2.1 The country's unemployment crisis was aggravated by the fact that approximately one million jobs were lost in the country in the 1990s (Akerford, 2000 cited in Nel and Binns 2001:356). This situation also necessitated an urgent intervention for innovative employment generating strategies, including the ones at the local government level.

2.3.2.2. Local government is legally mandated in terms of the 1996 Constitution, to: "promote social and economic development". This signifies an important departure from the previous service orientated focus of local government. It has also led to a series of important policy and legal developments. The constitutional principle has been refined and outlined in depth in the chapter in the Local Government White Paper that formally introduced the concept of developmental local government. The White paper defines the concept as, "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives." Furthermore these principles have been taken through the Municipal Structures Act (RSA, 1998b), the Municipal Systems Act (MSA) and the draft policy document on Local Economic Development (Harrison, 2000 cited in Nel & Binns 2001:356).

2.3.2.3. The principle of devolution of power to communities by implication to their elected representatives is a key feature of ANC policy. In terms of the 1994 Reconstruction and Development Programme (RDP) development is not about the delivery of goods to a passive population but is rather about active involvement and empowerment. Evolving government policy reflects efforts to make principles of devolution a reality. These principles have been well-established in the Constitution

(Nel & Binns 2001:356). In support of these principles, the MSA placed particular emphasis on community involvement in local government decisions. Local authorities are obligated to come up with mechanisms that will enable communities to participate in the affairs of a municipality.

2.3.2.4 Political- economic agendas around the world, and spite of internal opposition from unions and community groups, the South African government had firmly wedded itself to a neoliberal economic agenda, the Growth, Employment and Redistribution (GEAR) strategy where government sought to proactively set the basis for market-driven economic expansion and growth. This strategy details the role of government as facilitating market expansion while that of local government being to stimulate economic development through investment in infrastructure to attract private investment and boost short-term economic performance.

2.3.2.5 The local government's status and its potential development role have been enhanced through a commitment to the principle that local government is not merely the lowest tier of government, occupying a subordinate position, rather it is a distinctive 'sphere' of government, occupying a unique and important position in society. The position is contained in the Constitution and reinforced in Local Government White Paper. The white paper states that: "government in South Africa is constituted as national, provincial and local spheres of government". These three spheres are distinctive, interdependent and interrelated. Local government is a sphere of government in its own right, and is no longer a function of national or provincial government. It is an integral component of the democratic Government." (Nel & Binns 2001:356)

According to Parnell et al. (2007: 3) the new local government policy framework is a commanding, complex, forward looking and optimistic manifesto to realise a participatory local government system. The system must be at the heart of an intergovernmental effort to achieve democratic citizenship, integrated development and reconciliation between the divided communities of South Africa. The business

of the government is to ensure effective service delivery to all citizens so that they can fulfil their basic needs and enhance conditions for economic growth.

2.4 Municipal Governance

Effectiveness of municipal governance institutions is a precondition for any country to reap the benefits of decentralisation. Olowu and Wunsch (2004:9 cited in de Visser 2009:14) remark that weak authority and defective institutional and operational rules can make it difficult to reach decisions and can lead to policy failure and weakened local governance.

The new generation of municipalities is ruled by a large council and it has a strong executive authority. The council meeting is chaired by an elected speaker and the administration is headed by a municipal manager appointed by the council. The new legal framework requires municipalities to extend their work beyond administering national and provincial laws. Municipalities must adopt policies and by-laws, actively involve communities, plan strategically and partner with different stakeholders. This requires strong political and administrative leadership. A critical difference from the pre2000 system relates to the role of the municipal executive. The municipal executive is expected to formulate policy, oversee the administration and take regular executive and administrative decisions. The new legal framework led to an improved and rational system for municipal administration. The Municipal Systems Act 2000 and the Municipal Finance Management Act 56 of 2003 (MFMA) has laid down a framework for the municipal administration which is based on modern public management principles. Strategic planning, performance measurement, modern accounting principles, transparency, and separation of politics from administration, resonate throughout the legal framework. Community participation in municipal affairs has been firmly placed on the municipal agenda by the adoption of a progressive framework. Best practices on how best to implement these directives are emerging, albeit slowly. (de Visser 2009: 14-15)

2.4.1 Challenges facing South African municipalities

The present post-apartheid democratically elected government in South Africa inherited an amazing hotchpotch of administrative, financial, economic and political structures emanating from the legacy of apartheid rule. Apartheid policies have fundamentally distorted and damaged the spatial, social and economic environments in which people lived, worked and raised families, and sought to fulfil their aspirations.

Post-apartheid South Africa has a major challenge of ensuring that municipalities provide optimal and professional services to different communities. (Pretorius & Schurink 2007: 19) The Constitution gives local government the powers to provide services for its residents, including powers to increase revenue. This was in line with South Africa's commitment, which accorded extensive responsibility for service delivery to the local level. (AfriMAP & Open Society for South Africa 2006: 145)

According to Parnell (2007: 22) the fiscal problems experienced by many local authorities resulted from geographical processes of uneven development at both local and regional scales. Apartheid did not only create racially separated urban spaces, it also created racially unequal places. The vast majority of black South Africans experienced economic, social, political and personal hardships that were caused by the apartheid governments attempt to maintain privilege and cultural dominance. (Parnell et al 2007: 85)

Municipalities rely on Statistics South Africa's (Stats SA) Census Results (either those of 1996 or those of 2001) as the source of information. Sectoral information regarding issues such as agriculture, health and education is not always available in the district offices; and in the cases where it is available, it is often not easily accessible. It is particularly in the field of economics where information is freely

available on a national or provincial level, but can only be obtained for the local level at a great cost. (Human et al: 2008: 22)

According to the White Paper on Local Government municipalities over the world face the challenge of managing viable and environmentally sustainable urban and rural systems. Some additional challenges faced by the municipalities, including the following:

- ✓ *"Skewed settlement patterns, which are functionally inefficient and costly.*
- ✓ *Extreme concentrations of taxable economic resources in formerly white areas, demanding redistribution between and within local areas.*
- ✓ *Huge backlogs in service infrastructure in historically underdeveloped areas, requiring municipal expenditure far in excess of the revenue currently available within the local government system.*
- ✓ *Creating viable municipal institutions for dense rural settlements close to the borders of former homeland areas, which have large populations with minimal access to services, and little or no economic base.*
- ✓ *Great spatial separations and disparities between towns and townships and urban sprawl, which increases service provision and transport, costs enormously*
- ✓ *Creating municipal institutions which recognise the linkages between urban and rural settlements.*
- ✓ *Entrenched modes of decision-making, administration and delivery inherited from municipalities geared for the implementation of urban and rural apartheid.*
- ✓ *Inability to leverage private sector resources for development due to a breakdown in the relationship between capital markets and municipalities, the lack of a municipal bond market and the poor creditworthiness of many municipalities.*
- ✓ *Substantial variations in capacity, with some municipalities having little or no pre-existing institutional foundations to build on.*
- ✓ *The need to rebuild relations between municipalities and the local communities they serve. Municipalities should be particularly sensitive to the needs of groups within the community who tend to be marginalised, and responsive and accessible to people with a disability". (DPLG 1998 : 10)*

According to Parnell et al. (2007: 88) it is not easy to get real changes, especially in the smaller towns where there is no expertise and no resources to implement a new holistic development.

2.5 Public participation

Participatory development can be described as assisting others to assist themselves. The unwritten result to the above is that if people are enabled to help themselves then the government will not have to continue to allocate resources toward the same end. In participatory development individuals bring a number of capabilities and personal resources which affect the participatory process and furthering of cooperative community. (Levi & Litwin 1986: 43)

There are claims that participation composes a new model of development. Regardless of such claims there is little proof of the long term effectiveness on participation in improving the conditions of the most vulnerable and as a way of social change. (Cooke & Kothari 2002: 36)

Through the government's overall transformation agenda there has been a clear recognition of the involvement of a range of stakeholders in policy-making and delivery. (Matthews 2008: 48) Different spheres of government, industries and general public have varying levels of participation and power. The stakeholders who contribute in decision making extensively impact on the ability of different initiative. (Eversole & Martin 2005: 57-58)

Cameron, Odendaal and Todes (2004: 321-2) see communities as roles players that can play a variety of roles from inputting views about needs and priorities, and providing feedback on specific plans and projects through to making decisions about projects and funding allocation. They further state that it is widely accepted that community participation is a key factor in devising and delivering appropriate area-based solutions, and achieving the longer-term sustainability of projects. They further indicated that the strengthening of community capacity, social capital and citizenship skills are becoming more familiar objectives for the community participation component.

Citizen participation in local development and service delivery is enshrined in the constitutionally protected integrated development planning process, which operates alongside electoral democracy at the local level. (AfriMAP & Open Society for South Africa 2006: 145)

South Africans have constitutional rights of access to any information that may be needed in exercising their rights. Since 2001, special legislation has encouraged public access to information, but many of the legislation's provisions are recommendations rather than requirements. (AfriMAP & Open Society for South Africa 2006: 20)

The involvement and engagement of ordinary people in the design, planning and evaluation of development programmes, and plans at the local level should be an important part of democratic practice in South Africa. There are however, still huge gaps in terms of the facilitation of this process. (Buccus, Hemson, Hicks & Piper 2008: 5)

Mogale (2005:137) defines participation as the organized effort needed to increase control over resources and regulative institutions by stakeholders, especially those excluded from such control. Public participation is the most fundamental element of the Integrated Development Planning process. This is articulated clearly in Chapter 4 of the Municipal Systems Act (32) 2000. Therefore in order to ensure participation of all stakeholders, municipalities must identify all stakeholders and allocate responsibilities to each one of them. (MSA 32, 2000 Section 16 (a) (ii))

According to Buccus et al. (2008: 14) participation is related to the rights of the people and expected delivery on community development needs. The level of participation is related to the capacity of the participatory system to provide the element of redress and meet essential needs.

The IDP is about determining the stakeholder and community needs and priorities which need to be addressed in order to improve the quality of life. The Constitution and the Municipal Systems Act clearly stipulates that the municipality must mobilise its stakeholders by establishing an effective participatory process. The municipality should in particular ensure that previously disadvantaged groups (e.g. women, the disabled etc.) participate in order for their voices to be heard. (DPLG IDP Guide Pack 2001: 7)

The IDP involves participation of a number of stakeholders and it is crucial for the municipality to adopt an appropriate approach and structures to ensure effective participation. (DPLG IDP Guide Pack 2001: 7). According to Cash & Swatuk (2012:59), the element of public participation of the IDP is only to inform people than to actively engaging citizens."

According to the White Paper in Local Government 1998, collective and coordinated public participation is the cornerstone in ensuring democracy and good governance. Section 152 of the Constitution of South Africa 1996 enumerates a number of objectives of Local Government including establishing representative and participatory democracy, addressing poverty and inequality and promoting local economic development and social development. Furthermore the White Paper on Local Government 1998 and the Municipal Systems Act 2000 collectively make provision for the participation of all interested parties in the preparation, adoption and implementation of IDPs.

Participation is mandated in four major senses: as voters to make sure that there is democratic accountability; as citizens who can contribute to policy processes; as consumers and end users who can anticipate 'value for money' and affordable services; and as organised partners involved in resource mobilization for developmental objectives (Mogale 2005:137). Citizen participation can occur at different stages of service delivery, from planning and budgeting until implementation and evaluation. Citizens can raise awareness by monitoring

standards of performance of municipal services and placing pressure on delivery and oversight institutions to act. (Clacherty 2011:6)

2.5.1 Participatory Governance

Participatory governance has become an instrument for development adopted by central and local governments in developed and developing countries. It has been defined as a regulatory structure for the running public affairs that is not entrusted to government and the public administration. It also involves working together between government departments and community members. It has to do with an institutional set-up that involves communities, centrally and locally, to participate in decision-making and in implementation. (Kjær 2005: 1)

Participatory governance is believed to strengthen democratic policy-making. It strengthens community by increasing the level of organization it requires and enhancing general trust among people. Participatory governance also assists the implementation of policy-decisions because it is easy to implement an agreed decision than implementing a decision taken unilaterally. Participatory governance is expected to strengthen the efficiency of service delivery. (Kjær 2005: 1)

Participation of the governed in their government is, according to Arnstein (1969: 216) the cornerstone of democracy. Arnstein makes a distinction between the empty ritual of participation and the real power needed to affect the outcome of the process. She makes reference to a poster painted by French students to explain student-worker rebellion which highlights that participation without redistribution of power is an empty and frustrating process for the powerless. It allows the power holders to claim that all sides were considered, but makes it possible for only some of those sides to benefit. It maintains the status quo.

Arnstein (1969:217) identifies eight levels of participation arranged in a ladder pattern with each rung corresponding to the extent of citizens' power in determining the end product. The bottom rung (manipulation and therapy) describes levels of non-participation which have been contrived by some to substitute genuine participation. The real objective is not to enable people to participate in planning but to enable power holders to educate the participants. Rung three and four (informing and consultation) allow the have-nots to hear and have a voice but they lack power to insure that their views will be heeded. At the top of the rung are levels 7 and 8 (delegated power and citizen control). It is at this level that citizens obtain the majority of decision-making seats or full managerial power.

2.5.2 Participation and Partnerships

According to Todes (2003:9) "most definitions of sustainable development include a strong emphasis on participatory processes and the development of partnerships between local government and civil society". The Local Agenda (LA) 21 principles stress the establishment of participatory structures which will interface continuously to local government. (ICLEI, 1996; Luckin, 2003 cited in Todes 2003:9) IDPs are seen as participatory processes, and substantial attention is given to the representation of different stakeholders and marginalised groups. The emphasis is more on consultation than on deeper structure of participation. The IDP represents a difficult arena from the perspective of participation. (Todes 2003:9)

Most municipalities particularly districts cover a huge land area, and a substantial diversity of interest groups and communities. For this reason, the Municipal Planning and Performance Regulations 2001 section 15(1) (a) suggest the establishment of forums that will enhance community participation in respect of integrated development planning and performance management. The intention behind the idea of the establishment of forums is that representatives will report

back to their communities, even though decision-making would be difficult to achieve. (Todes 2003:9)

2.6 Municipal Service and service delivery

The concept of public service delivery is associated with the discipline of political structures and public administration component. The concept of service delivery embraces programmes and activities related to powers and functions performed by the three spheres of Government. (Kondlo & Maserumule 2010:78)

According to Matthews (2008: 46) the suitability of a target-based system as a driver of public services has not been automatically accepted. There has been an intensive effort to improve and extend basic infrastructure and service delivery. However post-1994 efforts to increase the capital budget resulted in a financial crisis and foreshadowed a highlight on institutional reform as a predecessor to infrastructure improvements. (Parnell 2004: 384)

2.6.1 Municipal Service

Municipalities must make sure that people in their municipality access to the basic services they need. Basic needs in this instance include:

- ✓ Sewage collection and disposal
- ✓ Water supply
- ✓ Refuse removal
- ✓ Electricity and gas supply
- ✓ Municipal health services
- ✓ Municipal roads and storm water drainage
- ✓ Street lighting
- ✓ Municipal parks and recreation

The services mentioned above have a direct and immediate impact on the quality of the lives of the community members. Basic services needed in rural areas differ from those needed in urban communities. Poor services can push away businesses and this will result in less job opportunities for residents.

2.6.1.1 Who is responsible for providing services

Local Government is the sphere of government that works closest with the community. Councillors are elected to represent community members and ensure that there is service delivery. Municipalities can provide services through their own resources or hire service provider to deliver the service but it remains the responsibility of the municipality to manage and monitor the project. However, many municipalities are unable to deliver services to residents. This might be due to lack of funding and lack of capacity to provide a required service at a reasonable price. Such municipalities should devise other means to ensure that their services are improved and reach the community.

2.6.1.2 Municipal service delivery in an unequal society

According to Mogale (2005:140) service delivery represents an avenue for municipal action in order to obtain redress in previously segregated local communities and to address poverty reduction in South Africa. The White Paper on Local Government states that, "Basic services enhance the quality of life of citizens, and increase their social and economic opportunities by promoting health and safety, facilitating access and stimulating new productive activities".

