

**INTEGRATED DEVELOPMENT PLANNING AS A TOOL FOR PROMOTING  
COMMUNITY PARTICIPATION AT FEZILE DABI DISTRICT MUNICIPALITY**

by

**NONTSOTO MARY BESANI  
B.COM (VISTA); BA HONOURS (NWU)**

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**SUPERVISOR: Mrs L.B. MZINI**

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## **DECLARATION**

I DECLARE THAT THE MINI-DESSERTATION TITLED **“INTEGRATED DEVELOPMENT PLANNING AS A TOOL FOR PROMOTING COMMUNITY PARTICIPATION AT FEZILE DABI DISTRICT MUNICIPALITY”** IS MY OWN WORK AND THAT ALL THE SOURCES THAT I HAVE QUOTED HAVE BEEN INDICATED AND ACKNOWLEDGED BY MEANS OF COMPLETE REFERENCE.

**NM BESANI**

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## ABSTRACT

The background of this study is established on the concepts, integrated development planning (IDP) and public participation. IDP serves as a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality. IDP has legal status and it supersedes all existing plans which guide development in the municipality. The basis for public participation in South Africa is outlined in key legislation and government policy documents. Public participation is seen as a democratic process of engaging people in thinking, deciding, planning and playing an active part in the development and operation of services that affect their lives.

Many municipalities are challenged by poor performance, under-expenditure and unqualified audits resulting from inadequate institutional and organisational arrangements. Further, local authorities often lack clarity on role-divisions in project management for service delivery. The abovementioned statements with regard to community development, lead to the eruption of violent protest in local municipalities (Mafube and Metsimaholo). Further, the challenges faced by municipalities precipitated the need for research around the processes of participation in local affairs.

The main aim of this study was to investigate whether IDP can serve as a tool for promoting community participation at Fezile Dabi District Municipality. The hypothesis for this study indicated that "*The process of development of integrated development planning in municipalities requires the involvement of community, to enhance service delivery*". The hypothesis and research objectives of this study were realised by means of literature review and empirical surveys. The interviews conducted were mainly supported by semi-structured questionnaires, based on open-ended and closed-ended questions. Further, the objectives of the study were realised through five chapters contained in this study. The study found that:

- Community participation exists in FDDM, although community member are doubtful about their roles in local decision-making;

- The alignment of public participation process and IDP process are applied incorrectly;
- processes of the public participation vis-a-vis the one of the IDP process are not aligned;
- the mechanism for public participation are inadequate; and
- performance systems are not effective.

Municipalities are playing a pivotal role in the delivery of basic social services necessary to improve the living standards of South Africans. The study concludes with a series of recommendations towards the enhancement of community development.

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## **CHAPTER 1**

### **INTRODUCTION: PROBLEM STATEMENT AND RESEARCH OUTLINE**

#### **1.1 INTRODUCTION**

This chapter provides an introduction and an overview of the study. The orientation and the background to this study is also discussed. It also presents the problem statement, research questions and objectives, a hypothesis, the aim of the study, and research methodology. The chapter outline is also discussed.

#### **1.2 ORIENTATION AND BACKGROUND TO STUDY**

Developmental local government means a local government committed to “work with citizens and groups within the community to find sustainable ways to meet their social, economic, and material needs to improve the quality of lives”. It should target especially those members and groups within communities that are most often marginalized or excluded, such as women, the disabled and very poor people (Department of Provincial and Local Government [DPLG], 1998).

Chapter five (section 17) of the Municipal Systems Act No. 32 of 2000 requires a municipality to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose encourage, and create conditions for the local community to participate in the affairs of the municipality, including in the preparation, implementation and review of its integrated development plan.

Integrated development planning can be defined as a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population, in a manner that promotes sustainable growth, equity and empowerment of the poor and marginalized (South Africa, 2001:12).

The Department of Provincial and Local Government (DPLG) define integrated development planning as a process through which municipalities prepare a strategic development plan for a five year period (South Africa, 2001: 4). This process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner (Van der Waldt & Venter; 2007:95).

Preparing an IDP is a legal requirement in terms of section 6 of the Municipal Systems Act 32 of 2000, and it has a legal status that supersedes all other plans that guide development at local level. However, that is not the only reason why municipalities must prepare the plans. Under the new 1996 Constitution municipalities have been tasked with major developmental responsibilities to ensure that the quality of life of its citizens is improved. The new role for local government includes provision of basic services, creation of jobs, promotion of democracy and accountability and eradication of poverty.

In order to ensure that all citizens have access to at least a minimum level of basic service delivery, municipalities must now take a leading role in addressing poverty inequalities and in promoting local economic and social development and democracy. The Systems Act contains a provision in Section 16 that obliges a municipality to pursue capacity-building within its community in order to facilitate meaningful community participation in decision-making processes. It goes without saying that a municipality must, through a development process, establish forums where the public can give input in a structured and meaningful manner. Such structures are beneficial as they also create the opportunity for a council to disseminate information to the broader public (Venter, 2000:143).

