

**Poverty alleviation by means of Integrated Development Planning: the case of  
Dr Kenneth Kaunda District Municipality (Dr KKDM)**

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**It all starts here**

## DECLARATION

I, Thabo Daniel Borole, hereby confirm that this mini-dissertation: "Poverty alleviation by means of Integrated Development Planning: the case of Dr Kenneth Kaunda District Municipality" is my own original work and that all sources used or quoted have been accurately reported and acknowledged by means of complete references, and that this mini-dissertation was not previously in its entirety or partially submitted by me or any other person for degree purposes at this or any other University.

T. D. BOROLE:.....

Signature

November 2013

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## ABSTRACT

Across the world, war has been declared against poverty because of its devastating effects on local communities. The world has made a concerted effort to fight the effects of poverty through developmental agencies and regional integration bodies such as the World Bank, International Monetary Fund (IMF), World Trade Organisation (WTO), United Nations Development Programme (UNDP) and the Southern African Development Community (SADC).

In an effort to complement the efforts of the above-mentioned agencies and bodies, the South African government has developed its own poverty alleviation strategies, policies, initiatives and Acts that focus primarily on alleviation of poverty on the level of local government. The Constitution of South Africa, 1996 provides the guidelines to several regulations and Acts (such as the Development and Facilitation Act, 67 of 1995, the Local Government: Municipal Systems Act, 32 of 2000, and the Local Government: Municipal Structures Act, 117 of 1998.) that support the alleviation of poverty on the local sphere of government. The Integrated Development Planning programme was formulated and implemented to alleviate poverty at this level.

The purpose of this study was to determine how the level of poverty within the Dr Kenneth Kaunda District Municipality could be alleviated through effective integrated development planning. A quantitative approach was followed because the target population response rate was expected to be large. In addition, the research design for this study included a literature review, analyses of official documents, observation and data sampling through questionnaires and scientific analysis of the responses. The study found that IDP objectives aligned to service delivery targets were unclear and did not depict the aspirations and needs of the community. The programmes aimed at the infrastructure coupled with skills development programmes and job creation initiatives could assist in the alleviation of poverty.

**Keywords:** poverty alleviation and eradication, development, Local Economic Development (LED), Integrated Development Plan (IDP), inter-governmental relations, cooperative governance, strategy, partnership, local community.

## OPSOMMING

Oral oor die wêreld is oorlog verklaar teen armoede omdat dit so 'n verwoestende effek op plaaslike gemeenskappe het. Ten einde die gevolge van armoede te beveg, wend lande 'n gesamentlike poging aan deur ontwikkelingsagentskappe en streeksintegrasieliggame soos die Wêreldbank, die Internasionale Monetêre Fonds (IMF), die Wêreld Handelsorganisasie (WHO), die Verenigde Nasies Ontwikkelingsprogram (VNOP) en die Suider-Afrikaanse Ontwikkelingsgemeenskap (SAOG).

In 'n poging om die bogenoemde agentskappe en liggame te komplementeer, het die Suid-Afrikaanse regering sy eie armoedeverligtingstrategieë, -beleide, -inisiatiewe en -wette ontwikkel. Dit fokus veral op armoedeverligting op die vlak van plaaslike regering. Die Grondwet van Suid-Afrika (1996) bied die riglyne vir 'n verskeidenheid van regulasies of Wette (byvoorbeeld die Wet op Ontwikkeling en Fasilitering, 67 van 1995; die Wet op Plaaslike Regering: Munisipale Stelsels, Wet 32 van 2000; en die Wet Plaaslike Regering: Munisipale Strukture, Wet 117 van 1998, etc.) wat die verligting van armoede op die vlak van plaaslike regering ondersteun. Die Geïntegreerde Ontwikkelingsplan as uitvloeisel hiervan is spesifiek ontwikkel om armoede op hierdie vlak aan te spreek.

Die doel van hierdie studie was om te ondersoek hoe die vlakke van armoede binne die Dr Kenneth Kaunda Distrik Munisipaliteit verlig kan word deur middel van meer geïntegreerde ontwikkelingsbeplanning. 'n Kwantitatiewe benadering is gevolg aangesien oorweldigende reaksie van die teikenpopulasie verwag is. Die navorsingsontwerp vir die studie sluit verder in: 'n literatuuroorsig, analise van amptelike dokumente, observasie en dataversameling deur middel van vraelyste en wetenskaplike analise van die terugvoer. Die studie het bevind dat GOP doelwitte met betrekking tot diensleweringsteikens nie goed gedefinieer is nie en nie die aspirasies en behoeftes van die gemeenskap weerspieël nie. Projekte gerig op infrastruktuur, vaardigheidsontwikkelingsprogramme en werkskeppingsinisiatiewe kan help om armoede te verlig.

**Slutelwoorde:** armoedeverligting en -uitwissing, ontwikkeling, Plaaslike Ekonomiese Ontwikkeling (PEO), Geïntegreerde Ontwikkelingsplan (GOP), interregeringsverhoudings, samewerkende regering, strategie, vennootskap, plaaslike gemeenskap.

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## LIST OF ABBREVIATIONS

ADB	African Development Bank
ANC	African National Congress
Dr KKDM	Dr Kenneth Kaunda District Municipality

ESAF	Extended Structural Adjustment Facility
FDI	Foreign Direct Investment
HIPC	Heavily Indebted Poor Countries
IDP	Integrated Development Plan
IMF	International Monetary Fund
LG	Local Government
LED	Local Economic Development
MDG's	Millennium Development Goals
MHLM	Maquassi Hills Local Municipality
NDP	National Development Plan
NEPAD	New Partnership for Africa's Development
NGO's	Non-Governmental Organisations
OAU	Organisation of African Unity
ODA	Official Development Assistance
PRSP	Poverty Reduction Strategy Paper
RDP	Reconstruction and Development Programme
SA	South Africa
SADC	Southern African Development Community
SPS	Sanitary and Phyto Sanitary
SSA	Sub-Saharan African
StatsSA	Statistics South Africa
UN	United Nations
UNDP	United Nations Development Programme
WTO	World Trade Organisation

## CHAPTER 1

### ORIENTATION AND PROBLEM STATEMENT

#### 1.1 INTRODUCTION

Since the advent of democracy, the South African government and its social partners had been forging developmental partnerships in order to alleviate poverty in the local communities. According to Binns and Nel (2002:921), the post-apartheid government adopted new principles of democratic participation and civic responsibility in order to make local government a key focal point for development initiatives. It was long realised that in order to reduce the level of poverty in local communities, development strategies hold a key role. The government identified and developed broad strategies to effect transformation (Van der Waldt, Venter, Phutiagae, Khalo, van Niekerk & Nealer, 2007:132). In 1994 the African National Congress (ANC) - led government unveiled the Reconstruction and Development Programme (RDP) which serves as a basis for the formulation of community upliftment strategies. The RDP meant to bring about social uplift of the poor (Motloug & Mears, 2002:234). The RDP remains the main socio-economic framework for South Africa (SA) and consists of the following main principles:

- integration and sustainability;
- people-driven development; and
- meeting basic needs and building infrastructure (Mavengere, 2008:100).

In order to bring about the required social upliftment to communities, national government has set out a directive that compels every district and local municipality in the country to prepare its own strategic development plan, called the Integrated Development Plan (IDP). Municipalities within the local government sphere are required to formulate and implement an IDP in accordance with Chapter V of the Local Government: Municipal Systems Act 32 of 2000. An IDP is crucial in alleviating poverty in local communities since it enables a municipality to determine community needs through the stakeholders' participatory approach in order to adopt a strategy to address these needs. An IDP is a municipality's principal strategic instrument to map out its future plan in addressing issues of planning, management, finances and investment, performance targets and economic development, taking into account the input from all stakeholders (City of Johannesburg, 2011: Online).

The focus of this study was to investigate poverty alleviation by means of the IDP and the locus was on Dr. Kenneth Kaunda District Municipality (Dr KKDM) which is situated at the southern part of North West Province, comprising of four local municipalities, that is, Tlokwe Local Municipality, City of Matlosana Municipality, Ventersdorp Local Municipality and Maquassi Hills Local Municipality (MHLM).

## **1.2 PROBLEM STATEMENT**

In addressing the question of poverty, the Constitution of the Republic of South Africa, 1996 contains the concept of social and economic development. In accordance with section 153(a) of Chapter 7 of the Constitution, a municipality, in addressing its developmental duties must:

- structure and manage its administration and budgeting and planning processes to give the basic needs of the community, and to promote the social and economic development of the community.

The above statement can be realised or achieved through the establishment and effective implementation of a strategic and comprehensive IDP. Integrated development planning was introduced in 1996 as a form of strategic planning for local government in South Africa (Skosana, 2007:10). In fulfilling its integrated development planning obligation, Dr KKDM must, in accordance with section 29(a)(b)(c) of the Local Government: Municipal Systems Act 32 of 2000:

- plan integrated development planning for the area of the district municipality as a whole but in close consultation with the local municipalities in the area;
- align its integrated development planning with the framework adopted in terms of section 27 of the Act; and
- draft its integrated development planning, taking into account the integrated development process of, and proposals submitted by the local municipalities in that area.

The Dr KKDM's IDP should be influenced by the proposals submitted by local municipalities in order to reduce the levels of poverty in communities because consultation with its local municipalities will legitimise its IDP processes and it will, furthermore, contribute to good local governance. Lack of consultation, alignment of plans and integrated development processes had led to the slowing down of the implementation of infrastructural programmes. SA (1996a:15)

states that the implementation of housing and infrastructural programmes had been slow, with continuous refinements to the policy framework.

Bass, Reid, Satterthwaite and Steele (2005:2) state that good local governance is central to improving environmental management and reducing poverty, as well as the successful integration of its plans. Municipalities are better placed to deal with the question of poverty since it is the closest sphere of government to the citizens, and for this reason it is necessary for a district municipality to integrate all its plans in order to improve service delivery and achieve the reduction of poverty. The IDP is conceived mainly as a tool to support the coordinated service delivery plans (Binns & Nel, 2002:923).

The aforementioned information highlights the important fact that societal poverty could be worsened by fragmented or disconnected project-based planning. It should also be mentioned that there are other factors that cause poverty; the latter is not the sole cause. Thus, poverty arises when people lack key capabilities, have inadequate income or education, or poor health, or insecurity, or low self-confidence, or a sense of powerlessness, or the absence of rights such as freedom of speech (Haughton & Khandker, 2009:2).

From the above information it can be deduced that human rights issues occupy an important place in poverty alleviation or reduction, depending on the policy of the relevant government. In support hereof, Vizard (2006:3) states that global poverty causes internationally recognised human rights such as the human right to life, human right to a standard of living adequate for health and well-being (including adequate food, water, sanitation, housing and access to health and social services) and the right to education to be violated and denied. Furthermore, these violations and denials contribute to the worst human rights problems (such as denial of human rights to adequate nutrition, literacy and unemployment) the world faces today.

The United Nations Development Programme (UNDP) (2010:8) targets to achieve full and productive employment and decent work for all, including women and young people. The Dr KKDM's IDP should assist in reducing the level of poverty by providing significant and tentative initiatives such as job creation through public works projects, improving the conditions of employment, improving living conditions through better access to basic services, health care, education and training; and supporting the current social security system and other safety nets to protect the poor, disabled, elderly and other vulnerable groups. According to Holborn (2010:181), the official unemployment rate in the first quarter of 2010 was 25% which saw the

employment rate rise from 24% to 25% in the period 2009 to 2010. This unemployment figure represents the national projection in which the Dr KKDM falls. According to the Statistics South Africa (StatsSA) Community Survey (2007: Online), the labour status of the surveyed population (age 16-64) for the period 2006/2007 was as follows:

**Table 1: Employment rate in the period 2006/2007 in SA**

Status	EMPLOYMENT STATUS 2007	
	NW Province %	Dr KKDM %
Employed	36,8	44,8
Unemployed	20,0	19,4
Not economically actively	38,8	32,3
Not applicable	4,3	3,4
<b>Total</b>	100	100

**Source:** StatsSA Community Survey (2007: Online)

**Table 2: Employment rate in the period 2000/2001 in Dr KKDM**

Status	Dr KKDM %
Employment	42
Unemployment	23,2

**Source:** StatsSA Community Survey (2001: Online)

The above tables reveal that the Dr KKDM has a higher rate of employment (44,8%) relative to the provincial average (36,8%), and a slightly lower rate of unemployment (19,4%). In comparing the 2007 and 2001 community surveys, it is deduced that the 2007 employment rate (44,8%) had not significantly improved to that of 2001 which was 42%, and the unemployment rate dropped slightly from 23,2% in 2001 to 19,4% in 2007.

The UNDP (2010:16) is targeting to ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. The success in job creation is closely linked to the level of education and availability of skills. Roodt (2010:465) states that the number of unemployed with no schooling qualifications amounted to 347 000 in 2010 in South Africa. This figure emphasises the urgent need for skills training of communities especially at the local government sphere. Reform initiatives under way and aimed at qualitative improvements in the educational system include restructuring and decentralising of school governance, building and refurbishment of classrooms, rationalising and renewing teacher education, and expanding further education (SA, 1996a:14). In respect of Dr KKDM, its IDP should accommodate skills training and education. In terms of StatsSA Community Survey (2007: Online), the population education levels in Dr KKDM were as follows:

**Table 3: Population Education Levels in Dr KKDM during 2006/2007**

<b>Education profile</b>	<b>Adult population (20 years+) %</b>
Std 10/ Grade 12	13
Tertiary/Higher Education	5
No Schooling	12

**Source:** StatsSA Community Survey (2007: Online)

**Table 4: Population Education Levels in Dr KKDM during 2000/2001**

<b>Education profile</b>	<b>Adult population (20 years+) %</b>
Std 10/ Grade 12	19
Tertiary/Higher Education	6
No Schooling	16

**Source:** StatsSA Community Survey (2001: Online)

The information provided above, indicates the significant drop of 19% in 2001 to 13% in 2007 of surveyed adult population with Standard 10/ Grade 12. Surveyed adult population with Tertiary/Higher Education has seen a slight drop of 5% in 2007 to 6% in 2001. In comparing the 2007 and 2001 none schooling adult population, the data shows the significant decline of 12%

and 16% respectively. This information is important and indicates that skills training within communities are not functioning at an optimal level. Better education could probably break the cycle of poverty.

The SA (1996a:19) government acknowledges that job creation and improved standard of living require a substantially increased commitment by the business sector as well as industrial investment and productivity-enhancing training. Skills training and education should create and sustain existing jobs, and as a result possibly strengthen economic activity in the Dr KKDM which is part of their Local Economic Development (LED) programme. Van der Waldt *et al.* (2007:141) state that LED is a vital part of integrated development planning in the economic development environment.

LED as a vital part of Dr KKDM's integrated development planning which should be designed in such a way that it satisfies the New Partnership for Africa's Development (NEPAD) objectives. According to the Organisation of African Unity (OAU) (2001: Online), NEPAD is the vision and strategic framework for African countries which in terms of poverty alleviation seeks to:

- place African countries, individually and collectively on a path of sustainable growth and development; and
- halt the marginalisation of Africa in the globalisation process and increasing the continent's full and beneficial integration into the global economy.

Taking the aforementioned into account, the question that arises is how poverty can be alleviated by means of more effective integrated development planning to eradicate the problems which contribute towards the increase in poverty levels in the Dr KKDM.

### **1.3 RESEARCH QUESTIONS**

Given the above background and problem statement, the following research questions were posed:

- What is IDP and what does it entail within the local government sphere?
- What is the extent and nature of poverty alleviation in the Dr KKDM and its geographically demarcated municipal area?

- What are the policies, strategies and procedures for the effective implementation of an IDP and alleviation of poverty?
- What are the challenges faced by Dr KKDM in meeting its IDP's objectives in order to alleviate poverty?

#### **1.4 RESEARCH OBJECTIVES**

Taking into account the above research questions, the research objectives of this study were:

- To investigate the meaning, processes and structure of IDP at the local government sphere in SA.
- To provide a comprehensive overview regarding the extent and nature of poverty in the Dr KKDM and its geographically demarcated municipal area.
- To analyse the policies, strategies and procedures of Dr KKDM in its quest to alleviate poverty.
- To determine the challenges of Dr KKDM in meeting its IDP's objectives in order to alleviate poverty.

#### **1.5 CRITICAL THEORETICAL STATEMENTS**

The following preliminary arguments served as the basis for this study:

##### **1.5.1 Poverty**

According to the UNDP (2010: Online), poverty is a denial of human rights to adequate nutrition, literacy and unemployment. Hoekman, Mattoo and English (2002:28) state that poverty reflects low earning power, few assets, poor access to communal resources, poor health and education, powerlessness, and vulnerability. In Dr KKDM the rate of unemployed (19,4%) is unacceptable and the adult population with no schooling stands at 12%.

##### **1.5.2 Integrated development planning**

Mavengere (2008:112) states that the IDP is reviewed in the light of changing internal and external circumstances that impact on the priority issues, objectives, strategies, projects and programmes of the IDP, and it also assists in identifying the least serviced and most impoverished areas and points to where municipal funds should be spent, and through this, the implementation is made easier because the relevant stakeholders have been part of the

process. Dr KKDM should review its IDP from time to time in order to determine whether it (IDP) is still in line with priority issues, objectives, strategies, projects and programmes.

## **1.6 METHODOLOGY**

Due to the large population (sample) of residents and vastness of the Dr KKDM, this study adopted a quantitative research approach. Quantitative research requires the data collected be expressed in numbers (Struwig & Stead, 2007:7; Hair, Money, Samouel & Page, 2007:211).

The use of a research questionnaire was necessary for collection of data for this study. The questions contained in the questionnaire were based on or derived from the literature study and research problems in the attempt to ultimately suggest and recommend possible solutions to the problems identified. It is vital that measures of the variables important to the research problems are built into the questionnaire (Gill & Johnson, 2010:142). Below are the methods that were used in conducting this study.

### **1.6.1 Literature Study**

A literature study was used to trace and explore poverty related challenges facing SA and in particular in the Dr KKDM. The role played by the IDP in the quest to alleviate poverty in the Dr KKDM and its municipal area was also explored. EBSCOhost (Econolit and Academic search premier) was used to locate relevant research material. The Ferdinand Postma Library located at the Potchefstroom Campus of the North-West University was also used to establish the availability of literature and material relevant to the topic of investigation.

In accessing the relevant material and literature, the following descriptors were used: poverty, development, eradication, Local Economic Development, alleviation and Integrated Development Plan.

### **1.6.2 Empirical study**

Research data information was gathered using a questionnaire with the aim of probing the views and opinions of the respondents regarding poverty related challenges and the role of IDP in eradicating it. Hair *et al.* (2007:203-4) and McMillan and Schumacher (1997:46) state that a questionnaire is one of the instruments in which the subject responds to written questions or statements to elicit reactions, beliefs and attitudes.

### **1.6.2.1 Respondents, population and sampling**

The IDP Steering Committee members (consisting of six) including the IDP Coordinator were issued with the questionnaires. Simple random sampling was also used to obtain information from the ward councillors (as representatives of members of the community). The ward councillors were requested to complete the questionnaire. The validity of questionnaires were tested and assured. Validity includes the application of statistics to questionnaires construction as well as the use of statistical hypothesis testing (Struwig & Stead, 2007:18).

In testing the validity, two sets of questionnaires were formulated. The first set was specifically tailor-made for Dr KKDM's IDP Steering Committee members and the other for ward councillors. A population should preferably be divided into different, clearly recognisable sub-populations or strata (Bryand & Hanekom, 2006:56).

According to StatsSA Community Survey (2007: Online), the population of Dr KKDM was estimated at 871,000 in 2007. Statistics of Dr KKDM included those of Merafong City Local Municipality (MCLM) until Statistics South Africa provides updated versions (Dr KKDM IDP, 2011:34). Since 2009, MCLM is not part of Dr KKDM. The demarcation board incorporated the MCLM back into Gauteng Province due to protests and unrest about perceptions of poor service delivery in the North West Province. In terms of percentage, Merafong City Local Municipality constituted 29%, which in terms of numbers is 252,590 of 871,000 citizens/people in 2007. Therefore, the study focused on a 618,410 plus population (the current Dr KKDM's population) represented by ward councillors. 252,590 of MCLM population were excluded.

Due to a large population (618,410 plus), a random selection of ward councillors (N=71) from four local municipalities (i.e. Tlokwe, Matlosana, Ventersdorp and Maquassi Hills) and the IDP Steering Committee members (N=21) was randomly selected. According to Brynard and Hanekom (2006:57), random selection occurs when each element has the same chance of being selected for the sample. The total number of respondents for the population of this study amounted to approximately 92 respondents.

Leedy and Ormrod (2005:206) and Kumar (2005:178) state that convenience sampling takes people or other units that are readily available because it is based on convenience in accessing the sampling population. Convenience sampling was used in this study to access ward councillors and IDP Steering Committee members which were available in the Dr KKDM municipal area.

### **1.6.2.2 Databases**

The databases below were utilised in sourcing and gathering the study material for purposes of this study:

- Catalogue of books: Ferdinand Postma Library, North-West University (Potchefstroom Campus).
- Catalogue of dissertations and theses of South African Universities.
- Index of South African Periodicals.
- Internet searches.
- Government legislation.
- Government website.

### **1.6.2.3 Data analysis**

Data gathered for purposes of this study were analysed with the help of Statistical Consultation Services at Potchefstroom Campus of the NWU. The data was analysed scientifically.

## **1.7 SIGNIFICANCE OF THE STUDY**

This significance of this study was to investigate and elaborate the challenges faced by the residents in the Dr KKDM and its municipal area due to poverty. The study also attempted to address the challenges caused by poverty in Dr KKDM region. Relevant and appropriate initiatives which are drawn from Section 29 of the Local Government: Municipal Systems Act 32 of 2000, were studied. The study focused on the Dr KKDM. Its findings cannot be generalised to all municipalities in South Africa.

## **1.8 ETHICAL ISSUES**

Before conducting any research, permission was requested and obtained from the relevant office at the Dr KKDM. The questionnaire did not require the names of respondents to protect their identities. No penalty or pressure was exerted on the respondents since they were at liberty to withdraw from the study at any time. The outcomes of the study were made available upon request to the participants and the Dr Kenneth Kaunda District Municipality.

## **1.9 CHAPTER LAYOUT**

The exposition of chapters for this study is as follows:

### **Chapter 1: Orientation and problem statement**

In this chapter, the problems relating to the IDP and poverty in the Dr KKDM were highlighted from which research questions and objectives were developed. The chapter further covered the theoretical statements, methodology and chapter layout of the study.

### **Chapter 2: IDP and poverty alleviation within the South African landscape**

Key concepts of the study are identified and defined in this chapter and foundational and theoretical perspectives regarding IDP and poverty alleviation in South Africa are explored.

### **Chapter 3: Statutory and regulatory framework governing IDP and poverty alleviation**

The statutory and regulatory framework governing IDP and poverty alleviation in South Africa are analysed in this chapter. Furthermore, theory and legislative parallels are drawn and applied in practice.

### **Chapter 4: Poverty alleviation by means of IDP: Empirical investigation**

In this chapter a detailed explanation of the research design and methods, target population, data collection procedures and problems, research techniques and instruments used to explore poverty alleviation by means of IDP in the Dr KKDM are provided. The findings were scientifically analysed and presented with the help of Statistical Consultation Services at the Potchefstroom Campus of the NWU.

### **Chapter 5: Findings, conclusions and recommendations**

The scientific findings emanating from the empirical research including a summary of conclusions and recommendations are provided in this chapter.

## **1.10 CONCLUSION**

This chapter addressed the introduction and reasons for this study, the research objectives and questions, theoretical arguments and research methodology, while the structure of this study was also outlined. Poverty can be alleviated by means of more effective integrated development planning to assist in eradicating the problems which contribute towards the increase in poverty levels in the Dr Kenneth Kaunda District Municipality.

The next chapter provides a detailed description of the nature and extent of poverty alleviation measures in SA, with specific reference to integrated development planning at the local government sphere of government.

## **CHAPTER 2**

### **INTEGRATED DEVELOPMENT PLANNING AND POVERTY ALLEVIATION IN THE SOUTH AFRICAN LANDSCAPE**

#### **2.1 INTRODUCTION**

The research problem, questions and objectives of this study were posed in Chapter 1 of the study. The purpose of the study was: to determine how the level of poverty in the Dr Kenneth Kaunda District Municipality can be alleviated through an effective integrated development planning programme. To achieve this objective, this chapter focuses on the secondary research objectives namely: to investigate the meaning, processes and structure of Integrated Development Planning at the local government sphere in South Africa (RO1) and to provide a comprehensive overview regarding the extent and nature of poverty in the Dr KKDM and its geographically demarcated municipal area (RO2).

In this chapter, key concepts of the study are identified and defined, and foundational and theoretical perspectives regarding IDP and poverty alleviation in South Africa are explored.

#### **2.2 CONCEPTUAL CLARIFICATION OF KEY CONCEPTS**

In this section the key concepts in the study are clarified. The terms are important for contextualising the study and deepen the perceptive of the researcher concerning the issues of poverty and integrated planning.

##### **2.2.1 Poverty**

Poverty is the single greatest burden of people living in Africa, afflicting millions who are faced by unemployment. The MacMillan English Dictionary (2007:1160) defines poverty as a situation in which someone does not have enough money to pay for their basic needs. Basic needs in this regard refer to having adequate food, water, proper sanitation, safe shelter (housing) and clothing. Kuhl (2003:4) defines poverty as the propensity to suffer a significant welfare shock, bringing the household below a socially defined minimum level. The aforementioned in essence mean that households live below the poverty line and do not possess the amount of money necessary to live. Furthermore, Pressend and Ruiters (2008:27) define poverty as the inability to attain an absolute minimum standard of living, reflected by a quantifiable and absolute indicator

applied to a constant threshold, such as minimum income line, that separates the poor from the non-poor.

From the above it could be deduced that a minimum household income is the determining factor between the poor and non-poor, but the concept of poverty is not easy to clarify since it encompasses many factors such as environment, social, economic and political aspects. According to Bass *et al.* (2005:11-12) and Jones (2006:23), many factors of poverty are interconnected and different aspects of poverty include the following:

- inadequate and often unstable income;
- inadequate, unstable or risky asset base;
- poor-quality and often insecure, hazardous and overcrowded housing;
- inadequate provision of “public” infrastructure;
- inadequate provision of basic services;
- limited or no safety net to mitigate risks;
- inadequate protection of poorer groups’ rights through the operation of the law; and
- poorer groups’ lack of a voice and their powerlessness with political systems and bureaucratic structures.

The aforementioned information highlights the important fact that societal poverty does not only revolve around the income (unstable income) and consumption (unstable or risky asset base) but other factors related to government responsibilities or services to society (such as provision of public infrastructure, basic services and protection of poorer groups’ rights) are part to societal poverty. Poverty is not just about income or consumption but it also includes deficient command over productive assets and access to key public services (World Bank, 2001:10). As highlighted in the above section, the origin of poverty is due to a mix of factors such as unemployment, illiteracy and communicable diseases such as tuberculosis, malaria and HIV/AIDS. The measures that contribute towards poverty alleviation are discussed below.

#### **2.2.1.1 Aid**

One of the measures to alleviate poverty in foreign countries (mostly situated in Africa) is utilising aid received from donor countries. Samy (2010:78) states that aid allocation by traditional donors is given for a multiplicity of objectives, including donor interests (economic and political/strategic) and recipient needs. Traditional donors such as United States of America and European Union member states allocate aid to expand and maintain power position, and

give foreign assistance partially on the basis of a concern for democratic principles and human rights performance to like-minded countries. At the apex/top of these countries' (traditional donors) agenda, aid is considered as one of the interventions that is to be used to fight poverty. According to Collier and Dollar (2002:1475), a core objective most commonly cited to support aid programmes is poverty reduction. When providing aid to developing countries, donors need to take into account that:

- the impact of aid on growth depends on the quality of economic policies and is subject to diminishing returns;
- there is a wide range of different evidence that the quantity of aid does not systematically affect the quality of policies- even with 'conditionality'; and,
- aid resources are typically fungible, so that it is difficult for donors to target them to particular groups or use them to alter the distribution of income (Collier & Dollar, 2002:1476).