According to Mogale 2005:140 provision of services is difficult to newly incorporated communities and in areas where there is high rate of unemployment, poverty and historical backlogs in infrastructure services and the uneven spread of economic resources. The constitutionally guaranteed right to services is highly problematic, especially in areas where service subsidies for the vulnerable community are unavailable. Therefore the principle of cost recovery in municipal service provision

is important in order to eliminate an entitlement mind-set and to force consumers to use what they can afford. As subsidies to lessen the plight of the indigent are promised, the reality is that municipal policies and criteria take time to develop and implement (Mogale 2005:140).

Rich neighbourhoods and large-scale consumers continue their inefficient consumption patterns, no different to those enjoyed under apartheid dispensation (Parnell et al., 2002: 33 cited in Mogale 2005:140). The result of this is high tariffs and rates that are unaffordable for the poor, leading to growing alienation evidenced by the destruction of public facilities and non-payment of services. (Cashdan, 2002: 164 cited in Mogale 2005: 140).

Different schools of thought have debated the efficiency of pricing municipal services according to commercial criteria and the potential the lack of services has to affect health, welfare, educational gains and social stability, especially for the poor. Some argue that pricing municipal services renders socioeconomic benefits beyond the reach of the vulnerable poor. (Friedman, 1963; Hayek, 1990 cited in Mogale 2005:140)

Municipalities should be able to recover the cost of service provision from consumers. Where subsidies could be obtained central government could be the source, without placing burden on wealthier sections of the populations. The adoption of a hard line attitude to cost recovery has contributed to increasing social exclusion of the poor while denying them essential services such as electricity and water in South African municipalities. (Mogale 2005:141)

2.6.2 Service levels and service delivery options

The most significant factor to consider in service delivery option is the level at which the service is provided. The choice of the level of service is influenced by affordability and community needs. When municipalities make decisions about the

level of services they should consider the long-term viability of providing service. Municipalities rely heavily on income received from users and if the costs are too high people are unable to pay. This will lead to loss of money by the municipality and will not be able to continue to provide required service.

2.6.3 Principles of Service delivery

Municipalities are in existence mainly for improving the welfare of the communities they serve. The ever increasing challenges facing municipalities with regard to improving service delivery require innovative methods and systems that will address the needs of communities. The White Paper on Local Government (1998 section 2.1) outlines principles for service delivery that provide a new and holistic framework on which municipal service delivery should be based. The principles are listed below. (HSRC 2005: 19-21)

- ✓ *Accessibility of services*
- ✓ *Affordability of services*
- ✓ *Quality of products and services*
- ✓ *Accountability for services*
- ✓ *Integrated development and services*
- ✓ *Sustainability of services*
- ✓ *Value-for-money*
- ✓ *Ensuring and promoting competitiveness of local commerce and industry*
- ✓ *Promoting democracy*

2.6.4 Limited infrastructure capacity

The most important constraint of infrastructure investments is the continual lack of capital to finance projects. With the limited financial resources available to local governments in developing countries, it is important to create and implement new methods for financing infrastructure to support urban land development. Method that is gaining universal acceptance is the one where projects pay for infrastructure development. Urban land policies can also be implemented to increase funds for development. (Dowell & Clark 1996: 41)

Even though resources are available for infrastructure investment, poor coordination may hamper land development. This may be due to insufficient coordination between infrastructure agencies themselves. In other cases there may be general weakness in the planning and enforcement methods available. Other reasons include conflicting objectives between supporting agencies and different funding sources for the infrastructure components. (Dowell & Clark 1996: 41)

Conclusion

The structure of governance in South Africa has given the municipalities developmental responsibilities. To ensure that municipalities perform the role the government passed municipal systems act which compels municipalities to prepare IDPs. It is clear that municipalities cannot avoid this legislative mandate.

Since the birth of IDP a growing literature focusing on it has emerged. Common in all literature is the recognition that the IDP is a strategic planning tool useful at a local governance level. The participatory process has however been criticised as favouring certain sections of the community. The IDP still has a long way to go in addressing some challenges such as those inherited from the past as well as those that are inherent in the IDP itself. It remains the responsibility of local government to address the provision of services.

CHAPTER 3 LEGISLATIVE AND POLICY FRAMEWORK

Introduction

This chapter focuses on the legislative and policy framework that inform and give mandate to Integrated Development Planning process, developmental local government and public participation in South Africa. In order to promote participatory government, South African government in 1994 introduced different policies and legislative frameworks. This entails legislation for policy-making and planning processes of government at three spheres of Government.

3.1 Contents of the IDP

The IDP articulates the municipal vision and mission for the developmental duties of the municipality. The significance this serves to bind the council to a determined course of developmental action during its elected term of office. Not only does this create the consensus required but also enables the community to hold the council accountable for the achievement of the goals and targets set in the IDP. The content of the IDP must signify agreement reached with the community through various community participation processes. (Valeta & Walton 2008: 376)

The IDP contains situational evaluation of the existing level of development in the municipal area. One of the key areas for municipalities remains the provision of services. This involves the consideration and identification of the community's access to basic services. The evaluation is important in the development as not all municipalities have the same challenges and conditions differ from area to area. Municipalities with large rural components have problems which are different from municipalities with no rural components. As a result the priority areas will inform but the objectives to be achieved. (Valeta & Walton 2008: 376)

The IDP further contains a spatial development framework (SDF) that includes basic guidelines for land use management. The design of land management strategies is a vital part of planning for the structured and orderly development of the municipal area. The plan must not only focus on social activities. It must also have a socio-economic bias in terms of establishing the required environment in order to promote economic development and employment opportunities within the municipal area. It must also link and integrate with all proposals for the development of the municipality. (Valeta & Walton 2008: 376)

According to the MSA 2000 s 26(h) IDP should set parameters for the structuring of budgets. The rationale behind this is to make sure that the municipal budget supports the achievement of the objectives and strategies set in the IDP. This assists in ensuring the achievement of the vision of the Municipality. The IDP also sets the framework for the budgets. It contains the next financial year and two outer years. The justification for this is to ensure that the IDP is affordable and consistent with budgetary limitation. (Valeta & Walton 2008: 378)

According to the MSA 2000 s 26(i) IDP also sets key performance indicators and performance targets. The rationale behind the setting of performance indicators and targets is to evaluate the success and failures of the adopted strategy and so assist with the review of the IDP. A clear understanding of the requirements for the successful implementation of the IDP is legal, financial, human, economic, and technical issues. The resources to obtain this understanding can be resourced internally from the officials or it can be outsourced from professional service providers. (Valeta & Walton 2008: 378)

Over-ambitious policy objectives and strategies should generally be avoided. Resources are limited and this is one of the reasons why input from pressure groups requires to be carefully dealt with. It is also an area where the certainty of budget constraints must be considered. The provision of adequate budget to achieve the objectives set in the IDP is vital. (Vatela & Watson 2008: 378-379)

3.2 Capital Budget and the IDP

According to Municipal Finance Management Act (MFMA) there should be coordination between the annual review of the IDP and the preparation of the annual budget. There are two types of budget, namely the operational and capital budgets. An operational budget involves the day to day running costs of the municipalities (Joseph & van Rensburg 2002:12) while the capital budget is for investment in infrastructure. According to Visser 2001:1988 " the capital budget is the part of the municipal budget that addresses all capital and development programmes and projects of a local authority and represents the financial expression of the IDP goals". This is the budget that is set aside for different capital programme and projects which include civic amenities, electricity transmission systems, construction of community health service centres, housing schemes and road works etc.

3.2.1 Sources of municipal income and capital budget financing

According Joseph & van Rensburg (2002: 14) Municipalities must ensure that there is adequate money to pay their planned expenditure. Below are different sources of income that can be used by municipalities to finance their needs and expenditure.

- ✓ **External loans** - these are an expensive form of funding the capital budget because of the high interest rates in South Africa. External loans should only be used to finance major capital projects such as roads, buildings, sewerage works and water systems.
- ✓ **Internal loans** - Many municipalities have internal 'savings funds' such as Capital Development Funds or a Consolidated Loan Fund. These funds can be used for the purchase or development of capital items, usually at a lower interest rate than for an external loan and the municipality pays the interest back to its own 'savings fund', which can later be used for another capital project.

- ✓ **Contributions from revenue** - When financing a small capital project, the small total cost can be paid for from the operating income in the year of purchase. This financing source is known as 'contributions from revenue'. Most municipalities use this source to pay smaller capital items, such as items of furniture and equipment. This source of financing is considerably cheaper than external or internal loans because no interest is payable.
- ✓ **Government grants** - Municipalities may apply to national government for infrastructure development grant. The two main funds available are:
 - MIG (Municipal Infrastructure Grant) - available from the Department of COGTA (Cooperative Governance and Traditional Affairs)
 - Water Services Projects - available from the Department of Water Affairs.
 - USDG (Urban Settlement Development Grant)- available from Department of Human settlements
- ✓ **Donations and public contributions** - Local and foreign donors may sometimes contribute a funding to be used for the capital project in a disadvantaged area. They may want promotion for their donation and the municipality can arrange to acknowledge their sponsorship.
- ✓ **Public-Private Partnerships** - Capital costs can be paid by means of partnerships between the private sector and the municipality. In some cases the private sector partner will be motivated by profit in the services and capital projects that are financed. Therefore terms and conditions must be carefully defined, to protect the community's interests. (Joseph & van Rensburg 2002: 14-16)

3.2.2 Main sources of operational budget financing

Property Rates - The municipality charges rates and taxes to all property owners of its municipal area. The rates income is used to pay for the management and maintenance of general services like roads and storm water, etc.

Service Charges and Tariffs - The principle of user pays should be adopted for the services that can be directly charged to a house or factory. In order to charge a tariff for services such as water, electricity or development applications approval exact use of the service can be measured by the actual use of that service.

Fines -Traffic fines, late library book fines and penalties for late payment of service charges are also other source of revenue for the municipality.

Equitable share - The equitable share is an amount of money that all municipalities get from national government each year. The constitution states that "all revenue collected nationally must be divided fairly between the three spheres of Government". The local government equitable share is intended to ensure that municipalities provide basic service and develop their areas. The amount a municipality obtains depends mainly on the number of indigents in the area. Rural municipalities usually get more equitable share. Most municipalities only get a small portion of their operating budget from this share. (Joseph & van Rensburg 2002: 13)

3.3. Characteristics of Development Local Government

According to the White Paper on local government section B (1) Developmental local government has four interconnected characteristics:

- ✓ Social development and economic growth
- ✓ Integrating and co-ordinating development activities
- ✓ Democratising development by allowing communities to participate meaningfully in development, and
- ✓ Leadership Provision, social capital building promotion, and creation of opportunities for learning and information-sharing.

Two pieces of municipal legislation (Local Government Municipal Structures Act 117 of 1998 and the MSA) gave substance to the above characteristics by introducing innovations like ward committees, a code of conduct for councillors, integrated

development planning, performance management, development partnerships, and alternative service delivery. (Atkinson 2002:9)

3.4 Legislative framework

3.4.1 Policy framework for community participation in local government

South Africa has laws that encourage public participation in order to enhance decision making processes of local government. The Constitution states that "one of the objects of local government is to encourage the involvement of local communities and community organisations in local government affairs". It further says that the public must be encouraged to participate in policy-making processes. This leaves the municipality with responsibility of devising ways to include community in decision making. (KZNTL: On line). These constitutional requirements are made clearer in the MSA 2000 chapter 4 and 5.

The MSA states in Section 4(2) that

"a municipal council, within the municipality's financial and administrative capacity and having regard to practical considerations, has the duty to,

(c) encourage the involvement of the local community ...

(e) to consult the local community about":

(i) The level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider; and

(ii) The available options for service delivery".

Section 5(1) (a) states that community members have the right

"through mechanisms and in accordance with processes and procedures provided for in terms of this Act or other applicable legislation to –

(i) contribute to the decision-making processes of the municipality; and

(ii) submit written or oral recommendations, representations and complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality"

Section 16(1) states that:

“a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose:

(a) “encourage and create conditions for, the local community to participate in the affairs of the municipality, including”

- the IDP processes
- the Performance management system (PMS) establishment, implementation and review
- the performance monitoring and review
- the Budget preparation and
- provision of municipal services

3.4.2 The Constitution of South Africa 1996

The Constitution outlines the objects for local government in section 152, which all municipalities must strive to achieve within its jurisdiction. Section 153 builds upon these objects by outlining the developmental function of municipalities. The MSA requires municipalities to consider their actions in order to give effect to these Constitutional obligations. (Local Government Working Paper Series No. 1 2003:1)

Section 152(1) of the Constitution states the objects of the 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. (South Africa 1996) “

According to section 153 of the constitution a municipality must:

“(a) Structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and

(b) Participate in national and provincial development programmes. (South Africa 1996) "

3.4.3 The White Paper on Local Government 1998

According to the White Paper on Local Government (1998:25) Section B (3.1(3.1.1), "municipalities face immense challenges in developing sustainable settlements which meet the needs and improve the quality of life of local communities". In order to meet these challenges, municipalities need to understand the various dynamics functional within their area; develop a concrete vision for the area, and strategies for realising and financing the vision in partnership with other stakeholders.

According to the White paper on local government sec 3.1.1 "integrated development plans should be viewed as incremental plans". During the annual process of review, new or changed priorities can be incorporated. Integrated development planning is a required municipal function that is not add-ons and its preparation should not be framed out to consultants The development of integrated development plans should be managed internally and it should provide a way of enhancing the strategic planning capacity of the administration, building organisational partnerships between management and labour, and enhancing linkage between line functions.

3.4.4 The Municipal Structures Act 1998

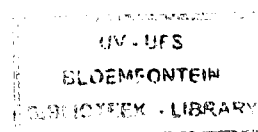
District municipalities are required by the provisions of Section 83(3)(a-c) of the Municipal Structures Act (1998: 58) to:

"(a) ensure integrated development planning for the district as a whole:

(b) promote bulk infrastructural development and services for the district as a whole;

(c) build the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking; and

(d) promote the equitable distribution of resources between the local municipalities in its area to ensure appropriate levels of municipal services within the area".



3.4.5 The Municipal Systems Act, 32 2000 (MSA)

Section 26 of the Municipal Systems Act-2000 requires municipalities to prepare IDPs for the areas under their jurisdiction and Section 34 requires municipalities to review this Plan annually. Chapter 8 of the Municipal System Act sets the framework for providing effect to the constitution in the service delivery

3.4.6 The Municipal Planning and Performance Management Regulation 2001

According to the Municipal Planning and Performance Management Regulations 2(1) (DPLG 2001:1) A Municipality's integrated development plan must at least identify-

- “(a) the institutional framework required for ,*
- (i) the integrated development plan implementation; and*
- (ii) addressing the municipality's internal transformation needs*
- (b)any investment and development initiatives in the municipality;*
- (d) all known projects, plans and programs to be implemented*
- (e) the municipal key performance indicators “*

3.4.7 The Municipal Finance Management Act 56 of 2003

Section 17(3) (d) of the MFMA (2003:36) states that: “when an annual budget is tabled in terms of section 16(2) it must be accompanied by a number of documents including any proposed amendments to the municipality's integrated development plan following the annual review of the IDP in terms of section 34 of the Municipal Systems Act”

Section 21(2) (a) & (b) of the MFMA states that:

- “ When preparing the annual budget, the mayor of a municipality must-*
- (a) take into account the municipality's integrated development plan:*

(b) take all reasonable steps to ensure that the municipality revises the integrated development plan in terms of section 33 of the Municipal Systems Act taking into account realistic revenue and expenditure projections for future years"

3.5 Planning alignment with the three spheres of Government

As a result of government's reconstruction and development agendas there is a growing list of sectoral and issue-based plans and activities that are being required from local government by national and provincial legislation, policy frameworks, strategies and programmes. These include water plans, transportation plans, land use management systems, local economic development strategies, and land reform strategies. Translating the intentions into practice is far more difficult given problems such as:

- ✓ continued lack of co-ordination between national and provincial departments and programmes;
- ✓ varying time-frames of planning processes;
- ✓ conflicting policy agendas; and
- ✓ different legislative requirements for planning in different sectors. (Oranje, Harrison & Van Hyssteen 2000:7)

3.5.1 National Policy framework

3.5.1.1 Intergovernmental Relations Framework Act, 13 of 2005 (IGRF)

Chapter 1 s(4) of this Act states its object as providing a framework of cooperative government between the three spheres of Government and all organs of state within those governments and to facilitate co-ordination in the implementation of policy and legislation, including:

- "a) coherent government;*
- (b) effective provision of services;*
- (c) monitoring implementation of policy and legislation; and*
- (d) realisation of national priorities".*

Intergovernmental relations are intended to promote and facilitate co-operative decision-making and making sure that policies and activities of all spheres of government encourage service delivery and meet the needs of citizens in an effective way. The IGRF Act was established to guide the three spheres of government in terms of implementing policy and legislation, establishment of intergovernmental structures, managing the ways of Intergovernmental Relations (IGR), settling disputes and monitoring and reporting to Parliament. Even though each sphere has different roles and responsibilities our Constitution recognises that the spheres cannot work in silos.