According to Cloete and Wissink (2000:104) community participation in development can be defined as the involvement of members of a community in development activities in the community in order to influence the outcomes of those activities and to obtain as much benefits as possible from the results of those activities. Acceptable community participation normally takes place in three ways: Firstly, through the involvement of legitimate democratically elected political representatives. Secondly, community participation can occur through the involvement of the leaders of legiti-



mate organizations in the community who represent different interests of and segments in that community. Thirdly, community participation can take place through the involvement of the individual opinion leaders in the community and it can also be achieved through the direct involvement of ordinary members of the public in mass activities (e.g. attendance at public meetings, participation in protest marches, consumer boycotts and other types of direct mass action (Cloete & Wissink 2000:104-105).

The phenomenon of public participation in the South African system of government has become one of the major (but also dynamic) challenges for public managers at all spheres of government (Du Toit 1998:124). The public institutions have no reason to exist other than to render services to the people as members of that political community called "the state". No other agenda than service is legitimate (Pauw 2002:7).

### **1.2.1 PROBLEM STATEMENT**

Fezile Dabi District Municipality is a unique entity situated in the northern part of the Free State province. The area of jurisdiction of the Fezile Dabi District Municipality (FDDM) includes the regions of the Metsimaholo, Moqhaka, Ngwathe and Mafube local municipalities. The Vaal River and Vaal Dam forms the northern boundary of the FDDM and these two natural resources forms the boundary between the Free State and Gauteng provinces. The size of the FDDM is approximately 222 210 square kilometers in extent. This places the district in close proximity to the Gauteng Province and hence challenges for a compatible economy become inevitable (FDDM, 2007:15).

Municipalities are playing a pivotal role in the delivery of basic social services necessary to improve the living standards of South Africans. Yet, it is sometimes difficult to establish what progress individual structures are making in meeting this core obligation. A few scenarios underscore the dangers in development without community participation. In Frankfort in the Free State (Mafube Municipality) violence erupted on the 15<sup>th</sup> of August 2005 in protest against the ANC's alleged 'unilateral' appointment of election candidates. Residents complained about the poor treatment of disabled

children, about RDP houses built on the wrong erven, maladministration of service fees, nepotism appointments and funding for personnel post created and not been yet utilized. The protestors burned down the houses of the councilors (Volskblad 2005 in Buhlungu, 2007: 56).

The eruption of protest marches in local municipalities (Mafube and Metsimaholo) precipitated the need for investigation or research around the processes of consultation and participation of the public during the strategic planning, implementation, monitoring and evaluation of progress on service delivery that is the attainment of goals and objectives of the municipality through the medium of the IDP. A prominent African National Congress (ANC) councillor and chief whip of a municipality has been hacked to death in a service delivery riot. Ntai Mokoena, a high-ranking ANC Member in the Free State, who had been a councillor for the past 13 years, was attacked and killed by angry community members in Deneysville, close to the Vaal Dam, on the 2<sup>nd</sup> of July 2007. A crowd of about 500 went on the rampage in Metsimaholo Township, stoning Mokoena's and another councillor's home in the area before setting a municipal building alight. The mob gathered early on Monday (the 2<sup>nd</sup> of July 2007) to protest over the apparent lack of service delivery in the area. Their anger turned to violence when they confronted Mokoena near his home (The Star, 2007:2).

The aim of this study was to conduct a theoretical analysis of what Integrated Development Planning entails, assess the importance and benefits of developing the IDP and define the role of community participation during the development, implementation and evaluation of IDP's.

### **1.2.2 HYPOTHESIS**

The process of development of integrated development planning in municipalities requires the involvement of community, to enhance service delivery.

### **1.3. RESEARCH QUESTIONS**

From the above orientation, the study attempted to find answers to the following questions:

- What is Integrated Development Planning and community participation?
- What are the processes of development of Integrated Development Planning in Fezile Dabi District Municipality?
- What are the effects of community participation in the development of municipal IDP at Fezile Dabi District Municipality?
- What recommendation can be offered to enhance service delivery at Fezile Dabi District Municipality?

### **1.4 RESEARCH OBJECTIVES**

The research intended to evaluate the impact of community participation fostered by the process of development of Integrated Development Planning in Fezile Dabi District Municipality. The study focused on the following objectives:

- To explain the concepts Integrated Development Planning and community participation;
- To delineate the process of Integrated Development Planning and community participation at Fezile Dabi District Municipality;
- To conduct a research into the impact of community participation in the development of municipal IDPs; and
- To make recommendations as to how the process of IDP and public participation can be improved to enhance service delivery in Fezile Dabi District Municipality.

### **1.5. RESEARCH METHOD**

The research was conducted through the process of IDP developmental review in Fezile Dabi District Municipality. The researcher employed literature review and empirical surveys as identified below.



### **1.5.1 Literature review**

Literature review was based on IDP guidelines, government publications, reports and gazette, articles and journals, policy documents and books and electronic sources on community participation.

### **1.5.2 Empirical study**

Empirical investigations were conducted based on the process of development of IDP's in four local municipalities of Fezile Dabi District Municipalities in the Free State Province.

#### **1.5.2.1 Interviews**

The interviews conducted were based on semi-structured questionnaires. The questionnaires comprised face-to-face interviews. The sample included mayors (4); municipal managers (4); managers of Integrated Development Planning (IDP) and Local Economic Development (LED) from local municipalities (4); and officials (4) from the Municipal Speaker office responsible for public participation; and two (2) officials responsible for IDP in FDDM. The purpose of interviews with experts is to bring unknown perspectives to the fore and confirm the researcher's own views (De Vos 1998:181).