The above suggests that donors (known as Official Development Assistance) should focus their attention on the fundamental principles of the recipient country's economic policy before distributing or releasing aid, and donors should understand that attaching conditions to aid and the size of aid does not necessarily impact positively on the recipient country's policies. Foreign capital in the form of Official Development Assistance (ODA) and Foreign Direct Investment (FDI) are the main forms of flow in most Sub-Saharan African (SSA) countries. ODA, commonly known as foreign aid, includes loans, grants and technical assistance on concessional financial terms, with the objectives of reducing poverty (Hailu, 2011:39). Subsequent to donor aid, debt relief also assists developing countries to alleviate poverty which is discussed hereunder.

### **2.2.1.2 Debt relief**

Another intervention that international institutions use to assist developing countries in order to alleviate poverty is debt relief. According to Pattillo, Poirson and Ricci (2004:230), high debt severely constrains low-income countries' abilities to provide social services, such as education, employment and health. Kaddar and Furrer (2008:877) state that debt relief is used to free up resources for higher social spending aimed at poverty reduction to the extent that cash debt-service payments are reduced. Below are non-linear effects of debt on the sources of growth (Pattillo *et al.*, 2004:232-234):

- Reasonable levels of borrowing by developing countries are likely to enhance the country's economic growth, both through capital accumulation and productivity growth.

- The uncertainties created by high debt stocks could imply that debt constrains growth through either the capital accumulation or productivity channel.
- Debt may have non-linear effects on growth, either through capital accumulation or productivity growth.

The aforementioned information in essence indicates that reasonable borrowing is essential since it boosts the economic growth of a recipient country whereas irresponsible borrowing creates high debt that impacts negatively on the capital accumulation and productivity channel of the country and the intention of international institutions should be to reduce debt of heavily indebted countries. The original focus of the Heavily Indebted Poor Countries (HIPC) Initiative was on removing the debt overhang and providing a permanent exit from rescheduling (Kaddar & Furrer, 2008:877). Another key aspect in alleviating poverty in developing countries and established economies is by means of trade which is discussed in the next section.

### **2.2.1.3 Trade**

Trade is a more effective strategy to alleviate poverty than the two above-mentioned measures, namely; aid and debt relief. Lilley, Short, Campbell & Hastings (2011:24) state that aid and debt relief can alleviate poverty but only trade can enable countries to leave poverty behind. Aid and debt relief are crucial in realising poverty reduction in developing countries but they are not sustainable, and a fair trade amongst countries appears as the best option in reducing the level of poverty. There is now massively increased interest, trade and investment on the continent from major world powers (Carmody, 2011:1).

Shendy (2012:387) defines trade openness/liberalisation as an activity that has scale effects as intensified foreign competition increases the price of demand, curbs domestic “producers” market power, diminishes their mark-ups, and ultimately increases “measured” productivity. This definition clearly indicates the disadvantage of global trade with respect to the reduction of market share of domestic producers and the increment in the price of demand but its advantages outweighs the disadvantages in the sense that more jobs are created, increase in productivity and competition heightens which benefit consumers.

According to African Development Bank (ADB) (2010:50), in recent years, before the global crisis, international trade has increased exponentially while African countries also benefited from this increase, their share in the world has remained low; Africa’s export trade amounts to only about 3% of world exports. The low rate of exports by African countries serves as testimonial

that trade activities are skewed in favour of Europe, United States and Eastern bloc but growth has been recorded in Africa in recent years. Trade, aid and debt relief are essential tools for the alleviation of poverty and their impact is normally felt at the local government sphere. South Africa has formulated and implemented integrated development planning to provide improved service delivery and alleviate poverty.

#### **2.2.1.4 Integrated Development Planning**

Before any development (action) can take place in the country, a comprehensive development policy should be drafted in order to accommodate all sorts of initiatives, strategies and measures (which include debt relief, aid and trade) by local and international institutions. Wuyts, Mackintosh and Hewitt (1992:1) define development policy as a deliberate action by public institutions seeking to promote development. Development is a key factor in poverty alleviation and in the context of South Africa's development policy is placed at the local government sphere in order to enable public institutions in all spheres of government to fight poverty and promote development in an integrated manner (IDP). Integrated development planning lies at the centre of this new system of developmental local government, and represents the driving force for making municipalities more strategic, inclusive and responsive (Patel, 2001:2).

In South Africa (SA) the idea to introduce IDP was prompted by redressing the apartheid's rural and urban planning which encouraged racially fragmented land use and settlement patterns, and fragmented usage of municipal resources. Van der Waldt *et al.* (2007:95) concur that an IDP is a strategic management tool that enables a municipality to take a broad, strategic view of its developmental requirements and address issues in a holistic. After 1948, the National Party introduced the Group Areas Act 41 of 1950 which paved the way for the implementation of land tenure and ownership agenda. Subsequent to this Act, the introduction of the Prevention of illegal Squatting Act 52 of 1951 and the Native Laws Amendment Act 54 of 1952 followed which expedited the forced removals of Africans from private and public land.

Furthermore, in order to limit the productive and fertile land ownership of black South Africans, the National Party Government introduced the Bantu Homelands Citizens Act 26 of 1970 which saw the removal of South African citizenship from black South Africans and forced them to take citizenship of homelands.

Post 1994 saw the new Democratic Government taking steps to remedy the land related challenges through the adoption and implementation of various reforms in order to alleviate

poverty. This process started earlier in 1991 with the introduction of the Abolition of Racially Based Measures Act 108 of 1991 which provided for the rescind of a host of statutes that historically restricted access and tenure access and tenure rights of Africans, Coloureds and Indians. The revoked statutes include the Black Land Act 27 of 1913, the Development Trust and Land Act 18 of 1936, the Group Areas Act 36 of 1966, and the Black Communities Development Act 1984 (SA, 2010a:70). The Upgrading of Land Tenure Rights Act 112 of 1991 which provided for the upgrade of deeds of grants, leasehold and quitrents, paved the way for the Restitution of Land Rights Act 22 of 1994 which provides for retaining and extending freehold title with the right of disposal and secured by registration.

An IDP was preceded by progressive policies (such as Reconstruction and Development Programme), guidelines (such as the White Paper on Local Government) and Acts (such as, Development Facilitation Act 67 of 1995, the Constitution of the Republic of South Africa of 1996, Local Government: Municipal Structures Act 117 of 1998, Local Government: Municipal Systems Act 32 of 2000) in order to alleviate poverty and promote development effectively at the local government sphere. All these statutory and regulatory frameworks are comprehensively dealt with in the next chapter (Chapter 3).

Geyer (2006:2) defines integrated development planning as the process by which the planning efforts of different spheres and sectors of government and other institutions are coordinated at local government sphere. An IDP aims to co-ordinate the work of local and other spheres of government, and provides a coherent plan to improve the quality of life of all the people living in that particular area, and most importantly, it should take into account the existing conditions, problems and resources available for development.

Politics matters for development and human development equally matters for political development (Forje, 2009:2). The IDP process should not be dominated by political bureaucrats, business (local industries), and academic (consultants, professional elites and experts) interests. The interests and inputs of local community or citizens should be considered as well in order to achieve a balanced developmental plan. According to Boyte (2004:4), when politics become the property of professional elites, bureaucrats and consultants, most people are marginalised in the serious work of public affairs, and citizens are reduced to, at most, secondary roles as demanding consumers or altruistic volunteers. Development should thus be in the interest of everyone who lives within a community/society. The next section reflects how South Africa as a state intervenes in the affairs of its own citizens in order to promote

development with the objective of reducing poverty. This particular discussion is described from the viewpoint that the country is a developmental state because high poverty levels are quite evident while growth in South African metropolitan areas is recorded.

#### **2.2.1.5 Developmental state**

A well-coordinated intervention strategy by the national, provincial and local government spheres in the livelihood of citizens increases the chances of alleviating poverty in communities. According to Maphunye (2009:2), a developmental state is a state which is by definition interventionist and pro-poor, and which seeks to address challenges such as poverty, low economic growth, lack of infrastructure, and unequal development, by deliberately using state resources to address these challenges.

Furthermore, Van Dijk and Croucamp (2007:665) define a developmental state as a state where politics have assured that power, autonomy and capacity are centralised in order to achieve explicit developmental goals.

From the above definitions, it is proper to classify South Africa as a developmental state because of the role that the state plays in the life of its citizens. Towards its quest to alleviate poverty, the South African government has developed strategies and put aside a budget to address its poverty challenges. The South African government's social welfare policy makes provision for the following:

- The promotion of self-reliance to empower people to play a meaningful role in society.
- The use of auxiliary workers, volunteers, and family-based and community models of care, rather than institutionalised care.
- State grants to the elderly, indigent children and the disabled.
- Restorative justice in dealing with children and families in trouble with the law.
- A law against domestic violence to strengthen families and to make domestic violence a statutory rather than a common law offence.
- A project to aid children and youths who run foul of the law, on the principle that children are best cared for by their families (SA, 1999:406).

In the South African context, the above are addressed by social security policies which ensure that the citizens have adequate economic and social protection during unemployment, ill health, maternity, child rearing, widowhood, disability and old age, by means of contributory and non-

contributory schemes for providing for their basic needs. State social assistance (grants) includes the following four categories of benefits: those associated with old age, disability, child and family care and poor relief, and the social insurance consists of unemployment insurance, road accident and compensation fund.

Thornhill (2009:33) has identified six major components that define the developmental state, namely:

- a determined developmental elite;
- relative autonomy;
- a powerful, competent and insulated bureaucracy;
- a weak and subordinate civil society;
- the effective management of non-state economic interests; and
- legitimacy and performance.

The above suggests that South Africa, as a developmental state, gets involved in economy in general to secure the interests of the public by means of bureaucracy and provides a relative autonomy in order to eliminate inequalities in society. Democratic citizenship is undermined if there is too great a contradiction between the egalitarian norms of a democratic polity and the inequalities of individuals and groups in civil society (Robinson & White, 1998:28).

It is also necessary for a developmental state to encourage engagement between business and government, and to strike a balance between high-degree bureaucracy and the creation of a favourable business environment. It is important to recognise the ultimate effectiveness of development states derive “not from [their] own inherent capacity, but from the complexity and stability of [their] interaction with market players” (Andreasson, 2010:43).

In summary, the concepts are clarified and used in detail in the next sections of this chapter. These concepts are key factors in unlocking the developmental opportunities that the African continent rightfully deserves, such as being afforded an equal opportunity and footing to trade with the rest of the world, and unconditional terms for debt relief should be approved in order to enable the continent to redirect the resources and funds to high-priority projects since this will reduce its reliance on international aid. The next section focuses on the role of international agencies/multilateral organisations with regard to the alleviation of poverty in Sub-Saharan Africa in order to provide an overview of their missions in terms of initiatives and programmes they are employing to alleviate poverty. Sub-Saharan Africa refers to the geographical

demarcated area of the continent of Africa that lies south of the Sahara desert. Politically, it consists of all African countries that are fully or partially located south of the Sahara desert (Nel & McGowan, 1999:330).

## **2.3 INTERNATIONAL PERSPECTIVE REGARDING POVERTY**

The key concepts of the study were discussed in the previous section. In this section an international perspective regarding poverty is provided. Carmody (2011:20) states that during the 1980s and 1990s, much of the Third World undertook programmes of economic restructuring sponsored by the World Bank and the International Monetary Fund (IMF), and controlled by their largest share-holders, particularly the United States of America, which is the only country to hold veto power in both institutions. The purpose and role of four institutions (including World Trade Organisation and United Nations Development Programme) are discussed next to indicate their role in poverty alleviation across Sub-Saharan Africa.

### **2.3.1 International Monetary Fund**

Most, if not all of the Sub-Saharan African countries, require assistance with regard to macroeconomic stability and funding to overcome economic challenges in order to alleviate poverty. The International Monetary Fund (IMF) provides policy advice and financing to members in economic difficulties and also works with developing nations to help them achieve macroeconomic stability and reduce poverty (IMF, 2013: Online). According to Clapp and Wilkinson (2010:73) the IMF creates and makes available lending programmes on what it calls the “social dimension” (which includes poverty, unemployment, and social services) to its poorest clients. In lending funds to its clients, the IMF attaches conditions (structural adjustments policies), and the merits and demerits of these conditions are discussed in various platforms around the world. Throughout the debt crisis and periods of structural adjustment policies, academic and IMF debate waxed and waned over the question of whether fund programs helped or hindered economic growth, and often the early empirical results rested in the fund’s favour (Vreeland, 2003:3).

Momani (2008:3) states that the IMF initiated the Heavily Indebted Poor Countries (HIPC) initiative in 1996 that would provide phase-in debt relief to selected countries. HIPC and other programmes and initiatives of the IMF are virtually considered identical, restrictive and rigid across countries. Clapp *et al.* (2010:72) dispute the above and state that Poverty Reduction

Strategy Paper (PRSP) requires low-income countries to take ownership of their own policies by consulting with stakeholders and crafting their own programmes. Extended Structural Adjustment Facility (ESAF) which is the Fund's instrument for concessional lending in low-income countries, has the following three lines of criticism:

- The first is that through flawed design the programmes have sometimes had adverse consequences for the poor, either directly through reducing incomes, or indirectly through reductions in social service provision.
- The second criticism is that the extension of the practice of conditionality from the occasional circumstances of crisis management to the continuous process of general economic policy making has implied a transfer of sovereignty which is not only unprecedented but is often dysfunctional.
- The third criticism is that the programmes have inadvertently resulted in a misallocation of aid resources (Collier & Gunning, 1999:634).

The above have in the past led to mis-directing of desperately needed funds for development programmes in Africa due to conditions attached to aid and this was done either wittingly or unwittingly. The sovereignty of member states in Africa was disregarded and the effects hereof were dire because the geopolitical background and climate of the individual member states were never understood. These should prompt the restructuring of the IMF since the voting power at the IMF Board is biased toward the larger shareholders and this frustrates genuine efforts. The IMF must regain its edge in its surveillance work because it does not require the tacit approval of the Board (Samans, Uzan & Lopez-Claros, 2007:347).

The role of the IMF as alluded to above is important for poverty alleviation. Another institution that plays a key role in the alleviation of poverty is the World Bank which is discussed next.

### **2.3.2 World Bank**

The Sub-Saharan African countries are in dire need of financial and technical assistance from the World Bank. The World Bank is a vital source of financial and technical assistance to developing countries around the world (World Bank, 2012: Online). According to Jones (2006:22), the World Bank is at the forefront of thinking about development issues and its expert staff of economists, engineers and other professionals produce highly valued country studies, sectoral analyses and influential research publications on issues such as debt, capital flows and trade liberalisation. As the leading development agency in the fight against poverty, the World Bank possesses people with various skills in order to understand the nature of challenges in

different parts of the world. The World Bank is the world's leading development institution and think tank, and pays particular attention to geography, especially ideas about first and second nature geography (Carmody, 2011:21).

Clapp *et al.* (2010:82) state that academics and analysts had become more vocal in pointing to the World Bank as a more appropriate institutional forum for dealing with the development of low-income countries. Pundits have argued that the IMF should move away from lending and focus on its core areas of expertise: providing bilateral and multilateral surveillance (Truman, 2006:2). In its assessment of the world poverty, the World Bank (2001:10) identified the following:

- material deprivation is at the core of poverty: low income and consumptions levels, resulting in poor nutrition, inadequate clothing, and low-quality housing. But, poverty is not just about income or consumption; it also includes deficient command over productive assets and access to key public services.
- vulnerability and its resulting insecurity are further characteristics aggravated by an inability to make provisions for emergencies: vulnerability to droughts, floods, and other natural disasters; to human disasters such as the death or illness of a breadwinner, as well as war and civil disturbance; and to economic phenomena such as inflation or market collapses.
- finally, poverty is also relative: people can be said to be poor when they are unable to attain a level of well-being regarded by their society as meeting a reasonable minimum standard.

In respect to the abovementioned, governments should be assisted in laying down measures to empower all citizens by enabling them to buy food, clothing, basic housing and goods. Human and natural disasters and the economic meltdown should not be allowed to worsen the reasonable minimum poverty levels in the communities, and in order to sustain food security in Africa the agricultural industry should be well structured. Boyfield and Ali (2011:73) state that the World Bank has identified four key challenges regarding developing plantation crops (such as palm oil, maize, etc.) in Africa, namely:

- establishing the optimal policy and regulatory environment;
- the sharing of economic benefits;
- ensuring sustainable private-sector investment; and

- the creation of codes of sustainable practices.

The above activities will promote self-sufficiency, partnerships, sustainability and tight control of regulation in terms of agriculture in Africa since these will enable the principles of a healthy economy to expand on the continent and through this initiative Africa could be turned into the food basket of the entire world.

The World Bank as the top poverty alleviation bank should move away from “neo-liberal” orientation where it intends to influence economic policies of countries it lends money to. Murphy (2007:53) argues that the World Bank had previously sought to influence economic policies, now it aims its sights also on social policies, through a focus on what it calls “poverty reduction”. Towards the end of the 1990s the World Bank shifted its focus from structural adjustment policies in which the economic, social and political policies of the lending countries were influenced. The World Bank cannot adopt a system in which the macroeconomic and financial factors are considered apart from the social and human aspects, and vice versa (Wolfensohn, 1999:7).

### **2.3.2.1 Recent projects by World Bank**

The World Bank is engaged in six projects funded by loans or grants in South Africa. These include the Municipal Financial Management Technical Assistant Project, funded by the International Bank for Reconstruction and Development (IBRD) for US\$ 15 million, and five projects funded by grants provided by the Global Environment Facility (GEF). Recently approved projects include (World Bank, 2012: Online):

- Eskom Renewable Support Project ( 27 October 2011)
- ZA PPIAF-Regulatory Framework for IPPs (6 July 2010)
- Eskom Investment Support Project (8 April 2010).
- BEIA-Promotion of Improved Biomass Rocket Stoves in South Africa (6 April 2010).
- Development, Empowerment and Conservation in the Greater St Lucia Wetland Park and Surrounding Region (3 December 2009).

The provision of vital sources of financial, technical assistance, policy advice, macroeconomic stability assistance, and financing to members in economic difficulties are all important to alleviate poverty, but an equally important factor in poverty alleviation is the leveling of the playing field in which all member states of the World Trade Organisation (WTO) can trade fairly with each other.

### **2.3.3 World Trade Organisation**

The World Trade Organisation (WTO) provides a forum for negotiating agreements aimed at reducing obstacles to international trade and ensuring a level playing field for all, thus contributing to economic growth and development (WTO, 2013: Online). According to Lilley *et al.* (2011:25), it is both hypocritical and self-defeating for rich countries to give aid to developing countries while simultaneously blocking their trade. The World Trade Organisation (WTO) is the appropriate forum in which developing countries in Africa can negotiate better tariffs of trade with developed countries since this will reduce the reliance of its (Africa) countries on aid drastically. The most significant countries from the standpoint of tariffs facing African exports are the World Trade Organisation (WTO), Quad countries (the USA, Canada, Japan and the European Union), China and India (Kareem, 2011:53).

According to Kareem (2011:56) there are non-tariff barriers that can be imposed on the imports of given at level of WTO, and they include:

- technical barriers;
- sanitary and phytosanitary (SPS);
- countervailing;
- anti-dumping
- rule of origin; and
- safeguard.

All of the above are areas in which tariff barriers are dropped in order to ease business dealings and transactions between African countries and the rest of the world. African countries have managed to successfully negotiate the removal of some tariff barriers on their imports at the level of WTO Doha Round Negotiations, and this is viewed as a positive step towards eradication of poverty in Africa.

#### **2.3.3.1 Recent agreements reached at the level of the World Trade Organisation**

According to ADB (2010:51), there are selected developments in the Doha Round with significance to Sub-Saharan African countries, which are as follows:

- **Banana Deal**

One of the central highlights of 2009 in the context of the WTO Doha Round Negotiations and particular significance to African countries was a submission of a new proposal on banana trade in mid-December.

- **C4 Cotton Agreement**

Another relevant 2009 development for African countries with respect to WTO trade negotiations came in the form of an agreement reached between the “Cotton Four” or “C4” coalition (Benin, Chad, Mali and Burkina Faso) and the European Union and United States.

- **Trade Facilitation**

In December 2009, the Negotiating Group on Trade Facilitation reached an agreement on a draft text for negotiations during 2010. It was hoped that during these negotiations African delegations would emphasise the importance of including special and differential treatment provisions, as well as technical assistance and capacity building to meet their trade facilitation needs in the context of the agreement.

The agreement around quota system for banana, the elimination of cotton subsidy for European Union and United States producers, and the inclusion of special and differential treatment provision are perceived as a milestone by African countries in the sense that their economies are to become competitive and increase the prospect of employment.

### **2.3.4 United Nations Development Programme**

In dealing with poverty and underdevelopment challenges that faced African countries, the United Nations Development Programme (UNDP) opted to use or work with other development agencies, in particular Non-Governmental Organisations (NGO's) due to the uniqueness and vastness of poverty in Africa. There is a deliberate attempt by the UNDP, the World Bank and IMF to delegate aid programmes to NGOs in Africa (Dibie, 2008:3).

In its fight against poverty, the United Nations General Assembly has identified the Millennium Development Goals (MDGs) as an appropriate strategy. The MDGs have a developmental discourse, due partly to the fact that they have been adopted by the United Nations General Assembly and therefore represent a collective commitment of developing and developed countries alike (Murphy, 2007:63). In terms of realising its MDGs, the United Nations (UN) has set out goals and targets, which are as follows (United Nations Development Programme, 2012:Online):

#### **Goal 1: Eradicate extreme poverty and hunger**

**Target 1A:** Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day.

According to African Development Bank (2010:56), Africa experienced several years of high growth that led to a reduction of the proportion of poor people, from 58% in 1990 to 50% in 2005. However, the absolute number of poor people rose from 296 million to 388 million. Despite the reduction in proportion of poor people in Africa the number of poor people is still rising, and one contributing factor to this could be the income distribution which contains inequalities and disparities, and differs from country to country in Africa. The matrix of income distribution is determined by historic conditions and may differ quite dramatically from one country to the other (Spilimbergo, Londono & Szekely, 1999:81).

Feenstra and Hanson (1997:372) state that little attention has been devoted to wage movements in the low-wage trading partners of the United States, and there is evidence that these countries have experienced a similar rise in income inequality. Lack of attention on wage movements in the low-wage trading partners of United States has stifled the progress of raising the bar of income from the current value of \$1 a day which is inconsistent and distorts the realities of poverty. According to Pressend *et al.* (2008:32), "\$1-a-day" poverty line as a measure is inherently flawed, and likely to have distorted global poverty estimates.

**Target 1B:** Achieve, full and productive employment and decent work for all, including woman and young people.

Gilroy, Gries and Naude (2005:229) state that in South Africa, unemployment is also the major reason for poverty and for high inequality in income distribution. The poverty situation in South Africa is exacerbated by inaccuracies in measuring the unemployed in the sense that the true figure of unemployment cannot be obtained for proper planning. The level of unemployment in South Africa is difficult to measure owing to problems in measuring informal activities, small enterprise employment, irregular forms of employment and employment in some important service sectors (Barker, 2007:38).

In terms of investment, to reach the millennium goal of halving poverty by 2015, Van de Walle *et al.* (2003:43) state that while the world was projected to cut the proportion of people living in poverty from 22 per cent in 2000 to 11 per cent in 2015, continuing past trends for Africa would leave severe poverty levels at around 37 per cent in 2015, little better than at the turn of the century. A more immediate concern for the UN is to encourage investment in Africa in order to combat the high unemployment rate, but if the past trends persist, much will not be achieved in 2015.

## **Goal 2: Achieve universal primary education**

**Target 2A:** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

The African Development Bank (2010:56) states that the statistics between 2006 and 2007 show a regression of primary school net-enrolment by a small margin in Cape Verde and South Africa. The regression in primary education enrolment in the South African context reflects the high level of poverty. Consequently, the majority are unable to enrol due to inequalities, sex, area, belief system, economic, social and political reasons.

One enduring manifestation of South Africa's inequality is in the field of education, which Simkins (1998:4) refers to as one of apartheid's "footprints in the sand of poverty and inequality". Inequality in education which manifests itself along racial lines in South Africa contributes to high-level poverty and creates an unequal society. Given large-scale educational inequality along racial lines, it is no wonder the new government placed much attention on education, which is perceived to be the vehicle for transforming a greatly unequal society into a more egalitarian one (Aron *et al.*, 2009:327).

The above targets and goals of the UN were used due to their relevancy for this study. Eradicating extreme poverty and hunger, and achieving universal primary education by 2015 seem unachievable at this stage due to unattained targets as set-out in the MDGs. The economic meltdown in Europe and the slow economic growth in the United States took off the world's attention from MDGs and this has hamstrung their (MDGs) achievement. In supporting the UN efforts to halve the proportion of people whose income is less than \$1 a day, and ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling, regional integration is one of the strategies that is assisting in the realisation of MDGs.

### **2.3.5 Southern African Development Community (SADC)**

Regional integration is best suited in a fight against poverty in which neighbouring states promote trade prospects amongst themselves. According to Oosthuizen (2006:39), Southern African Development Community (SADC) as the regional body focuses on the promotion of economic growth and socioeconomic development, aimed at eventually eradicating poverty, and the promotion and maintenance of peace, security, and democracy, through regional co-operation. The Southern African Development Coordinating Conference (SADCC), established

on 1 April 1980 was the precursor of the Southern African Development Community, and the SADCC was transformed into the SADC on 17 August 1992 in Windhoek, Namibia where the SADC Treaty was adopted, redefining the basis of cooperation among Member States from a loose association into a legally binding arrangement (SADC, 2013: Online).

One area that SADC has identified as the catalyst to eradicate poverty in its quest to promote economic growth and socioeconomic development is the establishment of trade accords (such as Southern African Development Community Free Trade Area). In September 2000, the SADC launched the SADC Free Trade Area (SAFTA), under the accord, SADC countries would phase out tariffs on all “non-sensitive” products by 2008 and fully liberalise trade by 2012 (Wohlmuth, Gutowski, Kneduk, Meyn & Ngogang, 2004:28).

The benefits of SADC’s regional integration in terms of poverty alleviation are as follows (Schiff & Winters, 2003:126-135):

- Knowledge and institutions as keys

A country’s long-run economic performance is determined by the institutions and policies that make up the economic environment within which individuals and firms make investments, create and transfer ideas, and produce goods and services.

- Trade, convergence, and spillovers

Trade is the mechanism through which convergence occurs, although the underlying cause might be some other aspects of openness, such as Foreign Direct Investment (FDI) that are strongly correlated with trade.

- FDI and knowledge spillover

Three forms of knowledge spillovers from the presence of Foreign Direct Investment: (a) local firms improve their productivity by copying some technology used by affiliates of foreign firms operating in local markets; (b) the entry of an affiliate leads to more severe competition in the host economy, so that local firms are forced to use existing technology and resources more efficiently; (c) and completion forces local firms to search for new, more efficient technologies.

In respect of the above information, SADC engaged in the sharing of information and knowledge through foreign direct investment, and combining efforts of its member states towards same point (business) in order to alleviate poverty. South Africa as a member state of SADC has its

own interests to protect, and hence the development of the Competition Act of 1998 to protect its interests in SADC. The purpose of the Competition Act of 1998 is to maintain and promote competition, in order:

- to promote the efficiency, adaptability and development of the economy;
- to provide consumer with competitive prices and product choices;
- to promote employment and advance the social and economic welfare of South Africans;
- to expand opportunities for South Africans' participation in world markets and recognise the role of foreign competition in the Republic;
- to ensure that small and medium-sized enterprises have an equitable opportunity; and,
- to promote a greater spread of ownership, in particular to increase the ownership stake of historically disadvantaged persons (SA, 1998a: Online).

Despite the aforementioned information on the maintenance and promotion of competition, there are areas of the economy in South Africa that have declined or experienced contraction due to an intense competition among SADC member states. The introduction of the African Growth and Opportunity Act (AGOA) in May 2000 has prompted the relocation of clothing firms from, for example, South Africa and Mauritius to less developed SADC countries, such as Lesotho, Mozambique and Tanzania (Wohlmuth *et al.*, 2004:93).

Summarily, the international developmental agencies (IMF, World Bank, UNDP and WTO) overlap each other in terms of responsibilities, roles and duties in the fight to reduce poverty in Sub Saharan Africa, and regional bodies (such as SADC) complement the international developmental agencies and do not serve as alternatives to them. The next section focuses on the role of South Africa as a developmental state in reducing the poverty, and it should be highlighted that the study will eventually zoom into the planning practices of local government in South Africa to highlight the significance of the IDP in poverty alleviation.