The three spheres of government are required to work together, negotiate and devise means of agreeing on administrative, political and financial issues in mutual trust and good faith. Breaking trust and faith may result in the declaration of an intergovernmental dispute. The IGRF Act provides for the management of such disputes, and key principles of IGR. Co-operative governance is based on the principle that the three spheres of government are able to work together in order to provide citizens with services. (Cape Town: Online)

3.5.1.2 The National Spatial Development Perspective (NSDP) 2006

“The NSDP is a critical tool for bringing about coordinated government action and alignment to meet social, economic and environmental goals. It is the basis for maximizing the overall social and economic impact of government development spending by interpreting the strategic direction, promoting policy coordination and fitting government actions into a coherent spatial term of reference.” (FBDM IDP Review 2010/2011 Planning 2011/2012)

According to Oranje, et al. (2009:1) the NSDP was developed to assist politicians in making solid investment decisions. Small towns would not be on the top prioritisation list when choices have to be made as there are larger towns and cities with more development potential and greater numbers of people living in poverty. Hence the NSDP provides principles that guide all spheres of government

on infrastructure and development investment. The NSDP argues that spatial inequality is not an exclusively South African phenomenon. The international literature shows that spatial inequality is a product of growth, and the dynamic qualities of areas developed historically and culturally over a long period of time (Oranje et al. 2009:2).

The NSDP provides a particular analysis of the South African space economy based on the attributes of economic development potential and poverty. The perspective does not include any specific statement on investing each set of spaces (Oranje et al., 2009:13).

The key objectives of the NSDP are to:

- ✓ provide a framework for discussion the future development of the national space economy
- ✓ act as a universal reference point for the three sphere of government identify key areas of tension and priority in achieving positive spatial outcomes in government infrastructure investment and development spending
- ✓ provide national government's strategic answer to the above for a specified time frame. (RSA 2003: 6)

The NSDP provides principles that guide all spheres of government on infrastructure development and investment. These are summarised as follows:-

1. Sustainable rapid economic growth for the achievement of other policy objectives in which poverty alleviation is important.
2. Provision of basic services to all citizens.
3. Focus of fixed investment on localities of economic growth and potential.
4. Addressing past and current social inequalities

5. Channelling of economic development opportunities into activity corridors or nodes in order to overcome spatial distortions of apartheid .(NSDP 2003:22)

Infrastructure and development investment within the municipality has to take cognizance of these principles.

3.5.1.3 Medium Term Strategic Framework (MTSF) 2009-2014

“The MTSF is a statement of intent identifying the development challenges facing South Africa and outlining the medium-term strategy for improvements in the conditions of the life of South Africans. It is meant to guide planning and resource allocation across all the spheres of government” . (MSTF 2009-2014)

It is on this basis that Provincial Departments were mandated to prepare their five year strategic plans and respective budgets aligning with the provisions of the MTSF. Similarly municipalities are required to align their integrated development plans with the priorities of the Medium Term Strategic Framework.

MTSF 2009-2014 identifies ten strategic priorities derived from the popular mandate. These are summarized as follows:

1. *“To speed up economic growth and transform the economy in order to create decent work and sustainable livelihoods.*
2. *To build economic and social infrastructure.*
3. *Comprehensive rural development strategy linked to land and agrarian reform and food security.*
4. *To strengthen skills and human resource base.*
5. *To improve the health profile of society.*
6. *To intensify the fight against crime and corruption.*
7. *To build cohesive, caring and sustainable communities.*
8. *To pursue regional development, African advancement and enhanced international cooperation.*
9. *Sustainable resource management and use.*

10. *To build a developmental state including improvement of public services and strengthening democratic institutions”.*

Those priorities that fall within the mandate of the municipality are number 1, 2, 4, 6, 9 and 10. Municipalities need to take these into consideration during the IDP preparation process

3.5.1.4 Delivery agreement: Outcome 9

Government has agreed on 12 outcomes as a key focus of work between 2010 and 2014 ; and as result a set of 12 outcomes were developed based on the election manifesto and medium strategic framework. These were developed through extensive consultation and discussion between ministerial and administration level. (The Presidency: online)

Each outcome has limited number of measurable outputs with targets. Each of the 12 outcomes has a delivery agreement which in most cases involve all spheres of government and a range of partners outside government. (The Presidency: online)

These agreements reflect government’s delivery and implementation plans for its priorities to 2014. This delivery agreement reflects the commitment of the key partners involved in the delivery process to working together effectively and on time to produce the agreed outputs which will contribute to achieving outcome 9.

The delivery agreement provides attribute to the outputs, targets, indicators and activities in order to achieve outcome 9. It also identifies required inputs and clarifies the roles and responsibilities of the various stakeholders. It further spells out responsibilities, time frames and resources needed. The outcomes apply to the whole of government and will be used for a long period. It also includes outputs and associated targets that are realisable in the next four

years. This delivery agreement will be reviewed annually in order to enhance monitoring and evaluation (M&E). It will be refined over time and include relevant delivery partners. (Info: Online)

The approach to managing local government support and intervention must have a greater and more sustainable impact. The force for change will reconstitute the principle of municipal accountability. Combined with the concept of differentiated support, and necessary legislative and policy adjustment it will create a binding yet supportive force around municipalities. (COGTA 2010: 6)

3.5.2 Provincial Policy framework

3.5.2.1 The Northern Cape Provincial Growth and Development Strategy (NCPGDS)

The Northern Cape second generation Provincial Growth and Development Strategy was finalised in 2011 in order to give effect to the Development Vision and Objectives outlined in Section A, Chapters 1 and 4 of the document respectively. It is important to set a series of high-level development targets for economic growth and social development in the Northern Cape. In doing so it was essential to give consideration to development targets set by national government, the Millennium Development Goals (MDG) and the World Summit on Sustainable Development (WSSD) resolutions. As a result, targets that are quantifiable, measurable and achievable were developed for the Province. These include the following:

- ✓ *To maintain an average annual economic growth rate of between 3% to 4,5%;*
- ✓ *To create in excess of 16000 jobs p.a. by 2014;*
- ✓ *To reduce the number of households living in absolute poverty by 5% per annum;*
- ✓ *To improve the literacy rate by 50% by 2014;*
- ✓ *To reduce child mortality by two-thirds by 2014;*
- ✓ *To reduce maternal mortality by two-third by 2014;*
- ✓ *To provide shelter for all by 2014;*
- ✓ *To provide clean drinking water to all in the province by 2014*

- ✓ To eliminate sanitation backlog in the Province by 2014;
- ✓ To reduce crime by 10% by 2014;
- ✓ To reduce new transmission of HIV and STI's by 50% by 2014.
- ✓ To achieve 85% TB cure rate by 2014;
- ✓ To redistribute 30% of productive agricultural land to PDI's by 2014;
- ✓ To conserve and protect 6,5% of our valuable biodiversity by 2014;
- ✓ To reduce the infrastructure backlog for economic growth and development by 2014; and
- ✓ Vibrant and sustainable rural communities with access to economic infrastructure and basic services by 2014". (NCPGDS 2011: 21)

3.5.3 District/Local

3.5.3.1 The Frances Baard District Growth and Development Strategy (FBDMGDS)

The Frances Baard District Growth and Development Strategy was adopted by Council in April 2008. This was undertaken in response to the call from the Presidency that all district and metropolitan municipalities prepare and adopt Growth and Development strategies. A DGDS is not a comprehensive plan, but a strategy that concentrates on a limited range of "intervention areas". The FBDGDS: 2008 is based on five strategic focus areas:-

- ✓ Getting the basics right.
- ✓ Ensuring strong links to the national spatial economy.
- ✓ Ensure basic welfare: avoid deep poverty traps.
- ✓ Create preconditions for inter-generational economic mobility.
- ✓ Thinking region: not rural or urban.

3.5.3.2 Local Government Turn Around Strategy (LGTAS)

Over the past few years South Africa has experienced many service delivery protests that were marred by violence. Communities in Mpumalanga and Gauteng demanded a wide range of services. Although the residents had concerns, some of the demands they made did not fall within the legislative mandate of local

government. In response to flaring tensions Government commissioned a national study on the state of Local Government. The assessment was concluded in the Local Government Indaba in October 2009 wherein a draft strategy was unveiled and then approved by Cabinet in December 2009. As a result of the above municipal turn-around strategies were developed between January and March 2010. (Regenesys: Online)

The approved strategy discourages the approach of one-size-fits-all. It further recognizes that the one-fits-all approach is not practical, because municipalities require different support in order to prepare and implement their turn around strategies successfully.

The National Local Government Turn-Around Strategy is made up of two phases i.e. pre-2011 and post-2011 priorities. The development and implementation of municipal turn-around strategies requires everyone's commitment and active participation. (COGTA 2009: 19)

It is important to note that municipalities have different strengths and weaknesses and therefore individually tailored intervention measures are required for each of them. Therefore the turn-around strategies were introduced as an intervention measure. There is a comprehensive differentiated programme of action aimed at ensuring that municipalities meet the basic service needs of communities. It is a high level government-wide strategy aimed at stabilizing local government. The strategic objectives that Municipal Turn around Strategies interventions and support the framework are as follows:

- ✓ *"To ensure that municipalities provide the basic service to communities*
- ✓ *To build clean, useful, resourceful and responsible local government*
- ✓ *Improvement of performance and professionalism in municipalities*
- ✓ *Improvement of national and provincial policy oversight support*
- ✓ *To strengthen partnership between Municipalities and different Stakeholders". (COGTA 2009: 19)*

Conclusion

Municipalities are legally bound to prepare and implement Integrated Development Plans. In simple terms failure to do so must have serious legal implications. It would also imply that the municipality has lost direction and has no strategies to perform its developmental function. The fact that the municipality must adopt a clear vision and mission is crucial to ensure a particular focus and direction.

Local government is indeed governed by legislation. Legislation alone cannot be enough to guide preparation and implementation of Integrated Development Plan. It only forms the basis for the preparation of policy and strategies. Various policy and strategy therefore exist for the purpose of driving and implementing the IDP.

The Constitution of South Africa stipulates objectives of local government. These objectives clearly emphasize the developmental role of the municipalities in terms of, amongst other things; provision of services, economic development as well as community participation.

One of the most important features of the democratic South Africa is emphasis on public participation. Planning cannot be done in isolation. It is a constitutional imperative to plan with the people for the people. Such planning ensures that community is informed about the development goals and when and how to achieve them.

CHAPTER 4 CASE STUDY: PHOKWANE LOCAL MUNICIPALITY

4.1 Historical Background

The Phokwane Municipality is named after Queen 'Phokwane', the wife of Kgosi Galeshewe of the Barolong boo Ra-Tlhaping tribe. Kgosi Galeshewe originally owned the land called Phokwane Town (which is now called Hartswater) with his Tlhaping people. The Cape Colonial Government confiscated the land in 1897/8 for his part in the popular uprising of 1896/7.

In the early 1930s, South Africa experienced a drought which drove the development of Vaalharts Irrigation Scheme. The name Vaalharts was derived from the Vaal and the Harts rivers which flow through the scheme. Due to the development of the irrigation scheme in 1939, Hartswater was established as a town in 1963 and it had a population of 5000 people. (FBDM 2008: 39)

The three original towns of Phokwane Local municipality were Hartswater, Jan Kempdorp and Ganspan. Pampierstad was in the North-West province until 2004 when it was incorporated into the Northern Cape. (FBDM 2008: 41)

4.2 Study Area

Phokwane Local Municipality is one of the local municipalities within the Frances Baard District of the Northern Cape in South Africa. The name means "lamb" in Setswana.

The Phokwane Local Municipality (referred to as the Municipal Area) is located in the north-eastern extreme of the Northern Cape Province, along the border of North West Province, and close to the Free State Province. The municipality covers an area measuring 82 077ha in extent and comprises the following nodes:

- ✓ Jan Kempdorp and Hartswater (former Transitional Local Councils)

- ✓ Pampierstad, with surrounding farms (former Transitional Rural Council), and
- ✓ a small settlement known as Ganspan (previously administered by the then Department of Social Welfare)

The municipality is bordered by two neighbouring municipalities namely Greater Taung Municipality with a large population of about 204 000, mainly dependent on Phokwane commercial centre for shopping and Magareng Local Municipality with a population of about 22 000.

The Municipal Area is connected to Kimberley in the south and Vryburg to the north by means of the N12 and N18 respectively. See figure 2.

Phokwane is dominated by the lush green delta of the Hartswater Valley and boasts the second largest irrigation scheme in the Southern Hemisphere namely Vaalharts Irrigation Scheme. The main economic activity is agriculture, with the well-established Vaalharts Irrigation System. Though national government has adopted land reform as a programme aimed at land ownership transformation little has been achieved in the Phokwane area. Some land reform projects initiated are not effective, while others have collapsed due to support services challenges.

The municipal area is dominated by intensive farming and there are two main urban areas, Jan Kempdorp and Hartswater, the seat of the municipality. Other towns within the Municipal boundaries are Ganspan, Pampierstad and Valspan (Refer to Figure 1 of the locality map below).

4.2.1 Population of Phokwane Municipality

According to the IDP Review 2010/2011 Planning 2011/2012 the population estimate of the area is around 62671 people, with Jan Kempdorp having a highest population followed by Pampierstad. Refer to table 1 below

Table 1: Population of Phokwane Local Municipality

Area	Population	Households
Jan Kempdorp	22 497	4999
Hartswater	5098	1132
Pampierstad	18 600	4133
Farming Areas	16 476	3661

Source: Phokwane IDP Review 2010/2011 Planning 2011/2012

4.3. Institutional Overview

According MSA the council of a municipality has the duty to encourage the public participation and must ensure that service provision is done in a financially and environmentally sustainable manner. The Act also states that "the council of the municipality has the duty to consult the community about the level, quality, range and impact of municipal services and the available options for service delivery".

The Act section 6(2) further states that the municipality's administration must:

- (a) *"be responsive to the needs of the local community;*
- (b) *facilitate a culture of public service and accountability amongst staff*
- (c) *take measures to prevent corruption;*

- (d) establish clear relationships, and facilitate co-operation and communication between it and the local community;*
- (e) give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; and*
- (f) inform the local community how the municipality is managed, of the costs involved and the persons in charge”.*

It is against this background that the institutional overview of the municipality is of importance in the study. The institutional overview is going to be discussed in order to assess whether it is aligned with the legislative framework.

4.3.1 Political Office

In Phokwane Local Municipality there are two full time political office bearers i.e the Mayor and the Speaker. Their function is to ensure effective council functioning as well as effective committee system. There are nine (9) proportionally elected councillors and nine (9) ward councillors.

4.3.1.1 Sub- Committees of Council

Phokwane Local Municipality has established sub committees for purpose of efficiency and effectiveness. The committees have delegated powers of deliberating on matters related to the function of that committee and to make proper decision or recommendations to either the Executive Committee (EXCO) or Council. The Municipality falls within Section 9 of the Municipal Structures Act hence it has an EXCO. The council committees are as follows:

- ✓ Social and Community Sub-Committee - Deals with social and community issues.
- ✓ Technical Sub-Committee - Deals with infrastructure projects, operation and maintenance of council properties, etc.
- ✓ Finance Sub-Committee - Deals with financial matters.

- ✓ Corporate Services and Development Planning - Deals with local economic development issues, IDP, assists in policy formulation related to administration and other human resource matters.

Various community individuals or group may be referred to these committees for presentations as they assist Council to make proper decisions. (Phokwane IDP Review 2010/2011 Planning 2011/2012)

4.3.2. Administrative structure

The municipal administration is governed by the democratic values and principles embodied in section 195(1) of the Constitution. The administrative centre for Phokwane Municipality is based in Hartswater with service points at Pampierstad, Jan Kempdorp and Ganspan. There are presently four departments and two operational units, with the Office of the Municipal Manager as the Administrative Head.