#### **1.5.2.2 Questionnaires**

Questionnaires were sent to 50 stakeholders, namely ward committees, Community Development Workers, Councilors. The municipality holds IDP meetings with the respective stakeholders. A checklist of attendance register was scrutinized to verify the validity of processes that took place. The basic objective of questionnaire was to obtain facts and opinions about a phenomenon from people who are informed on the particular issue (De Vos et al, 1998:153).

### **1.5.2.3 Participant observation**

The student has been an employee of Fezile Dabi District Municipality for eight years, and is employed as an IDP Manager for the past five years. The experience acquired at the municipality and the knowledge gained in the employ will add value to the research.

## **1.6 OUTLINE OF CHAPTERS**

The mini-dissertation will involve the following chapters;

- Chapter 1: Orientation and Problem Statement
- Chapter 2: Theoretical exposition of Integrated Development Planning and community participation
- Chapter 3: Processes of Public Participation, Roles and Responsibilities of communities in Municipal IDP Processes
- Chapter 4: Empirical study on the effects of public participation on Integrated Development Planning
- Chapter 5: Findings recommendations and conclusions.

## CHAPTER 2

### THEORETICAL EXPOSITION OF INTEGRATED DEVELOPMENT PLANNING AND COMMUNITY PARTICIPATION

#### 2.1 INTRODUCTION

This chapter will explain the concept Integrated Development Planning (IDP). To understand the phenomena of IDP, the chapter will provide a background on the overview of local government, the emergence and the legislative framework for Integrated Development Planning (IDP). The study further describes the characteristics and benefits of IDP. The study also provides a profound comprehension of developing a IDP process.

#### 2.2 INTEGRATED DEVELOPMENT PLANNING

In South Africa the strategic plan of municipalities is referred to as IDP (Integrated Development Planning), which is a strategic development plan, for five -year period (Pauw et al 2009:279). The Department of Provincial and Local Government (DPLG) recently renamed as the Department of Cooperative Governance and Traditional Affairs, also defined IDP as the process through which municipalities prepare strategic development plan, for a five year period.

Fox and Van Royen (2004, 132) state that the Integrated Development Plans (IDPs) were first called to life in the *Local Government Transition Act Second Amendment, 1996*, which required all municipalities to prepare for the respective plans. In terms of this Act, IDP's were meant to ensure 'the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties' and had to be compiled with regard to a set of equity, sustainability and efficiency principles. These principles are contained in chapter 1 of the *Development Facilitation Act 67 of 1995*. The plans focused on addressing the needs of the poor and on transforming the South African apartheid landscape, society and local government institutions. They are also intended to reflect, capture and contain any other sectoral municipal planning requirement or plan in terms of sectoral legislation.

It is said that IDP is a product of a process, and it is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality (Pauw, 2007: 279). IDP is a legislative requirement that has a legal status and supersedes all other plans that guides development at local government level. It guide and inform all planning, budgeting, management and operational decisions in a municipality (Achmat, 2002:1).

The *Municipal Systems Act (MSA)* of 2000 requires the system of municipal planning to be rationalized into a single comprehensive five-year cycle, subject to annual monitoring and review. IDPs are adopted by municipal council as their core planning and management instruments, they must be aligned with, and complement, the development plans and strategies of adjacent municipalities, the provinces within which they are located and national organs of the state. Each municipal council must, in the first twelve months of its elected term;

- adopt an IDP which links, integrates and co-ordinates plans for the development of the municipality;
- aligns the resources and capacity of the municipality for the implementation of the plan, forms the policy framework and basis on which annual budgets must be based; and
- is compatible with the national and provincial development planning requirements binding on the municipality and complies with the provision of the MSA (Levy & Tapscott, 2001:225).

## **2.3 THE EMERGENCE OF INTEGRATED DEVELOPMENT PLANNING**

The sections below are based on the concept IDP and its features in local government.

### **2.3.1 Overview of local government**

Reddy (1996:199) states that in most developing countries local government must strive to meet the cost of developing and sustaining urban facilities and services. He asserted that the task was made difficult by a growing population and rising inflation



that placed enormous demands on local resources. Reddy was of the opinion that revenue must cover both capital investment and recurrent expenditures, and also service debts. He quoted (McMaster 1991:223) stating that there is a continuous need to ensure that revenue growth is in line with the expansion of service and rising costs.

Local Government is defined by Venter (1998:193) as the sphere of government closest to its constituents and involved in the rendering of a wide range of services that materially affect the lives of the inhabitants residing within its area of jurisdiction. Venter further states that Local Government, being a creation of statute, can be coherently studied against the background of the Constitution of the Republic of South Africa, Act No. 108 of 1996 (hereinafter referred to as "the constitution"). In addition to the constitution, the Local Government Transitional Act, Act No. 209 of 1993 (the LGA), as amended from time to time, is the other legislative measure that significantly affects local government.