#### **2.4 SOUTH AFRICA AS A DEVELOPMENTAL STATE AND POVERTY PREVALENCE**

A developmental state has the ability to reduce the level of poverty by intervening in the developmental projects in the local community or municipality and by defining socio-economic objectives. According to Edigheji (2005: 6), a developmental state has to have clearly defined socio-economic objectives that require active state interventions. The state should intervene and take a leadership role in an attempt to realise objectives and goals set out to reduce and

alleviate poverty. A key characteristic of a successful developmental state is its ability to “provide leadership in resolving collective action which will inevitably arise in defining and addressing commonly agreed goals (Gelb, 2006:2). The three core theses that inform the analysis of Southern Africa’s developmental dilemma according to Andreasson (2010: 5) are as follows:

- A communal effort at reinventing, or reimagining, societal goals and aspirations are necessary for any fundamental socio-economic transformation to occur.
- Two types of alienation (namely; alienation of mankind from nature and alienation of human beings from each other) central to human existence in late modernity must be resolved in order to move beyond development as conventionally understood.
- The theses put forth in (1) and (2) are grounded in the hypothesis that modern civilisation, as it has developed and exists today, is not compatible with genuinely broad-based and sustainable development for humanity as a whole as it has been envisioned by orthodox approaches to the subject.

From the above it can be inferred that SADC as a region has the inability to clearly define its aspirations and societal goals, and this further frustrates the efforts to merge them (aspirations and societal goals) into its developmental goals to alleviate poverty; and lack of resolving the co-existence of two types of alienation impedes the region’s forward movement towards sustainable development which should be broad-based in nature.

In an attempt to avoid the above-mentioned impediments, in the South African context, Netshitenzhe (2010:7) and Turok (2008:13) depict four attributes of a developmental state according to African National Congress (ANC) as follows:

- The first attribute of a development state in our conditions should be its strategic orientation: an approach premised on people-centred and people-driven change, and sustained development based on high growth rates, restructuring of the economy and socio-economic inclusion.
- The second attribute of a development state should be its capacity to lead in the definition of a common national agenda and in mobilising all of society to take part in its implementation.
- The third attribution should be the state’s organisational capacity: ensuring that its structures and systems facilitate realisation of a set agenda.

- The fourth attribute should be its technical capacity: the ability to translate broad objectives into programmes and projects and to ensure their implementation.

The above is a condonation of high performance in the economy in which social partners are involved in the development of the country which is spearheaded by state structures with a vision that ensures effective implementation. South Africa as a developmental state has the two economies approach which undermines the government efforts to narrow the gap between the rich and the poor. Economic activity in South Africa can be distinguished by two economies, one well off, the other poor; one predominantly White, the other predominantly Black; one experiencing growth, the other existing poverty (Naidoo, 2006:484). From the aforementioned information, South Africa as the development state gave birth to four categories of contestants for governance, economic and political power (Forje, 2009:52):

- The notables, or the traditional leaders.
- The old bourgeoisie.
- The nationalist middle class.
- The new intelligentsia.

The above supports the notion that South Africa as a developmental state has two economies which are due to the competing ideas and ideologies held or represented by the notables, old bourgeoisie, nationalist middle class and new intelligentsia. Another challenge to building a developmental state in South Africa is the country's wide discrepancies in terms of income and wealth (Maphunye, 2009:25). Increasing the level of inequality in South Africa is the wide discrepancies in income and wealth which in turn exacerbate poverty in communities around the country.

The inability of South Africa to address and reinvent in societal goals makes it impossible to attain set development. According to Andreasson (2010:16), fundamental "developmental dilemmas" in Southern Africa make it very difficult for the so-called "targets" of development to formulate and implement independent strategies suited to their own particular needs. The African Training and Research Centre in Administration and Development (2006:36) highlights the developmental challenges that South Africa often experiences and which summarise this section:

- a low economic growth rate;
- a lack of vibrant private sector to generate economic power;

- a lack of a credible democratic government to promote free and fair competition in the market place to ensure efficient and effective service delivery based on competitive bids;
- a general lack of commitment by private sector to promote social development in favour of economic and financial stability; and
- long-standing structural problems after democratic dispensation.

The aforementioned information summarises this section on developmental issues that face South Africa. The various degrees of poverty levels are discussed below.

#### **2.4.1 The prevalence of poverty in the communities of South Africa**

The impact of poverty is visible throughout the continent of Africa and this is demonstrated by what people are subjected to. Forje (2009:38) stated that the will to subject people into squalor and abject poverty and other inhuman vices are not absent on the continent (Africa). The abject poverty that exists in Africa whether created by design or not, its effects are still evident and felt. Between 45% and 55% of the South African population live in various degrees of poverty and still experience insufficient access to basic services, overcrowding in informal settlements, malnutrition, ill health, limited economic resources and opportunities, social exclusion, and joblessness (Hindson, 2003:156). In South Africa various degrees of poverty are experienced. This is discussed next.

##### **2.4.1.1 Absolute poverty**

The household which is unable to afford the basics with regard to inability to access basic education, clothing, services, health facilities and food is classified under absolute poverty. Devas, Amis, Beall, Grant, Mitlin, Nunan, and Rakodi (2004:16) define absolute poverty as those who do not have sufficient income to afford a minimum level of nutrition and basic needs. Absolute poverty, therefore, denies the citizens sufficient income which enables them to access basic services (such as: electricity, houses, health, education, water and sanitation), and also unable citizens to access goods (such as: food and clothing). The higher absolute restriction nations are often characterised by a lack of goods and services as well as severely limited access to marketplaces by most consumers (Hill & Martin, 2012:40). According to Jenkins and Mcklewright (2007:37), inequality should be a concern in poor countries on the grounds that:

- absolute poverty in terms of consumption (or income) is an overriding issue;
- the only thing that really matters to the reduction of absolute poverty is the rate of economic growth; and

- higher inequality is the unavoidable by-product of the economic growth needed to reduce poverty.

The above information suggests that South Africa is a country of contradictions especially in terms of inequality of income and consumption, and all these exacerbate the level of absolute poverty. Amongst other things, its poor depend heavily on the economic growth to improve their economic situation. Inequality in terms of race and class is a reality in South Africa that can be remedied by the process of formulating short-term economic reforms that run concurrently with long-term ones. Another degree of poverty, namely; relative poverty is discussed next.

#### **2.4.1.2 Relative poverty**

Devas *et al.* (2004:16) define relative poverty as the position of the poor in relation to the rest of society, and so is the headcount index, which indicates the numbers falling below a specified poverty line. When comparing the position of the poor in terms of their resources to that of the rest of the society, interventions such as welfare schemes and programmes should be implemented to narrow the societal gap that exists, and to reduce the poverty levels. Relative poverty lines can be developed, based on a percentage cut-off point in the welfare distribution, below which some proportion of the population is located (Pressend *et al.*, 2008:31). In order to determine the degree of both relative and absolute poverty, poverty lines are used and are discussed below.

#### **2.4.1.3 Poverty lines**

The combination of relative and absolute poverty characterises the poverty lines, and they (poverty lines) can either be absolute or relative depending on the situation of the recipients. In support of this, Pressend *et al.* (2008:31) state that poverty lines (money-indicator) can be relative, absolute, or some combination. Measuring the degree or level of poverty within the community or geographical area gives an indication whether poverty is relative or absolute, and this is realised using the poverty lines which is in the form of Minimum Income Question (MIQ). A popular approach to estimate poverty line is based on the Minimum Income Question (Nivorozhkin, Nivorozhkin, Nivorozhkina & Ovcharova, 2010:154).

Chambers (1982:354) defines a poverty line as a measure of the amount of money society believes is necessary for a person to live at minimum of subsistence or at a level consistent with a socially decent standard of life.

The above definition in simple terms explains that the poverty line separates acceptable from unacceptable levels of well-being and thus essentially reflects a value judgment (Notten & De Neubourg, 2011:249). The poverty line provides a measure of the level of poverty, of the geographical areas or communities that are observed, inequality provides an indication of the gap between the rich and the poor within a group (Asmah-Andoh, 2009:102).

This section highlighted the challenges South Africa faces to address and reinvent a societal goal which makes it impossible to attain set developmental targets. These developmental challenges escalate the poverty levels (which can either be absolute or relative poverty) in the country and the ANC identified certain strategies and attributes of a developmental state in order to attain the national agenda.

## **2.5 POVERTY ALLEVIATION STRATEGIES**

Despite challenges created by underdevelopment in the continent of Africa, a new socioeconomic path has to be forged in order to alleviate poverty and promote growth. The challenge facing Sub-Saharan Africa has been linked to the socioeconomic situation that has been degenerating while, at the same time, the external environment has not been conducive enough (Kimanuka, 2009:8). One way South Africa intends to alleviate poverty is through the National Development Plan (NDP). According to SA (2012a:24) the National Development Plan aims to eliminate poverty and reduce inequality by 2030. Below are some of the poverty alleviation strategies that are contained in the NDP:

### **2.5.1 Promotion of economic growth**

The growth in economy will see the employment rate rise and this would probably be due to the rise in investment in South Africa. Venter and Landsberg (2006:235) define economic growth as the steady process by which the productive capacity of the economy is increased over time to raise levels of national output and income. Economic growth or development provides the means to drive social development and could engender political stability (Thornhill, 2009:33). By means of the NDP in 2030, the SA economy should be close to full employment, equip people with the skills they need, ensure that ownership of production is more diverse and able to grow rapidly, and provide the resources to pay for investment in human and physical capital (SA, 2012a:38). The low growth frustrates (Domino effect) other government initiatives (such as: job

creation, universal access to health and education) intended towards poverty alleviation. Growth can also be ensured through Public-Private-Partnerships in SA.

#### **2.5.1.1 Public-Private Partnership**

Public-private partnerships are essential in promoting growth since government is unable to promote growth by itself. Wohlmuth *et al.* (2004:7) argue that public institutions and the private sector depend on each other. In respect of public-private partnerships in South Africa, it is expected that the country will, through the NDP create 11 million jobs by 2030 through improving economic policy coordination and implementation, and building partnerships between the public sector, business and labour (SA., 2012a:39). The specific aspects of governance that affect private sector activity and private investment particularly in South Africa, cover a range of interactions between the public sector and private sector, and include the following:

- Maintenance of policy distortions that create exceptional opportunities for rent seeking, patronage and pilferage.
- Use of direct government ownership for political and patronage objectives, and the corresponding exclusion of private activity in these sectors.
- Corruption and dysfunction of the judiciary system.
- Corruption in the granting of licenses, permits, and so on.
- Corruption or favouritism in the collection of tax revenue from business, including general taxation revenues normally collected by Revenue agencies and trade taxes collected by Custom Authorities.
- Corruption or arbitrary enforcement of business regulations such as labour, environment, and other standards (Van Walle *et al.*, 2003:242).

The aforementioned information highlights the impediments that discourage the sound, mutual and honest partnerships between the government and private sector in South Africa in order to promote growth. Public-private partnerships play a critical role in investments in SA.

#### **2.5.1.2 Investment**

Investment takes a centre stage in economic terms because it creates jobs and in turn the growth in economy accelerates. Wohlmuth *et al.* (2004:68) state that firstly, growth occurs due to trade creation and secondly, because of foreign direct investment (FDI) which creates a positive accelerating effect, raises the demand for labour and production that leads to increased economic growth. Labour, which is dependent on FDI for its existence is a catalyst for improved production or productivity in which growth is relied upon.

Gilroy *et al.* (2005:12) argue that multinational enterprises (MNEs), through their function of integrating global production structures through foreign direct investment, may have a key role in the catching-up process in Africa. The private sector, in particular foreign business, can assist South Africa to alleviate poverty and increase growth by investing in new technologies and new ways of operating business. Long-term growth and investment requires a shared vision, trust and cooperation between business, labour and government (SA, 2012a:43). The increase in foreign direct investment could see SA create more permanent and non-permanent jobs.

### **2.5.2 Job creation**

The introduction of appropriate policies by the South African government with regard to the luring of FDIs should see an increase in employment. SA (2012a:34) states that the NDP should increase employment from 13 million in 2010 to 24 million in 2030. According to Jenkins *et al.* (2007:232), a wage could reduce poverty and discrimination, and may improve incentives to work. The lack of job creation policies in Sub-Saharan African countries has led to slow economic growth and discrimination associated to poverty among communities. The economic liberalisation that has taken place in many Sub-Saharan African countries over the last two decades has largely failed to bring about the dramatic growth needed to lift the countries out of poverty (Van de Walle *et al.*, 2003:213).

In South Africa, two different concepts of unemployment are used routinely: the narrow definition applies a job-search test whereas the broad definition accepts as unemployed those who did not search for work and in a four-week reference period but who report being available for work and say they would accept the offer of a suitable job (Aron *et al.*, 2009:311). The African National Congress (2012:9-10) cites four challenges that stand out regarding unemployment in SA:

- First, as the National Development Plan points out, sectors that are necessary for long term growth and economic diversification are often not able to generate employment on a large scale.
- Second, since 1994, the economy has been characterized by large-scale short-run capital inflows into equity and bond markets, and these inflows are larger relative to Gross Domestic Product (GDP) in South Africa than in any other middle-income economy.
- Third, the country needs to restructure the economy without undermining its current strengths which involves difficult choices, for instance, should the country invest more in

core economic infrastructure, such as roads and rail from the coast to Gauteng Province or maintaining roads and electricity in the metros.

- Finally, past inequalities in education, training and experience continue to dog decisions into the future while improving education and training will certainly support employment creation and equality.

South Africa as the investment destination needs to improve its education and training strategy (well trained and educated workforce) to narrow the gap created by the apartheid policies in order to attract the much needed investment. Short-term plans are needed for immediate growth that will create jobs, and the decision on core economic infrastructure should be made much faster. Skills needed in South Africa to fit the requirements of existing jobs in the economy are to be attained through education.

### **2.5.3 Access to education**

Enabling the South African population to access the appropriate education and skills training will bear more benefits such as low unemployment, high literacy rate, high productivity and labour force that can compete with the rest of the world. SA (2012a:40) states that the implementation of the NDP will see an expanded skills base through better education and vocational training being realised. In support of this, Gilroy *et al.* (2005:12) established that the “catching up” countries in Africa do have high endowments of human capital and high investment rates while countries falling behind tend to have low human capital and low investment rates. High investment in quality education can rescue the poverty situation in South Africa. In SAs case, different surveys have indicated the following:

- South Africa’s performance on Grade 6 education evaluation test conducted by the South African Consortium for Monitoring Educational Quality in 2000 (SACMEQ II) placed it in the bottom half of the fourteen participating countries on both Reading and Mathematics.
- In the 2003 Trends in International Mathematics and Science Study (TIMSS), South African Grade 8 students scored 264 for Mathematics compared to an average of 467 for all fifty-three participating countries, and 244 for Science, compared to the international average of 474 (Aron *et al.*, 2009:332).

The aforementioned information highlights the importance of literacy, mathematics and science in the economic growth of South Africa by reflecting on the frustrations associated with the country’s low performance on grade 6 and 8 from the study conducted by SACMEQ II and

TIMSS. In essence, this information highlights the South Africa's problem of low performance in literacy, mathematics and science begins at the lower grades of the schooling system. The low performances in mathematics and science highlight the inability of the South African education system to produce the much needed number of engineers and scientists to oversee infrastructural projects in country.

#### **2.5.4 Access to basic infrastructure**

In sustaining the gains achieved thus far in terms of infrastructure in SA, competitive projects should be undertaken. SA (2012a:39) states that the NDP will focus on a more efficient and competitive infrastructure to facilitate economic activity that is conducive to growth and job creation. In support hereof, the World Economics (2011:24) states that the lack of adequate infrastructure is holding back Africa's economic growth and poverty reduction. Infrastructural projects (such as: the improvement of the existing power stations and the building of new ones that are environmentally friendly to improve the national electricity grid; the improvement of ports in order to increase their capacity to handle more imports and exports, distribution of clean water, rail and road networks; the building of low-cost housing) are important in fighting poverty in South Africa. The African National Congress (ANC) (2012:11-12) alluded that:

- The country needs to double its capacity to generate electricity by 2028; we need to take a view on how to achieve this, especially when we want to use infrastructure expansion as a basis for domestic industrial development.
- It is estimated that 58% of South African roads are gravel, and 70% of existing roads require urgent repair. Improving the quality of roads is important to lower the costs of living and production in rural areas, and improves access to basic services, especially public transport.
- Water infrastructure also needs urgent attention, especially the renewal of canals and tunnels, which are important for the irrigation systems. Over the next 30 years, R4 billion per annum will be required to address these backlogs, and R6 billion will be required to maintain existing functioning infrastructure.
- A massive programme to upgrade and maintain physical infrastructure is important not only as a source of permanent job creation, but also as the basis for government to stimulate industrial activity. Government investment in infrastructure is critical for enabling the competitiveness of the company.

From the above it can be deduced that South Africa needs to address a number of infrastructural projects concurrently in order to meet the realisation of competing economic,

societal and developmental priorities. These projects are all immediate and each depends on the other, but the capacity of the government to address these backlogs in infrastructure requires massive investment of which part thereof can be raised from private investment.

In this section the importance of poverty alleviation strategies were demonstrated through efforts such as improving the quality of education, infrastructural roll-out to enable people to have access to services, and promoting growth in order to create jobs for citizens. In the next section Integrated Development Planning is discussed as the measure to alleviate poverty. The next section deals specifically with the dynamics of an IDP (the planning) with regard to poverty alleviation in municipalities and provides an overview on the relationship of national, provincial and local government spheres.

## **2.6 THE KEY CHARACTERISTICS OF INTEGRATED DEVELOPMENT PLANNING IN SOUTH AFRICA**

Infrastructural projects in the municipalities are identified, prioritised and approved through a vigorous process of the IDP (the planning) which seeks to alleviate poverty through service delivery. Vatala (2005:225) states that municipalities in South Africa have become the focus for service delivery, economic development, tourism and infrastructure development, safety and security, job creation, poverty eradication or alleviation and environmental sustainability. In satisfying their developmental expectations and roles, municipalities as developmental agencies in South Africa should use Integrated Development Planning (IDP) to realise developmental goals. Municipalities are required to become the foremost development agencies within the governmental system (Atkinson, 2002:5).

### **2.6.1 Intergovernmental relations and Co-operative governance in the IDP-process**

In relation to the South African context, an IDP process depends profoundly on intergovernmental relations. Elazar (1987:14) defines intergovernmental relations as an important body of activities or interactions occurring between governmental units of all types and levels within a government system. According to Cameron (1994:23), intergovernmental relations are the geographical division of powers among the various spheres of government in the nation-state.

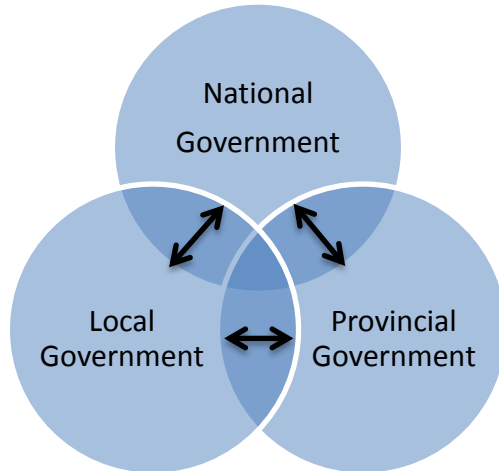
From the above definitions it was deduced that interaction between all three spheres of government is necessary towards the IDP process and the promotion of democratic approaches

in terms of the division of powers in which every sphere of government maintains its autonomy and independent role is also necessary for this process (IDP process). Mashamba (2008:422) states that the IDP has come to be regarded as potential forums for raising issues that have to be attended to by all three spheres of government.

Another important aspect with regard to the IDP process is co-operative governance which according to SA (2009a:3), refers to “a set of internal and external mechanisms and controls enabling the stakeholders to define and ensure attainment of co-operative objectives, securing their continuity and co-operative principles”.

The above suggests that the IDP process does not involve co-operation of national, provincial and local spheres of government only but includes other stakeholders such as local community, business, religious formations (see section 2.2.1.4 of this mini-dissertation). The focus in this section will be on the first type of integration which according to Venter and Landsberg (2006:145), is the integration between the activities of the national, provincial and the local spheres of government.

Developmental local government is considered an entity that can exercise and manage its powers and duties (development priorities) within the area of its jurisdiction and these are undertaken within the parameters of the legislation. The reality check however suggests that the planning process of the IDP goes further to also satisfy the priorities of local community, business, non-governmental organisations, religious formations, provincial and national spheres of government. IDPs express municipal development commitments, and are designed to reflect development priorities of other National and Provincial Government Departments (Beyers, 2008: 88). Below, the discussion revolves around the old and new systems of government which led to the formation and implementation of the IDP.



**Figure 1: Post-1994 system of co-operative governance**

**Source: Van der Waldt *et al.* (2007:17)**

The above figure represents the new South African system of government which comprises three spheres of government (namely: national, provincial and local government). Prevost (2009:32) points out that the Constitution provides for an autonomy of each (three spheres of government), not relegating municipal government to a necessarily subordinate “tier”. The new system promotes the integration, interrelatedness and interdependence amongst all three spheres of government, and allows for a certain degree of autonomy especially at the local sphere. These spheres are distinctive, interdependent and interrelated (Van der Waldt *et al.*, 2007:17).

The apartheid system of government in South Africa promoted hierarchical approach in which a top down planning was significant amongst all three spheres of government. Van der Waldt *et al.* (2007:17) stated that the previous system of governance was characterised by a top-down, hierarchical system that restricted co-operation, integration and co-ordination. In countering this (old system), the new system of government encourages planning to be ‘bottom-up’ in order to tap into local community's opinions and ideas. The new system prefers planning to be “bottom-up” and “participatory” (Ingle, 2007:6).

The IDP, like other municipal plans, requires coordination amongst all three spheres of government. Prevost (2009:250) states that the local IDPs are now linked to national government plans through the Medium-Term Strategic Framework. This linkage of IDP is demonstrated by bottom-up planning which begins at municipal level and cascades to district,

provincial and national spheres. Mirroring the various spheres of government, IDPs are formulated at “Category B” municipal level, at “Category C” district municipality level and also at provincial level in respect of the various provinces’ Development Plans (Ingle, 2007:6). At some point, these various plans need to be “aligned” or harmonised with one another and this is not as straightforward as it might at first appear (Roefs, Atkinson & Makgoba 2003). In taking these two concepts (intergovernmental relations and cooperative governance) further, the table below reflects the roles and shared responsibilities of sector department in local, provincial and national spheres of government.

**Table 5: Sector Departmental roles and responsibilities in the IDP Process**

<b>Information and Sector Plans</b>	<b>Strategic Partners</b>
Statistics	Statistics South Africa
Spatial Development Framework	Department of Local Government and Housing
Disaster Management Plan	Department of Local Government and Housing
LED Strategy	Department of Local Government and Housing; Department of Agriculture , and Department of Environment Affairs, Economic Development and Tourism
Housing Plan	Department of Local Government and Housing
Tourism Strategy	Department of Environment Affairs, Economic Development and Tourism
Integrated Environmental Management Plan	Department of Environment Affairs, Economic Development and Tourism
Educational matters	Department of Education
Land Reform	Department of Land Affairs
Water Services Development Plan	Department of Water Affairs and Forestry
Sports, Arts and Cultural matters and Translations of IDP documents	Department of Sports, Arts and Culture
Health Plan and HIV / AIDS	Department of Health and Social Development
Integrated Transport Plan	Department of Roads and Transport
Social Crime Prevention Strategy	South African Police Services, Department of Safety and Security, and Department of Justice and Correctional Services
EPWP matters	Department of Public Works
Coordination of IDP alignment with the PGDS	Office of the Premier

**Source: Mashamba (2008:426-427)**

From the above table it is deduced that every sector department in all three spheres of government is designated with roles and responsibilities related to IDP, and this is done in such a way that the overlap of roles and responsibilities is reduced. Another important point reflected in the table is the level of coordination, cooperation, interdependent and interrelatedness amongst sector departments at national, provincial and local spheres of government in terms of IDP. In the case of the departments of Safety and Security, the IDP function is an added function to the research; the Department of Local Government and Housing, Department of Health and Social Development, Department of Education and Department of Economic Development, Environment and Tourism have also established units that deal with IDP issues (Mashamba, 2008:428).

Valeta *et al.* (2008:374) state that national, and (to lesser extent) provincial government spheres set the overall strategic agenda (public policy) for local government administration and management in the country. Despite the national and provincial governments setting the overall mandate for municipalities, it does not imply that they (municipalities) are tools rubber stamping decisions from the top because councils do not share a common vision hence some decisions are bottom up. To illustrate the coordination amongst the three spheres of government with regard to the IDP, the dynamics related to an IDP are discussed below.

## **2.6.2 The IDP dynamics in local government sphere in South Africa**

This section discusses the dynamics of IDP in the local government sphere. The second type of integration is discussed below which according to Venter *et al.* (2006:245), is a requirement that a district municipality should provide a framework for the IDPs of the local municipalities within its area of jurisdiction.

### **2.6.2.1 The significance of IDP**

The IDP is significant in many ways, however, one of the outstanding features/or characters of the IDP is its ability to bring together all projects of the municipality under one milestone and prioritise them according to the urgent need. These efforts are made to forge a guideline which is systematic. According to Vatala (2005:227), integrated development planning is the “road map” of the municipality in which processes and operations are harmonised through collective efforts. The most important aspect of the IDP is to integrate processes and operations in order to meet customers’ basic needs. The IDP is regarded by the government as the primary tool to re-orientate local authorities to be more “developmental” customer-focused and effective in

meeting basic needs (Buffalo City, 2002:246). The reasons for municipalities to have an IDP, include the following:

- Effective use of scarce resources.
- Helping to speed up delivery.
- Helping to attract additional funds.
- Strengthening democracy.
- Helps overcome the legacy of apartheid.
- To promote co-ordination between local, provincial and national government (SA, 2001a:6).

The significance of the IDP is demonstrated above in which municipality resources are allocated according to priorities of the projects, and where shortfalls occur, additional funding is raised in order to speed up service delivery. The contents of a municipality's IDP should (Van der Waldt *et al.*, 2007:140):

- reflect its long-term development vision;
- assess existing levels of development;
- set development priorities and objectives;
- define local economic development objectives;
- reflect institutional transformation;
- align with the sectoral plans of other spheres of government;
- define a spatial development framework; and
- reflect the municipality's operational strategies, disaster management plan, financial plan, key performance indicators and performance targets.

From the above, an IDP document should contain a long-term vision of the municipality in which developmental priorities and objectives will be set and defined for efficiency in relation to the delivery of services. In terms of achieving its (municipality) management, budgeting and planning functions objectives, the purposes of municipal integrated development planning in making this possible should be to:

- ensure sustainable provision of service;
- promote social and economic development;
- give priority to the basic needs of communities; and
- encourage involvement of communities (Meiklejohn & Coetzee, 2003:28).

The aforementioned information makes it possible for the provision of services to materialise in order to realise the social and economic development of the communities in terms of meeting their basic needs. These roles place the IDP at the strategic position of the municipality. Integrated development planning is a municipality's principal strategic planning document (Venter *et al.*, 2006:145).

#### 2.6.2.1.1 *The IDP process*

The IDP process is one of the most important pillars in the local government sphere, and Craythorne (2003:153) gives a brief historical background of the IDP process below:

*The essential content of the IDP is not that different from past practices in that most of the prior municipalities had capital budgets and three-year programmes, strategies for economic and social development, and town planning or zoning schemes. The difference occurs in the constitutional requirement that diverse instruments be brought together in one integrated plan, and that critical development needs and performance measurements are included in that plan. In theory, this should bring to an end the evils of departmentalism and empire building.*

The above indicates that the isolated efforts by the functional departments of both the district and local municipalities have led to the fragmented planning in the past and is being remedied by the IDP process. Meiklejohn and Coetzee (2003:28) state that the integrated development planning is a process through which municipalities prepare a strategic-development plan for a five-year period. In realising its IDP objectives within five years, the municipality should implement its principal strategic planning (IDP) to inform its planning, management, investment, development, implementation decisions and actions. At District Council level, a framework will be developed in consultation with all local municipalities within the district, and this framework will ensure co-ordination, consultation and alignment between the district council and local municipalities (Education and Training Unit, 2010:3-4). The IDP process plan must be formulated before starting the planning process as to ensure the proper management of the planning process, and should contain the following:

- The structures that will manage the planning process.
- How the public can participate and structures that will be created to ensure this participation.
- Time schedule for the planning process.
- Who is responsible for what.

- How will the process be monitored (ETU, 2010:3-4).

From the above the planning process should be preceded by the formation of relevant structures, time schedules, responsible persons for tasks, monitoring of progress, and the participation of public in the process. The IDP process has:

- identified the needs and priorities;
- established development objectives; and
- the setting of local key performance indicators and targets that are feasible (Buffalo City IDP, 2004:247).