4.4. Community Participation Processes

As part of the compliance with the provision of the constitution chapter 7, section 152(1) (e) which states "local government must encourage the involvement of communities and community organizations in the matter of local government" the municipality is employing a range of mechanisms to communicate and involve its residents, with varying levels of success.

The Phokwane Local Municipality is committed to development and the upliftment of all the residents within its demarcated area of jurisdiction through implementation of the Integrated Development Planning process locally. Public input and participation during the process is vital to ensure that development efforts

address real needs and is supported and implemented by local community. Integrated Development Plan Review 2010/11 and Planning 2011/12: 46).

Though some structures for community participation are open to all members of the community for the purpose of better- structured coordination it is important to ensure formal representation of the community. (Phokwane IDP 2016/17: 17)

According to the IDP 2010/11 and planning 2011/12:46, the description below is the mechanisms the municipality has established and currently using.

4.4.1. Mechanisms of Community Participation in Phokwane Municipality

The Municipal System Act, 32 of 2000, chapter 4, Section 17 (3)(2) states that “when establishing mechanisms, processes and procedures the municipality must take into account the special needs of the people who cannot read and write, people with disability, women and other disadvantaged.” In order to encourage good relationship between the municipality and communities in its area of jurisdiction, the municipality has created mechanisms to allow community engagement. Such methods were created in order to ensure that there is on-going communication, debates, engagements and participation between the municipality and its community.

4.4.1.1. Council Meetings

Council meetings are held quarterly and all members of the community are welcome to observe the proceedings of the meetings. The municipality makes community members aware that they are welcome in meetings by widely publishing their meetings. However, the municipal council exclude the community or media when deemed necessary given the nature of business being deliberated or discussed. But there are certain matters that members of the public are not excluded as per Municipal System Act, Chapter 4, and Section 20 (2) read in conjunction with Section 31 of Municipal Structures Act of 1998. The latter matters are as follows:

- ✓ A draft by-law is tabled in the council
- ✓ the budget tabled in council
- ✓ Municipal draft integrated development plan, or any amendment of the plan is tabled in council
- ✓ The municipality draft performance management system or amendments

The decision to enter into a service delivery agreement Furthermore a municipal council may establish one or more committees to ensure effectiveness and efficiency in performing its function. These committee functions and its delegated powers must be clearly determined. Council may authorise a committee to co-opt advisory members who are not members of the council within limits determined by council (Municipal Structure Act 117, of 1998, Section 79)

The Municipal Structures Act Section 72 (2) states the object of a ward committee as to enhance participatory democracy in local government. According to the IDP 2010/11 and planning 2011/12:47, ward committees are expected to be in the forefront, therefore ward committee meetings should be held regularly and it should be ensured that relevant issues are discussed in these meetings. The minutes, agenda and attendance register of all the meetings held are submitted to Office of the Speaker for filing purposes and submission to council.

4.4.1.2. Ward Committee Meetings

The ward committee coordinator (who was not part of the initial group of respondents) indicated during the telephonic interview that the Municipality has 89 Ward Committee Members. The members meet on 15th of every month to compile a report of each the ward. The councillor for the ward and the secretary submit the report, minutes of the meeting and attendance register to the speaker by the 20th of every month. The summary of the report and indicators for each ward are sent to

the Provincial Cooperative Governance, Human Settlement and Traditional Affairs Department (COGHSTA).

Community meetings

Community meetings accommodate all members of community in that particular ward allowing every voice to be heard. Such meetings are held only when there are particular matters that need to be discussed. This gives more people in particular women, youth and physically challenged people a chance to participate. (Phokwane IDP Review 2010/11 and Planning 2012/12: 47)

4.4.1.3 Budget Participation Meetings

Budget participation meetings are used to present municipal programmes such as IDP and Budget. This meeting is conducted annually according to budget process plan. The purpose of having these meetings is to engage the community in the budget and IDP and to enable alignment of IDP and Budget.

Through this programme in the third quarter the public is afforded an opportunity to verbally comment on the draft IDP and budget. After the adoption of these documents the public is informed of the municipal programmes for the year. Beyond this, the public is also offered an opportunity to comment and raise issues on service delivery in general. (Phokwane IDP Review 2010/2011 and Planning 2011/2012)

4.4.2 Integrated Development Planning Structures

There are two Integrated Development Planning Structures that are functional in the Municipality, namely the IDP Steering committee and the IDP Representative Forum (this includes Ward representatives' forums)

4.4.2.1 IDP Steering Committee

The Steering Committee is a technical working team consisting of Departmental Heads within the municipality. These individuals are involved in preparing technical reports and formulation of recommendations and to prepare certain documents.

This committee is chaired by the Mayor, and in his absence, the Municipal Manager. The following officials serve in the steering committee: Municipal Manager, Director Corporate Service and Development Planning, Director Finance, Director Technical Services, Manager Jan Kempdorp/Ganspan Unit and Manager Hartswater/Pampierstad Unit.

The steering committee also includes the Mayor, Speaker and the Chairpersons of Sub-Committees

Responsibilities of IDP Steering Committee

The responsibilities of the IDP steering committee in the municipality are as follows:

- ✓ Assess the implementation of the IDP
- ✓ Report to Council on the implementation on a quarterly basis
- ✓ Follow-up on departments commitments
- ✓ Solicit funding from government departments and agencies
- ✓ Conduct bilateral with sector department on current and future needs
- ✓ Meet by- monthly to assess IDP
- ✓ Consolidate stakeholders inputs

4.4.2.2 IDP Representatives Forum meetings

To give way to formal representation of the community in the process of compiling and reviewing the Integrated Development Plan, an IDP Representative Forum has been established and is functional. These meetings are taking place quarterly with varying levels of attendance. The forum comprises different participants (stakeholders) and assigned municipal officials. Representation on the Forum is attained by respective structures by means of nomination on an annual basis. (IDP Review 2010/2011 Planning 2011/2012:46-68)

4.5. Phokwane SWOT Analyses

A SWOT Analysis is a useful technique for understanding an organisation's Strengths and Weaknesses, and for identifying both the Opportunities open to it and the Threats it faces. (Mindtools: Online)

Phokwane area, in particular Hartswater is a focal point of business activity for neighbouring towns. It has high order commercial functions on which adjacent Taung and Magareng depend. The commercial centre is therefore growing continually. Vaalharts area has a well-established agricultural centre. This is strengthened by well-functioning Vaal Harts irrigation scheme. Phokwane municipality is experiencing high level of unemployment which is associated with poor revenue base. Despite having a successful agricultural sector, over reliance on it could constitute a threat. The municipality must therefore diversify its economy. It must take advantage of the threshold population from adjacent towns. The community satisfaction level is low because of lack of services. This presents a serious threat of possible protest actions. See Table 2 below.

Table 2: Swot analysis

Strengths	Weakness
<ul style="list-style-type: none"> ✓ Vaal harts Irrigation Scheme ✓ Established Commercial Centre ✓ Stable political environment Infrastructure Development 	<ul style="list-style-type: none"> ✓ Low revenue base ✓ High unemployment rate ✓ Lack of resources to support LED ✓ Lack of integrated initiatives by government ✓ Lack of organized structure by local government ✓ Billing system i.e. late account, details of account holder
Opportunities	Threats
<ul style="list-style-type: none"> ✓ Grow agri-tourism ✓ Implementation of Property Rates Acts ✓ Diversify local economy ✓ Integrated actions by government can yield maximum impact ✓ Further development of commercial centre 	<ul style="list-style-type: none"> ✓ Reliance on agricultural sector ✓ Likelihood by farmers not to comply with Property Rates Acts ✓ Bulk infrastructure capacity for growth ✓ Proper maintenance of current infrastructure ✓ Lack of basic services versus Community satisfaction level ✓ Non-payment of services by those who can afford to pay ✓ Unstable land reform projects impacting on food security

Source: IDP Review 2010/2011 and Planning 2011/2012

4.6. Socio-Economic Overview

This section covers the educational level, economic sectors, transport, water and sanitation, electricity, health facilities and waste management of the municipality. The socio-economic status of the community cannot be isolated from the IDP. Access to minimum supplies of safe water and basic sanitation is a legal entitlement. Access to water and sanitation as a right gives a mandate to government officials to promote access to water and sanitation for all.

The community's level of education has a direct bearing on the perception of the IDP as well as the quality of public participation. It is also important to look at the level of economic growth. Economic growth is related to the creation of job opportunities. There is a positive relationship between an employed population and generation of revenue. An employed community is able to pay for services and the municipality is then enabled to improve on service delivery.

Transport is an important component of the economy impacting on the development and welfare of people. The accessibility of Phokwane enhances its status as an agricultural hub. The road and transport links provide economic and social opportunities. It creates better accessibility to markets, employment as well as investment.

4.6.1. Education

Education is often a means to expand the range of career options a person may choose from and has a direct influence on a person's income and ability to meet basic needs. It is thus an important indicator of human development.

Table 3 - Adult Education Levels, 2010

Level of Education	Phokwane Local Municipality
No Schooling	17.7%
Some Primary	31.0%
Grade 7/ Complete Primary	7.1%
Some Secondary	27.6%
Grade 12/ Complete Secondary	9.9%
Higher	6.7%

Source: Quantec Research, Standardised Regional Data, 2011

As shown in the Table 3 above about 31, 0% of the adults have primary education in Phokwane LM. Only 16.6% of adults in Phokwane have completed Grade 12 while 6.7% have obtained a tertiary qualification.

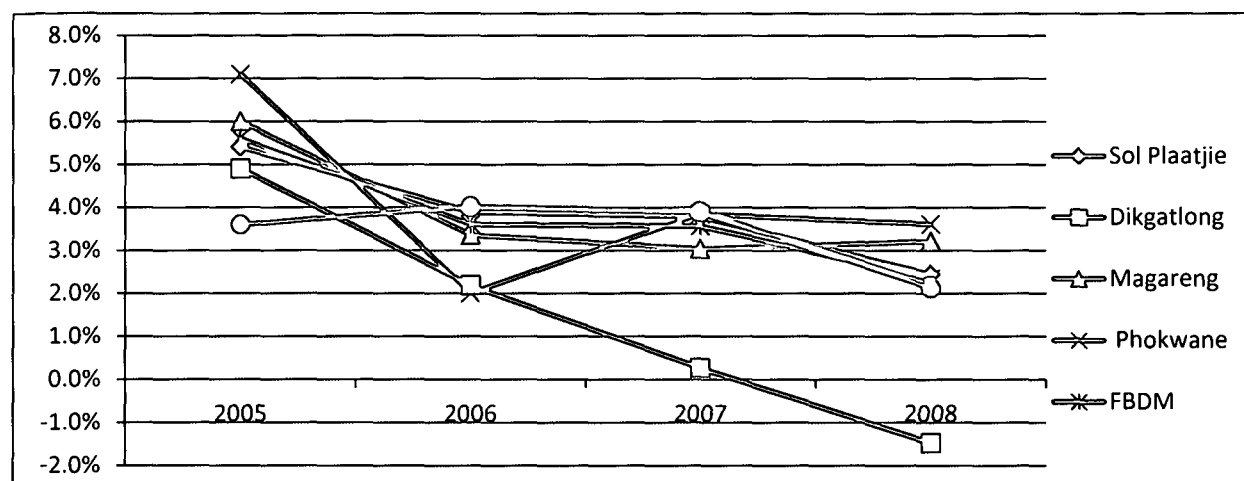
Table 4 - Economic Production in Frances Baard DM (constant 2000 prices), 2009

Area	Percentage of DM Total
Sol Plaatje LM	77.8%
Dikgatlong LM	9.5%
Magareng LM	3.7%
Phokwane LM	8.4%
Diamond Fields	0.6%
Frances Baard DM	100.0%

Source: Quantec Research, Standardised Regional Data, 2011

As shown in table 4 above Sol Plaatje was the largest local economy within Frances Baard DM; contributing 77.8% to the District's total Gross Domestic Production (GDPR) in 2009

Figure 2: Economic Growth-Comparing Phokwane municipality with other Local Municipalities in the District



Source: IHS Global Insight Regional eXplorer version 474

In Dikgatlong there has been a moderate slow in the municipal economies while the economic growth rate for Phokwane has also been somewhat erratic. A slowdown in the economy may result in high unemployment rate.

4.6.2 Economic Sectors

The municipality's main economic sector is agriculture, supporting mostly seasonal employment, which results in impoverished communities. There is a high rate of unemployment. The average monthly income per family is estimated at R2 950 per month. 77% of the population lives under the minimum living level (MLL) while 17% of the population is permanently unemployed. Seasonal unemployment is estimated as high as 43, 7% certain periods of the year.

The economic profile of an area is calculated as a function of the Gross Value Added (GVA) – it is the value of an industry's production, calculated as the gross output of goods and services produced, less the value of intermediate inputs required to produce them. It differs from gross domestic product because it is measured before net taxes on products that are added to the value industry gross output. Gross value

added enables comparisons between industries free of the effects of production taxes and subsidies on the price of industry outputs. (Phokwane SDF 2008: 11)

4.6.3 Road and Transport

In terms of the mobility of goods and people, the area is accessible from the N18 and R708. Therefore the area is linked with medium sized centres like Vryburg, Klerksdorp and Kimberley. See the district map below. Local movement is possible along the Hartswater-Pampierstad road and Jan Kempdorp-Ganspan roads.

The area is serviced by buses operating on national routes, linking Phokwane with the rest of the Northern Cape and North West Provinces. Phumatra Bus Service and the local taxi organization serve the communities of Phokwane municipality. The Hartswater and Pampierstad Taxi Ranks operate on a regional basis. The SDF for PLM indicates that new and upgraded taxi ranks are planned within this local municipality (LM). These planned taxi ranks will also be upgraded to include clean and safe ablution and telecommunication services.

Phokwane to a large extent is characterized as an agricultural hub. Due to forced removals and natural migration, farm workers no longer reside on farms, which results in a major commute between the residential areas in Ganspan, Valspan and Pampierstad to the agricultural zone along the Vaal River on a daily basis. People either walk to work or farmers collect workers at strategic locations. (Phokwane SDF 2008: 13)

The major north/south corridor, the R49 passes through Jan Kempdorp and Taung, to reach Vryburg, further north. The R370 touches the local municipality in the south where it connects to Jan Kempdorp from the west. The R708 runs in the south of this local municipality connecting Jan Kempdorp and Christiana. (Phokwane SDF 2008: 13)