#### **2.3.1.1 Local Government prior 1994**

Towards the end of the 1980s the municipal order was in a profound state of disarray. It had become one of the most visible and controversial aspects of the apartheid order. Municipalities were constituted on a racial basis, as white local authorities, black local authorities and coloured and Indian management communities. Venter and Landberg (2007:156) endorse this statement by highlighting the dilemmas of local government in South Africa, stating the repercussions of the political unrest in the 1980s that left the urban government with large, and indeed almost insurmountable, problems. They reminisce, that part of the strategy, freedom struggle was to make townships ungovernable, and that a very effective boycott on paying rates and taxes was instigated and has been difficult to break.

Venter and Landberg (2007:156) further claimed that what began as a peaceful measure to force political change in South Africa has now become a disease that threatens to destroy the result of that measure. They contend that outstanding debts totaling more than R30billion are still escalating. However, there could be reason behind this such as for instance non-paying consumers could have adjusted their life-

styles in accordance with the increased disposable income, or it could be that unemployed people are too poor to pay for services.

The South African local government sphere has seen vast changes since 1990. During this tumultuous period, a phase of community-based resistance was followed by a complete redesign of local government. The heady period of constitutional negotiations (1992-1996) has been followed by a more businesslike concern with municipal delivery, especially to address questions of poverty, infrastructure backlogs, the need for economic development, and the consequences of HIV/AIDS (Daniel 2003:118).

This design was seriously out of gear with the spatial, financial and political circumstances. Spatially, the central business districts' (CBD) tax bases were invariably located within the white local authorities, which meant that black, coloured and Indian local governments were systematically starved of funding. The payment culture was virtually non-existence because of poverty. But these problems paled into insignificance in the face of political resistance. A wide array of civic associations, linked to other oppositional movements kept resurfacing, despite the most draconian measures. A long term beneficial consequence of these harrowing experiences is that a class of local political leaders emerged that was committed to community and municipal development. These were the natural inheritors of the local government system after the municipal elections in 1995 (Daniel 2003:119).

The anti-apartheid period laid the foundation for the post-apartheid local government in many ways. First the many years of government-imposed fragmentation created a strong interest in the concept of integration (i.e. spatial integration and functional or sectoral integration) this laid the groundwork for the Integrated Development Planning (IDP) philosophy that emerged many years later.

#### **2.3.1.2 Local government beyond 1994**

South Africa's history has been characterised by a continuous struggle to become a vibrant civil society in which power is distributed equally and diversity is valued amongst all citizens. The transition to democracy in 1994 instilled a new sense of



hope that such a society could indeed become a reality. The transformation led to the creation of an accountable government and the creation of a sphere of free public debate. Together with the existing array of voluntary associations, the transition provided some appreciation for social diversity and an ability to limit the depredations of political power. However many challenges to a free and fair democracy remain (Achmat, 2002: 1).

The Local Government Transition Act 209 of 1993 was negotiated at Kempton Park by relevant stakeholders and passed by Parliament in December 1993. The purpose of this Act was to set out to create a framework for the orderly transition to a full democracy. It delineates the steps by which change from exclusive, apartheid and local government will take place. It seeks to address inequalities, structural deficiencies, financial and legitimacy problems at the local government (Reddy, 1996:63).

The Local Government Transition Act 209 of 1993, provided for a pre-interim phase during which sitting councillors would be replaced with appointed councillors on a basis of 50% statutory and 50% non-statutory representation, the pre-interim phase ended with elections. An interim phase which started with the first democratic elections and ended when the new Constitution took effect.

According to Fox and Van Royen (2004, 132) Integrated Development Plans (IDPs) were first called to life in the Local Government Transition Act Second Amendment, 1996, which required all municipalities in the country to prepare such plans. In terms of this Act, IDP's were meant to ensure 'the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties' and had to be compiled with regard to a set of equity, sustainability and efficiency principles. These are the principles contained in chapter 1 of the Development Facilitation Act 67 of 1995.

Craythorne (2006,145) argues that the concept of integrated development planning was first introduced into municipal law when the Local Government Transition Act 203 of 1993 was amended by the Act 97 of 1996, which required metropolitan councils to have an IDP and which permitted district council or a representative council. Act 97 of 1996 defined an IDP in the following terms: "Integrated development plan



means a plan aimed at the integrated development management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled having regard to the general principles contained in Chapter 1 of the Development Facilitation Act 67 of 1995, and were applicable, having regard to the subject matter of land development objective contemplated in Chapter 4 of the Act.

The Municipal Systems Act replaces what was defined in the Local Government Transition Act in its entirety and now specifies all aspects of the IDP. In addition, the Minister for provincial and Local Government has made regulations about certain aspects of the IDP. Below, the IDP is described and discussed in three parts, namely substantive, procedural and legal effect. Substantive in this context means the substance or content of the IDP (Craythorne 2006: 146).

### **2.3.2 Legislative Framework**

The Constitution and a White Paper on developmental local government set out a new paradigm for integrated development that would focus on the previously disadvantaged communities (Achmat, 2002: i).

#### **2.3.2.1 Constitutional requirements**

The Constitution assigns a clear developmental role to local government in Sections 152 and 153. This is explained in more detail by legislation. Chapter 2 of the Constitution deals with human rights, and is important when formulating IDPs in local government area.