The IDP process is necessary and important since it has the ability to assist in identifying needs and priorities of the municipality, and further assists in the setting of key performance indicators and targets. The establishment of infrastructural projects, job creation and skills development programmes are heavily dependent on the IDP process.

#### *2.6.2.1.2 The participation of community and stakeholders in the IDP process*

The public consultation and engagement with communities and other relevant stakeholders play a key role in the drafting of the IDP process. Everatt, Marais and Dube (2010:225) state that among the key changes has been a widening of the focus from service delivery to include long-term strategic objectives such as poverty reduction, social and economic development, and the greater importance accorded to citizen participation in those activities. The participation of communities and stakeholders in the IDP process unfolds as follows according to SA (2001a:7):

- Gives them (communities and stakeholders) an opportunity to inform the council what their development needs are.
- Gives them (communities and stakeholders) an opportunity to determine the municipality's development direction.
- Provides a mechanism through which to communicate with their councillors and the governing body.
- Provides a mechanism through which they can measure the performance of the councillors and the municipality as a whole.

The above mentioned participation gives community and stakeholders an equal right to participate in the IDP process, and there must be structured participation which specifies who is to participate, on behalf of whom, on which issues, through which organisational mechanisms, and to what effect. This participation enables community and stakeholders a participatory

democracy and the opportunity to measure the performance of the councillors and the municipality as a whole. Below is the table that reflects the different stages of planning, participation and implementation.

**Table 6: Ways to encourage public participation compilation of the IDP**

<b>Planning phase</b>	<b>Methods for Participation</b>
<b>Analysis</b>	Community Meetings organised by the ward councillor  Stakeholder Meetings  Surveys and opinion polls (getting views on how people feel about a particular issue)
<b>Strategies</b>	IDP Representative Forum  Public Debates on what can work best in solving a problem  Meetings with affected communities and stakeholders
<b>Projects</b>	Representation of stakeholders on project subcommittees
<b>Integration</b>	IDP Representative Forum
<b>Approval</b>	Public Discussion and consultation with communities and stakeholders
<b>Monitoring and Implementation</b>	IDP Representative Forum

**Source: ETU (2010:6-7)**

In terms of an IDP process the above table alludes (from phase 1 to phase 6) that the municipality must first identify challenges related to service delivery issues and address them by formulating vision, objectives, strategies and project identification. Furthermore, the design and specification should satisfy the objectives and strategies of the municipality, and the approval by municipal council should reflect that the IDP's decisions are taken by all the stakeholders. IDPs, as required from every municipality, should reflect the priorities agreed to by all stakeholders, including women, in the communities they serve (Pandy & Paulus, 2000:68). The next discussion focuses on the challenges that frustrate the IDP phases or stages.

#### 2.6.2.1.3 *The challenges associated with IDP*

The challenges which emanate through a mixture of issues in the IDP process create delays for the implementation. According to Meiklejohn *et al.* (2003:36), problems that affect the different phases/stages of IDPs create unnecessary delays, and secondly, there is the issue of unrealistic expectations. These challenges become evident during the implementation phase of an IDP.

##### 2.6.2.1.3.1 Challenges related to the implementation of IDPs

According to Atkinson (2002:6-7) the following aspects are some of the challenges associated with the implementation of the IDP:

- **Project management capacity:** There is a glaring lack of skills within most municipalities. Until now, municipalities have undertaken development projects simply by using their existing senior and middle-level staff. Typically, heads of technical departments, heads of administrative support departments and environmental health officers have managed projects. This was usually in addition to their normal line functions. Many of these staff members lack project management skills and, in particular, skills of interacting with developing communities.
- **Design of municipal organisations:** South African municipalities are typically designed according to conventional line departments (finance, administration, engineering/technical services and, occasionally, social development). There is no uniform placing of functions within municipalities. In some municipalities, for example, libraries and museums fall under “administration”, while in others they fall under “social development”. Similarly, environmental health is put in the administrative department or the technical department. Sanitation services sometimes fall under “social development”.
- **Re-defining functions:** As noted above, many municipalities’ services with pronounced developmental dimensions have remained minimal or narrowly defined. This explains why a function with such potential developmental impact as the library has been classified as “administrative”, or environmental health officers are classed as “technical services”. In a truly developmental municipality, libraries would become key sources of public information and awareness-raising. Sanitation does not refer only to the installation of sewerage reticulation or toilets, but to hygiene and environmental health education within the community as well.

The aforementioned information highlights the challenges that frustrate the proper implementation of IDP in the municipalities, and this ranges from lack of project management

skills by personnel, no uniform placing of functions within municipalities, to a narrow definition of its (municipality) developmental dimensions.

#### 2.6.2.1.4 *The advantages associated with IDP*

SA (2001a:6) states that in the absence of an IDP, a municipality would act in an *ad hoc*, uninformed and uncoordinated manner which would lead to duplication and wastage of limited resources. Integrated development planning ensured the Local Government sphere in SA of certain advantages. These advantages, *inter alia*, include:

- That the IDP the municipality is informed through its IDP about the problems affecting its municipal area, and is guided by information on available resources, is enabled to develop and implement appropriate strategies and projects to address the challenge.
- The IDP helps municipalities to make more effective use of scarce resources. The municipality can focus on identified and prioritised local needs, taking local resources into consideration.
- This enables the municipality to search for more effective solutions by addressing causes, rather than just allocating capital expenditure for dealing with symptoms;
- IDP helps speed up delivery by providing a tool which guides where investment should occur.
- It encourages public participation and offers decision-making mechanisms that will arrive at realistic project proposals, taking into consideration the limited resources.
- Where there is a clear municipal development plan, private investors and sector departments are more willing to invest their money.
- IDP strengthens democracy and institutional transformation through transparency and inclusiveness.
- It facilitates the redistribution of resources in a consultative process.
- IDP helps to overcome the apartheid legacy at local sphere of government by facilitating redistribution of resources in a consultative process, and promoting integration of rural and urban areas, different socio-economic groups and places where people live and work.
- IDP promotes intergovernmental coordination between local, provincial and national spheres of government (Applied Fiscal Research Centre, 2001:7).

The above advantages of the IDP assist at arriving at realistic project proposals, identifying problems in the municipality and complimenting the scarce resources of the municipality with private investment. All the above information indicates that the IDP capacitates the municipality

in dealing with its own challenges rather than allowing other spheres of government imposing on it (municipality). The lack of a municipal tool to guide development would result in other spheres of government imposing their development programmes, which might not be priority for a municipal area (SA, 2001a:6).

## **2.9 CONCLUSION**

This particular chapter provided an overview of IDP and the relevant concepts (see section 2.2). The purpose of the conceptual clarifications was to enlighten the reader of the important concepts which are relevant to the study. All the important role players (see section 2.3 above) in poverty alleviation were identified. Various degrees or levels of poverty within a developmental state were identified (section 2.4).

The poverty alleviation strategies (2.5) were provided in order to assist the targeting of poverty in SA, and the relevancy of IDP in alleviating poverty at the local government sphere (2.6) was also highlighted. In chapter three, the relevant legislative and statutory framework regarding the IDP and poverty alleviation is discussed.

## **CHAPTER 3**

### **STATUTORY AND REGULATORY FRAMEWORK GOVERNING IDP AND POVERTY ALLEVIATION**

#### **3.1. INTRODUCTION**

In the previous chapter the relevant literature influencing integrated development planning and poverty alleviation within the South African landscape was investigated and discussed. An international perspective of poverty alleviation efforts and strategies was also provided. From the discussion it became clear that integrated development planning should be streamlined to reduce levels of poverty in SA. Regulatory and legislative frameworks are nevertheless in place to alleviate and reduce poverty. This chapter discusses and analyses the regulatory and statutory framework governing the IDP and poverty alleviation in South Africa (SA). This discussion is in line with the third research objective (RO3) of this study, namely: analyse the policies, strategies and procedures of DR KKDM in its quest to alleviate poverty (RO3).

The aforementioned research objective (RO3) is to be achieved by firstly, draw theoretical and legislative parallels and to apply it in practice. Secondly, government policies which form the main socioeconomic framework for the country in its quest to drive development are explained in order to determine their relevancy to the context of this study.

#### **3.2. THE REGULATORY AND STATUTORY FRAMEWORK FOR IDP AND POVERTY-ALLEVIATION**

The regulatory and legislative framework for integrated development planning and poverty alleviation in SA is discussed followed by the effectiveness and efficiency of integrated development planning mechanisms and poverty alleviation measures.

##### **3.2.1 The Constitution of South Africa of 1996**

To address the question of poverty by means of the IDP, the Constitution of the Republic of South Africa, 1996 contains the concept of democracy, accountability, social and economic development. Section 152 (1)(a)(b)(c)(d) of the Constitution states that:

The objects of local government are:

- to provide democratic and accountable government for local communities;

- to ensure the provision of services to communities in a communities in a sustainable manner;
- to promote social and economic development; and
- to promote a safe and healthy environment.

With regard to the above-mentioned, Stoker (1996:195) stated that a system of local governance should have a capacity for openness, deliberation and integrated action. Local government should demonstrate democratic and accountable government by providing a platform for members of public to actively participate in social, political and economic development by means of public deliberations. In fulfilling the above responsibilities, local government in its quest to alleviate poverty must allow individual members of the public to participate in economic, social and political actions (Sen, 1999:19). These deliberations and actions (economic, social and political) must lead to the implementation of infrastructural projects such as the provision of housing to local citizens in order to alleviate poverty, and in accordance with section 26(1)(2) of Chapter 2 of the Constitution:

- Everyone has the right to have access to adequate housing.
- The state must take reasonable legislative and measures, within its available resources, to achieve the progressive realisation of this right.

The above-mentioned information is in line with the IDP requirements to alleviate poverty in the sense that the municipality in conjunction with the National and Provincial Departments of Human Settlements must ensure that local citizens have access to low cost housing and other infrastructural projects, and this is in accordance with Section 152 (1)(c) of the Constitution. According to Goebel (2007:291), low cost housing provision has been a major focus of government in post-apartheid urban South Africa, as the government attempts to address historical race-based inequalities, poor municipal services provision and contemporary rapid urbanisation. In order to address the IDP objectives in the municipality, the erection of houses is compounded by other infrastructural developments at the local government sphere, such as health, water and social security problems and in relation with section 27(1)(a)(b)(c) of Chapter 2 of the Constitution:

Everyone has the right to have access to:

- health care services, including reproductive health care;
- sufficient food and water; and
- social security, including, if they are unable to support themselves and their

dependents, appropriate social assistance.

The IDP also advocates for the provision of health care to the citizens and this is realised through the intergovernmental cooperative (see section 2.6.1 of this study). MacLean (2006:53) stated that the introduction of free care for children and pregnant women and free primary health care for all citizens “is especially significant equity oriented policy measures, in an era when the international trend is towards user fees”. Undoubtedly there have been major achievements, the establishment of a unitary public health system, with the district health system (DHS) as its backbone, and based on a public health care approach, is in itself a remarkable feat (Ntuli & Day, 2004:1).

Without proper sanitation, social security system, and sufficient food security the South African health system could be inundated and the result of this can lead to the collapse of the entire health system. In solving some of these developmental challenges, section 29(1)(a)(b) of Chapter 2 of the Constitution states that:

Everyone has the right-

- to a basic education, including adult basic education; and
- to further education, which the state, through reasonable measures, must make progressively available and accessible.

The above assumes that in order to alleviate poverty, the poor need education, and a better education would lead to employability and the circle/vicious cycle of poverty would be broken. This implies that the district municipalities should assist (to alleviate poverty by means of IDP) with the financial assistance to promising students (higher and adult basic education) because financial and academic exclusions tend to play a crucial role in determining admission or exclusion of students in Higher Education Institutions (see section 2.5.3 of this mini-dissertation). Koen, Cele and Libhaber (2006:404) state that financial exclusions occur when students have not settled their account during a study year and fail to enter into an agreement to settle that debt by a given date, and academic exclusion occurs when a student fail to make satisfactory progress and cannot account for this using emotional, health, or psychological reasons. These exclusions defeat the idea of section 29(1)(b) of Chapter 2 of the Constitution and make it impossible for state to sustain the positive inroads achieved thus far in the Higher Education front. Between 1999 and 2003, first entry students at South Africa’s 21 public universities and 15 universities of technology increased from about 131 000 to about 182 000 with total headcount students increasing by about 180 000 (Department of Education, 2005).

All the above developmental objectives cannot be resolved by the local government sphere alone. According to section 154(1) of Chapter 7 of the Constitution,

- the national government and provincial governments must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.

The aforementioned information highlights the fact that in order to deal with the question of poverty alleviation by means of IDP at the local government sphere, the intergovernmental cooperation by all spheres of government is necessary (see also argument in section 2.6.1 of this mini-dissertation). Tapscott (2004:208) alludes that within the provisions of the Constitution, national and provincial government spheres need to do what is necessary in order to ensure effective government at the local sphere. De Visser and Steytler (2001:2) counter argue that extending national and provincial governments' intervention power to legislative acts would significantly reduce local government's status in the Constitution, and this mode of intervention goes to the core of democratic local government - its ability to make law.

The next section discusses the Development Facilitation Act, 67 of 1995 which intends to speed up the implementation of land development projects in order to alleviate poverty in line with the Reconstruction and Development Programme.

### **3.2.2 Development Facilitation Act 67 of 1995**

The land development projects served as the catalyst towards the alleviation of poverty in communities around South Africa. Mavengere (2008:113) stated that the Development Facilitation Act, 67 of 1995 (DFA) sets out principles that will guide all the decisions relating to the development of land. Integrated land development as part of the aforementioned principles is there to encourage IDP programmes to alleviate poverty through the implementation of a sustainable development strategy. In conjunction with the Development Facilitation Act, 67 of 1995, the National Development Agency Act, 108 of 1998 established the National Development Agency which is aimed at granting funds for project and programmes meeting the development needs of poor communities (McMurray & Van Rensburg, 2004:59).

Chapter 1 of the Development Facilitation Act, 67 of 1995 encourages and promotes sustainable development that:

- is within the fiscal, institutional and administrative means of the country;

- establishes viable communities;
- meets the basic needs of all citizens in an affordable way;
- protects the environment; and
- ensures the safe use of land.

The above principles highlight the connection between DFA and IDP in which the basic needs of the citizens are met in an affordable manner, and the safe usage of land is promoted in order to protect the environment. The appropriate budget should be set aside in order to accommodate all the aforementioned principles and this will assist the Development Facilitation Act, 67 of 1995 to fulfil its purpose which is:

- To speed up reconstruction and development programmes and projects and set out principles for land development.
- To provide for a Development and Planning Commission to advise government and to provide for development tribunals in the provinces.
- To implement land development objectives and measure local government performance.
- To provide nationally uniform procedures for the subdivision and development of land in urban and rural areas.
- To promote security of tenure and the early provision of subsidies and loans in the land development process (SA, 1995a).

From the above mentioned it could be deduced that the DFA intends to set a uniform procedure for land development (in urban and rural areas) in order to expedite the reconstruction and development programmes overseen by a Development and Planning Commission which enables the provision of subsidies and loans, and ensures the monitoring and evaluation of local government performance takes place.

However, according to Van Wyk (2010:214) a loophole was provided by the Development Facilitation Act 67 of 1995 soon after its enactment. Developers discovered that instead of following the municipal route, they could apply for permission from the provincial development tribunals to establish so-called land development areas in terms of the less cumbersome chapters V and VI of the DFA. In order to further improve the measures of alleviating poverty in local communities, Local Government: Municipal Structures Act, 117 of 1998 was introduced to establish categories of municipalities which is discussed next.

### **3.2.3 Local Government: Municipal Structures Act, 117 of 1998**

In the context of the local government sphere, Local Government: Municipal Structures Act, 117 of 1998 was primarily designed, amongst others things, to spearhead the establishment of municipalities in accordance with the requirements relating to categories and types of a municipality; to regulate the internal systems, structures and office bearers of municipality. Part 7 section 84(1)(a)(b)(c)(d)(f)(i) of Chapter 5 of the Local Government: Municipal Structures Act, 117 of 1998 states that a district municipality has the following functions and powers:

- Integrated development planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality;
- Potable water supply system;
- Bulk supply of electricity, which includes for the purposes of such supply, the transmission, distribution and, where applicable, the generation of electricity.
- Domestic waste-water sewage disposal system;
- Municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole; and
- Municipal health services.

The aforementioned information highlights the importance of a district municipality participation in implementing the integrated development plan in order to alleviate poverty. Part 7 section 83(3)(a)(b)(c)(d) of Chapter 5 of the Local Government: Municipal Structures Act, 117 of 1998 orders a district municipality to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by-

- ensuring integrated development planning for the district as a whole;
- promoting bulk infrastructural development and services for the district as a whole
- building the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking; and
- promoting the equitable distribution of resources between local municipalities in its area to ensure appropriate levels of municipal services within the area.

The above information highlights the importance of the IDP in distributing resources equitably in order to serve the broader community irrespective of race and class. Municipalities must be capacitated and have appropriate powers in order to drive infrastructural development projects and services. In order to address some of the concerns raised above, the Local Government:

Municipal Systems Act, 32 of 2000 was introduced. The aforementioned Act is discussed in detail in the next section.

### **3.2.4 Local Government: Municipal Systems Act, 32 of 2000**

The Local Government: Municipal Systems Act, 32 of 2000 is the bedrock of development (such as IDP) in the local government sphere in terms of setting out core systems, principles and processes in order to alleviate poverty. Part 3 section 27 (1)(2)(a)(b)(c) of Chapter 5 of the Local Government: Municipal Systems Act, 32 of 2000, instructs that:

- each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole;
- a framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least-
  - identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;
  - identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment; and
  - specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters.

The above paves the way for both local and district municipalities to embark on a joint journey/quest (coordination) with regard to the IDP process in order for both municipalities to fulfil their poverty alleviation duties of which section 73(1)(a)(b)(c) of Chapter 8 of the Local Government: Municipal Systems Act 32 of 2000 requires that municipalities give effect to the provision of the Constitution and-

- give priority to the basic needs of the local community;
- promote the development of the local community; and
- ensure that all members of the local community have access to at least the 50 minimum level of basic municipal services.

From the provisions of the Constitution it is clear that the local government sphere is expected to target and alleviate poverty by means of the IDP (provision of basic needs, promotion of development and access to 50 basic services), and section 26(a)(b)(c)(d)(e) of the Local

Government: Municipal Systems Act 32 of 2000 sets out the following minimum legal requirements of integrated development planning:

- the municipal council's vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services;
- the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation; and
- a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality.

The above legal requirements of the IDP ensure that the developmental vision of the municipality is realised by focusing on competing priorities. In attaining these critical priorities, the municipality is not operating outside parameters of the law but is guided by the development framework through which its development strategies are aligned with those of provincial and national sectoral plans in order to provide appropriate services to the communities. The next discussion is on the White Paper on Local Government which is the blue print or road map on matters relating to developmental issues, approaches and plans (such as IDP) that alleviate poverty at the local government sphere.

### **3.2.5 White Paper on Local Government**

The White Paper on Local Government does not only focus on developmental issues that alleviate poverty but it also ensures that performance management is implemented in order to achieve the successful roll-out of services to local communities. Van der Waldt *et al.* (2007:113) state that the White Paper on Local Government proposed the introduction of Performance Management System to local government, as a tool to ensure developmental government. Section B (3)(3.1)(3.2)(3.3) of the White Paper on Local Government (1998) introduced the tools and approaches for developmental local government, and are as follows:

- Integrated development planning, budgeting and performance monitoring.

- Performance management.
- Working together with local citizens and partners.

The aforementioned information implies that in order for a municipality to be responsive to local community's needs, an IDP should be used as the ability to measure the performance of the municipality with regard to the budgeted IDP related services and infrastructural projects. The qualitative aspects such as the general welfare of a community, makes it extremely difficult to measure the municipality's productivity and effect improvement in performance (Curtis, 1999:265). Another important issue mentioned above is that the municipality should consult with service users in order to increase community ownership and management of local facilities and assets. In terms of the IDP process, the municipality should involve communities and other relevant stakeholders who are able to contribute in improving service delivery (Phago, 2009:483-484).

Furthermore, section B (2)(2.1)(2.2)(2.3) of the SA (1998c:22) lays out the following developmental outcomes of local government:

- the provision of household infrastructure and services;
- the creation of inhabitable integrated cities, town and rural areas;
- the promotion of local economic development; and
- community empowerment and redistribution.

From the above, achieving developmental outcomes such as the building of houses and the implementation of other IDP related projects and services are crucial towards the alleviation of poverty at the local government sphere, it should therefore be noted that the building of houses fall within the priorities of the national and provincial departments of Human Settlements. The participation of local government sphere in the creation of employment, attraction of investment, provision of skills development programmes, and spreading of economic spoils equitable contributes to the attainment of developmental outcomes.

Various acts that contribute towards the alleviation of poverty have been discussed in this section. In the next section the initiatives that assist in the alleviation of poverty are discussed.

### **3.3 DEVELOPMENT AND POVERTY ALLEVIATION INITIATIVES IN SOUTH AFRICAN LANDSCAPE**

Developmental and poverty alleviation initiatives were discussed in this section. The background, purpose and objectives of each initiative or programme were outlined in order to enlighten the reader regarding poverty alleviation by means of the IDP. The first initiative discussed in the next section is the Growth, Employment and Redistribution Strategy of 1996 (GEAR).

#### **3.3.1 Growth, Employment and Redistribution Strategy of 1996**

Reddy (2010:192) states that the GEAR policy was the government's intention to de-racialise the economy by supporting black business. According to Mavengere (2008:101), Growth, Employment and Redistribution is the country's main macro-economic policy designed to facilitate overall economic recovery. The post - 1994 era saw the South African economy in turmoil, faced with different challenges (stagnant growth, stubborn unemployment, etc.) that required immediate attention. In addressing these challenges, the introduction of GEAR policy of 1996:

- placed emphasis on an export-orientated economy, but also encourages initiatives to enhance private sector involvement in development through, inter alia, the stimulation of local development; and
- aimed to confront the related challenges of meeting basic needs, developing human resources, increasing participation in the democratic institutions of civil society and implementing the RDP in all its facets (Mavengere, 2008:101).

Under GEAR, prime borrowing rates rose to around 25 per cent in 1998, damaging growth and investor confidence (Aron *et al.*, 2009:22). Government was concerned that the nature of growth was unbalanced:

- First it was based on strong commodity prices, capital inflows and consumer demand.
- Secondly, the benefits of growth were not widely spread, with a third of the population not benefiting directly from economic growth.
- It places emphasis on an export-orientated economy, but also encourages initiatives to enhance private sector involvement in development through, inter alia, the stimulation of local development.

- It aims to confront the related challenges of meeting basic needs, developing human resources, increasing participation in the democratic institutions of civil society and implementing the RDP in all its facets (Aron *et al.*, 2009:22).

GEAR clearly attempted to narrow an economic gap between those who have and those who do not have by spreading the benefits of growth. In terms of increasing growth, the GEAR policy promoted the export of South African commodities while at the same time placed emphasis on skills development. All these were intended to address the long standing issue of poverty alleviation and in dealing with it (poverty) in the rural areas of the country the Integrated Sustainable Rural Development Strategy was implemented.

### **3.3.2 Integrated Sustainable Rural Development Strategy**

The Integrated Sustainable Rural Development Strategy (ISRDS) is regarded as a strategic objective in which the rural areas of South Africa would attain the internal capacity for integrated and sustainable development by the year 2010 (SA, 2000a:1). According to SA (2000a:1), the ISRDS is designed to realise a vision that will “attain socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who equipped to contribute to growth and development”.

The rural areas of South Africa form part of the local government sphere and challenges (associated with poverty) that are facing these areas necessitate the implementation of the Integrated Sustainable Rural Development Strategy (ISRDS) in order to tackle or address the following:

- Inadequate technical conditions of the commune roads network.
- Low level of development of the social infrastructure, of services and public utilities.
- Low number of SMEs.
- Lack of employment opportunities.
- Low per cent of non- agricultural activities in the South of the region.
- Lack of specialised labour force in non- agricultural sectors.
- Low level of education and living conditions.
- Low productivity and profitability.
- Low financial power of the rural population (Lascar & Draghici, 2012:190).

The above dictated that the personnel in the rural areas of the local government sphere should be offered appropriate training in order to confront the above-mentioned challenges and the rural communities must be empowered to participate in the IRDPs process. Another aspect in relation to the ISRDS is the provision of adequate budgets and most importantly, the introduction of the following rural development ideas below:

- Sustainable livelihoods.
- Good governance.
- Decentralisation.
- Critique of participation.
- Sector-wide approaches.
- Social protection.
- Poverty eradication (Ellis & Biggs, 2001:439).

The above initiatives can assist immensely in the development of rural areas in the local sphere of government. The approach aimed to tackle rural poverty in a cross-sectoral manner through integrated rural development projects (SA, 2000a:3). Another initiative taken by government to alleviate poverty at the local government sphere was the introduction of the Broad-Based Black Economic Empowerment Act, 53 of 2003 which targets poverty by encouraging the participation of blacks in business.

### **3.3.3 Broad-Based Black Economic Empowerment Act, 53 of 2003**

The Broad-Based Black Economic Empowerment Act, 53 of 2003 is intended to create a favourable environment in which black people could make a meaningful contribution in the economy of the country in general. Section 2 (a)(b)(c)(e)(f) of the Broad-Based Black Economic Empowerment Act, 53 of 2003 states that the objectives of this Act are to facilitate broad-based black economic empowerment by:

- Promoting economic transformation in order to enable meaningful participation of black people in the economy.
- Achieving a substantial change in the racial composition of ownership and management structures and in the skilled occupations of existing and new enterprises.
- Increasing the extent to which communities, workers, cooperatives and other collective enterprises own and manage existing and new enterprises and increasing their access to economic activities, infrastructure and skills training.

- Promoting investment programmes that lead to broad-based and meaningful participation in the economy by black people in order to achieve sustainable development and general prosperity.
- Empowering rural and local communities by enabling access to economic activities, land, infrastructure, ownership and skills.

In order to overcome the deviations on BEE objectives, Broad-Based Black Economic Act 53 of 2003 was introduced and gazetted in December 2003. The Act confers wide powers and authority onto the Minister of Trade and Industry to issue, amongst other things, the Codes of Good Practices (Codes) in terms of which BEE will be measured (Van Wyk & Wiggins, 2012:3).

On February 2007, the BEE scorecard was finalised and gazetted in the Codes, and divided into the following three main categories:

- Direct empowerment, which refers to the extent that black people are involved in the ownership and management of the enterprise. This sub-section incorporates the main elements of the narrow-based BEE as originally formulated in the mining charter.
- Human resource development, which ensures the implementation of employment equity and the Skills Development Act. These incorporated similar targets to the Employment Equity Act and the Skills Development Act. Please note, however, that the Employment Equity Act works with a broader constituency of beneficiaries, which could conclude white females. The employment equity in the Codes only deals with the promotion of black people as defined by the act and the Codes.
- Indirect empowerment, which ensures preferential procurement from black empowerment companies (in line with the principles of the Preferential Procurement Act) as well as companies with a good BEE score, investment in black empowerment companies and corporate social spending (Van Wyk, *et al.*, 2012:3).

In terms of BEE objectives local government must apply these codes when entering into decisions affecting the following areas:

- procurement;
- licensing and concessions;
- public private partnerships; and
- the sale of state-owned entities (Van Wyk *et al.*, 2012:5).

Uneven distribution of resources which was a result of unsustainable apartheid patterns had to be rectified by the new system of procurement at the Dr KKDM in which the participation of the previously disadvantaged individuals in the local economy was fast-tracked by means of licensing and concessions, partnerships and their involvement in the sale of state-owned entities. In its quest to alleviate poverty, the government introduced the Reconstruction and Development Programme which is discussed below.

### **3.3.4 Reconstruction and Development Programme**

The Reconstruction and Development Programme (RDP) is a developmental strategy that dates back to the late 1980s (ANC/SACP/COSATU alliance) and adopted by the ANC-led government in 1994. Coetzee and Graaff (1994:242) describe the RDP as a revolutionary project, a transformation of the South African society and a reconstruction of a new social arrangement. Chipkin (2003:66) stated that the Reconstruction and Development Programme (RDP) casts third-tier government as the hands and feet of delivery initiatives; that is, essentially as administrative bodies charged with the execution of tasks mandated from above. The White Paper on Reconstruction and Development Programme (1994:7) sets out five key programmes to the third-tier government, which are as follows:

- Meeting basic needs.
- Developing human resources.
- Building the economy.
- Democratising the state and society.
- Implementing the RDP.