Figure 2: Frances Baard District Municipality Map

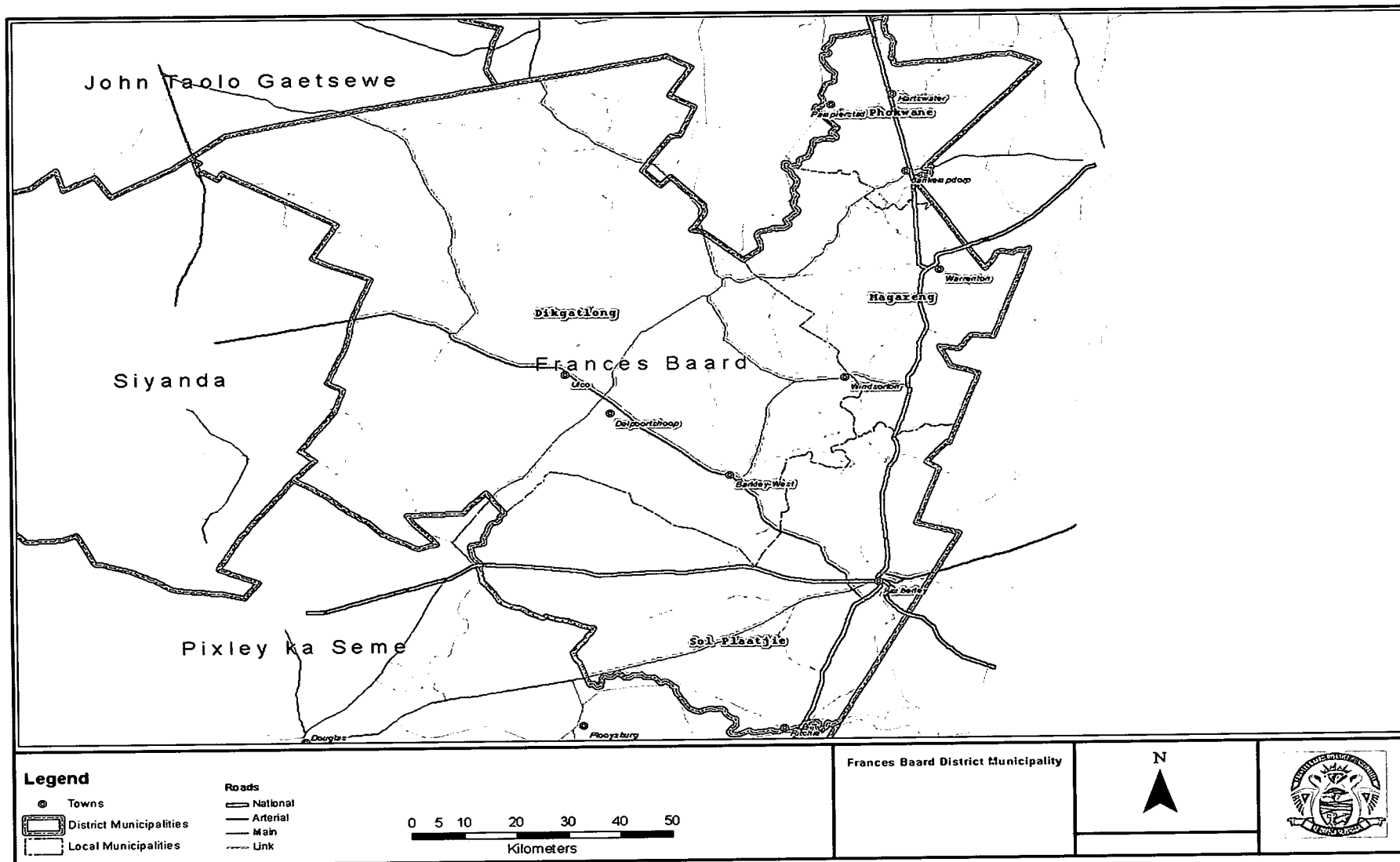


Table 5: Transport mode (Census 2001)

On foot	31.98%	28.19%	35.80%
By bicycle	0.79%	1.18%	0.92%
By motorcycle	0.15%	0.17%	0.17%
By car as a driver	4.30%	5.42%	3.94%
By car as a passenger	4.19%	5.10%	3.51%
By minibus / taxi	3.28%	5.91%	2.91%
By bus	2.91%	2.28%	3.92%
By Train	0.09%	0.12%	0.14%
Transport: Other	0.80%	0.44%	0.25%
Transport: not Applicable	51.52%	51.18%	48.44%
TOTAL	100%	100%	100%

Source: FBDM EMF 2010

Table 5 indicates that the main mode of transport used in this local municipality is by foot (35.80%) and secondly by car (7.45%) and thirdly by bus (3.92). The above might have a huge implication in this sparsely populated area.

It is important to note that within this local municipality the people sometimes have limited capacity to travel long distances between destinations and therefore will the improvement of public transport have positive impact on the people and local economy of the region. (FBDM 2010: 181)

4.6.4 Water and Sanitation

Water sources for the PLM are mainly taken from the Vaal or Harts Rivers. Hartswater does direct extraction from the river bed via a canal (with the extracted water from the Vaal) that runs from Warrenton to Hartswater for this purpose. Jan Kempdorp is also supplied with water from the Vaal. Pampierstad is supplied from the Harts River. Ground water usage for human consumption is very limited. Small areas of Ganspan and Magogong use boreholes as the main source of supply.

Table 6 below indicates that 74.1% of households within this local municipality have access to piped water within their dwellings (44.9%) or yards (29.2%).

According to the Community Survey 2007, 65.5% of the households within this local municipality have access to flush toilets which are connected to a municipal sewage system, whereas 13.7% is still dependent on pit latrine facilities. A reason for this high percentage being dependent on pit latrine facilities can be the low number of urban nodes within this local municipality due to it mostly consisting of farming communities.

**Table 6: Percentage distribution of households by type of water source
(Community Survey 2007)**

	FBDM	UM
Piped water		
inside the dwelling	55.3%	44.9%
inside the yard	30.4%	29.2%
from access point outside the yard	10.2%	16.6%
Borehole	2%	7.3%
Spring	0%	0%
Dam/pool	0.3%	0.8%
River/stream	0.3%	0%
Water vendor	0.7%	0.2%
Rainwater tank	0.2%	0.1%
Other	0.6%	0.8%
Total	100%	100%

Source: FBDM EMF 2010

4.6.5 Electricity

Use of electricity for lighting within this local municipality had increased by 2.5% between 2001 and 2007, to 77.2% according to the Community Survey 2007. However, according to the survey 22.6% of the community is still dependent on gas, paraffin and candles for energy for cooking and lighting.

Table 7: Percentage distribution of households-energy/ fuel used for cooking (Community Survey (CS) 2007 and Census 2001)

Cooking Energy	CS 2007	Census 2001
Electricity	71.1%	61.2%
gas	2.9%	2.5%
Paraffin	15.2%	20.4%
Wood	10.7%	14.3%
Coal	0%	0.3%
Animal dung	0%	0.6%
Solar	0.1%	0.4%
Other	0.1%	0.3%
Total	100%	100%

Source: FBDM EMF 2010

Table 7 above indicates the number of households by type of fuel used for cooking increased from 61.2% (Census 2001) to 71.1% (Community Survey 2007) for electricity users. This 9.9% increase in electricity use has resulted in a decrease of the number of households being dependent on wood and paraffin for cooking. According to the Community Survey 2007 there are no persons within this municipality still reliant on coal or animal dung as fuel for cooking.(FBDM 2010: 184)

4.6.6 Waste management and Recycling

In order to make urban environment habitable and enhance the quality of life as well as health, managing waste is critical role that the municipality should play. The local authority performs the role of waste management and recycling. There is an increased effort by the municipality to remove refuse as depicted on table 8 below. There was a considerable increase of 13.3% in weekly refuse removal by the local authority between the period 2001 and 2007. The Community Survey of 2007 indicates that 34.3% of the population still depends on private dumps.

Table 8: Percentage distribution of households by type of refuse disposal (Community survey 2007 and Census 2001)

	Census 2007	Census 2001
Removed by local authority at least once a week	58.8%	40%
Removed by local authority less often	0.8%	6.3%
Communal refuse dump	2%	10.2%
Own refuse dump	34.3%	35.4%
No rubbish disposal	4.2%	8.2%
Not applicable	0%	0%
Total	100%	100%

Source: FBDM EMF 2010

Table 8 above indicates that there is 13.3% increase in refuse being removed weekly by the local authority between the period 2001 and 2007. According to the Community Survey 2007 still 34.3% of the population depending on private refuse dumps.

There are three refuse sites located at each of the main centres in the municipality; Hartswater, Pampierstad and Jan Kempdorp. These refuse sites are merely dump sites and do not have permit. The Hartswater landfill is not ideally situated since it is in very close proximity to residential areas. This facility is approximately three hectares in extent. Feasibility investigations are currently being conducted for the location of a new landfill site for Hartswater.

The Jan Kempdorp landfill site is the largest landfill of Phokwane local municipality and is approximately five hectares in extent. No management is being practiced on this site and burning of waste is a frequent occurrence due to waste not being covered. Licensed landfill sites are therefore still a shortcoming for the local municipality and licensing should be prioritized.

Residential areas are serviced by municipal collectors. Hazardous waste is collected only from hospitals by the Health Collector. The local municipality has waste services equipment but in poor condition. According to the Department of Environment and Nature Conservation (DENC), illegal dumping in the DM is widely practiced and waste management in general is badly managed. (FBDM 2010: 185)

4.7 Priority Issues and Projects for 2006-2011

For the IDP to be prepared the community members together with the municipality have to identify and confirm priority issues and projects. According annexure 5 and 6, the financial year 2006-2007 concentrates on basic services and there is a little shift in the services. Prioritisation of LED in the financial year 2007-2008 could be construed as the need to attract business. However; there is a focus on basic services for the purpose of job creation. There is a major shift in prioritisation from 2009-2011 to prioritisation of maintenance of infrastructure, community participation and education that is clear sign that the need for basic services has been met. Infrastructure has been provided and it has to be maintained. Prioritisation of water

and roads from financial year 2010-2011 might have been the results of new emerging human settlements.

CHAPTER 5: FINDINGS

5.1 Introduction

The aim of this research was to determine community perceptions of the IDP as an effective service delivery tool. This chapter focuses on the findings of the research.

In order to finally arrive at these findings the following processes were undertaken. All relevant stakeholders were identified so that they could respond to the questionnaires prepared for this purpose. These stakeholders, in their respective capacities have a definite role to play in the preparation and implementation of the IDP. It is on this premise that they were selected.

The questionnaires that were distributed were structured in order to address the topic of this research. Questions sought to determine the community perceptions of IDP and level of community development. The same questionnaires were also used when conducting the telephonic interviews. Recommendations are made based on the responses to the questionnaires.

The target groups are as follows:

- ✓ Community groups
- ✓ Councillors
- ✓ Officials
- ✓ Communities from old and new informal settlements

Table 9: Inter-Group Summary

THEMES	COUNCILLORS	OFFICIALS	COMMUNITY ORGANISATION	COMMUNITY MEMBERS
IDP Knowledge	A tool/vehicle for service delivery	Know IDP, but they have perception that IDP belongs to a certain department	Majority does not know IDP	Platform for public participation
Inter-group involvement	Involved	Involved	Not Involved	Involved, but not all of them
Inter-group perception towards community understanding of IDP	60% understand, whereas 40% do not	Majority of the community do not understand the concept of IDP	No understanding	Most communities are unfamiliar with the IDP
Communication	Effective communication	Effective communication	Not healthy communication	Effective communication
Budget Process	Involved	Involved	Not Involved	Not Involved
Needs and Priorities	Not fully addressed due to budget constraints	Addressed but not all of them (budget constraints)	Not addressed	Not addressed
Level of Service Delivery	Not satisfactory, huge backlogs in some wards	Satisfactory, but there is still room for improvement	Poor service delivery	Poor service delivery
Capacity of municipal officials	Limited capacity	Limited capacity	Limited capacity	No capacity
Report Back	Inadequate report back		No report back	Poor report back

Source: Field Survey 2012

For the purpose of addressing the respondents' understanding of IDP process, they were asked to comment on their understanding of IDP and provide reasons for their answers. Furthermore, respondents had to explain how IDP is prepared in their municipalities in terms of process and responsibilities.

With regard to the question of the respondents' involvement in the IDP process, it was required of them to indicate how they are involved. For example a community member would confirm if they attend IDP meetings and also indicate their level of participation.

As the IDP is an instrument for service delivery, it is of crucial importance to have different stakeholders' opinion of it. All the respondents were required to express their opinion of IDP as a service delivery tool and how successful it is.

This chapter is divided into three sections. The first section entails finding from the FBDM IDP while specific findings related to specific group will constitute the second section. The last section of this chapter entails general findings.

5.2. Findings from the Councillors (Political Perspectives)

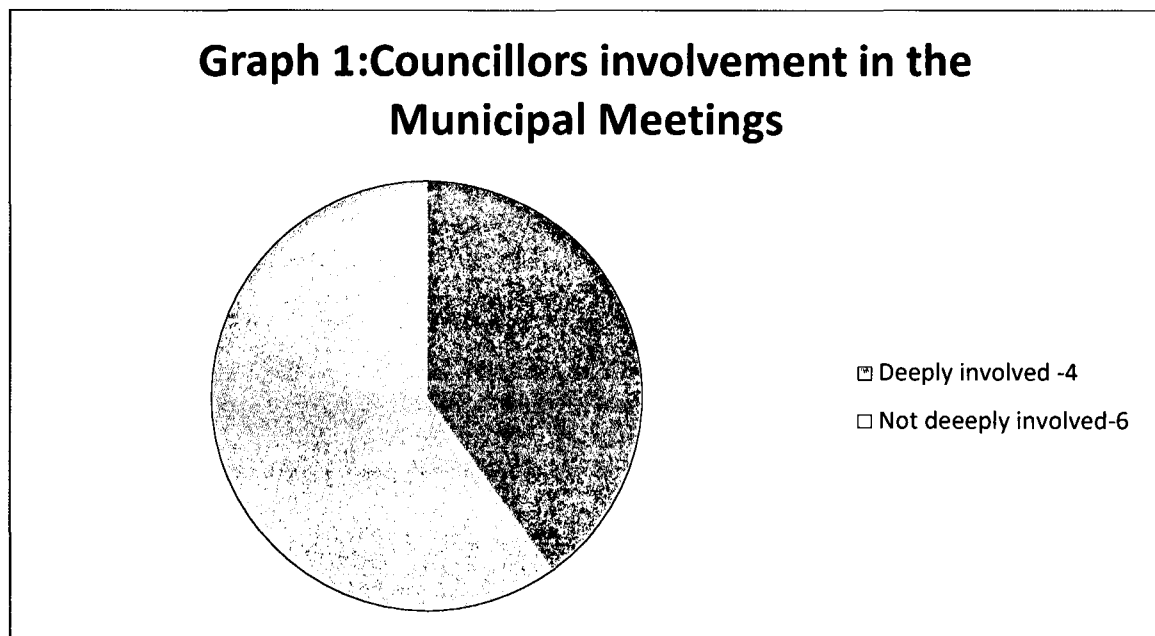
Ten Municipal councillors (five old and five new) were contacted for this study. The councillors selected are the members of the following political parties: ANC, DA, AZAPO and COPE. All councillors contacted cooperated. Five of the selected Councillors were asked to complete questionnaires, whereas the remaining five were involved through telephonic interviews.

5.2.1. Knowledge regarding the IDP

The councillors that responded to the questionnaires have a considerable knowledge and understanding of the Integrated Development Plan. According to the councillors the IDP is supposed to be:

- ✓ a tool or vehicle that takes services to the community
- ✓ a process that is community driven i.e platform where community prioritise their main needs, and
- ✓ a Process that promotes different stakeholders working together

5.2.2. Involvement of different political organisation when preparing IDP



According to the survey six respondents indicated that they attend several municipal meetings and are given a chance to comment, but their ideas are not considered, whereas four respondents indicated that they are deeply involved in the municipal meeting and their ideas are taken in to consideration. See graph 1 above

5.2.3 Community understanding of IDP

The politicians are of the opinion that 60% community members understand the IDP. This perspective emanates from the interest that community has shown by attending meetings and contributing in the proceedings. The attendance, however, varies from

one ward to the other. One councillor declared that in one ward there could be an attendance of 58 and the next meeting more than 200 community members. However there is a little concern about how the community views IDP and the value it attaches to it. Another concern expressed was that community members use IDP meetings to complain about service delivery instead of outlining their needs.

5.2.4 Municipal communication with the Community

The Constitution, various legislation and policies are providing mandate for good local government and community participation. As shown in graph 2 below, at least three respondents are of the view that municipality does not effectively communicate with the community. They cite the loud hailing method as ineffective and severely inadequate to invite people to the meetings. These respondents also indicate that another thing that hinders effective communication between the Municipality and community members is the feeling of insecurity by Municipal Representatives when they are to convene meetings in different areas. The respondents further indicated that the insecurity might have resulted from the community unrests and violence.

Seven respondents indicated that there is effective communication between the municipality and the communities. They further indicated that the municipality is doing its best to communicate, even though there is huge problem of illiteracy in some communities. The illiteracy negatively affects other forms of communication. The municipal communication is done through meetings, local newspaper and radio (Valtor Radio).