The adoption of the Constitution, 1996 heralds a significant new phase in the South African local government transition process. In section 40 of the constitution it is stated that government of the Republic is constituted as national, provincial and local spheres, which are distinctive, interdependent and interrelated. These spheres of government must observe and adhere to the principle of cooperative government. The three spheres mentioned must, *inter alia* ensure the well-being of the Republic; provide effective, transparent, accountable and coherent government; and not as-

sume any power or function except that conferred on them in terms of the Constitution, 1996. The exercising of powers or performing of functions must be done in a manner that does not encroach on the geographical, functional or institutional integrity of the government in another sphere. This can, *inter alia*, be achieved through mutual cooperation in a spirit of trust and good faith.

Section 151 in chapter 7 of the Constitution (1996) stipulates that the local sphere of government consists of municipalities. These municipalities must be established for the whole of the Republic, there will be so -called "wall- to- wall "local government. Subject to national and provincial legislation as stated in the constitution, a municipality has a right to regulate on its own initiative the local government affairs of its community, and furthermore section 151(4) states that, neither a national nor a provincial government may comprise or impede a municipality's ability or right to exercise its powers or perform its functions.

Chapter seven of the Constitution (1996) deals with local government and it sets out the powers of municipalities, which have general obligation, in sections 152 and 153. Section 152 (1) provides for the objectives of local government, which are:

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

The above responsibilities as recorded in the Constitution establish a new mandate for local government in South Africa, which requires that each local authority develop specific policies aimed at meeting the particular needs of local communities, with their consent. In terms of this new mandate, local authorities are required to proceed beyond the narrow service provision role implicit in most local government ordinances. In order to meet these Constitutional prescriptions, the national government engaged in a process to develop an inclusive and consensually based policy for local

government, which ultimately resulted in the publication of the White Paper on Local Government.

The IDP Guide Packs (South Africa 2001) further explicitly explain that IDP as one of the tools for local government to cope with its new developmental role and contrary to the role played in the past, IDP is now seen as a function of municipal management, and as part of the integrated system of planning and delivery.

#### **2.3.2.2 Legislative requirements and municipal mandates**

To ensure IDP processes are followed effectively in South Africa, two main legislations exist to guide municipalities to maintain the standard of developmental local government. The respective legislations are, namely: *The Municipal Systems Act No. 32 of 2000* and *The Municipal Structures Act of 1998*.

*The Constitution, 1996* implies that a municipality must practise integrated development planning in that it requires a municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community (Craythorne: 2006, 146).

Chapter 5 of *the Municipal Systems Act, 2000* takes this theme and develops it by stating that a municipality must undertake developmental oriented planning so as to ensure that it:

- Strives to achieve the objective of local government set out in section 152 of the Constitution(1998); and
- Gives effect to its development duties as required by section 153 of the Constitution.

*The Constitution, 1996* further requires co-operative government and sets down certain rules for that, while developmental duties of local government require municipalities to participate in national and provincial development programmes. Municipalities primarily had the responsibility of passing municipal by-laws related to issues listed

in part B of the schedules 4 and 5 [section 156 (2)]. These issues mainly concern aspects such as water and sanitation services, municipal public transport, building regulations, municipal health service, beaches and recreational facilities, cemeteries, funeral parlours and crematoria, and the licensing of dogs (Venter, 1998: 43). *The Constitution* requires municipalities to have an IDP that will enable the respective municipalities to manage the process in order to fulfill its developmental responsibilities.

*The Municipal Systems Act, 2000* extend the requirements by stating that the planning undertaken by a municipality must be aligned with, and complement the development plans and strategies of other affected municipalities and other organs of the state, so as to give effect to the principle of cooperative government contained in the constitution (Craythorne, 2006: 146).

#### **2.3.2.3 Functions of municipalities**

Craythorne, (2006, 159) stipulates that the general duty of municipal services is to give effect to the provision of the constitution and also to give priority to the basic needs of the local community; promote the development of the local community; and to ensure that all members of the local community have access to at least the minimum level of basic municipal services. Craythorne, (2006, 159) further states that municipal service must be equitable and accessible, be provided in a manner that is conducive to the prudent, economic, efficient and effective use of available resources as well as the improvement of standards of quality over time; be financially sustainable; and be regularly reviewed with a view to upgrading, extension and improvement.

#### **2.3.2.4 IDP policies**

At national level there are two major policy frameworks that affect IDP directly. The respective policies are, The Reconstruction and Development Programme (RDP); and The Growth, Employment and Redistribution strategy (GEAR). The two policies are discussed below.



### *The Reconstruction and Development Programme*

The RDP document defines the programme as an *integrated, coherent socio-economic policy framework*. The RDP emphasizes the following aspects of the developmental role that applies to local government, as well as to the national and provincial spheres of government:

- The integration of areas, budgets and economies previously separated by apartheid;
- The provision, upgrading and maintenance of services in all areas;
- Broadening and strengthening the professional and administrative capacity of local government;
- Ensuring gender sensitivity and providing a more equitable role for women; and
- Ensuring accessibility and participation by all stakeholders (Geyer, 2006:6).