The aforementioned-information was relevant to the local government sphere in order to enable it to provide basic needs to local communities and build human capital to drive and implement developmental programmes or projects (such as IDP). In respect to the developmental local sphere of government the main principles of the RDP were essential, and are as follows:

- integration and sustainability;
- people-driven development;
- meeting basic needs and building the infrastructure;
- democratisation; and
- assessment and accountability (Mavengere, 2008:100).

From these principles a deduction could be made that the RDP policy seeks to democratise South Africa as a state in which basic infrastructure is provided based on peoples' needs and infrastructural developments are achieved in a sustainable manner and promotes accountability and responsibility.

The discussion above reflected the initiatives and programmes established as poverty alleviation strategies. A summary of the chapter is provided below.

### **3.4 CONCLUSION**

In this chapter the regulatory and legislative framework for integrated development planning and poverty alleviation was discussed (see section 3.2 above) in order to reflect the effectiveness and efficiency of integrated development planning mechanisms and poverty alleviation measures. The background, purpose and objective (section 3.3) of the initiatives were highlighted.

The chapter provided an overview of the Constitution of the Republic of South Africa, 1996 which forms the basis for the developmental local government in order to address poverty related challenges. All the policies, strategies, plans and acts mentioned above are derived from the Constitution to foster a favourable environment for infrastructural projects, education and health. In the next chapter the focus is on the empirical investigation of poverty alleviation through the IDP.

## CHAPTER 4

### POVERTY ALLEVIATION BY MEANS OF IDP: EMPIRICAL FINDINGS

#### 4.1. INTRODUCTION

The previous chapter dealt with the regulatory and legislative framework for integrated development planning and poverty alleviation in order to reflect the effectiveness and efficiency of integrated development planning mechanisms and poverty alleviation measures. In this chapter a detailed explanation of the research design and methods, target population, data collection procedures and problems, research techniques and instruments used to explore poverty alleviation measures by means of IDP in the Dr KKDM is provided.

Furthermore, the aim of this chapter is also to address the research question 4 (RQ 4) which was stated in chapter one of this study, namely:

- What are the challenges faced by the Dr KKDM in meeting its IDP objectives in order to alleviate poverty?

All the above questions were scientifically analysed and presented with the help of Statistical Consultation Services at the Potchefstroom Campus of the NWU. An account of the research methodology and design used in this study is provided in the next section.

#### 4.2. RESEARCH METHODOLOGY AND DESIGN

In this section the research methodology and research design are discussed. Other important components of the research, such as reliability, validity, population and sampling are also discussed below.

##### 4.2.1 Research methodology

The focus of this study was on the quantitative approach because the responses of the target population (i.e. members of community represented by ward councillors and IDP Steering Committee members) were expected to be large. The responses were presented in numerical form, due to the vastness of the Dr KKDM in terms of gathering, analysis and interpretation of information. Teddlie and Tashakkori (2009:5) define quantitative methods as the techniques

associated with the gathering, analysis, interpretation, and presentation of numerical information.

According to Babbie and Mouton (2004:75), research methodology focuses on the individual (not linear) steps in the research process and the most “objective” (unbiased) procedures to be employed. The responses gathered in this mini-dissertation were not tampered with in any way in order to achieve the accurate objectivity about the subject under investigation, and the appropriate steps and procedures were honoured. To determine the manner in which this study was conducted, the research design is discussed next.

#### **4.2.2 Research design**

According to Mouton (2001:55), a research design is a blueprint of how one intends to conduct the research. The research design for this study, *inter alia*, included a literature review, analyses of official documents, observation and data sampling through questionnaires including scientific analysis of the responses.

##### **4.2.2.1 Literature review**

Bordens and Abbott (2008:63) define a literature review as the process of locating, obtaining, reading, and evaluating the research literature in the area of interest. A literature review was used to trace and explore poverty related challenges facing Dr KKDM, and this was accomplished by scrutinising documents, such as, Community Survey 2007 Report by StatsSA and Dr KKDM'S IDP document. Other official documents, such as, the Constitution of South Africa of 1996, Development Facilitation Act, 67 of 1996, Local Government: Municipal Structures Act, 117 of 1998, Local Government: Municipal Systems Act, 32 of 2000, etc., were explored.

To locate relevant research material, such as articles and journals, EBSCOhost (i.e. Econolit, Academic search premier, etc.) was used in order to avoid plagiarism and familiarise the researcher with the subject. The Ferdinand Postma Library located at the Potchefstroom Campus of the North-West University was used to locate reading material, such as textbooks relevant to the topic of investigation. According to Bordens *et al.* (2008:63), the most important reason for literature review is to avoid needless duplication of effort.

#### **4.2.2.2 Observation**

The researcher in this study was an observer. According to Babbie *et al.* (2004:293), simple observation refers to a context where the researcher remains an outside observer. In this study the researcher observed the series of events regarding the IDP and poverty in the Dr KKDM. The observation approach is particularly useful for exploratory purposes, when we know little or nothing about a certain subject (Marczyk, DeMatteo & Festinger, 2005:151). Some advantages of observation are discussed below:

- It forces the observer to familiarise with the subject.
- It allows previously unnoticed or ignored aspects to be seen.
- People's actions are probably more telling than their verbal accounts and observing these are valuable.
- It is unobtrusive and when obtrusive, the effect wears off in reasonable time (Babbie & Mouton, 2004: 295).

The above-mentioned advantages of observation were used in this study to bring to the attention previously unnoticed issues regarding poverty and the IDP in the Dr KKDM. The researcher as an observer familiarised himself with aspects of the IDP and poverty in Dr KKDM. In attempting to test a theory (i.e. poverty alleviation through the implementation of the IDP in Dr KKDM), the use of a questionnaire was vital.

#### **4.2.2.3 Questionnaire**

This study also followed a survey methodology in which a survey questionnaire tested a theory between variables. Groves, Fowler, Couper, Lepkowski, Singer, and Tourangeau (2009:30) state that survey methodology seeks to identify principles about the design, collection, processing, and analysis of surveys that are linked to the cost and quality of survey estimates. Gray (2009:29) stated that the survey questionnaire attempts to test a theory in the field through exploring the association between variables.

##### **4.2.2.3.1 *The selection of a questionnaire as a measuring instrument***

For the purpose of this study, the research questionnaire was deemed necessary in order to facilitate communication amongst community members, IDP Steering Committee members and the researcher in the Dr KKDM. Davies (2007:82) stated that the questionnaire is intended to facilitate communication, usually brief, but always driven by the researcher's own agenda. In determining the responses, attitudes and behaviours of respondents briefly, the questionnaire is

the appropriate technique for the purpose of this study. Questionnaires are often used to gather information about facts, attitudes, behaviours, activities and responses to events, and usually consist of listed or written questions (Wisker, 2008:187).

In relation to the objectives of this study, closed-ended questionnaires were used. Teddlie *et al.* (2009:232) state that closed-ended questionnaires are employed more frequently in research studies because items with closed-ended responses are more efficient to collect and analyse. Brynard and Hanekom (1997:38-39); Ary, Jacobs and Razavieh (1999:421); Thomas and Nelson (2001:18); Anon (2006:1); Denscombe (2007:154); and Gray (2009:338) point out that some of the advantages of selecting closed-ended questionnaire are:

- They are low cost in terms of both time and money. In contrast to, say, interviews, questionnaires can be sent to hundreds or even thousands of respondents at relatively little cost.
- The inflow of data is quick and from many people.
- Respondents can complete the questionnaire at a time and place that suits them.
- Data analysis of closed questions is relatively simple, and questions can be coded quickly.
- Respondents' anonymity can be assured.
- There is a lack of interview bias.

With regard to the above-mentioned to ensure that participation in this study would not be harmful to participants (i.e. members of community represented by ward councillors and IDP Steering Committee members), the respondents did not have to write their names on the questionnaire. The questionnaire was also designed in such a way that the respondents could complete it at any time and place convenient to them. The structure of the question items were easy to understand and it saved time and money for the researcher in the sense that the questionnaire could have been sent to hundreds of respondents and they would have been able to interpret it on their own. In order to realise the aforementioned advantages, the construction of the questionnaire was appropriate and suited the objectives of this study.

#### 4.2.2.3.2 *Construction of closed-ended and open-ended questionnaire*

For the purposes this study, the construction of closed-ended questions provided adequate options for the respondents (i.e. members of community represented by ward councillors and IDP Steering Committee members) and did not discriminate in anyway. McCutcheon, Aruguete,

Edman and Kennison (2011:31) state that the closed-ended questionnaire should provide respondents with a set of response options from which they are asked to identify the response that best suits them. In this mini-dissertation, the questionnaire provided the respondents with four and five response options to choose from in order to attempt to determine their (respondents) views, attitudes and behaviours.

Two separate questionnaires were utilised in this study. Research Questionnaire 1 (i.e. Section A, B and C) was intended for members of the IDP Steering Committee of Dr KKDM while Research Questionnaire 2 (Section A and B) was intended for the community represented by ward councillors. Bethlehem (2009:45-50); and Gray (2009:340) provided a useful list of what to avoid when constructing individual questions of a questionnaire:

- **Prejudicial language:** Try to avoid language that is prejudicial or contains sexist, disablist or racist stereotyping.
- **Imprecision:** Avoid vague phrases such as “average”, “regularly” and “a great deal” since they are likely to be interpreted in different ways by different respondents
- **Leading questions:** These suggest a possible answer and hence, promote bias. Questions such as “Why do you think the organisation has been successful in the past three years?” are leading because they are making an assumption which the respondent may not necessarily agree.
- **Double barrel questions:** These should be avoided because they are impossible to answer.
- **Assumptive questions:** Avoid questions that make assumptions about people’s beliefs or behaviours
- **Hypothetical questions:** Try to avoid hypothetical questions such as: “Suppose you were asked to....”
- **Knowledge:** Make sure that the group that has been targeted to answer the questions has the knowledge actually to do so.
- **Memory recall:** People may have difficulty recalling what has occurred even quite recently.

The above information demonstrated that participation in this study would not disadvantage respondents through the use of discriminating and ambiguous language. The questions contained in the questionnaire should match the experiences, understanding and knowledge of the respondents in order to obtain precise and accurate responses. In ensuring that bias was

eliminated, the researcher designed the lining of the questions in such a manner that the outcome of the responses could not be influenced. Discrepancies caused by any of the above could have disadvantaged the credibility of this study.

In terms of this mini-dissertation, open-ended questions were only used in Section C of the Research Questionnaire 1 in order to probe the responses of the IDP Steering Committee. According to Denscombe (2007:165), open-ended questions are those that leave the respondents to decide the wording of the answer, the length of the answer and the kind of matters to be raised in the answer. Open-ended questions generate considerable information, which may lead to re-conceptualisation of the issues under study (Teddlie *et al.*, 2009:229). In terms of their disadvantages, open-ended questions:

- demand more effort on the part of the respondents;
- leave the researcher with data which are quite “raw” and require a lot of time-consuming analysis before they can be used;
- may often be considered to be more threatening, partly because they involve the respondent in thinking about how to answer;
- may seem to be probing in greater depth into the thinking or behaviour of the respondent;
- may result in vague answers that are not easily analysed;
- require double processing; and
- can be tiring to the respondents (Stopher, 2012:145-146; Denscombe, 2007:166).

From the above, the respondents (members of community represented by ward councillors and IDP Steering Committee members) were intimidated in terms of their thinking ability, time spent to respond and the amount of effort dedicated to the open-ended questions. As for the researcher, the information came in raw form and it (open-ended questions) required more time to analyse. In terms of this study, the following were the advantages of open-ended questions:

- Provided an opportunity for respondents to their own views, without being straitjacketed into a response set defined by the survey designer.
- Were especially good for developing ideas or new concepts.
- Were often source of “quotable quotes” that may be incorporated in news release or other public documents concerning the survey (Stopher, 2012:146).

The above-mentioned information enabled the respondents to express their opinions and views freely, and generate new ideas. The next discussion is on the disadvantages of the questionnaire which were avoided during this study.

#### 4.2.2.3.3 *Disadvantages of using a questionnaire*

The use of a questionnaire, like any data collecting technique, has weaknesses that might result in the following disadvantages:

- Respondents may answer superficially, especially if the questionnaire takes a long time to complete.
- Questionnaires are standardised so it is not possible to explain any points in the questions that participants might misinterpret.
- Questionnaires may be put aside and forgotten.
- A researcher is apt again only limited, and possibly distorted, information (Milne, 1999: Online; Leedy & Ormrod, 2005:185; O'Hanlon, 2003:82-83).

All the above-mentioned problems related to close-ended questionnaires were taken into consideration in the best interest of this study. In overcoming these disadvantages, the research questionnaire was explained to the respondents before completion. Questions seeking clarity were allowed, and the questions were direct and short. The questionnaires were collected immediately after the respondents had completed them. In the next section, the reliability of the research approach used in this study is discussed.

### **4.2.3 Reliability**

For the purpose of this mini-dissertation the inclusion of reliability was necessary since it provided consistency of the results. McCutcheon *et al.* (2011:40) define reliability as the extent to which a measure is free from random error. This means an instrument is reliable when it produces the same result over a period of time under identical or very similar condition (Neuman, 2006:188). In order to obtain a reliable measure which produces/yields consistent results in this study, reliability was established by constructing question items that reflected the prevalence of poverty and the IDP strategies used to alleviate poverty by the Dr KKDM in its geographically demarcated municipal area. Linked with the issue of reliability is the question of validity.

### **4.2.4 Validity**

Groves *et al.* (2009:274) define validity as the extent to which the questionnaire measures accurately and reflects the intended construct. In the case of this study, the question items

matched reality in order to accurately measure the intended construct. This means that the question items match the social reality being measured (Neuman, 2006:188). In testing the validity, two research questionnaires were compiled of which Research Questionnaire 1 was intended for members of the IDP Steering Committee; while Research Questionnaire 2 was intended for members of the community represented by ward councillors. As part of the research design, data sampling was undertaken from a selected population.

#### **4.2.5 Population**

The population was divided into different sub-populations. Groves *et al.* (2009:44) describe the population as a set of persons of finite size, which will be studied. The population size in this study was represented by (N) and sample size represented by (n), the IDP Steering Committee members (N=21; n=19) were issued with the questionnaires for completion; ward councillors (as representatives of members of the community) (N=71; n=64) were also issued with questionnaires. Below are critical characteristics of a population that was utilised in selecting the sample for this study:

- size of the population;
- homogeneity/heterogeneity of the population;
- accessibility of the population; and
- spatial distribution of the population (Daniel, 2012:74).

All of the above indicate that the population determines the sampling in terms of selecting the size, heterogeneity, homogeneity, spatial distribution, and accessibility of the population. These demonstrate how the population assists sampling with the detailed and specification of demographics of targeted population.

#### **4.2.6 Sampling**

The sampled respondents were selected from the entire population of the Dr KKDM. Daniel (2012:1) defines sampling as the selection of a subset of a population for inclusion in a study. Convenience sampling was used in this study to access the selected subset of population (members of community represented by ward councillors and IDP Steering Committee members) which was readily available in the Dr KKDM municipal area. In convenience sample, one simply takes what one can get where one can most easily get it (Davies, 2007:55; Teddlie *et al.*, 2009:170). In the case of this study, convenience sampling was used to produce the following advantages:

- least resources requirements: in terms of time, money and personnel; and

- simplest operational procedures (Daniel, 2012:84).

The above assisted with the successful completion of this study with regard to the cost effective usage of resources (of time, money and personnel) and procedure. In an attempt to realise equal probability of sampling the population, simple random sampling was used in the study as well. Stopher (2012:271) describes simple random sampling as the drawing of elements or units of population with or without replacement, with an equal probability of being sampled on each draw. Each element in the target (ward councillors), in the case of the Dr KKDM would have the same probability of being selected in random sampling. The advantages of using simple random sampling in this study were:

- advance auxiliary information on the elements in the population is not required;
- every possible combination of sampling units has an equal and independent chance of being selected;
- easier to understand and communicate to others;
- tends to yield representative samples; and
- statistical procedures required to analyse data and compute errors are easier (Daniel: 2012:129).

Simple random sampling without replacement was utilised for easy understanding and communication. The combination units of simple random sampling enabled an equal opportunity of being selected in order to accommodate elements of being selected just once. Sampling without replacement guarantees that elements cannot be selected more than once in the same sample (Bethlehem, 2009:65). Tables 7 and 8 below provide an overview of the population sample size applicable for this study.

**Table 7: Response rate of IDP Steering Committee**

Number of distributed questionnaires	Number of returned questionnaires	Percentage
21	19	90,5%

**Table 8: Response rate of Ward Councillors**

Number of distributed questionnaires (N)	Number of returned questionnaires (n)	Percentage
71	64	90,1%

The responses of the respondents as well as the analysis and interpretation of data form an essential part of this study.

#### **4.3 ANALYSIS AND INTERPRETATION OF EMPIRICAL DATA**

The data gathered in this study was analysed and interpreted in order to provide some clarity regarding the research problem. Graziano and Raulin (2004:44) state that in the data-analysis phase, the researcher processes and makes sense out of the data. In order to make sense from the data, the Likert scale was used in the data-analysis phase. The Likert scale typically contains a statement combined with a set of four or five responses (McCutcheon *et al.*, 2011:31).

Graziano *et al.* (2004:44) stated that having statistically analysed the data, the researcher interprets the statistical results in terms of (i) how they help to answer the research question and (ii) how this answer contributes to the knowledge in the field. Interpreting the statistical data, gives a true reflection of measurement or observation that describes a sample. A statistic is a value, usually a numerical value that describes a sample (Gravetter & Wallnau, 2005:5).

The questionnaire was divided into Research Questionnaire 1 and 2 of which Research Questionnaire 1 (Sections A, B and C) was responded to by members of the IDP Steering Committee. The Research Questionnaire 2 (Section A and B) was responded to by ward councillors who represented members of the community. The next section provides the descriptive presentation of the research results.

#### **4.4 RESEARCH QUESTIONNAIRE 1**

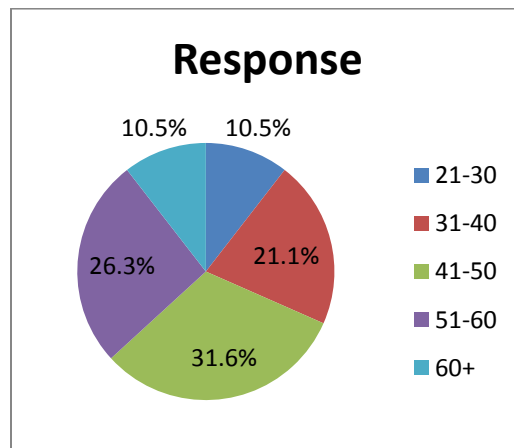
Research Questionnaire 1 consisted of three sections, namely: section A, B, and C. Section A focused on biographical and demographic information of members of the IDP Steering Committee in the Dr KKDM. In section B, the roles and responsibilities of members of the IDP

Steering Committee in the alleviation of poverty in the Dr KKDM was determined; section C afforded members of the IDP Steering Committee an opportunity to present possible problems/challenges regarding Integrated Development Planning and poverty alleviation in the Dr KKDM municipal area of jurisdiction.

#### 4.4.1 Section A: Biographic and demographic information

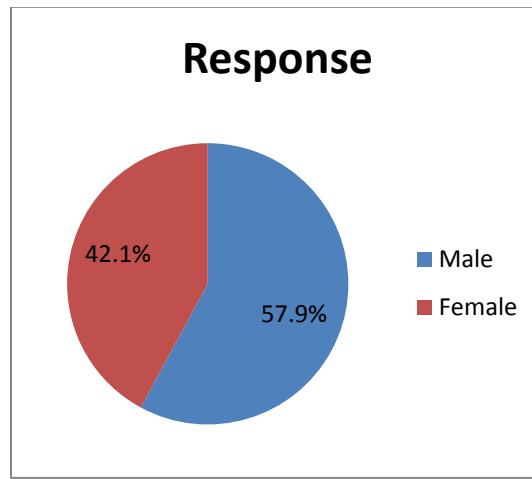
In section A of research questionnaire 1, the statistical results of each statement below were summarised in the form of pie graphs. The purpose of this section was to seek biographical information (namely: age, gender, highest qualification, and experience in the municipality) of the IDP Steering Committee in the Dr KKDM.

##### 4.4.1.1 A1: Age



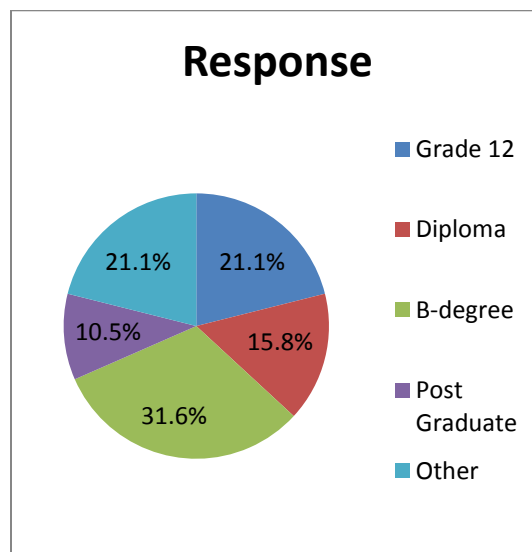
The statistical results revealed that the majority (21,1%, 31,6% and 26,3%) of the respondents (members of the IDP Steering Committee) were at age 31-40, 41-50 and 51-60 respectively. It could be deduced that in terms of this range of age, the members of the IDP Steering Committee are mature enough to make sound decisions that are not based on emotions.

**4.4.1.2 A2: Gender**



In terms of gender representativity, 57,9% of respondents were males and 42,1% were females. The results are not representative of the demographics of Dr KKDM in terms of gender, and this could mean that Dr KKDM is not fully supporting the government’s effort which seeks to address the gender representation of women in the workplace.

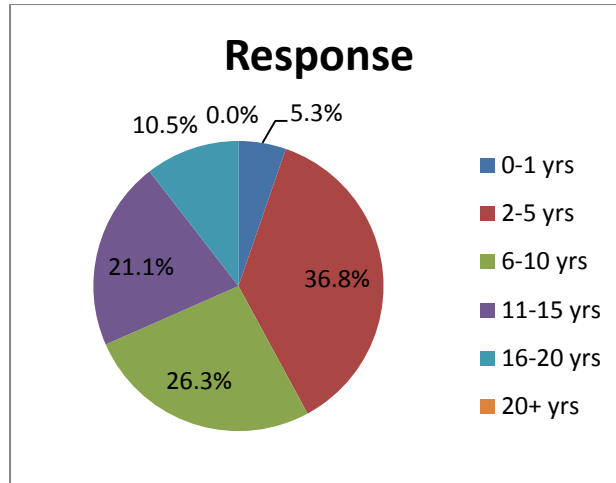
**4.4.1.3 A3: Highest Qualification**



The data revealed that 21,1% of respondents have Grade 12, and 15,8% have Diploma’s qualifications whilst 31,6% and 10,5% have B-degrees and Postgraduate degrees respectively.

These results suggest that the members of the IDP Steering Committee are well educated and should be able to deal with the sophisticated process of the IDP that seeks to alleviate poverty around the Dr KKDM area of jurisdiction.

**4.4.1.4 A4: Experience in the Municipality**

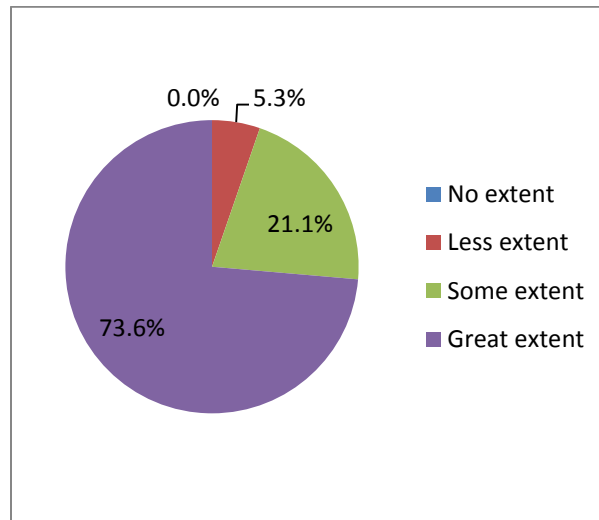


Five per cent and 36,8% of respondents have 0-1 and 2-5 years' experience in the municipality while 26,3% and 21,1% of respondents have 6-10 and 11-15 years' experience in the municipality. This is an indication that within the ranks of the IDP Steering Committee in the Dr KKDM, the level of experience is inadequate to enable the members to address poverty related issues.

**4.4.2 Section B: Likert-scale questions to IDP Steering Committee Members**

Section B of Research questionnaire 1 sought to determine to which extent the IDP Steering Committee performed their responsibilities to alleviate poverty in the Dr KKDM and its geographically demarcated municipal area, and their understanding of what the IDP entails in the local government sphere (RO1 and RO2).

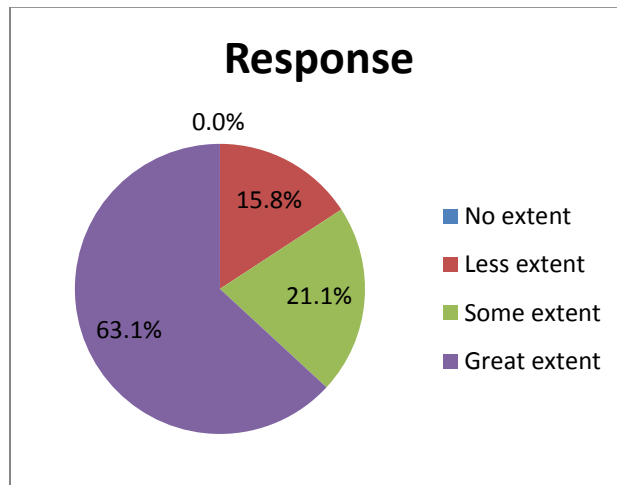
**Statement B1: As a member of the IDP Steering Committee, I ensure that IDP identifies the needs and priorities of the community**



In this statement, the overwhelming majority (73.6%) of the respondents indicated that the IDP identifies the needs and priorities of the community, whilst 5,3% of the respondents were of the opinion that the needs and priorities of the community were identified according to the IDP to a lesser extent than anticipated.

This could mean that a very small number (5,3%) of IDP Steering Committee members were not fulfilling their basic responsibility of identifying the needs and priorities of the community. Twenty one per cent of respondents were of the view that IDP needs and priorities were met to some extent.

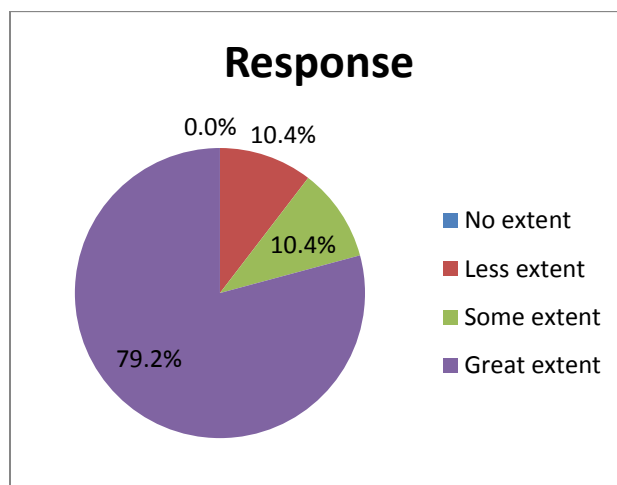
**Statement B2: As a member of the IDP Steering Committee, I ensure that the IDP uses scarce resources effectively**



The scientific data indicated that the majority (84,2%) of the respondents reckoned to some/great extent that the IDP used scarce resources effectively, whilst 15,8% of the respondents agreed to a lesser extent that the IDP used scarce resources effectively.