Graph 2: Communication

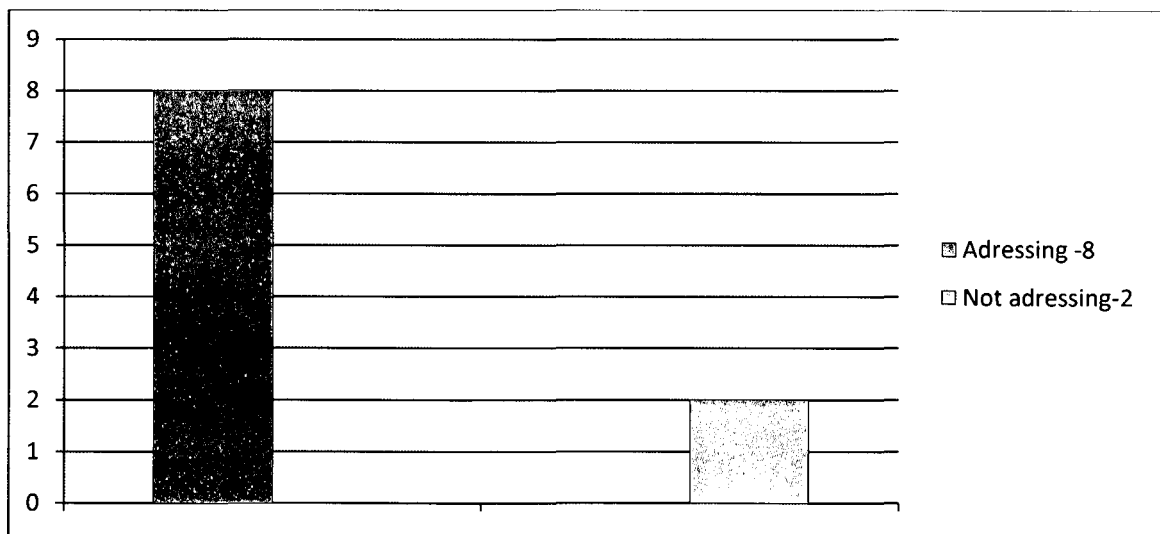
Graph 2: Communication



5.2.5. Needs and Priorities

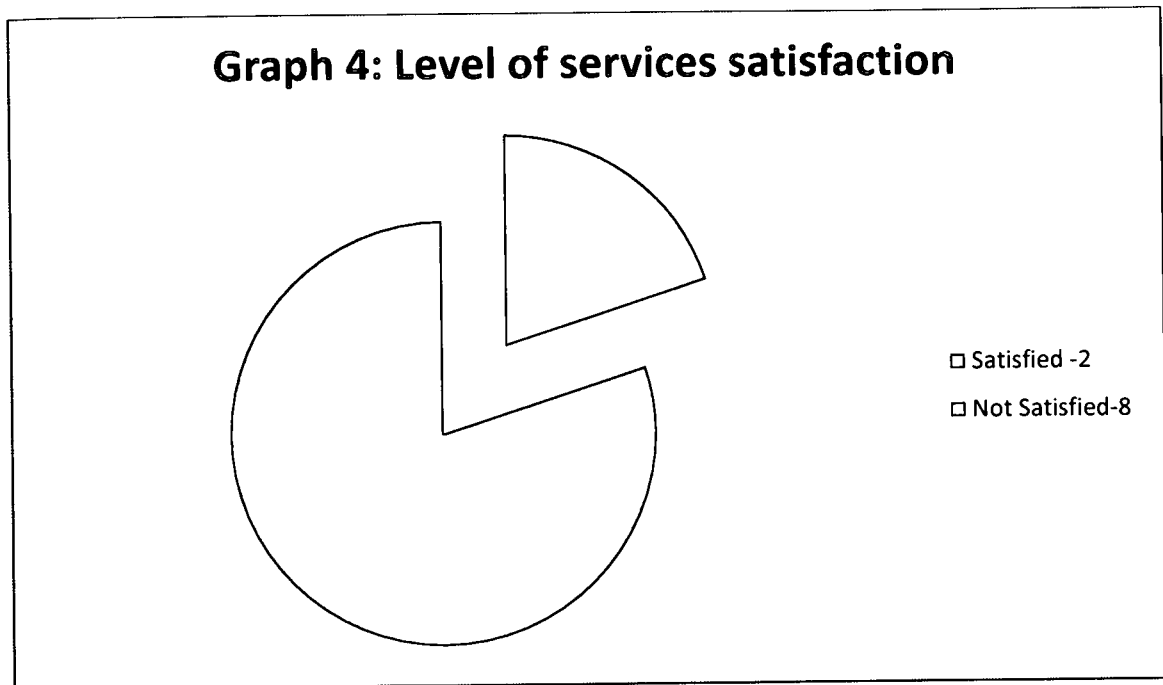
According to the research findings eight of respondents feel that the municipality is doing its best with regard to addressing community needs and priorities even though there is an issue of budget constraints. It must be noted that for the IDP Projects to be implemented sufficient budget must be available.

In contrast two respondents indicated that the municipality is not addressing community needs and priorities because there are some areas that do not have water and sanitation and these are basic needs of the community. Refer to graph 3 below



Graph 3: Needs and priorities

5.2.6. Level of Service Delivery



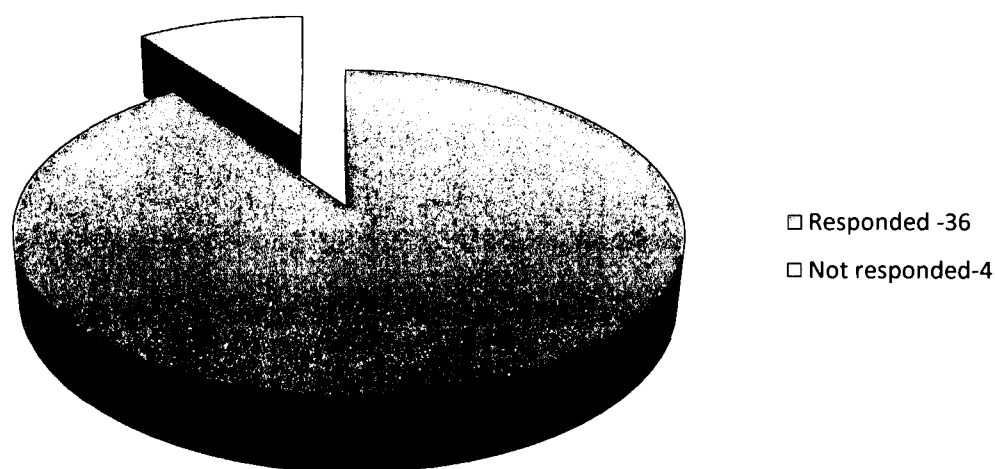
As shown in graph 3 above, eight respondents indicated that they are not really satisfied with the level of service delivery because there is still a huge backlog of services in many wards. *****

Only a small number (2) of respondents indicated that they are satisfied with the level of service delivery and they believe that there is still room for improvement.

5.3. Findings from the Community organisation representatives

Forty organisations were selected and engaged (i.e ten organisation representatives per town and one settlement). The engagement was through questionnaires and interviews. Thirty six organisations representatives responded whereas four did not respond. Refer to graph 5 below.

Graph 5: Community organisation respondents



5.3.1 Understanding of IDP

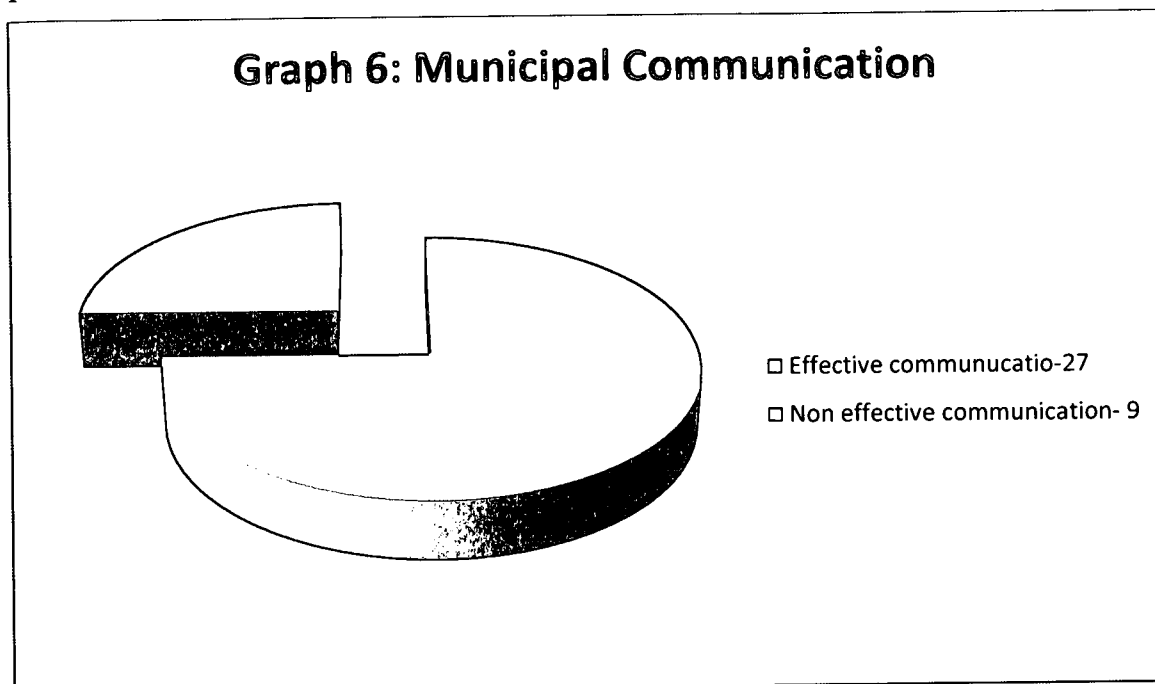
While four of the respondents were unfamiliar with the IDP, the majority (32) of the respondents indicated that they know of the IDP and they are involved with the Municipality during the IDP processes. Those who know of the IDP defined it as platform where communities are given a chance to submit the priorities and needs in order to enhance service delivery.

5.3.2 Communication

As shown in graph 6 below, twenty seven respondents confirmed that the Municipality effectively communicates with the community. This is done through public meetings in which councillors from different portfolio committees address the public. Ward committees also have meetings where the public voices their concerns.

Nine respondents indicated that the municipality does not effectively communicate with the community, because little is known about the IDP and councillors only address community to impose their ideas and decision that will suit their own interests. The municipal officials do not practice "*Batho pele*" principles and people

are not informed about the projects and are not involved in decision making. Respondents feel that the municipality only communicates or reports back challenges encountered during the implementation of the IDP when there are protests.



5.3.3 IDP as a service delivery tool

All respondents agree with the statement that IDP is an appropriate tool to address service delivery, but their concern is that it is not well implemented.

5.3.4 Community understanding of IDP Processes

In response to the questionnaires about community understanding of IDP processes 29 of respondents indicated that most community members are unfamiliar or don't understand the IDP, whereas seven feel that those that understand the IDP, understand it as platform where community members, various stakeholders and municipality address community needs and find ways to address these provided that there is budget allocated for each need.

Based on the above findings, it becomes clear that the purpose of public participation (as discussed in chapter 2 and 3 of this research) is defeated by councillors not taking real cognisance of the public views. The level of understanding of the IDP is consistent with the views expressed by officials and in contrast with the view of councillors. However the worrisome issue is lack of understanding by the majority of respondents.

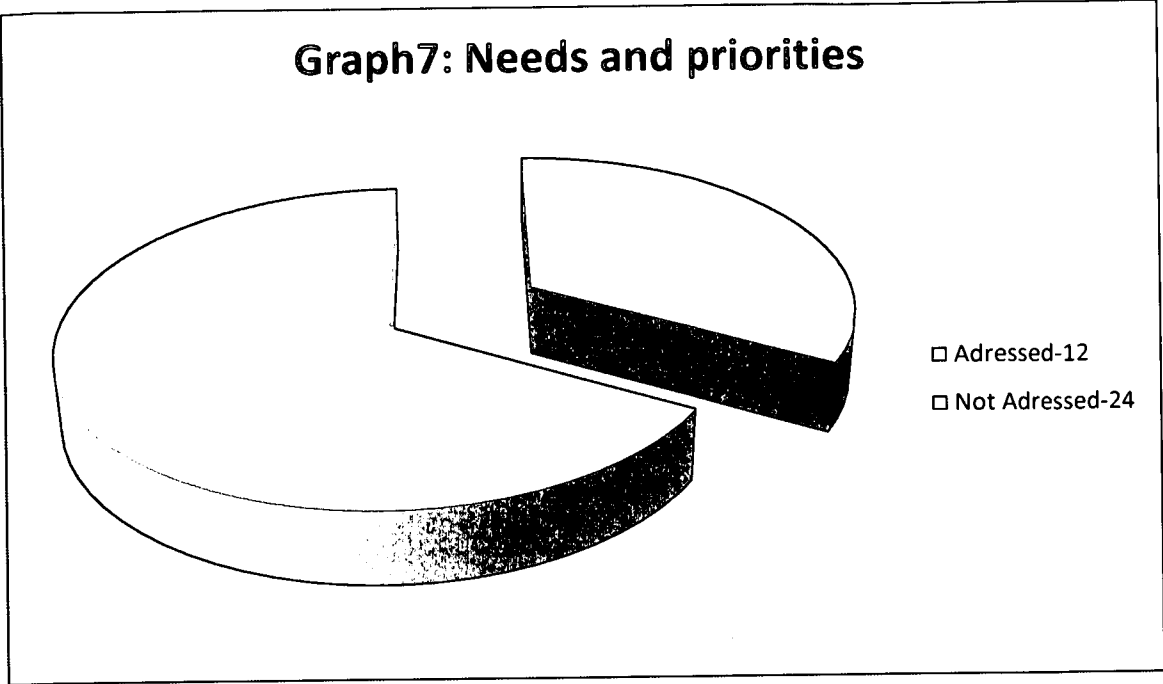
5.3.5. Capacity and proper skills

The research also attempted to find out how the community views municipal officials in terms of capacity and skills. Of all the respondents 17 feel that the municipality does not have capacity, because some officials are not qualified for their positions. This was seen as the major source on incompleteness of projects in the Municipality. While 4 of respondents were unsure, 15 believe that municipal officials have sufficient skills and capacity to implement and manage the project.

5.3.6. Community needs and priorities

The results indicated that 32% (12) of respondents feel that the municipality addresses their needs and priorities, because the meetings are held with councillors and ward committee members where the community members raise their concerns. The municipality should ensure that different groups participate in the IDP process for their voices to be heard. (DPLG IDP Guide Pack 2001: 7)

The majority of respondents (24) feel that councillors make the decision on behalf of the community and community are not consulted and their needs and priorities are not addressed. See graph 7 below



5.3.7. Report Back

The majority of respondents (22) indicated that there is poor service delivery, whereas 14 are satisfied with the level of service delivery, but they indicated that more can still be done. The councillors also expressed similar dissatisfaction with regard to service delivery.

5.4 Findings from the old and new informal settlement

In an effort to find out community perception on Integrated Development Planning, residents from two dissimilar informal settlements were included in the survey. The difference between these informal settlements is that one is as recent as 2010 (Utlwanang) while the other has been in existence for more than ten years (Masakeng). Masakeng is currently undergoing formalization. Questionnaires were distributed randomly among inhabitants of these two settlements. Questionnaires were administered to forty respondents and only two respondents did not cooperate.

5.4.1.1 Utlwanang informal settlement

The number (4) of those who have knowledge of the IDP is far less compared to those who do not. In addition to that, this group has indicated that they have never been involved in any IDP meeting or forum. This inevitably creates an indifference towards the IDP as the research findings indicates.

The majority (90 %) of the Utlwanang inhabitants are of the opinion that as far as addressing community needs, the IDP fails. Moreover since they are not involved in the IDP they do not have a final say in what goes into the document.

According to most correspondents, there is no healthy communication channel with the municipality. This, from a researcher's point of view could presumably lead to people being uninformed about the IDP. Therefore, lack of community participation could be attributed to inefficient communication.

The above might have been borne out of the fact that this is a relatively new informal settlement. Utlwanang people believe that the Integrated Development Plan does not address their needs and that they do not have a final say in it. Logically this response is expected since many do not have an idea of what an IDP is and have never participated in the forums.