### *The Growth, Employment and Redistribution Strategy*

Growth, Employment and Redistribution strategy (GEAR) is primarily an economic strategy designed to encourage growth, create employment, and facilitate the equitable redistribution of wealth (Geyer, 2006:6). At local level this is demonstrated by initiatives and strategies that are designed to:

- Rationalize municipal personnel and staffing levels;
- Encourage private sector investment in service provision and infrastructural development; and
- Reprioritize local government budgeting and spending (Geyer, 2006:6).

#### **2.3.2.5 Legal status of the IDP**

*The Municipal Systems Act 32 of 2000* state that an IDP which has been adopted by a council: Is the principal strategic planning instrument, which guides and informs all planning and development, and all decisions relating to planning, management and development in municipality; and it binds the municipality in the exercise of its execu-



tive authority, except to the extent of any inconsistency between a municipality's IDP and national or provincial legislation in which case such legislation prevails: and

Importantly, the landmark 1998 White Paper on Local Government introduced the concept of 'developmental local government', which was defined as 'local government committed to social, economic and material needs and improve the quality of their lives' (RSA, 1998:17). The statutory principles for operationalising these concepts of developmental local government are contained in *the Municipal Systems Act*. A critical feature of this Act is the notion of promoting the so termed 'integrated development planning' in terms of which LED is regarded as a key element (Harrison 2001; Odendaal 2002; Hindson 2003).

### **2.3.3 The Stakeholders in the IDP**

Integrated development plans are the most important mechanism available to government to transform the structural differences in the previously divided societies; and fragmented parts (Geyer, 2006: 1 & 10). The primary means of the IDP process is to develop a community in the respective municipalities (Geyer, 2006:1). The municipality must take responsibility for the leadership and participation in the IDP process (Geyer, 2006:10). Geyer (2006:1) states that the IDP process co-ordinates the planning efforts of different spheres and sectors of government and other institutions at local government level (Geyer, 2006:1). The following sections will discuss the respective stakeholders in the IDP, although the internal arrangements for the management and execution of the processes differs from municipality to municipality (Geyer, 2006:10).

#### **2.3.3.1 District Municipality**

A district municipality is referred to in the Constitution as a "Category C municipality" which shares authority with local municipalities in the area of the district. Its purposes are derived from section 155(4) where it is stipulated that when dividing functions and powers between district and local municipalities, national legislation "must take into account the need to provide municipal services in an equitable and sustainable manner" the explicit purpose of the district municipality can be described as:

- To meet the basic needs of the community, it must ensure that services are provided throughout the district on an equitable manner, that is according to the need, and
- To ensure that services are provided in a sustainable manner, that is, that the consumers of the services can afford them and the supplier can provide them within its own means on an ongoing basis.

The purpose of the district municipality is to respond to the need and capacity of the municipalities, the Constitution foresees and permits that the district municipality may play a different role in respect of each local municipality in its district. The division of powers and function between a district municipality and the local municipalities in the district can be asymmetrical, depending on the need and capacity.

The purpose of district municipalities can be summarized as follows:

- To build local municipalities where there is no capacity; to initiate the economic development of the district;
- To plan land use in the district; and to provide for the basic need of the people in deprived areas.

Section 83 (3) of *the Local Government: Municipal Structures Act* list the purpose of the district municipality as follows: it “must seek to achieve integrated, sustainable and equitable social and economic development of its area as a whole”.

The municipality must take responsibility for the leadership of and participation in the process. Not only must the municipality drive the process and ensure participation, it must be involved itself: councillors, staff and all departments. The internal arrangements for the management and execution of the process will differ from municipality to municipality, but it should be as high-profile and high-powered as possible. This will indicate the seriousness of the municipality's commitment. It is critically important for the municipality to contact the various provincial and national line departments. Many of the line departments have development plans for their line functions and Jurisdictional areas and might well be able to help technically and financially (Geyer, 2006: 10-11).

### **2.3.3.2 The mayor**

According to Section 53(1) (b) of the MFMA, the mayor of a municipality and not the municipal manager, must coordinate the annual revision of the IDP and should determine to what extent the IDP must be revised or taken into account for the purposes of the budget of the municipality. The Act also links up with the requirement of section 34 of the Municipal Systems (Act No. 32 of 2000) which requires the Council to review the IDP annually, and amend it according to the prescribed process.

### **2.3.3.3 Interest groups and Community**

#### *Interest groups*

Business and labour organisations, NGOs, CBOs and civics should be encouraged to participate and assist. They represent the interests of groups within the broader community. Although there might be women serving on the structures of these organisations, women and women's organisations should be encouraged to participate in their own capacity. Traditional leaders should also be encouraged to participate (Geyer, 2006: 10-11)

#### *Community*

Most importantly, the broader community must not only be consulted, but should also be involved in all aspects of the process (Geyer, 2006: 10-11).

### **2.3.3.4 Media**

The participation, involvement and consultation in the process should be as broad as possible and information about the process and its progress should be widely communicated. In this instance the local media should be briefed fully and regularly. The municipality should explore other available channels of communication and information dissemination and distribute contact details and phone numbers (Geyer, 2006: 10-11).



## **2.4 IDP OBJECTIVES**

The purpose is to improve the quality of life of the community, enhance opportunities and maximise choices. The objectives include:

- Service delivery, access to and levels of servicing;
- Local economic development and job creation/training;
- Environmental and health issues; and
- Land use, urban integration and linkages (Geyer, 2006:4).