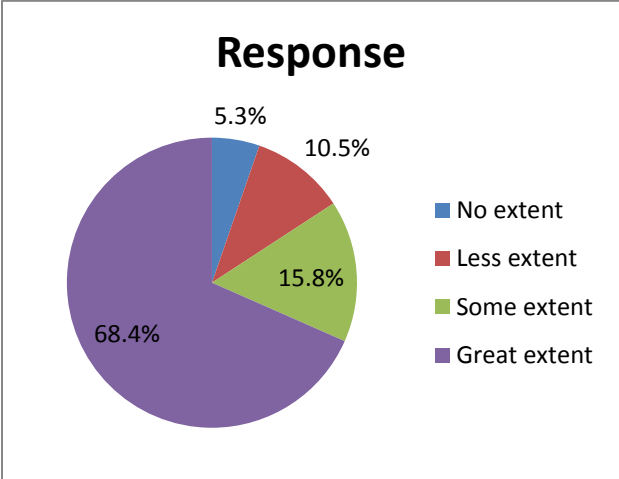
It could be deduced that the majority of IDP Steering Committee are familiar with the principles of good governance and its application in practice, and would be able to use scarce resources effectively to achieve the IDP targets.

**Statement B3: As a member of the IDP Steering Committee, I ensure that IDP helps speed up service delivery**



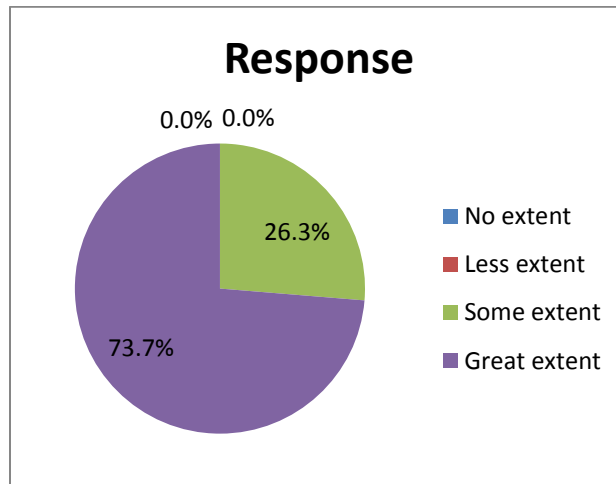
The majority (89,4%) of the respondents reckoned to some/great extent that the IDP speeds up service delivery, whilst 10,5% of the respondents stated to a lesser extent that the IDP does not speed up service delivery. It can be deduced that the IDP objectives aligned to service delivery should be clarified to all the members of the Committee as the IDP depicts the aspirations and needs of the community.

**Statement B4: As a member of the IDP Steering Committee, I ensure that IDP attracts additional funds**



Eighty-four per cent of respondents indicated to some/great extent that they ensure that the IDP attracts additional funds for the municipality, whilst 15,8% of respondents were of the opinion that to no or a lesser extent they have ensured that the IDP attracted additional funding. This indicates that the majority of the IDP Steering Committee acknowledged that the municipality will not always have sufficient resources to implement IDP-related projects (see section 2.5.1.1 of this study). Having financially-feasible projects on the IDP could serve as a mechanism to attract investment from the private sector, development finance institutions and other spheres of government.

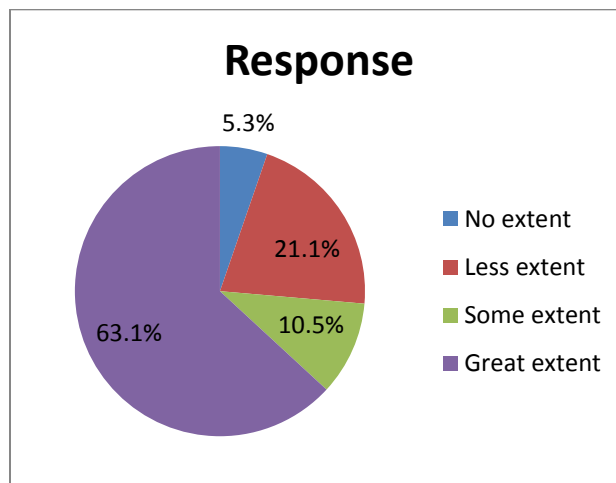
**Statement B5: As a member of the IDP Steering Committee, I ensure that IDP helps to overcome the legacy of underdevelopment**



The statistical results revealed that all the respondents were of the view that the IDP should serve as a mechanism that can assist, to-overcome to some and to a great extent, the legacy of underdevelopment.

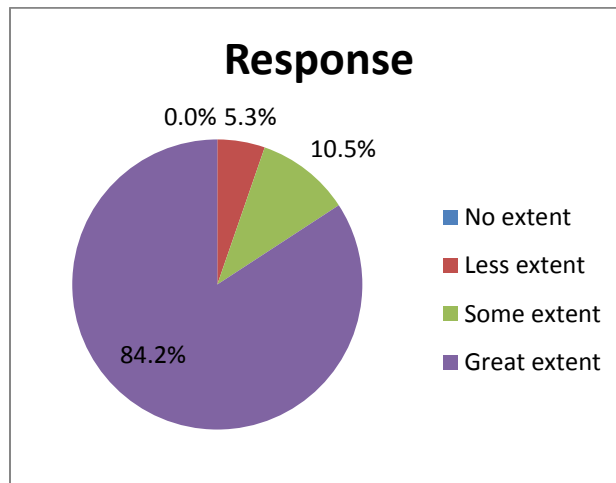
The results indicated that the respondents viewed underdevelopment in communities as a serious challenge that should be reversed and that the IDP, as the main municipal strategy for integrated growth and development should fulfil its purpose.

**Statement B6: As a member of the IDP Steering Committee, I ensure that the IDP promotes intergovernmental coordination between local, provincial and national spheres of government**



Seventy-four per cent of the respondents indicated to some/great extent that the IDP should promote coordination across all three spheres of government, whilst 26,4% of the respondents reckon to no or a lesser extent that the IDP promoted coordination across all three spheres of government. Though the IDP contained the aspirations and needs of the local community, these needs could not be executed by the local municipality alone (see also argument in section 2.6.1 of this mini-dissertation). Government legal frameworks including the constitution provided guidelines on which sphere of government should undertake certain duties and responsibilities. Moreover, some municipalities may not have sufficient tools/resources (e.g. human, financial, etc.) to implement the IDP objectives.

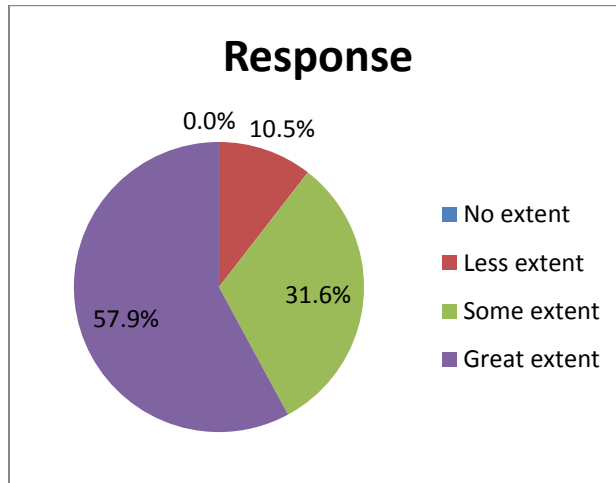
**Statement B7: As a member of the IDP Steering Committee, I ensure that the IDP sustains the provision of basic services, creates jobs, promote democracy and accountability and eradicate poverty**



The empirical survey revealed that an overwhelming majority (94,7%) indicated to some/great extent that the IDP sustained the provision of basic services, created jobs, promoted democracy and accountability and eradicated poverty, whilst 5,3% of respondents were of the opinion that the IDP sustained the provision of basic services, created jobs, promoted democracy and accountability and eradicated poverty to a lesser extent.

It can be deduced from the above empirical results that the South African government's developmental goals are clear, namely: acceleration of economic growth, creation of job opportunities and reduction of poverty (see section 2.5.2 of this mini-dissertation). It was vital that the Steering Committee acknowledged that the IDP should serve as the municipal strategy to ensure that developmental objectives are achieved.

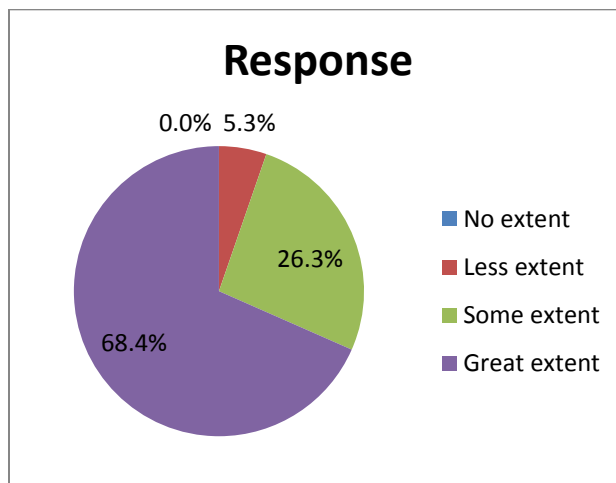
**Statement B8: As a member of the IDP Steering Committee, I ensure that IDP promotes social and economic development**



The statistical results revealed that the majority (89,5%) of the respondents agreed to some/great extent that the IDP promoted social and economic development, whilst 10,5% of respondents agreed that the IDP promoted social and economic development to a lesser extent.

It can be interpreted that a few committee members do not have a clear understanding of the government's developmental goals (e.g. economic growth, job creation and poverty alleviation) and how the IDP could be utilised to attain these goals. It also indicated that the respondents had a different view of the IDP being a conduit for social and economic upliftment.

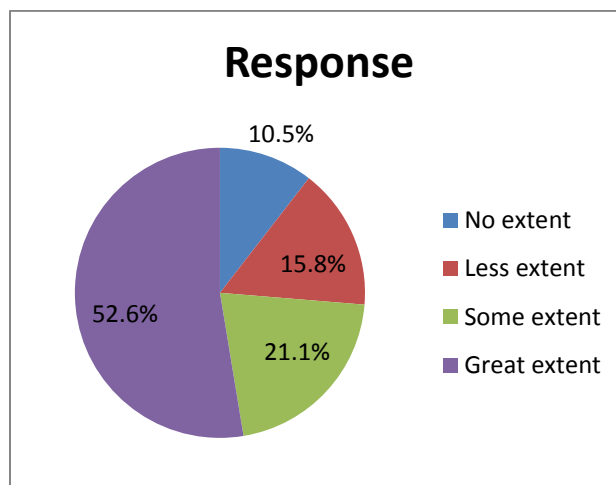
**Statement B9: As a member of the IDP Steering Committee, I ensure that the IDP encourages involvement of the communities**



The overwhelming majority (94,7%) of the respondents to some/great extent that the IDP encouraged involvement of communities, whilst 5,3% of the respondents indicated that the IDP encouraged involvement of communities to a lesser extent.

The results revealed that the Steering Committee held a high regard for the importance of community involvement in the municipality's decision-making processes, including the execution of IDP-related projects (see also argument in section 2.6.1.3 of this mini-dissertation). Research has shown that the lack of community involvement in most municipalities across South Africa had led to service protests due to the lack of communication with the affected communities.

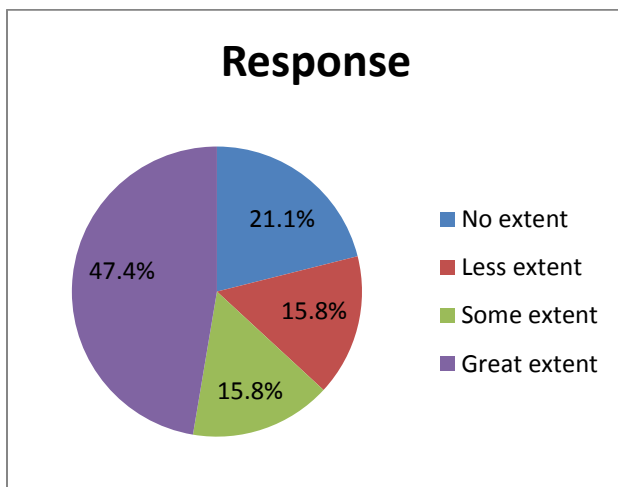
**Statement B10: As a member of the IDP Steering Committee, I ensure that the IDP guides and informs all planning, budgeting, management and decision-making in the municipality**



The empirical survey reflected divergent views from the respondents with reference to this statement. Seventy-four per cent of the respondents indicated to some/great extent that the IDP guides and informs all planning, budgeting, management and decision-making in the municipality. However, 26,3% of the respondents indicated that the IDP guided and informed all planning, budgeting, management and decision-making in the municipality to a lesser extent.

The different views held by the respondents regarding the matter show that there is a lack of understanding of the role the IDP plays in planning, budgeting and decision-making. Furthermore, the respondents did not view misalignment of the IDP processes with the municipality's planning, budgeting and decision making processes as problematic. This could be problematic as the IDP contained the community's wishes and needs and these served as a guide to prioritise key projects in planning and budgeting for the short to medium-term.

**Statement B11: As a member of the IDP Steering Committee, I ensure that the IDP serves as a guide to the private sector in making decisions with regard to areas and sectors for investment**



The statistical results revealed (63,2%) of the respondents reckoned to some/great extent that the IDP served as a guide to the private sector in making decisions with regard to areas and sectors to invest in. In contrast, 36,9% of the respondents indicated that the IDP served to a lesser extent as a guide to the private sector in making decisions with regard to areas and sectors to invest in.

These divergent views of the respondents reflected the lack of concurrence with regard to the main objectives of the IDP with respect to investment and the tools necessary to attract private sector investment into the municipality. It could be assumed that some of the respondents did not understand or foresee the role of private investment in the execution of the IDP projects.

#### **4.4.3 GENERAL INTERPRETATION OF STATEMENTS B1-B11 ABOVE**

The purpose of statements B1-B11 was to determine to which extent the IDP Steering Committee executed their responsibilities to alleviate poverty in the Dr KKDM and its geographically demarcated municipal area; and their understanding of what the IDP entailed in the local government sphere (RO1 and RO2).

Statements B1 and B9 questioned the involvement of the community in the IDP process in order to assist the process to identify their needs. In terms of redressing the legacy of underdevelopment created by apartheid, statements B3 and B5 saw the IDP as a means to expedite service delivery in order to address underdevelopment. Statements B7, B8 and B11

identified the IDP as a means to guide the private sector to invest in the area in order to boost the economic growth which translated in the creation of jobs, eradication of poverty, etc.

#### **4.4.4 SECTION C**

Section C of Research questionnaire 1, consisted of open-ended questions in which the members of the IDP Steering Committee were requested to provide any perceived problems/challenges regarding Integrated Development Planning and poverty alleviation. The respondents listed the following problems/challenges:

- Dr KKDM ceased to be a water services authority in 2006, but still sits with loan debts of millions of rand due to poor intergovernmental relations between different spheres.
- The Local Economic Development in the Dr KKDM has been plagued by the lack of skills at senior level to the extent that excellent strategic documents (such as Poverty Alleviation Strategy, LED Strategy, and Agricultural Strategy) are not migrated into the Dr KKDM's IDP.
- Large amounts of resources (intended for poverty alleviation) are lost during corrupt activities, but equally so in the process of correcting them, due to legal costs involved.
- Monitoring and evaluation of project implementation and general municipal activities had been poorly handled internally.
- The quality of Statistical Information available for planning had for some time been declared as a major administrative setback.

##### **4.4.4.1 Interpretation of section C**

According to the responses given above, the Dr KKDM is facing challenges with regard to the inheritance of water services debt even though it had long ceased to be a water services authority, and this could be due to a low coordination and cooperation levels amongst the three spheres of government in terms of sharing and exchanging ideas and assisting each to overcome this problem/challenge which posed financial implications for the district. The lack of human resources capacity (shortage of appropriate and critical skills) in local government sphere to synergise strategies such as Poverty alleviation, LED and Agricultural Strategy had led to the breakdown of coordination between these strategies and the Dr KKDM's IDP, in essence had created each of these above-mentioned strategies to function in silos.

The respondents also indicated that corrupt activities in the Dr KKDM hampered the rollout progress of the IDP projects which in essence implied that resources allocated for the IDP

rollout were expropriated by corrupt officials. All the above-mentioned problems/challenges were compounded by the administrative incompetency of handling statistical data/or information which in essence could mean that planning for the IDP Strategy was adversely affected since the IDP needs spoke directly to the budget. In the next section the Research questionnaire 2 is discussed which focused on the opinions of the ward councillors.

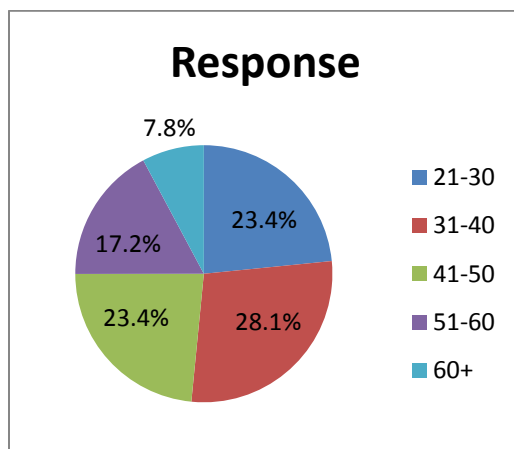
#### 4.5 RESEARCH QUESTIONNAIRE 2

The purpose of Research questionnaire 2 was to determine the opinions of the ward councillors as members of the community with regard to challenges faced by the Dr KKDM in meeting its IDP's objectives in order to alleviate poverty.

##### 4.5.1 SECTION A: BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

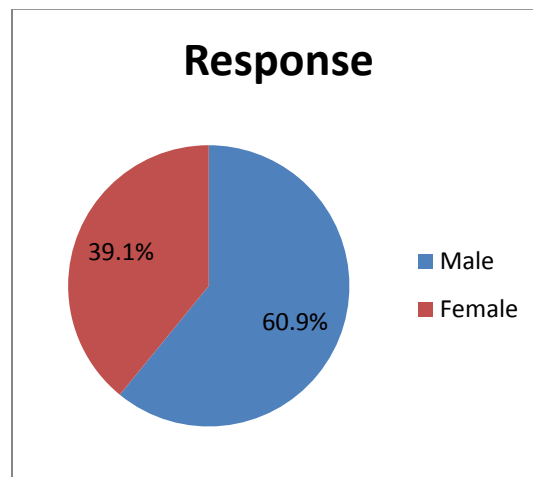
In section A of Research questionnaire 2, pie charts were used to summarise the statistical results of each statement below. The purpose of this section was to gather personal information (namely: age, gender, number of persons in the households and in which local municipality of the Dr KKDM they were resident) of ward councillors as representatives of the members of the community.

###### 4.5.1.1 A1: Age



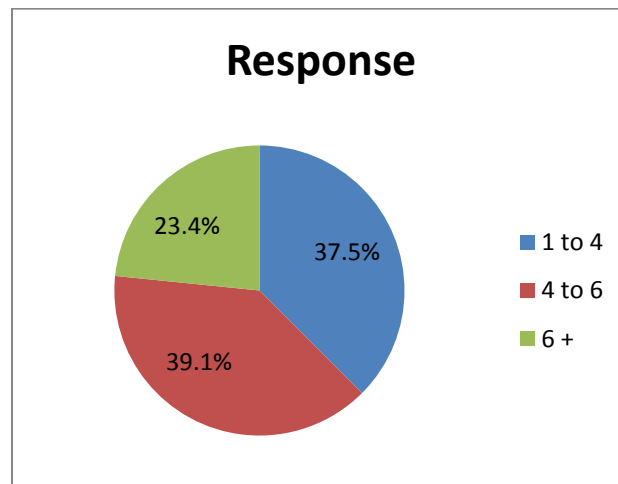
In this question, the scientific data revealed that 23,4% and 28,1% of the respondents were between the age of 21-30 and 31-40 respectively whereas 23,4% and 17,2% were between 41-50 and 51-60 of age respectively. This reflected a blend of generational mix in politics in which the youths were gaining valuable knowledge from the older generation.

**4.5.1.2 A2: Gender**



Sixty-one per cent of the respondents were males and 39,1% were females which defied the efforts of the government in terms of gender representation. Under-representation of females in the local sphere of government in the Dr KKDM in particular, could be seen as a drawback because views, opinions and aspirations of women were not well represented although they were in majority in the Province.

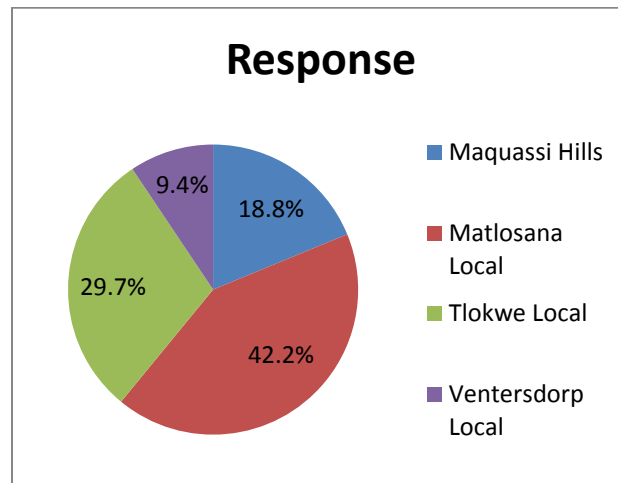
**4.5.1.3 A3: Number of persons in households**



37,5% of the respondents fell in categories 1-4 in terms of the number of persons in the household whereas 39,1% and 23,4% fell in the range of 4-6 and 6+ respectively. These results were an indication with regard to the provision of housing in the Dr KKDM. This could

mean that the provision of housing in the district was not taking place fast enough to meet the increasing need.

**4.5.1.4 A4: Within which local municipality of the DR KKDM region do you reside?**

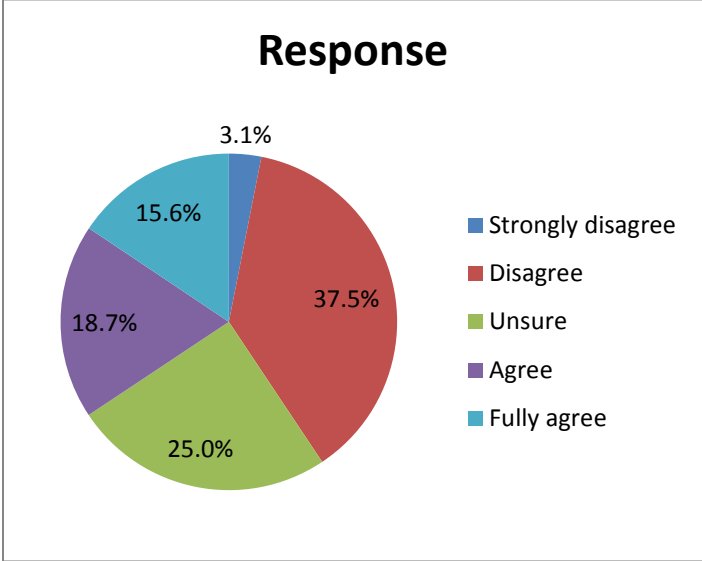


The empirical data revealed that 18,8% and 42,2% of the respondents resided in Maquassi Hills and Matlosana local municipality areas respectively while 29,7% and 9,4% of the respondents resided in Tlokwe and Ventersdorp local municipality areas. This data suggested that Matlosana was well represented in the district followed by Tlokwe and the least represented is Ventersdorp. In essence this data represented the sizes of the local municipalities in terms of population in the Dr KKDM.

**4.6 SECTION B: LIKERT SCALE STATEMENTS FOR COMMUNITY MEMBERS**

In section B, statements were linked to (RO3) and (RO4) of the study and the ward councillors responses were summarised into statistical results. The purpose of this section was to probe the challenges the ward councillors experienced with regard to poverty alleviation, and also seek their opinion of the manner in which the DR KKDM drove policies, strategies and procedures for the effective implementation of the IDP.

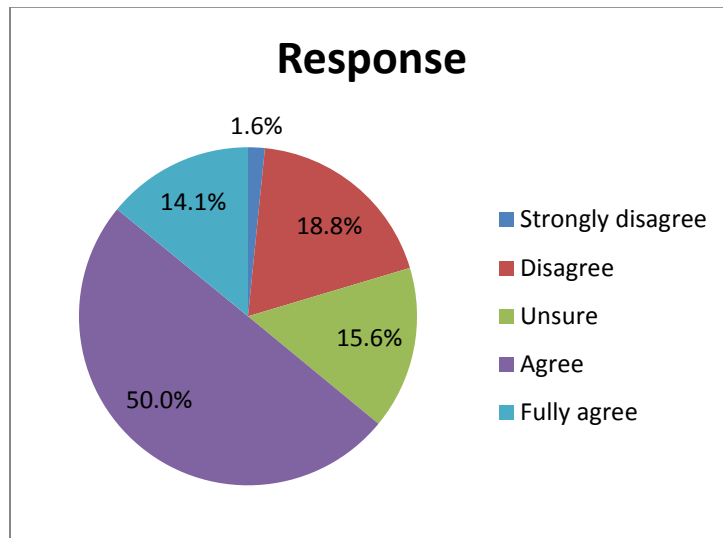
**Statement B1:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to attracting foreign direct investment (FDI)



Thirty-four per cent of the respondents agreed/fully agreed that the Dr KKDM experienced challenges with regard to attracting foreign direct investment (FDI) for poverty alleviation; while 40,6% of the respondents disagreed/strongly disagreed. 25% of the respondents were unsure about the statement.

It was difficult to come to a conclusion regarding this statement because it presented a sharp divergence of views regarding the interpretation of direct foreign investment amongst the respondents. The majority, however, were of the view that foreign direct investments were not drawn to the area. The respondents had no applicable data readily available to prove that investment was made by foreign companies on a quarterly basis in the district.

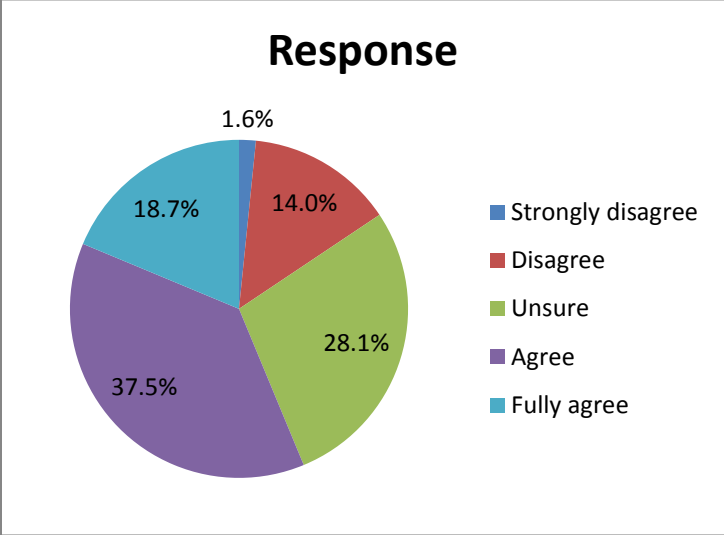
**Statement B2:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to job creation policies



The statistical results revealed that 64,1% of respondents agreed/fully agreed that the Dr KKDM is experiencing challenges with regard to job creation policies; whilst (20,4%) of respondents disagreed/strongly disagreed with the statement. Fifteen per cent of respondents were unsure.

It can be deduced that the significant number of ward councillors (64,1%) were of the opinion that there is a challenge with regard to job creation policies. 20,4% did not consider job creation policies as a challenge. Therefore, this could imply that the unemployment rate was very high in the Dr KKDM although another section of ward councillors ignored the facts (refusal to admit) which could be due to political reasons (see section 1.2 of this study).

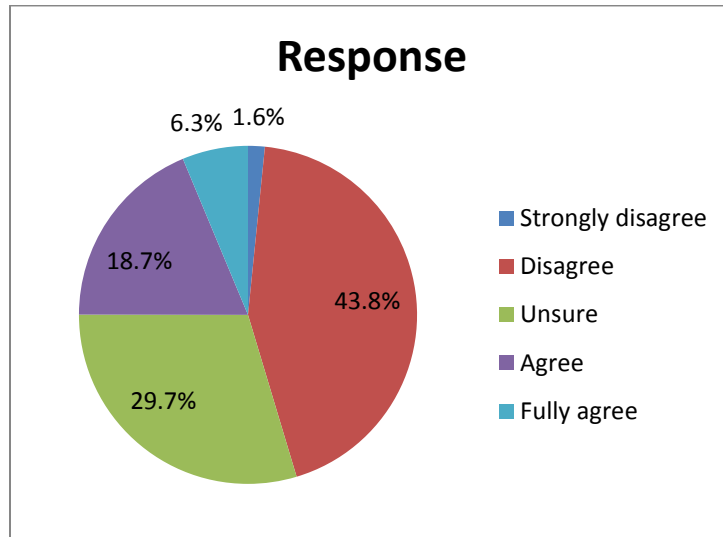
**Statement B3:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to promoting economic growth by encouraging partnership between itself and the private sector



The empirical data revealed that 56,2% of the respondents agreed/fully agreed that the Dr KKDM experienced a challenge with regard to promoting economic growth by encouraging partnership between itself and private sector. Fifteen per cent disagreed/strongly disagreed while twenty-eight per cent of respondents were unsure about the statement.