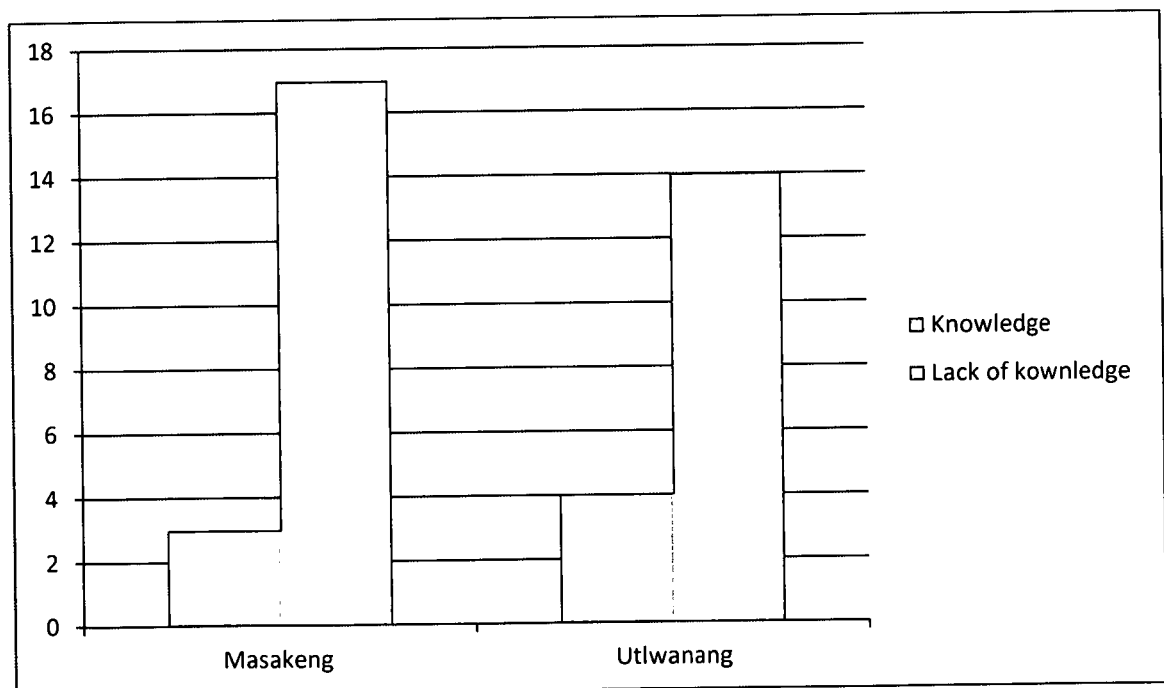
5.4.1.2 Masakeng informal Settlement

According to the responses to the questionnaires, a large number (32) of the residents have never heard of the Integrated Development Plan. Only a few (6) do know about it and have participated in IDP meetings. Despite all this, almost all people are of the opinion that there is a clear communication with the municipality. If there is clear communication with the municipality community should be well

informed about the IDP, unless the communication is done for compliances purposes.

There is however an inexplicable incongruity in the responses. Despite the majority of the community members not really having a distinct notion of the IDP, they mostly believe that it addresses their needs. Yet, the community has in their responses indicated that they have absolutely no say in what goes into the IDP document.

Common in both groups is the feeling that the municipality must hold regular meetings with the community in order to improve communication. All correspondents suggest that the municipality must try to involve the community as much as possible during IDP preparation and that they need to have a say in the budget. See graph 8 below



Graph 8: IDP Knowledge

5.5. Findings from officials (District and Local Municipality)

Ten questionnaires were distributed to the district and local municipality officials. Out of ten, only two respondents did not fully cooperate

5.5.1. Understanding of Integrated Development Planning by the Municipal Officials

All (8) respondents feel that the municipal officials have the wrong perception that IDP belongs to a certain Department, whereas the IDP unit is mainly there to facilitate, monitor and ensure that the Municipality does not deviate from the IDP objectives in the implementation of projects and other core functions. Also, with regards to the review of the IDP, officials tend to mislead communities by making them believe there is space for new projects during the review. This is the main reason why IDPs fail the five-year cycle review at the end of every term. There is too much tampering with the document during the review process, which results in the Municipality losing sight of its core strategy. In terms of MSA IDP is not a single department's document, but requires participation from different stakeholders. The above-mentioned perception can result in poor coordination and alignment of strategies, plans and programmes within the municipality.

5.5.2 Relationship between the municipality and provincial government (Sector Departments)

According to Lipietz (2008:152) the IDP acts as a mechanism to ensure the integration of local government activities with other tiers of development planning at provincial, national and international levels.

In terms of to MSA S (31), the MEC of local government in the province may facilitate the coordination and alignment of the IDP of different municipalities with the plans, strategies and programmes of national and provincial organs of state.

Respondents indicated that there is no synergy and cohesion in every aspect, whether it is communication, co-operative governance or planning. Provinces view themselves as superior structures to municipalities, and this causes friction when they try to impose themselves on municipalities. On the other hand, municipalities are more concerned about protecting their autonomy and become very resistant and view every form of intervention by provinces as interference.

Based on the above perception one can safely say that the relationship between spheres of government is not aligned with legislative requirements

5.5.3 Improvement of IDP Process

The respondents felt that there is a need to ensure that those who participate in the process, specifically the community members, are empowered. For as long as public participation is done for compliance purposes only, the IDP process will continue to be a futile exercise. People need to be empowered to understand the content, interrogate the document, and raise questions and concerns. For now, community members are passive participants who contribute very little in the IDP process.

If one considers the view of Buccus et al. (2008: 5) that the involvement and engagement of ordinary people in the design, planning and evaluation of development programmes, and plans at the local level should be an important part of democratic practice in South Africa, then the IDP process as experienced by the community is deeply flawed.

5.5.4 Understanding of the IDP by Community

Respondents indicated that majority of communities do not understand the concept of the IDP well. Community members are more concerned about their problems being addressed, and unfortunately the IDP is a five year plan. Community members are more concerned with their day to day needs, and a strategic document

like the IDP is the last thing on their minds. This is also evident during the public meetings where these sessions are used as platforms to raise service delivery related issues. For them it is about my area, my ward, my house, and not about everyone getting a fair share of what is available.

5.5.5 Main challenges the municipality is facing with regards to funding IDP Projects

The biggest challenge is that project costs usually exceed what the Municipality is able to afford. Other challenges include, but are not limited to grant dependency, an inability to create revenue and limited capacity to manage and implement projects.

5.6 Summary of findings

The following is a summary of findings from all the representative groups that were surveyed. These findings will guide recommendations made in the next chapter. Important at this stage is the realization that the responses from different groups are almost identical. This clearly indicates that many people in the research area have almost similar experiences of the Integrated Development Plan. The findings are aligned with the literature, legislation and policies discussed in chapters 2 and 3 of the research. The literature emphasises aspects such as public participation, service delivery and challenges faced by the municipalities.

All representative groups assert that their comments are never included in the final IDP document. This implies that all public meetings, etc. are simply regarded as compliance matters by the municipal officials who have already determined what the contents of IDP should be. The communities are also of the view that the councillors impose their own ideas that suit their interests. The above perceptions differ with what white paper and the MSA say about the stakeholders' participation in the IDP. In addition, these perceptions could be related to rung four (consultation) of Arnstein (1969:219). Here the citizens' opinions are invited but there is no

assurance that that citizen concerns and ideas will be taken into account. This restricting of the input of citizens means that participation remains just a window-dressing ritual.

This is not in line with the MSA Section 17 (2) that states that

“(2) A municipality must establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality, and provide for:

(a) the receipt, processing and consideration of petitions and complaints lodged by members of the local community;

(b) notification and public comment procedures, when appropriate;

(c) public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate;

(d) consultative sessions with locality recognised community organisations and, where appropriate, traditional authorities; and

(e) report-back to the local community”.

According to the White Paper on local government s (b) (3.3), “municipalities should develop strategies and mechanisms to continuously engage with citizens, business and community groups”.

The major concern is that, if community proposals and priorities that are made during IDP meetings are not included in the final document, then municipal officials lack integrity. As people who are driving the process they must ensure that all the information is captured.

While there is generally little or no understanding of IDP, this differs from one area to the other. In some communities around Phokwane Municipality there are a number of people who have some knowledge of IDP and have participated in it. In other areas many people have not the slightest idea about the IDP. In addition, attendance of IDP ward meetings differs from one area to the other. The responses from politicians indicate their questioning why in one area few people turn up and in others areas multitudes attend the meetings.

5.6.1 Municipal communication towards community

Communication ensures everyone gets informed. It has emerged from this study that the means of communication are ineffective. Various suggestions are made in the next chapter to improve communication. Illiteracy has also been identified as one of the hindrances to effective communication as illiterate people are incapable of reading the IDP and other municipal documents.

5.6.2 Security concerns by municipal officials

In the light of increasing protests the municipal officials feel unsafe attending and conducting community meetings. Some community members are deliberately destructive and their constant "grievance approach" in IDP meetings has the tendency of rattling and unsettling municipal officials. This will negatively affect public participation.

5.6.3 Consultation

Respondents have indicated that there is insufficient consultation between the communities and the political representatives which defeats an important aspect of public participation. Some councillors were accused of not reporting back to the community and community members feel that they could not reach Municipal official and ward councillors involved in preparing the IDP). Most councillors were, however, of the view that there is sufficient consultation, whereas community does not believe so.

5.6.4 Working relationship between municipality and sector departments

There is poor interaction between the municipalities preparing the IDP and also the sector departments within the district and local municipalities. This kept coming over and over again during interviews with the officials. It was indicated that some

sector department representatives do not attend meetings when invited; as a result plans for the municipality and sector departments are not aligned .This is the problem that is not unique to Phokwane municipality.

5.6.5 Conclusion

The literature on IDP is clear as to what is expected of the municipality. All related legislation has touched on the purpose of and the process of preparing the IDP. Phokwane local municipality IDP processes are drawn from all relevant legislation and comply in principle as indicted in Chapter 4 that discussed the mechanisms that are followed in the municipality during the preparation of the IDP. These mechanisms are aligned to the legislation and ensure that all relevant stakeholders are involved.

The research findings have, however, shown that what happens on the ground is not exactly as policy intended. The people are not adequately informed and the level of public participation is also not satisfactory. This raises a serious question of the credibility of the IDP.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

INTRODUCTION

The following recommendations are derived from the deductions made from the preceding chapters. Responses to the questionnaires were almost uniform; therefore it rendered the task of making recommendations much easier.

During each IDP review of Phokwane Local Municipality the council must ensure that there is enough consultation and discussions with the community about issues such as:

- ✓ Level, quality, range and impact of municipal services
- ✓ Available options for service delivery
- ✓ Equitable access to municipal services

In addition the municipality must be responsive to the needs of local community and facilitate the culture of public service delivery and accountability among staff. Public input and participation during IDP process is vital to ensure development efforts address real needs and are both supported and implemented by local community. Thus, in respect of community participation the Council must move from tokenism to a greater degree partnership and citizen power. (Arnstein 1969: 217)

RECOMMENDATIONS

6. 1. Educate the community about IDP

The community should know how the IDP affects the quality of their lives. The more they know about the IDP and how their involvement ensures that their needs are met, the more they would be encouraged to participate. Educating the community can be done through training programmes. The training programmes

can be used as the building blocks to facilitate interaction between municipal officials and community members in order to improve service delivery and the lives of poor communities. Their involvement will help them know more about their role in IDP preparations and the link between IDP and budget.

When undertaking community capacity building, local governments will need to focus on building the “skills, knowledge, experience, leadership and managerial capabilities” of citizens, community groups and public officials to participate in local governance processes (Cornwall and Gaventa 2000 cited in Cuthill 2005:76)

In future, developmental local government must play a central role in representing our communities, protecting our human rights and meeting our basic needs. It must focus its efforts and resources on improving the quality of life of our communities, especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people. This is achievable through increasing involvement of these groups in ward committees and the municipality.

6.2. Communication

The municipality must increase and consolidate communication channels. There should be clear communication channels that target various groups within the community. It is important for the public to be involved in participation processes and for councillors and ward committees to engage different community members. The municipality must develop a communication strategy that clearly identifies the role of different stakeholders and channels of communication in order to address issues like illiteracy.

6.3 Constant Feedback

According to RSA 1998 s (a (2.3), the lack of performance management systems and poor internal communication results in ineffectiveness in service delivery. The municipality must provide constant feedback to communities about the IDP processes. During the annual IDP review meetings, report backs must be provided about failures and successes on addressing community needs. The media can be used to monitor the implementation of the IDP.

6.4. Public participation

Public participation in local government can play a very important role in creating awareness, knowledge and understanding and in enhancing local knowledge regarding local government issues. (Tsatsire 2008: 180)

IDP participation mechanisms, as discussed in chapter 4 (ward committee meeting, ward based representative forum meeting and Municipal wide IDP Representative forum etc.), should not be coordinated and convened for compliance purposes only, but should be used to actively engage the community in the IDP processes. This can also be used to strengthen the relationship of the municipality and community.

Ward councillors should do preparatory work for the IDP process. Community members need to know who makes decisions about what goes into the final IDP document and what criteria are being used. Public participation should not be a matter of compliance; communities should be considered equal partners in local governance.

Community members need to be informed about both capital and operational budgets. The tendency is that communities only monitor capital budgets intended for projects. Informing them will enhance their understanding of developmental government and increase their involvement. (Unpan1: online)

6.5 Enabling Environment

An enabling environment needs to be created by the municipality for communities to participate effectively in the IDP process without fear or favour. This kind of environment could possibly address the growing perception that IDP consultations, like many other participatory processes favour the voicing the most articulate and organised concerns. Such an enabling environment can be achieved through regular meetings where all stakeholders are encouraged to speak. The municipality must make it clear that every contribution is valued.

6.6. Roles and Responsibility

There is need for the roles and responsibility of all stakeholders to be clearly defined. These can be done through workshops and meetings. If all stakeholders know about the roles and responsibility in the IDP, it will enhance quality of participation.

6.7. Take into cognizance priorities as identified by all stakeholders

There is need for the municipality to take into consideration the priorities of all stakeholders as identified and confirmed during the IDP ward representatives meetings and IDP Representative Forum meeting. In the event that the municipality cannot address community priorities during the five year term of the IDP the community must be informed of this and the reasons therefor. Communicating these will alleviate any possible unrest caused by slow service delivery.

6.8. Work towards changing people's attitude towards IDP

The municipality and councillors should work closely with the community members. They should also enhance *Batho Pele* principles, especially transparency

and access to information. A good working relationship will go a long way in enhancing community perceptions and participation.

6.9. Hold regular meetings (consultations)

It is recommended that the municipality must hold regular community and ward meetings, instead of having only the IDP meetings. This will help to strengthen the relationship between the municipality and the community members. It will also ensure transparency as the meetings can be used as the platform for the municipality to report back, the community to express their grievances and the community members to give recommendations on how amendments to the IDP can have positive impact on their lives.

It must be noted that the Municipal Systems Act clearly states that residents (community members) not only have the right to contribute to the municipality's decision making but they also have the right to submit recommendations and complaints to council and are entitled to responses on those issues without delay.

6.10 A need for further research

Further studies about community perception of the IDP are necessary. It appears that the developmental mandate stated in the constitution has not yet been understood by all stakeholders. Therefore further and broader studies need to be conducted in order to determine community perception of IDP and how to improve this tool to benefit the people of South Africa.

CONCLUSION

The social unrest in various municipalities across the country points to community dissatisfaction with the level of service delivery. The citizens are frustrated by the poor quality of governance in these municipalities including a lack of

responsiveness, transparency and accountability by local government, poor communication between local government and citizens, and absence of real engagement by citizens in decision making at local and provincial level. (IDASA Online) Part of the problem lies in the manner that the IDP is prepared and implemented.

The developmental function of municipalities cannot be fully realized without a credible and implementable IDP document. It is a strategic document that outlines how the municipality intends to make effective use of scarce resources, speed up service delivery, overcome past imbalances, strengthen democracy and enhance institutional transformation.

There are various stakeholders involved in the IDP process; preeminent among them is the community that has a huge contribution to make in the preparation of the IDP; hence the purpose of the research was to determine their perception of the IDP. From this study it has transpired that there are still some sections of all the communities in the study area whose understanding of the IDP in terms of their roles and responsibilities is still limited. A concerted effort has to be made by the municipality to improve understanding of IDP. An equally determined effort has to be made by the communities to attend IDP meetings and contribute to the process. The onus, however, is still with the municipality to ensure and expedite service delivery which could have the effect of eliciting greater interest in the IDP from the community.

The research also provided an answer to the question of community involvement. It is clear that the involvement of the community in the IDP is definitely influenced by their perception of the IDP and to some extent the levels of service delivery. A community that feels that their contribution and participation are merely an academic exercise would be reluctant to be part of the IDP process. The credibility of the IDP could then be doubted.

From the findings of the research recommendations have been put forward that require that the municipality take major steps in ensuring genuine public participation. According to the (DPLG Online) all residents have a responsibility to be actively involved in municipal affairs. The IDP process offers residents including organized stakeholder groups an opportunity to shape the development of the towns and cities they live in.