The objectives have to be financially viable, realistically achievable and sustainable in the long term.

## **2.5 REASONS FOR DEVELOPING IDP**

IDP is a constitutional and legal process required of municipalities. However, quite apart from the legal requirements, there are good reasons for municipalities to undertake IDP. Planning in general and IDP in particular, is a critically important management tool to help transformation, growth and development at local government level (Geyer, 2006:6). Pauw (2007:280) states that one of the main reasons is the developmental mandate that has been allocated to municipalities by the South African Constitution, which is aimed at ensuring that the quality of life for the municipalities' residents is improved. He reckons that the following reasons can be considered to be the underlying motivation for preparing the IDPs:

- An IDP assists in the effective allocation of scarce resources, by merely focusing on the identified and prioritized needs of the community.
- An IDP should improve service delivery by providing a tool that will direct and guide investment and by making all the stakeholders to have a buy-in of all relevant role players and also to bring solutions in times of deadlock in order to arrive as at realistic project proposal, taking into account the limited available resources.
- An IDP should assist in attracting additional funds, since a well prepared development plan will encourage private investors and public sector departments to invest their money within a specific municipal area because the IDP

is an indication that the municipality has a strategy in place that will direct their developmental actions.

- The IDP should assist in strengthening local democracy as well as institutional transformation, since decisions are taken in a democratic and transparent manner and not only by a few influential individuals (Pauw, 2007: 280).

### **2.5.1 Integrated development planning benefits**

Daniel et al (2003:132) argue that one of the many benefits of the IDP process is that it has exposed how little councilors and senior officials have knowledge about their surrounding or municipality within their area of jurisdiction, he made an example of councillors having the vaguest information about the population within their municipality, and how outdated and unreliable information being utilized by senior officials, and consequently planning becomes the product of opinion and not facts. He also emphasize the exclusion of rural communities during IDP processes which consequently lead to lack of development in rural areas.

In contrast to what Daniel has stated, (Van der Waldt, 2007: 102) stipulates the benefits of integrated development planning as follows:

#### *A mechanism to fast-track delivery*

Integrated Development Planning is a mechanism to fast-track delivery by:

- Ensuring a well- informed, speedy and sustainable decision making process;
- Getting the buy-in of all role players for implementation, providing a tool that guides where investment should occur, and
- Arriving at realistic project proposal by taking limited resources into consideration.

#### *An agent for transformation*

Van der Waldt (2007:102) emphasise the fact that Integrated Development Planning (IDP) helps to strengthen the democracy as well as institutional transparency because decisions are made in a democratic and transparent manner instead of decisions being made by a few influential individuals.



### *A vehicle to facilitate communication*

According to Van der Waldd (2007:102), within the municipality the integrated development plan provides a basis for interaction among officials, councillors, citizens, the private sector and other role players to promote strong networks, alliances and partnerships in order to realize the vision of truly developmental local government.

### *A tool to alleviate poverty*

Integrated Development Planning should ensure that socio-economic imbalances such as unemployment and poverty are addressed and the living conditions of the poor will be improved. Poverty alleviation can be achieved by the following actions:

- Identifying and prioritizing poverty issues;
- Developing multi sectoral development strategies for poverty alleviation;
- Identifying projects for poverty alleviation
- Developing operational strategies that give priority to the employment of the poor in the implementation of projects
- Promoting job creation through Local Economic Development programme and;
- Preparing spatial frameworks that make provision for the spatial integration of the poor in the economy (Van der Waldd, 2007:102).

Geyer (2006:4) further identifies the benefits of IDP below. The benefits are as follows:

- Allocation of scarce resources to maximize effect and to ensure priorities are met;
- Effective use of available capacity;
- To ensure sustainable development and growth;
- To facilitate credible accessibility to local government by citizens;
- To enable active citizen participation in local government;
- Providing access to development funding;
- Encouraging both local and outside investment; and
- Building capacity among councillors and officials (Geyer, 2006:4).

## **2.6 CHARACTERISTICS OF INTEGRATED DEVELOPMENT PLANNING**

### **2.6.1 Integration**

The word integration is meant to stress the multisectoral and multidisciplinary character of this type of planning (Achmat, 2002: 1). IDP brings together various economic, social, environmental, legal, infrastructural and spatial aspects of a problem or plan (Geyer, 2006:2). Integration means:

- to combine parts into a whole;
- to consider the aspects of an issue at the same time;
- to look at all the circumstances that might affect a project or plan in a holistic manner; and co-ordination of all stakeholders, sectors and roleplayers (Geyer, 2006:2).

### **2.6.2 Outcomes and delivery-orientation**

The outcomes and delivery-orientation characteristic is based on development and sustainability. In this regard, development means growth, evolution and progress. However, in a local government context, its meaning includes the process of improving the quality of life of the community; enhancing opportunities; and maximizing choices (Geyer, 2006:2).

The term development carries the concept of sustainability. Indeed, sustainability requires dynamic stability achieved through change that is economically sound and socially just and that maintains the natural resource base. Development means change with growth and equity. The central development challenge is to initiate and sustain a process whereby the material and spiritual well-being of a population is improved and development proceeds are fairly distributed according to principles of social justice (Archmat, 2002: 4).