It could be argued that the majority of the ward councillors perceive partnership between the Dr KKDM and the private sector as being at the lower levels and did not translate into developmental opportunities for local communities which could improve the livelihood of the people (see also argument in section 2.5.1.1 of this mini-dissertation).

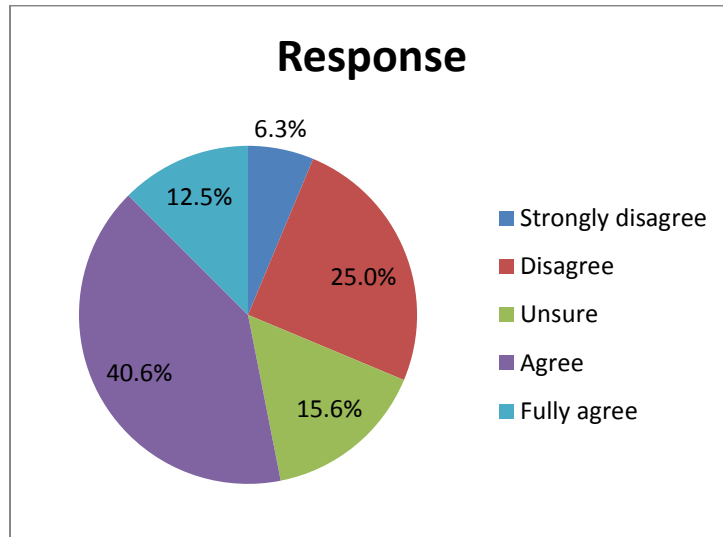
**Statement B4:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to skills development programmes to develop and empower its staff and members of the community



In this statement, 25% of the respondents agreed/fully agreed that the Dr KKDM is experienced a challenge with regard to skills development programmes to develop and empower its staff and members of community; while 45,4% of respondents disagreed/strongly disagreed Thirty per cent of respondents were unsure about the statement.

This above implied that the Dr KKDM was involved in the development of its employees and members of the community through the offering of university bursaries and availing the in-house and skills development programmes (see section 2.5.3 of this mini-dissertation). In terms of a significant number (29,7%) of the respondents who were unsure, this could mean that the Dr KKDM does not publicly avail the information to its people (its employees and members of community).

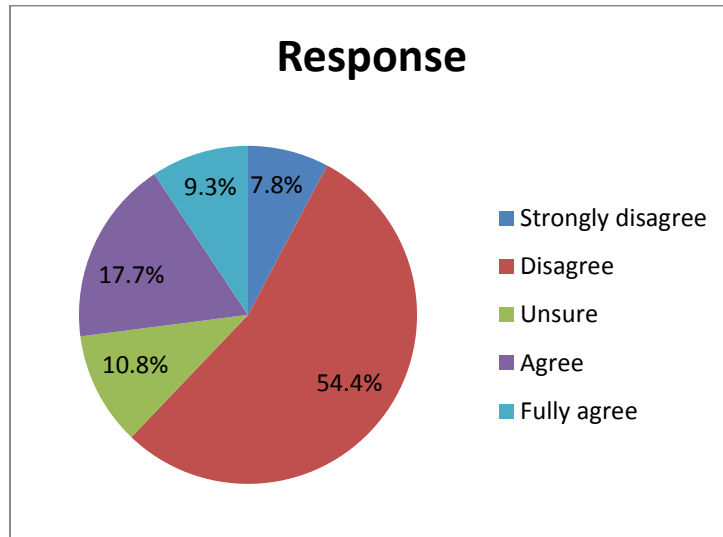
**Statement B5:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to water backlogs intended for households



The statistical results showed that (53,1%) of the respondents agreed/fully agreed that the Dr KKDM experienced a challenge with regard to water backlogs intended for households; while 31,3% of respondents disagreed/strongly disagreed. However, (15,6%) of ward councillors were unsure whether the Dr KKDM experienced a challenge with water backlogs intended for households.

It can, therefore, be assumed that household usage of water was not yet functioning at an optimal level which could be due to factors such as bad infrastructure planning, lack of resources, political interference, lack of expertise, etc. This challenge could be compounded by difference of opinion amongst politicians (ward councillors) since a considerable number of respondents (31,3%) strongly disagreed and disagreed. The provision of potable (drinking) water is an important barometer in the alleviation of poverty.

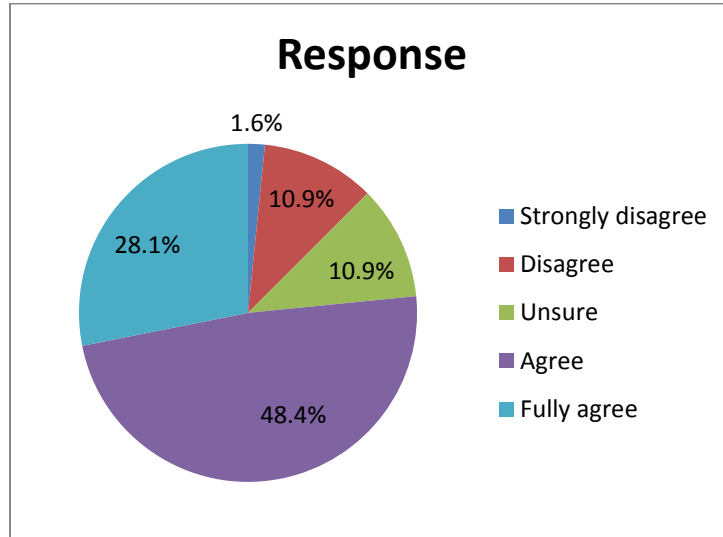
**Statement B6: As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to capacity of waste water treatment**



In this statement, the statistical results indicated that 27,2% of the respondents agreed/fully agreed that Dr KKDM is experiencing a challenge with regard to capacity of waste water treatment; while 62,5% of respondents disagreed/strongly disagreed. Eleven per cent of respondents were unsure about the statement.

According to the above information, clean water is not a problem in the Dr KKDM although there was a difference of opinion amongst the respondents. More accurate data could have determined if there was a serious challenge with regard to water. A large number of fatalities could have been reported and captured in the district's health statistics.

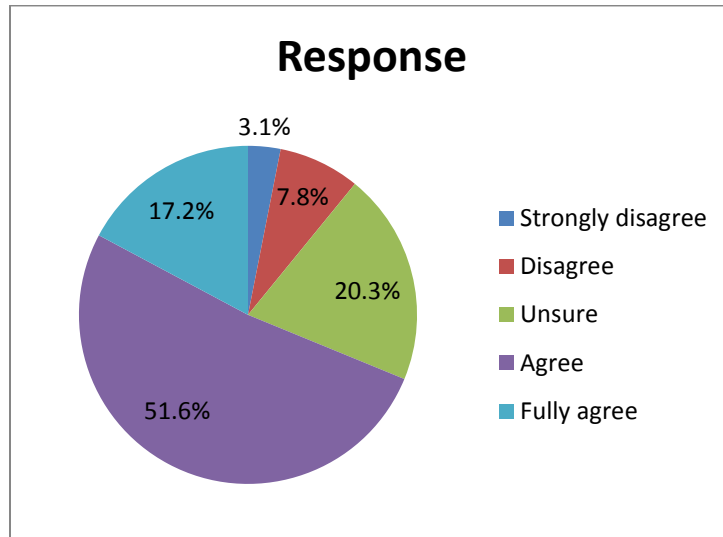
**Statement B7: As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to households served with sanitation facilities**



From the above, the statistical results indicated that 76,5% of the respondents agreed/fully agreed that Dr KKDM experienced a challenge with regard to the provision of sanitation facilities to households while thirteen per cent of respondents disagreed/strongly agreed. Eleven per cent of respondents were unsure about the statement.

From the above, it could be assumed that challenges such as the toilet bucket system still existed in the Dr KKDM, and that pipe bursts do occur without receiving the immediate attention which often led to health hazards (such as diarrhoea, cholera, etc.). Accessible sanitation is an important indicator of poverty alleviation in SA.

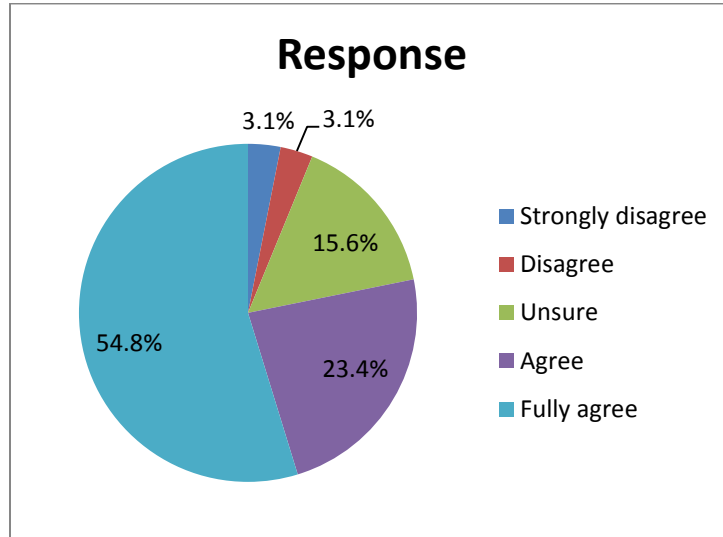
**Statement B8:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to under investment in road maintenance and management



In this statement, 68,8% of the respondents agreed/ fully agreed that the Dr KKDM experienced a challenge with regard to under-investment in road maintenance and management; whilst 10,9% of respondents disagreed/ strongly disagreed. However 20,3% of the respondents were unsure whether the Dr KKDM experienced a challenge with regard to under investment in road maintenance and management.

Therefore, it could be deduced that road maintenance is not managed at an acceptable standard especially when considering the potholes that existed across the district (see section 2.5.4 of this mini-dissertation).

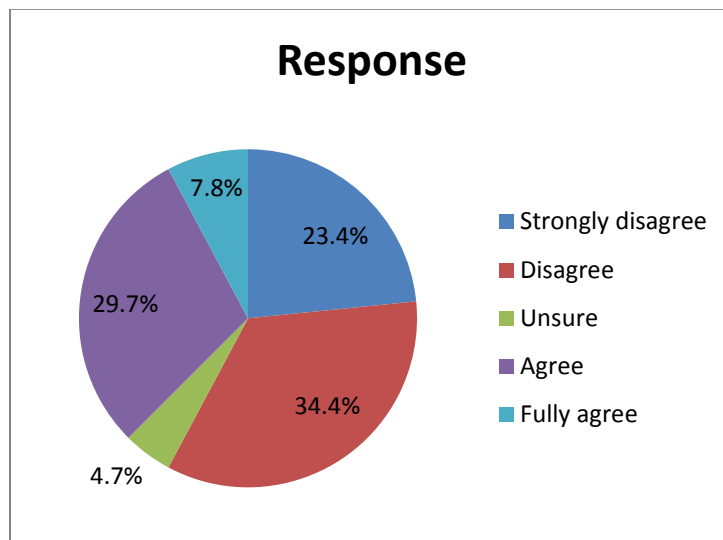
**Statement B9:** As a member of the community, express your opinion whether the Dr KKDM in alleviating poverty, experiences challenges with regard to scarcity of land for housing delivery and high cost of suitable land for development



Seventy eight per cent of the respondents agreed/fully agreed that the Dr KKDM experienced a challenge with regard to scarcity of land for housing delivery and high cost of suitable land for development. Six per cent of respondents disagreed/ strongly agreed whilst 15,6% of respondents were unsure about the statement.

From the empirical data it could be deduced that the development of housing projects in the Dr KKDM is hamstrung by the shortage of land which is perceived to be expensive to acquire, and this frustrated the objectives of government in providing houses to its citizens.

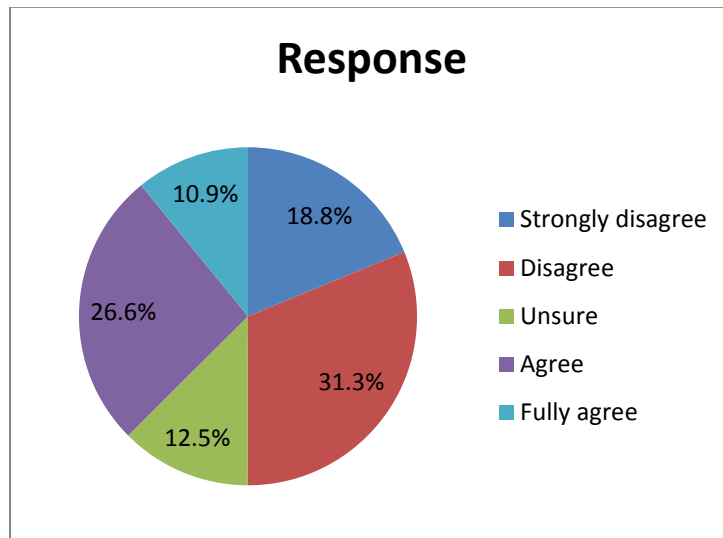
**Statement 10: As a member of the community, express your opinion whether the Dr KKDM eradicates informal settlement swiftly enough to erect RDP houses**



The statistical results revealed that 37,5% of the respondents agreed/ fully agreed that the Dr KKDM eradicated informal settlements fast enough to erect RDP houses ; whilst 57,8% of the respondents disagreed/strongly disagreed. Five per cent of respondents were unsure about the statement.

The overwhelming majority (57,8%) of the respondents were of the opinion that adequate effort was undertaken by the Dr KKDM to deal with squatter camps. This could be due to the lack of proper planning in terms of securing the land for development and weak inter-governmental relations among the spheres of government.

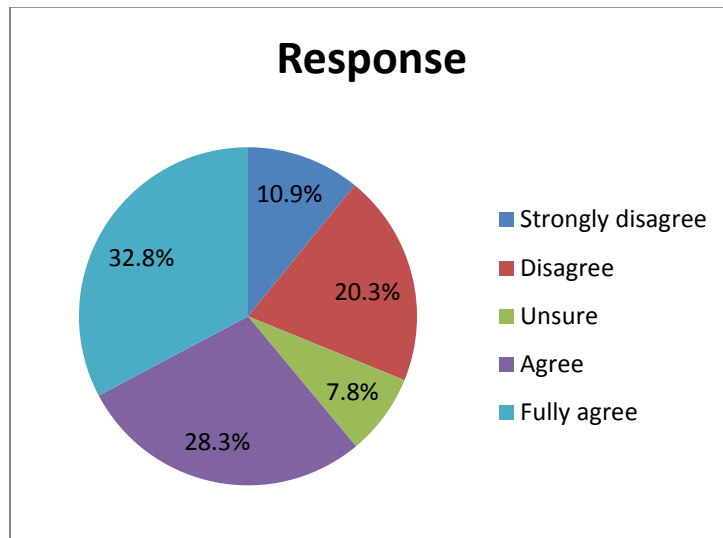
**Statement 11: As a member of the community, express your opinion whether the Dr KKDM erects RDP houses swiftly enough for citizens to occupy**



Thirty eight per cent of the respondents agreed/fully agreed that the Dr KKDM erected RDP houses fast enough for citizens to occupy; whilst 50,1% of the respondents disagreed/strongly disagreed. Thirteen per cent of the respondents were unsure about the statement.

According to the empirical data it could be argued that the cooperation and coordination between the Dr KKDM and the Department of Human Settlement was not producing or yielding expected results in terms of erecting RDP houses fast enough for citizens to occupy (see also argument in section 2.6.1 of this study).

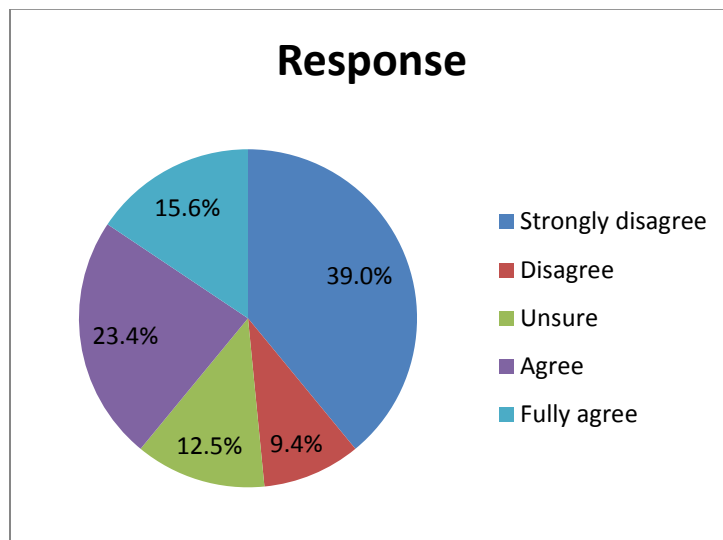
**Statement 12: As a member of the community, express your opinion whether the Dr KKDM deals effectively with illegal occupation of RDP houses**



In this statement, 61,1% of the respondents agreed/fully agreed that the Dr KKDM dealt effectively with illegal occupation of RDP houses; whilst (31,2%) of the respondents disagreed/strongly disagreed with the statement. Eight per cent of respondents were unsure about the statement.

It could be deduced that the Dr KKDM was unsuccessful in dealing with illegal occupation of land because incidents of illegal occupation occurred at a lower rate. The aforementioned was confirmed by the ward councillors (31,2%).

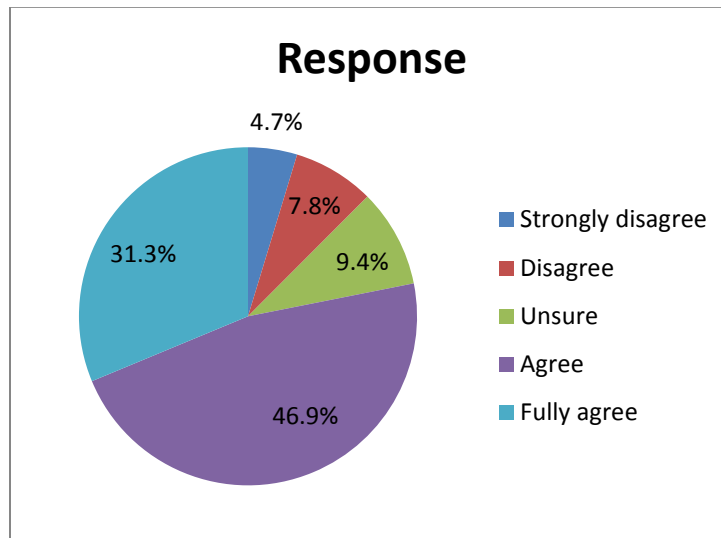
**Statement 13: As a member of the community, express your opinion whether the Dr KKDM maintains existing roads**



From the above, the empirical data revealed that (39%) of the respondents agreed/fully agreed that the Dr KKDM maintained existing roads on time; whilst 48,4% of respondents disagree/strongly disagree and thirteen per cent (12,5%) of respondents were unsure about the statement.

It can, therefore, be deduced that road maintenance was not seen to timeously. This was confirmed by the respondents (48,4%). Consequently, there was a concern regarding the large number of potholes in the Dr KKDM.

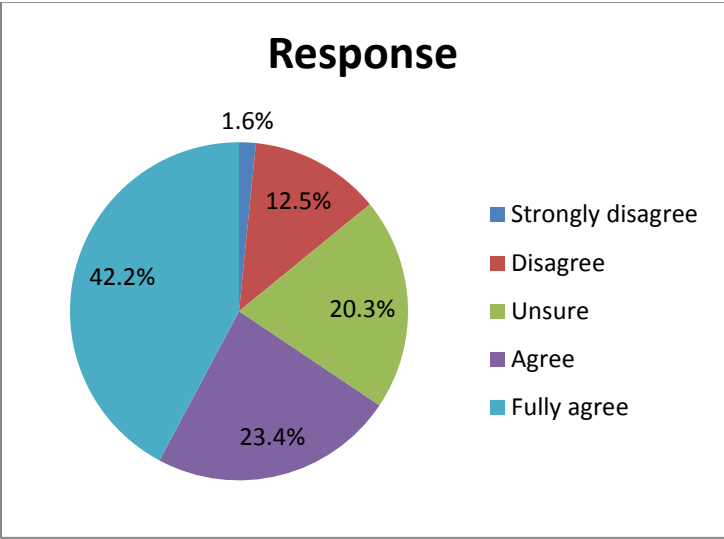
**Statement 14: As a member of the community, express your opinion whether the Dr KKDM constructs road networks in order to enable free flow of traffic**



The statistical results revealed that 78,2% of the respondents agreed/fully agreed that the Dr KKDM constructed road networks in order to enable free flow of traffic, whilst 12,5% of the respondents disagreed/strongly disagreed. Nine per cent, of respondents were unsure about the statement.

The above statistical results indicated that the overwhelming majority of the respondents (78,2%) were of the opinion that road construction projects were taking place in the Dr KKDM in order to ease the flow of traffic. The assistance of the Municipal Infrastructural Grant (MIG) played an important role in this regard (see section 2.5.4 of this study).

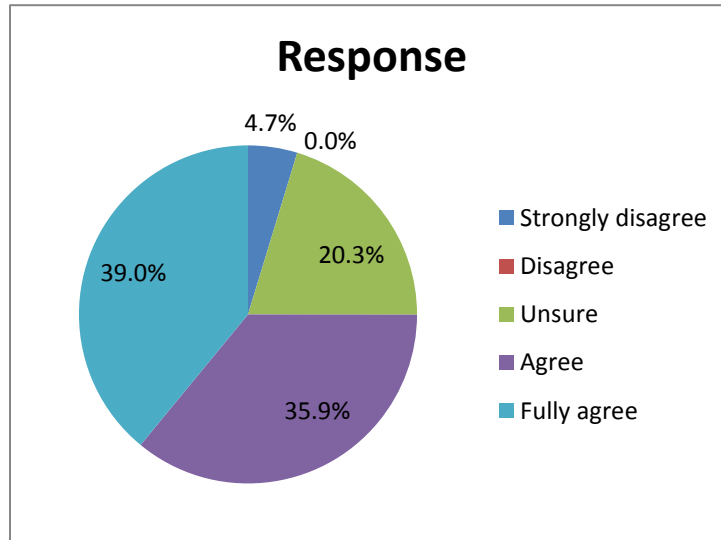
**Statement 15:** As a member of the community, express your opinion whether the Dr KKDM increases the household’s penetration of sanitation significantly



The empirical data showed that 65,6% of the respondents agreed/fully agreed that the Dr KKDM had increased the household’s penetration of sanitation significantly, while 14,1% of respondents disagreed/strongly disagreed with the statement. Twenty per cent of respondents were unsure about the statement.

Therefore, it could be argued that the Dr KKDM fulfilled its responsibility of providing a basic sanitation infrastructure to households in order to avert health hazards and diseases.

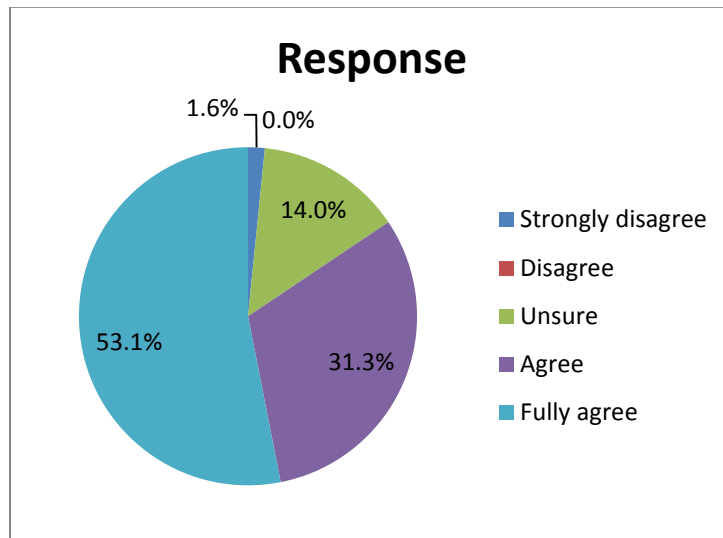
**Statement 16: As a member of the community, express your opinion whether the DR KKDM upholds acceptable levels and standards of water treatment**



From the above, the statistical results showed that the overwhelming majority (74,9%) of the respondents agreed/fully agreed that the Dr KKDM upheld acceptable levels and standards of water treatment. Only 4,7% of respondents strongly disagreed and 20,3% of respondents were unsure about the statement.

According to the above data, the overwhelming majority of the respondents (74,9%) were of the opinion that the Dr KKDM upheld high quality water treatment. This could mean that the Dr KKDM's investment on water treatment was substantial in order to prevent waterborne diseases (i.e. diarrhoea, cholera, etc.) in the district area.

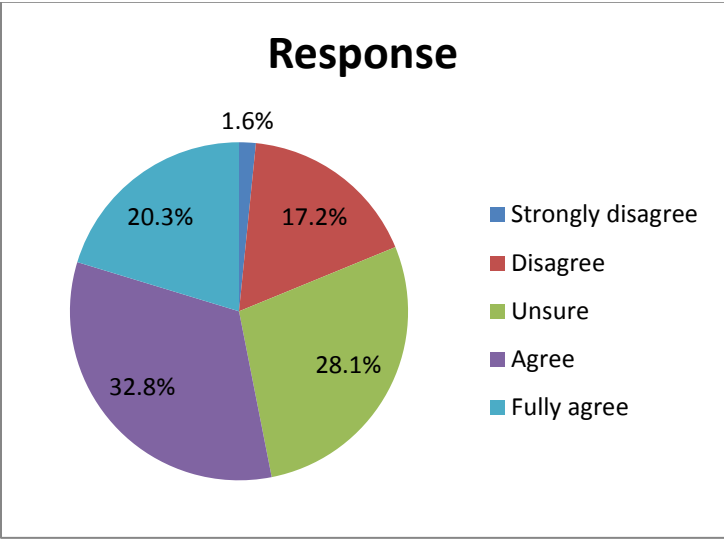
**Statement 17: As a member of the community, express your opinion whether the Dr KKDM maintains water infrastructure (i.e. water pipes, reservoirs, etc.)**



The empirical data revealed that the overwhelming majority (84,4%) of the respondents agreed/fully agreed that the Dr KKDM maintained water infrastructure (i.e. water pipes, reservoirs, etc.). Only 1,6% of the respondents strongly disagree that the Dr KKDM maintained water infrastructure (i.e. water pipes, reservoirs, etc.), while (14%) of respondents were unsure about the statement.

From the above statistical results, it could be argued that the overwhelming majority of the ward councillors were of the opinion that infrastructural projects related to water were implemented and received the necessary attention.

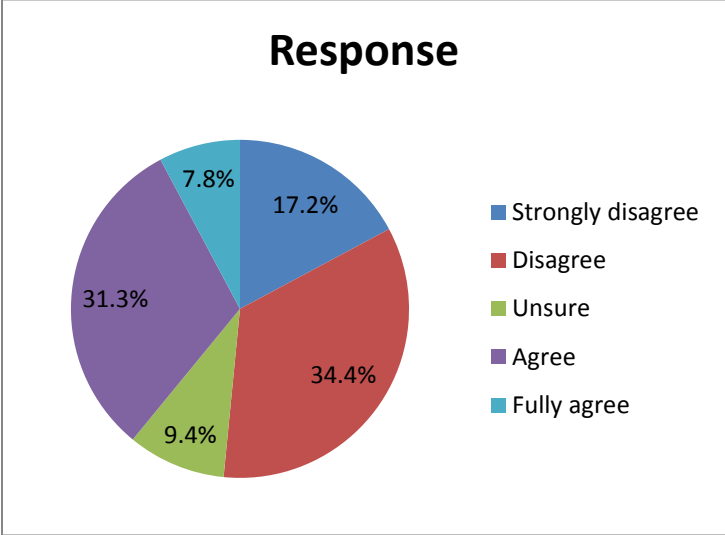
**Statement 18: As a member of the community, express your opinion whether the Dr KKDM promotes free and direct local investments**



Fifty-three per cent of the respondents agreed/fully agreed that Dr KKDM promoted free and direct local investments; while 18,8% of respondents disagreed/strongly disagreed with the statement. Twenty-eight per cent of respondents were unsure about the statement.

The results could imply that the majority of the respondents (53,1%) were of the view that the rate of investment in the district was at satisfactory levels and could be linked/or tied to the employment rate which stood at 44,8% (see argument in section 1.2 of this study).