The situation in local municipalities is not all doom and gloom. According to Memela et al. (2008:10) South Africa's local government system is still in its final stages of transition and is not yet operating at its required level of capacity, yet at the same time it has to deal with backlogs in basic service delivery from the past.

While improving the quality and quantity of basic services should remain at the top of the local government agenda, in reality over the next ten years most municipal councils (especially the non-metropolitan ones) will not be able to fully eradicate the backlog in basic services, which will continue to frustrate and disillusion citizens and negatively affect the legitimacy of the municipality. To cope with this situation effectively and prevent potential social unrest, it is imperative that municipalities improve their governance and provide citizens with tools and resources to change their own situation. (Memela et al. 2008:11).

The IDP is an important tool for any Municipality. What is required is for everyone to improve their understanding of the IDP, and for everyone to realize that a credible IDP is not produced by the IDP manager, but is produced by all those who participate in the process. And if we can get the right people in the right positions, from planning to implementation, then certainly there will be many improvements in the way IDPs are being implemented.

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ANNEXURES

Annexure 1: Phokwane Municipality Old (Previous) Councillors

SURNAME	NAME	POSITION/WARD	PARTY
Khen	Vuyisile	PR 1 (Mayor)	ANC
Motshabi	Seikgotlo Martha	Ward 1 (Speaker)	ANC
Modimogale	Monnagaratwe	Ward 2 (Chief Whip)	ANC
Moeketsi	Dieketseng Maria	PR 2	ANC
Arends	Sarah	PR 3	ANC
Gaebee	Reuben Ronnie	PR 4	ANC
Pitso	Flora Ontsheketse	Ward 3	ANC
Paul	Sebata Shadrack	Ward 4	ANC
Gill	Mina Magdalen	Ward 5	ANC
Mashorie	Kerileng Daphney	Ward 6	ANC
Modiakgotla	Horatius Moatlhodiemang	Ward 7	ANC
Adams	Ellaine Lorraine	Ward 8	ANC
Mooketsi	Stephen	Ward 9	ANC
Raadt	Shadrack Monnapula	PR	AZAPO
Nel	Petro Johan	PR 1	DA
Visser	Gert Jacobus	PR 2	DA
Lewis	Sinah	Ward 1	ID
Modise	Boikanyo George	Ward 2	ID

Annexure 2: Phokwane Municipality Current Councillors

SURNAME	NAME	POSITION / WARD	PARTY
Khen (Mayor)	Vuyisile	PR 1	ANC
Moeketsi (Speaker)	Dieketseng Maria	PR 2	ANC
Mona	Pasna	PR 3	ANC
Mashorie	Kerileng Daphney	PR 4	ANC
Moremong	A Omphentse	PR 5	ANC
Modiakgotla	Horatius Moatlhodiemang	Ward 8	ANC
Pitso	Flora Ontsheketse	Ward 3	ANC
Chakane	Molifi	Ward 9	ANC
Riet	Ishmael	Ward 1	ANC
Meza	Dibueng	Ward 5	ANC
Mojapele	Mongale Freddy	Ward 2	ANC
Mokoena	Andrew Sandy	Ward 4	ANC
Adams	Crockette Johannes Shimane	Ward 7	ANC
Nel	Petro Johan	Ward 6	DA
Meyer	Dawie	PR	DA
Lewis	Sinah	PR	DA
Motebe	Gaopalelwe Morwa	PR	AZAPO
Nkomo	Samuel	PR	COPE

Annexure 3: List of telephonically interviewed councillors

SURNAME	NAME	POSITION / WARD	PARTY
Mona	Pasna	PR 3	ANC
Nel	Petro Johan	Ward 6	DA
Lewis	Sinah	PR	ID/DA
Motebe	Gaopalelwe Morwa	PR	AZAPO
Nkomo	Samuel	PR	COPE

Annexure 4: Organisation representatives telephonically interviewed

Jan Kempdorp Organizations	
ORGANISATION	CONTACT PERSON
Anc youth league	Vuyani Hemen
Sacc	Patricia Tolo
Sanco	Benedict Moleme
Siyadlala M.P.P	Mpho Motshabi
Pampierstad Organisations	
Community policing forum	Kegomoditswe Serache
Safety volunteer	Tsholofelo Molema
Greater pampierstad council of churches SMME	Gabriel Gaboutlwelwe
Child Welfare	Oupa Africa
Hartswater Organizations	
CDW	Tebogo Seretse
Adolescent development programme	Puleng Moleko
Ganspan Organizations	
11.Nametsegang project	Betty Keepile

Annexure 5: Priorities 2006-2011

2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Water and Sanitation	1. LED	1. Water and Sanitation	1. LED	1. Roads	1. Water
2. Land	2. Land	2. Roads	2. Infrastructure Maintenance	2. Skills Development Youth	2. Storm water
3. Electricity	3. Water & Sanitation	3. Electricity	3. Community Participation	3. Skills Development Youth	3. Storm water
4. Roads and Storm water	4. Housing	4. Housing	4. Education	4. Recreational Facilities	4. Rebuilding of irrigation System Ganspan
5. Health Services	5. Health	5. LED/Tourism	5. Crime prevention	5. Early Childhood Development Centres -	5. Housing
6. Housing	6. Electricity	6. Health Services	6. Disaster management	6. Health facilities	6. Roads
7. LED	7. Roads	7. Education	7. Housing	7. Land for farm dwellers	7. Multipurpose Centre
8. Tourism Development and Poverty facilities	8. Education	8. Land	8. Electricity	8. Water and sanitation	8. Job Creation

Source: Special IDP Steering Committee February: 2012

Annexure 6: 2006-2011 Projects

Project Name	Ward	Status
Refurbishment of water treatment plant	3&4 (Pampierstad)	Complete
Water and sanitation Sakhile 1450	1(Pampierstad)	Water: complete Sanitation: In complete
Sewerage and water reticulation 219 erven	2(Pampierstad)	Complete
Water and sanitation 900 phatsima	3&4 (Pampierstad)	
Bonita park 127 water	5(Bonita Park)	Complete
Construction of Bulk Sewer pipe line for 1450 sites in Sakhile	1 (Pampierstad)	Still in Progress
Water reticulation 530 sites	8 (Ganspan)	Complete
Provision of VIP Toilets 200	8 (Ganspan)	Partially Done
Masakeng 840 Sites Sewer Reticulation	7(Jan Kempdorp)	In Progress
Upgrading of Water Waste Works in Valspan	Valspan	In Progress
Upgrading of Bulk Water Distribution	Ward	Complete

Source: Special IDP Steering Committee February: 2012

Housing Projects

PROJECT NAME	WARD	STATUS
219 Erven Housing Project	Ward 2 (Pampierstad)	Awaiting outcome of 24 G application from DEAT
Bonita PARK 127 Housing Project	Ward 5 (Bonita Park)	Awaiting outcome of 24 G application from DEAT
Valspan 600(1000)	Jan Kempdorp	Complete
Guldenskat 608 settlement planning	Ward 6 (Jankempdorp)	Planning Stage
603 houses in Bonita park	Ward 5(Bonita Park)	Complete

Source: Special IDP Steering Committee February: 2012

Roads Project Projects

Project Name	Ward	Status
Upgrading of Street and storm water : Phatsima	Ward 3&4(Pampierstad)	Still in Progress
Access road for 500m	Ward 5(Bonita Park)	Complete
Masakeng access roads	Ward 7(Jan kempdorp)	

Source: Special IDP Steering Committee February: 2012

Electricity Projects

Project Name	Ward	Status
Electrification of 900 Households	Ward 3&4(Pampierstad)	Complete
Electrification of 530 Households	Ward 5(Ganspan)	Complete
Sakhile 1450 Households	Ward 1(pampierstad)	In progress

Source: Special IDP Steering Committee February: 2012

Health services

Project Name	Ward	Status
Building of Community Health Centre	Ward 3 (Pampierstad)	Complete
Construction of a clinic	Ward 5(Bonita Park)	Complete

Source: Special IDP Steering Committee February: 2012

Education Project

Project Name	Ward	Status
Construction of new library	Ward 6 (Hartswater)	Complete

Source: Special IDP Steering Committee February: 2012

Environmental Project

Project Name	Ward	Status
Hartswater cemetery extension	Ward 5 &6 (Bonita park and Hartswater)	
Hartswater new landfill site	Ward 6 (Hartswater)	In progress

Source: Special IDP Steering Committee February: 2012

LED Projects

Project Name	Ward	Status
Bonita park Olives	Ward 6 (Hartswater)	Complete

Source: Special IDP Steering Committee February: 2012

Town Planning Projects

PROJECT NAME	WARD	STATUS
CBD Revitalization	Ward 6 (Jankempdorp)	Business plan completed need to apply for Capital Grant
South Eastern Development	Ward 6 (Jankempdorp)	Pending
Guldenskat Township Establishment	Ward 6(Jan Kempdorp)	Awaiting Finalization of EIA
Town Planning 539 Sites	Ward 8(Ganspan)	Section 24G application underway

Source: Special IDP Steering Committee February: 2012

Annexure 7: QUESTIONNAIRES

QUESTIONNAIRES FOR COMMUNITY ORGANISATION REPRESENTATIVE

NAME OF THE ORGANISATION:

1. How do you understand Integrate Development Planning?
2. How well are you involved by the municipality when preparing the IDP?

Not at All	One, maybe two community meetings	Several meetings and a chance to comment	Deeply involved and our ideas are used

State the reason for your answer

3. How do you rank municipal accountability in the IDP Processes?

Excellent	Good	Fair	Poor

State the reason for your answer

4. Do you think the municipality effectively communicates with the community?

Yes		No	
-----	--	----	--

State the reason for your answer

5. Do you think there is a good working relationship between the Community and the Municipality?

Yes		No	
-----	--	----	--

State the reason for your answer

6. IDP is an appropriate tool to address service delivery?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
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State the reason for your answer

7. Do you think the concept of integrated development planning is well understood by your community?

Yes		No	
-----	--	----	--

8. How do you think they understand Integrated Development Planning?

9. How do you think the IDP Process can be improved?

10. Do you think that the municipality has capacity and proper skills to implement service delivery (IDP Projects)?

Yes		No	
-----	--	----	--

State reason for you answer

11. Do you think the Municipal IDP address your Needs and Priorities?

Yes		No	
-----	--	----	--

State the reason for your answer

12. Does the municipality report back on the challenges they come across when they are implementing the IDP?

13. Do you think the community has the final say on what goes in the final IDP Document?

Yes		No	
-----	--	----	--

State reason for your answer

14. How should the municipality keep community updated about the progress on the IDP Projects?

1. Hold regular Meeting	
2. Include progress report on the Daily news paper	
3. Send quarterly progress reports to each residence with the rates and taxes statement	
4. Post progress report in public building	
5. Other	

State reason for your answer

15. Are you satisfied with the level of service delivery?

Yes		No	
-----	--	----	--

State reason for your answer

16. What do you think need to be improved with regard to the delivery of service?

17. What do you think need to be improved when preparing and reviewing the IDP?
18. What is your involvement in the Budget allocation process?
19. To what extent do you think the IDP is the appropriate vehicle to propel you municipality in the desired future?
20. Any other comments on IDP

QUESTIONNAIRES TO OFFICIALS

Name of the Municipality:.....

1. Name of the Respondent

2. Gender

F	M
---	---

3. Job Title of the respondent

4. Main Responsibilities of your position

5. Number of Years in the position

7. Do you think the concept of Integrated Development Planning is well understood by the Municipal Staff? State the reason for your answer

8. How is the IDP prepared in your Municipality? i.e. The process and responsibility

9. Who do you involve in preparation and review on your municipal IDP and what role do they play?

10. What about participation and accountability are they important aspects when preparing and implementing IDP?

11. How do you rank municipal participation and accountability in IDP in your respective Municipality?

Excellent	Good	Fair	Poor

State reason for your answer

12. How would you describe the relationship between the municipality and provincial government (Sector Department?)

Excellent	Good	Fair	Poor

State reason for your answer

13. Do you think that the IDP is promoting or enabling service delivery?

Yes		No	
-----	--	----	--

State reason for your answer

14. What measure do you make use of to ensure proper implementation of IDP?

15. Do you come across any challenges during the implementation of IDP?

Yes		No	
-----	--	----	--

State reason for your answer

16. How do you think the IDP Process can be improved?

17. Do you think the concept of integrated development planning is well understood by the community?

Yes		No	
-----	--	----	--

19. How do you think they understand Integrated Development Planning?

20. How is the IDP Projects Funded in your Municipality?

21. What are the main challenges the municipality is facing with regards to funding IDP Projects

22. Do you think that the municipality has capacity and proper skills to implement service delivery (IDP Projects)? State reason for you answer

23. Do you think your Municipal IDP is Credible and Implementable? State reason for you answer

24. Who do you or think should be involved during the planning of IDP Projects

25. How often to report back to the Community on the preparation and implementation of the IDP Projects

25. Any other comments on IDP

QUESTIONNAIRES FOR COMMUNITY

NAME OF THE AREA YOU STAY:

1. Name of the Respondent
2. Gender
3. Age of the respondent
4. How long have you been the resident of the neighbourhood?
5. Level of Education
6. What is your occupation?
7. What is your Salary Income Bracket?
8. Do you know your Ward Council?
9. Have you ever had about integrated development plan?
10. How do you understand Integrate Development Planning?
11. How well are you involved by the municipality when preparing the IDP?

Not at All	One, maybe two community meetings	Several meetings and a chance to comment	Deeply involved and our ideas are used

12. Do you have any concerns about the implementation of IDP projects?
13. Do you think the municipality effectively communicates with the community?
14. How should the municipality keep community updated about the progress on the IDP projects?

1. Hold regular Meeting	
2. Include progress report on the Daily news paper	
3. Send quarterly progress reports to each residence with the rates and taxes statement	
4. Post progress report in public building	
5. Other	

- 15. Do you think there is a good working relationship between the Community and the Municipality?
- 16. How do you feel about the level of service delivery in your Municipality?
- 17. Do you think that the municipality has capacity and proper skills to implement service delivery (IDP Projects)?
- 18. Do you think the Municipal IDP address your Needs and Priorities?
- 19. In the past five years would you say the level of service delivery has improved in your municipality?
- 20. Do you think the community has the final say on what goes in the final IDP Document?
- 21. Are you satisfied with the level of service delivery?
- 22. What do you think need to be improved with regard to the delivery of service?
- 23. What do you think need to be improved when preparing and reviewing the IDP?
- 24. What is your involvement in the Budget allocation process?
- 25. Any other comments on IDP

QUESTIONNAIRES TO THE COUNCILLORS

NAME OF THE POLITICAL ORGANISATION:

How many members do you have in your organisation.....

- 1. Name of the Respondent
- 2. Gender
- 3. Age of the respondent
- 4. How long have you been the resident of the neighbourhood?
- 5. Level of Education
- 6. How do you understand Integrate Development Planning?
- 7. How well are you involved by the municipality when preparing the IDP?

Not at All	One, maybe two community	Several meetings and a chance to	Deeply involved and our ideas
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	meetings	comment	are used

8. How do you rank municipal accountability in the IDP Processes?

Excellent	Good	Fair	Poor

9. Do you think the municipality effectively communicates with the community?

Yes		No	
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10. Do you think there is a good working relationship between the Community and the Municipality?

Yes		No	
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11. IDP is an appropriate tool to address service delivery?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
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12. Do you think the concept of integrated development planning is well understood by your community?

13. How do you think they understand Integrated Development Planning?

14. How do you think the IDP Process can be improved?

15. Do you think that the municipality has capacity and proper skills to implement service delivery (IDP Projects)?

16. Do you think the Municipal IDP address your Needs and Priorities?

17. Does the municipality report back on the challenges they come across when they are implementing the IDP?

18. Do you think the community has the final say on what goes in the final IDP Document?

19. How should the municipality keep community updated about the progress on the IDP Projects?

20. Are you satisfied with the level of service delivery?

21. What do you think need to be improved with regard to the delivery of service?

22. What do you think need to be improved when preparing and reviewing the IDP?

23. What is your involvement in the Budget allocation process?

24. To what extent do you think the IDP is the appropriate vehicle to propel you municipality in the desired future?

25. Any other comments on IDP

Thank you for completing the Questionnaire