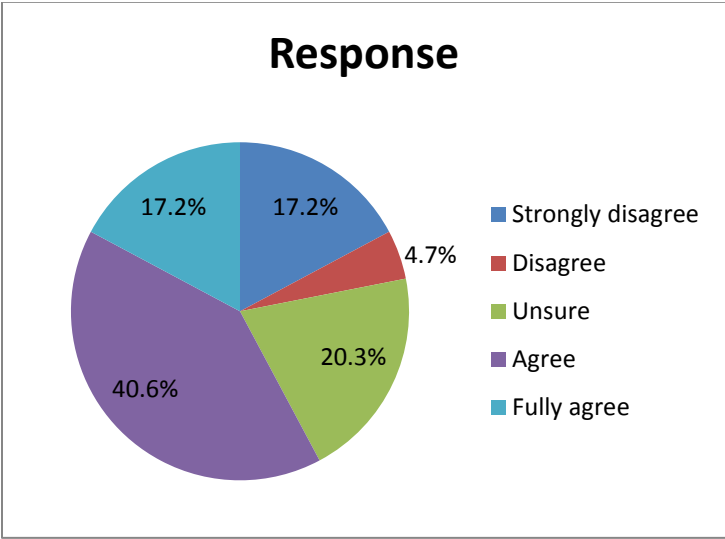
**Statement 19:** As a member of the community, express your opinion whether the Dr KKDM provides an enabling environment for the private sector to employ citizens and run business



The statistical results revealed that 39,1% of the respondents agreed/fully agreed that the Dr KKDM provided an enabling environment for the private sector to employ citizens and run business. Fifty-two per cent of respondents disagreed/strongly disagreed; whilst Nine per cent of the respondents were unsure about the statement.

The above data implies that the majority of respondents (51,6%) considered the efforts of Dr the KKDM as unfavourable .

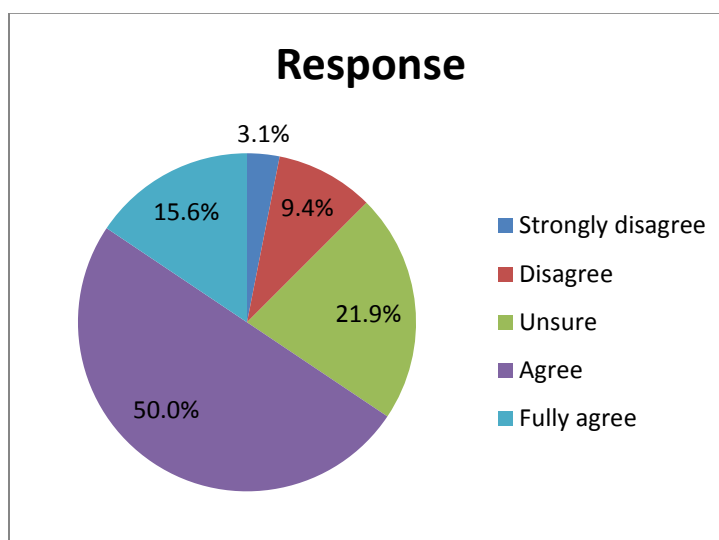
**Statement 20: As a member of the community, express your opinion whether the Dr KKDM encourages good relations amongst itself and the private sector**



According to the above data 57,8% of the respondents agreed/fully agreed that Dr KKDM encouraged good relations amongst itself and the private sector; while (21,9%) of respondents disagreed/strongly disagreed with the statement. 20,3% of respondents were unsure about the statement.

This result could mean that a significant number of the respondents (21,9%) perceived the Dr KKDM as unfriendly or hostile to the private sector, and the overwhelming majority of councillors (57,8%) were of the opinion that the relations between the Dr KKDM and private sector could withstand the test of time.

**Statement 21: As a member of the community, express your opinion whether the Dr KKDM creates educational opportunities for its employees and local citizens**



In this statement, the statistical results indicated that the majority (65,6%) of the respondents agreed/fully agreed that Dr KKDM created educational opportunities for its employees and local citizens; while 12,5% of respondents strongly disagreed with the statement. Twenty-two per cent of respondents were unsure about the statement.

The above statistical results suggested that the Dr KKDM created educational opportunities for its employees and local citizens although not at a satisfactory rate as indicated by some of the respondents. The general interpretation of statements B1-B2 of Research question 2 was provided in the next section to summarise the empirical results.

#### **4.6.1 GENERAL INTERPRETATION OF STATEMENTS B1-B21 ABOVE**

The purpose of statements B1-B21 was to probe the challenges facing ward councillors with regard to poverty alleviation, and also to probe their opinion regarding the manner in which the Dr KKDM drove policies, strategies and procedures for the effective implementation of an IDP. Statements B1, B2, B3, B18, B19 and B20 questioned poverty alleviation challenges in terms of the economy attracting foreign direct investment, job creation policies and public-private partnership. In relation to investment in education in the district, statements B4 and B21 determined the existence of skills development programmes for the Dr KKDM's employees and

citizens. Statements B5, B6, B7, B8, B9, B10, B11, B12, B13, B14, B15, B16 and B17 captured the responses on the existence of infrastructure related projects in the district.

#### **4.7 CONCLUSION**

This mini-dissertation adopted the quantitative approach in which the literature review was used to assist in the process of designing the questionnaires (see section 4.2.1). Two types of questionnaires (namely: closed and open-ended questions) were pre-dominantly used to gather and capture the views and opinions of the respondents. The advantages and disadvantages of the questionnaires in terms of this study were thoroughly discussed above (section 4.2.2.2 of the study).

In capturing the views of the IDP Steering Committee and members of the community represented by ward councillors, research questionnaires 1 and 2 were used respectively. The responses provided by the IDP Steering Committee indicated that the IDP roll-out was hampered by debt related to water services, lack of human resources capacity and corruption by corrupt officials (see also argument in section 4.4.4.1 of the study). Regarding the investment in the district, statements B7, B8 and B11 by the ward councillors recognised the IDP as mechanism to lure private sector investment in the district (4.4.3). In relation to education, statements B4 and B21 by the IDP Steering Committee established that skills development programmes for the Dr KKDM's employees and citizens did exist. In the next chapter the above question items are discussed and form part of the findings of this study (see also 4.6.1 of this mini-dissertation).

## **CHAPTER 5**

### **SUMMARY AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

The purpose of this study was to investigate how poverty can be alleviated by means of integrated development planning in order to assist in eradicating the problems which contribute towards the increase in poverty levels in the Dr Kenneth Kaunda District Municipality. The empirical study was conducted among members of the IDP steering committee and community members to obtain their view whether poverty was alleviated by means of integrated development planning in Dr KKDM.

In the previous chapter the research methodology and research design were discussed, and the advantages and disadvantages of using questionnaires as instruments for data sampling were also discussed. This chapter was based on the findings of the research objectives as stated in section 1.3 of this study.

This final chapter summarises the findings of the study in line with the data collected and processed from the two questionnaires. The recommendations are presented based on the research objectives, literature study, empirical investigation, and empirical findings. The findings on RO1 and RO2 focused on the responses of the IDP Steering Committee members, and the findings on RO3 and RO4 were based on the responses of members of the community represented by ward councillors. Furthermore, possible future research is suggested.

#### **5.2 SUMMARY OF THE STUDY**

In chapter one, the orientation of the study clearly described the transition of South Africa from the old to a new dispensation in order to enlighten the reader about the formulation of new policies (i.e. Reconstruction and Development Programme, Integrated Development Planning, etc.) that seek to alleviate poverty in local communities. The problem statement of the study explained the role of the Constitution of the Republic of South Africa, 1996 with regard to the concept of social and economic development, and detailed discussions on the Dr KKDM's poverty related challenges (i.e. unemployment, education, infrastructure and investment) that led to the formulation of research questions and objectives of this study was provided.

Furthermore, the methodology (literature review and empirical study), ethical issues and significance of the study were explained.

Chapter two outlined the theoretical perspectives on the IDP and poverty, and their interrelatedness. The first part of this chapter focused on the conceptual clarification of key concepts which contains the definitions and explanations (poverty, aid, debt relief, trade, IDP and Developmental state) of the study. The conceptual clarification of the key concepts was followed by international perspectives regarding poverty in which the multilateral institutions or developmental agencies (IMF, World Bank, WTO, UNDP, and SADC) were discussed in relation to their operations and responsibilities in Africa.

The subsequent second part of chapter two focused on international perspectives regarding poverty in communities of South Africa which highlighted the degrees or levels of poverty (absolute and relative poverty). Poverty alleviation strategies and the key concepts of integrated development planning were also discussed.

In chapter three, the statutory and regulatory framework governing IDP and poverty alleviation in South Africa was analysed. This chapter highlighted that the IDP and poverty alleviation are legislative requirements aimed at the local sphere of government. The first part (the regulatory and statutory framework for IDP and poverty alleviation) of this particular chapter discussed the role of the constitution of South Africa of 1996 with regard to addressing the question of poverty through the IDP.

Furthermore, the following legislation was discussed namely: the Development Facilitation Act 67 of 1995 which sets out principles that will guide all the decisions relating to the development of land. The Local Government: Municipal Structures Act, 117 of 1998 which was designed amongst others things to spearhead the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; and the Local Government: Municipal Systems Act, 32 of 2000 which was the bedrock of development (such as IDP) in the local government sphere in terms of setting core systems, principles and processes in order to alleviate poverty were discussed. The White Paper on Local Government which focused on developmental issues that alleviate poverty and also ensured that performance management is implemented in order to achieve the successful roll-out of services to local communities, were also elaborated on in this particular chapter.

The second part (Development and poverty alleviation initiatives in the South African landscape) of chapter three included discussion of the Growth, Employment and Redistribution strategy of 1996 which was the country's main macro-economic policy designed to facilitate overall economic recovery, and Integrated Sustainable Rural Development Strategy which was designed to realise a vision that will attain socially cohesive and stable rural communities with viable institutions.

Furthermore, the Broad-Based Black Economic Empowerment Act, 53 of 2003 which is intended to create a conducive environment in which black people can have a meaningful contribution in the economy of the country in general, and Reconstruction and Development Programme which is a revolutionary project, a transformation of the South African society and a reconstruction of a new social arrangement, were also discussed.

Chapter four focused on the analysis of data and results of the empirical investigation conducted in Dr KKDM (amongst the IDP Steering Committee members and members of community represented by ward councillors). Research questionnaire 1 of the study contained Section A (i.e. Biographical and demographic information of IDP Steering Committee members), Section B (i.e. responsibilities of IDP Steering Committee members in the alleviation of poverty within the Dr KKDM and their understanding of what the IDP entails in the local government sphere) and Section C (i.e. perceived problems/challenges regarding Integrated Development Planning and poverty alleviation).

Research questionnaire 2 consisted of Section A (i.e. Biographical and demographic information of members of community represented by ward councillors) and Section B (i.e. views of members of community regarding challenges experienced by Dr KKDM in alleviating poverty and the manner in which Dr KKDM drives policies, strategies and procedures for the effective implementation of an IDP and alleviation of poverty).

In chapter five, the summary, findings and recommendations of the study are expounded on in an attempt to provide the suggested/or possible solutions towards the alleviation of poverty in the Dr KKDM by means of the IDP. These findings, collected through a literature review, analysis of official documents, and questionnaires sent out by the interviewer are summarised in the section below.

### 5.3 FINDINGS OF THE STUDY

The findings assessed the relevance of the study in terms of reaching its set objectives. The findings are also the basis on which the recommendations were made. The conclusion of this study indicated if the objectives of this study were achieved. This was done by analysing each of the research objectives.

The primary objective of this study was to investigate how poverty can be alleviated by means of integrated development planning in order to eradicate the problems which contribute towards the increase in poverty levels in the Dr Kenneth Kaunda District Municipality.

**Objective one** was to investigate the meaning, processes and structure of IDP at the local sphere of government in SA.

This objective was achieved in chapter two by investigating the meaning, processes and structure of IDP at the local sphere of government in Dr KKDM.

In relation to this objective, the research found that the IDP Steering Committee members are familiar with principles of good governance and its application in practice. However, a number of them (IDP Steering Committee members) required assistance with regard to effective usage of resources. It was also found that the IDP objectives aligned to service delivery were not clarified to all the members of the Committee. The IDP depicts the aspirations and needs of the community.

It was further discovered that having financially-feasible projects on the IDP could serve as a mechanism to attract investment from the private sector, development finance institutions and other spheres of government, and Dr KKDM was not adhering fully to this mechanism. Another discovery was that although the IDP contains the aspirations and needs of the local community, these needs cannot be executed by the local municipality alone; the provincial and national government spheres need to come on board, and this partnership was not fully achieved at this stage. This has led to a:

- lack of understanding of the role IDP plays in planning, budgeting and decision-making and/or Committee members do not view misalignment of the IDP processes with the municipality's planning, budgeting and decision-making processes as problematic;
- lack of concurrence with regard to the main objectives of the IDP with regard to investment climate and the tools necessary to attract private sector investment to the municipality; and

- lack of community involvement in most local municipalities across Dr KKDM which resulted in service protests due to the lack of communication with the affected communities.

**Objective two** was to provide a comprehensive overview of the extent and nature of poverty in the Dr KKDM and its geographically demarcated municipal area.

This objective was achieved in the second part of chapter two whereby an outline of the poverty situation and IDP objectives in the Dr KKDM was provided.

With regard to this research objective, it was revealed that some of the IDP Steering Committee members were not fulfilling their basic responsibility of identifying the needs and priorities of the community, and they did not take full consideration of needs of the local community. It was also discovered that the members of the Committee viewed underdevelopment in communities as a challenge that should be reversed and that the IDP, as part of other municipality strategies, would assist in doing so.

The research found that the Steering Committee acknowledged that the IDP should serve as one of the municipality's strategies to ensure that the developmental goals are attained. It was also revealed that the few Committee members did not have a clear understanding of the government's developmental goals (e.g. economic growth, job creation and poverty alleviation) and how the IDP could be utilised to attain these goals.

**Objective three** was to analyse the policies, strategies and procedures of the Dr KKDM in its quest to alleviate poverty.

This objective was achieved in chapter three by investigating the statutory and regulatory framework governing the IDP and poverty alleviation in South Africa. This chapter highlighted that the IDP and poverty alleviation are legislative requirements for the local government sphere to address developmental challenges.

In terms of the research objective three, it was revealed that not enough effort was being made by the Dr KKDM to deal with squatter camps, which was probably due to the Dr KKDM taking advantage of the fact that squatters in the informal settlements had temporary shelter; therefore, building houses on unused land in order to provide for those with no shelter at all. Another finding was that the Dr KKDM was unsuccessful in dealing with illegal occupation due to the

lack of proper planning in terms of securing land for development and weak inter-governmental relations among government spheres.

Furthermore, the maintenance of roads was undertaken infrequently and the road construction projects were taking place around the Dr KKDM in order to ease the traffic flow. This could be due to the assistance provided by the Municipal Infrastructural Grant (MIG). It was also revealed that the Dr KKDM's investment on water treatment was excessive in order to prevent waterborne diseases (i.e. diarrhoea, cholera, etc.).

**Objective four** was to determine the challenges faced by the Dr KKDM in meeting its IDP's objectives in order to alleviate poverty. This objective was achieved in chapter four. The research questionnaire was part of the empirical study (chapter 4). The respondents listed the challenges to alleviate poverty by means of integrated development planning in responding to close and open-ended questions.

Furthermore, with regard to this research objective, it was revealed that there is a sharp divergent of views regarding the interpretation of foreign direct investment amongst the ward councillors and this could be due to the non-existence of data that reflected investment made by foreign companies on a quarterly basis in the district, and the unemployment rate was very high in the Dr KKDM although a section of ward councillors ignored the facts (refusal to admit) which could be due to political reasons.

Another disappointing discovery was that the partnership between Dr KKDM and private sector was at its lowest and had not translated into developmental opportunities for local communities. It was further found that challenges such as the bucket toilet system still existed in the Dr KKDM, and that pipe bursts occurred without receiving the immediate attention which on most occasions led to health hazards (such as diarrhoea, cholera, etc.).

#### **5.4 RECOMMENDATIONS**

The recommendations presented below, relies on the empirical findings and literature review: In terms of the meaning, processes and structure of the IDP at the local government sphere, Dr KKDM should:

- Enforce the effective usage of resources in order to achieve the principles of good governance. This could be achieved by providing assistance in a form of training on resource management to the relevant members of the IDP Steering Committee.

- Clarify the IDP objectives to all the members of the Committee since it is aligned to service delivery.
- Have financially-feasible projects on the IDP in order to attract investment from the private sector, development finance institutions and other spheres of government. This could lead to more successful implementation of the IDP projects in Dr KKDM due to the possibility of capacity in expertise, financial and human capital.
- Involve community members in the IDP process as a means to improve communication between itself and members of the community.

In providing a comprehensive overview regarding the extent and nature of poverty in the Dr KKDM:

- The IDP Steering Committee members should be capacitated in order to address and identify the needs and priorities of the community. Capacitate members of the IDP Steering Committee which could enable the district to alleviate poverty related recipients/or burdens such as unemployment, lack of basic infrastructure and the high rate of illiteracy.
- The IDP as a municipal strategy assists in the developmental objectives to alleviate poverty and should be properly undertaken in order to ensure a high success rate of projects.

In relation to the IDP's policies, strategies and procedures to alleviate poverty, Dr KKDM should:

- Set aside adequate resources in order to enable it to respond quickly to road maintenance and avoid potholes.
- Erect housing structures fast enough in order to eradicate squatter camps/or informal settlements.

With regard to strategies to overcome poverty related challenges, Dr KKDM should:

- Encourage foreign direct investment and improve its partnership with the private sector in order to create jobs and boost the local economy.
- Invest in the development of its employees and members of community through the offering of university bursaries and availing the in-house and skills development programmes.

- Expedite the household usage of sanitation system in order to eradicate the bucket system.

All the above-mentioned recommendations are important in assisting the Dr KKDM to realise its poverty alleviation strategy. The next section recommends further research on poverty alleviation through the IDP.

## **5.5 RECOMMENDATIONS FOR FURTHER RESEARCH**

Based on the findings of this mini-dissertation, the recommendations for further research in terms of poverty alleviation by means of IDP are suggested below:

- A further research is required on the private-public partnership in the Dr KKDM demarcated municipal area. This further research should establish challenges that frustrate the relationship between the Dr KKDM and the private sector.
- Research should also be undertaken on how the IDP related projects can assist in attracting private investment as a means to create sustainable jobs in the Dr KKDM.

The final conclusion of the mini-dissertation is provided hereunder.

## **5.6 FINAL CONCLUSION**

The study focused on the alleviation of poverty through effective, efficient, economical and equal integrated development planning measures. The researcher found that the integrated development planning is necessary towards the alleviation of poverty in the Dr KKDM. The infrastructural projects coupled by economic growth, skills development programmes and job creation initiatives can assist in the alleviation of poverty (see sections 2.5.1, 2.5.2, 2.5.3 and 2.5.4). In establishing these findings, the researcher responded to the research questions (RQ1-RQ4) of and addressed the research objectives (RO1-RO4).

Furthermore, the study found that some of the members of the IDP Steering Committee although a small number, are not fulfilling their basic responsibility of identifying the needs and priorities of the community in terms of the IDP. It was also found that the IDP objectives aligned to service delivery are not clarified to all the members of the IDP Steering Committee as the IDP depicts the aspirations and needs of the community. The research also revealed that the partnership between Dr KKDM and the private sector was at a low level. Furthermore, the

cooperative and intergovernmental relations between Dr KKDM and other spheres of government with regard to the IDP were not of an acceptable standard.

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## ANNEXURE A: PROOF OF EDITING OF THE BIBLIOBRAGPHY

1 Gerrit Dekker Street  
POTCHEFSTROOM  
2531  
30 October 2013

Mr Thabo Borole  
NWU (Potchefstroom Campus)  
POTCHEFSTROOM

### CHECKING OF BIBLIOGRAPHY

Hereby I declare that I have checked the technical correctness of the Bibliography of the M.-dissertation of Mr Thabo Borole according to the prescribed format of the Senate of the North-West University.

Yours sincerely

A handwritten signature in black ink, appearing to read 'CJH Lessing', is centered on a light-colored rectangular background.

Prof CJH LESSING



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The Municipal Manager  
Dr Kenneth Kaunda District Municipality  
Orkney  
2620

Dear Sir / Madam

**Request to use Dr KKDM as unit of analysis in Masters Research**

The above matter refers.

Mr Thabo Daniel Borole is pursuing research towards a Masters degree in Public Management & Governance at the Potchefstroom Campus of the North-West University and would want to solicit your assistance in completing the questionnaire below. The questionnaire consists of two separate research questionnaires of which Research Questionnaire 1 will be completed by IDP Steering Committee members, and Research Questionnaire 2 will be completed by members of community represented by Ward Councillors. The topic of my research is:

“Poverty alleviation by means of Integrated Development Planning: The case of Dr. Kenneth Kaunda District Municipality (Dr KKDM)”.

The completion of the questionnaire will only take 5-10 minutes. Anonymity of participatory results and confidentiality are guaranteed. Gender, age, experience and qualifications are only required for our records, in order to ease the process of data analysis.

If you have any further enquiries, please contact me at the following number 0827265521 or e-mail: [boroletd@yahoo.com](mailto:boroletd@yahoo.com).

Kind regards

Mr TD Borole  
Masters Researcher

Dr. M. Diedericks  
Supervisor

## Research Questionnaire 1

### SECTION A: BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

The following personal information is necessary for statistical purposes only as well as to summarise the conclusion of the study in a proper manner and to reflect the opinions of a diverse group of people involved in integrated development planning and poverty alleviation within the Dr KKDM.

Please indicate with a cross (X) the following general questions in the appropriate box

#### A1

Age	21 - 30	1	31 – 40	2	41 - 50	3	51 - 60	4	61 +	5
-----	---------	---	---------	---	---------	---	---------	---	------	---

#### A2

Gender	Male	1	Female	2
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#### A3

Highest Qualification	Grade 12	1	Diploma	2	B-degree	3	Postgraduate degree	4	Other	5
-----------------------	----------	---	---------	---	----------	---	---------------------	---	-------	---

#### A4

Experience in the municipality	0 -1 year	1	2 -5 Yrs	2	6 - 10 yrs	3	11 -15 Yrs	4	16 – 20 yrs	5	20 + yrs	6
--------------------------------	-----------	---	----------	---	------------	---	------------	---	-------------	---	----------	---

P.T.O

## SECTION B: LIKERT-SCALE QUESTIONS TO IDP STEERING COMMITTEE MEMBERS.

This section seeks to determine the extent to which you, as a member of the IDP Steering Committee execute your responsibilities in the alleviation of poverty within the Dr KKDM and its geographically demarcated municipal area; and your understanding of what IDP entails within the local government sphere.

Please indicate your opinion by marking the appropriate block with a cross (X) on the likert scale 1 - 4.

Scale	1. No extent	2. Lesser extent	3. Some extent	4. Great extent
-------	--------------	------------------	----------------	-----------------

As a member of IDP Steering Committee, I ensure that IDP.....		No extent	Less extent	Some extent	Great extent
<b>No</b>					
B1	identifies the needs and priorities of the community	1	2	3	4
B2	uses scarce resources effectively	1	2	3	4
B3	helps speed up service delivery	1	2	3	4
B4	attracts additional funds	1	2	3	4
B5	helps overcome the legacy of underdevelopment	1	2	3	4
B6	promotes intergovernmental coordination between local, provincial and national spheres of government	1	2	3	4
B7	sustains provision of services	1	2	3	4
B8	promotes social and economic development	1	2	3	4
B9	encourages involvement of communities	1	2	3	4

## SECTION C

Are there any perceived problems/challenges regarding Integrated Development Planning and poverty alleviation that you would like to bring to the attention of the researcher?

---

## Research Questionnaire 2:

The purpose of this section is to determine your opinions as a member of community with regard to challenges faced by Dr KKDM in meeting its IDP's objectives in order to alleviate poverty.

### SECTION A: BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

The following personal information is necessary for statistical purposes only as well as to summarise the conclusion of the study in a proper manner and to reflect the opinions of a diverse group of people involved in integrated development planning and poverty alleviation within the Dr KKDM.

Indicate your preference by marking the appropriate box with a cross (X)

#### A1

Age	21 - 30	1	31 – 40	2	41 - 50	3	51 - 60	4	61 +	5
-----	---------	---	---------	---	---------	---	---------	---	------	---

#### A2

Gender	Male	1	Female	2
--------	------	---	--------	---

#### A3

Number of persons in household	One to four	1	Four to six	2	More than six	3
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#### A4

Within which local municipality of the Dr KKDM region are you residing	Maquassi Hills Local Municipality	1	Matlosana Local Municipality	2	Tlokwe Local Municipality	3	Ventersdorp Local Municipality	4
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## SECTION B: LIKERT SCALE STATEMENTS FOR COMMUNITY MEMBERS

Mark the appropriate block with cross (X) on the likert scale of 1-4 to indicate the degree of agreement you view challenges experienced by Dr KKDM in alleviating poverty.

Scale	1.Strongly disagree	2.Disagree	3.Unsure	4.Agree	5.Fully agree
-------	---------------------	------------	----------	---------	---------------

DR.KKDM in alleviating poverty experiences challenges with regard to...		Strongly disagree	Disagree	Unsure	Agree	Fully agree
<b>No</b>						
B1	attracting foreign direct investment (FDI)	1	2	3	4	5
B2	job creation policies	1	2	3	4	5
B3	promoting economic growth by encouraging partnership between itself and private sector	1	2	3	4	5
B4	skills development programmes to develop and empower its staff and members of community	1	2	3	4	5
B5	water backlogs intended for households	1	2	3	4	5
B6	capacity of waste water treatment	1	2	3	4	5
B7	households served with sanitation facilities	1	2	3	4	5
B8	under investment in road maintenance and management	1	2	3	4	5
B9	scarcity of land for housing delivery and high cost of suitable land for development	1	2	3	4	5
<b>As a member of the community express your opinion regarding the manner in which Dr KKDM drives policies, strategies and procedures for the effective implementation of an IDP and alleviation of poverty. DR KKDM...</b>						
<b>No</b>						
B10	eradicates informal settlements fast enough for RDP houses to be erected	1	2	3	4	5
B11	erects RDP houses fast enough for citizens to occupy	1	2	3	4	5

B12	deals with illegal occupation of RDP houses effectively	1	2	3	4	5
B13	maintains existing roads on time	1	2	3	4	5
B14	constructs roads networks in order to enable free flow of traffic	1	2	3	4	5
B15	increases the households penetration of sanitation significantly	1	2	3	4	5
B16	upholds acceptable levels and standards of water treatment	1	2	3	4	5
B17	maintains water infrastructure (i.e. water pipes, reservoirs, etc)	1	2	3	4	5
B18	promotes free and direct local investments	1	2	3	4	5
B19	provides enabling environment for private sector to employ citizens and run or make business	1	2	3	4	5
B20	encourages good relations amongst itself and private sector	1	2	3	4	5
B21	creates educational opportunities for its employees and local citizens	1	2	3	4	5

***Thank you for your time in participating in this research survey. All information provided remains strictly confidential.***

**ANNEXURE C: PERMISSION LETTER**



**DR. KENNETH KAUNDA**  
DISTRICT MUNICIPALITY

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Civic Centre, Patmore Road, Orkney

**Office of the Municipal Manager**

Our Ref: .....

Enquiries: ..... T. Mokatsane/pk

Your Reference:.....

23 April 2013

Mr. T.D. Borole  
North West University  
Private Bag X6001  
POTCHEFSTROOM  
2620

Sir

**RE: REQUEST TO USE DR. KKDM AS UNIT OF ANALYSIS IN MASTERS RESEARCH**

Dr. Kenneth Kaunda District Municipality has received your request.

We hereby confirm that we will give you support in order for you to complete your research.

Yours Sincerely

**S.K. SEBOLAI**  
**ACTING MUNICIPAL MANAGER**  
Phelewe/Mr Borole

  
EXPLORING PROSPERITY

## ANNEXURE D: LANGUAGE EDITING CERTIFICATE



### TO WHOM IT MAY CONCERN

This certificate serves to inform you that the mini-dissertation entitled:

***Poverty alleviation by means of Integrated Development Planning: the case of  
Dr Kenneth Kaunda District Municipality (Dr KKDM)***

submitted below by Mr TD Borole was linguistically treated and edited.

Thanking you

Yours sincerely



Kishore Raga  
**SATI NO: 1002797**