### **2.6.3 The planning process**

Planning is used by organizations and institutions as a tool to better manage business. Even though there is no single correct way to plan, certain processes have evolved to ensure effective planning and implementation. Typically, the process involves:

- Identifying and assessing the problem;
- Deciding what needs to be done and setting the goals;
- Identifying and assessing the available resources to deal with the problem;
- Setting a course of action and implementing it; and
- Monitoring the action and adjusting the plan if necessary (Geyer, 2006:10).

IDP takes the process further. IDP could be defined as taking several plans and/or planning processes and bringing them together. However, just as planning merely for the sake of planning serves no purpose, randomly bringing plans together is equally unproductive. There are some basic steps that need to be put in place for IDP to be completed successfully (Geyer, 2006:11-12). Planning ensures that the daily affairs are run more smoothly. Some plans are better than others. Plans that follow a certain route have a better chance of succeeding.

## **2.7 IDP PROCESS**

IDP is a process by which the planning efforts of different spheres and sectors of government and other institutions are co-ordinate at local government level (Geyer, 2006:1). The life span of the IDP is five years. The IDP is therefore linked to the five year term of office of councillors who are then responsible for the IDP process. The United Nations Environment Programme {UNEP} (2004, outlines the basic elements for the IDP process in the table (2.1) below.



Table 2.1 Generalised sequence of planning elements and tasks

| <i>Elements of a planning process</i>       | <i>Tasks of a planning process</i>                                                                                                                                                                                                                                                                                                                 |
|---------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Initiation                               | <ul style="list-style-type: none"> <li>- Rationale, need and purpose (why is this process being initiated)</li> <li>-Design of the planning process (what is the approach and authorization)</li> </ul>                                                                                                                                            |
| 2. Analysis                                 | <ul style="list-style-type: none"> <li>-Commitments and obligations with regard to environment and sustainability</li> <li>-Identification and analysis of issues, trends, problems, opportunities and linkages</li> <li>-Identification of sustainability goals, principles and indicators</li> <li>-Policy and institutional analysis</li> </ul> |
| 3. Design of strategy / strategic planning  | <ul style="list-style-type: none"> <li>-Defining a vision, goals and objectives</li> <li>- Defining priority areas / win-win policy options for intervention</li> <li>-Taking into account sustainability considerations (spatial and temporal trade-off)</li> </ul>                                                                               |
| 4. Design of actions / operational planning | <ul style="list-style-type: none"> <li>-Design and appraisal of specific solutions / activities</li> <li>-Setting priorities to minimize harm and enhance benefits</li> <li>-Rules for clarifying and making the trade-offs</li> </ul>                                                                                                             |
| 5. Implementation and monitoring            | <ul style="list-style-type: none"> <li>-Implementation arrangements (organization, funding)</li> <li>-Defining a monitoring system with sustainability indicators</li> </ul>                                                                                                                                                                       |

Source: (United Nations Environment Programme (Geyer, 2004:5)

The abovementioned elements are determined by Section 27 of the Municipal Systems Act No. 32 of 2000 which outlines the framework for district municipalities for IDPs within the respective municipalities. Municipalities thus have the responsibility for inter-local co-ordination, and for links with provincial and national departments. While each local municipality and the district municipality produces their own plan, and conducts their own participatory processes, the role of the district municipality is to ensure that there is a joint district strategy, that the IDP's within the municipality are aligned with each other and with the district IDP. District municipalities are also responsible for supporting the planning activities of local municipalities with limited capacity. The precise division of functions between tiers remains to be worked out in



terms of legislation, but is sometimes emerging in practice through agreement at local level.

### **2.7.1 The Process Plan**

Integrated development planning is a new concept to most municipalities; many local authorities need help developing IDPs. According to Pauw (2009:281) the planning process should be preceded by preparatory work which should include the development of the process plan. Such a plan is necessary to manage the planning process properly, only when it is correctly adhered.

Section 28 of the *Municipalities Systems Act 32 of 2000*, requires the municipal council to adopt a process plan set out in writing to guide the planning, drafting, adoption and review of its integrated Development planning. The respective plan should outline the structure that will manage the planning process, and how public participation is going to take place. DPLG provides guidelines for the process plan. The plan must contain the following:

- Institutional structures to be established for management of the process;
- Approach to public participation;
- Structures to be established for public participation;
- Time schedules for the planning process;
- Roles and responsibilities; and
- How will the process be monitored?

#### **2.7.1.1 Phase 1: Analysis**

In terms of the IDP Guide Packs, during this phase information is collected on the existing conditions within the municipality. It focuses on the types of problems faced by people in the area and the causes of these problems. Communities and stakeholders are given the chance to analyze their problems and determine their priorities. The identified problems are assessed and prioritized in terms of what is urgent and what needs to be done first.

Information on availability of resources is also collected during this phase, and at the end of the phase, the municipality will be able to provide an assessment of the existing level of development; details on priority issues and problems and their causes; and information on available resources. Craythorne (2006:305) states that the council needs to know the socio-economic environment in its area that is what its population comprises of (for an example age and gender).

#### **2.7.1.2 Phase 2: Strategies**

During this phase, the municipality works on finding solutions to the problem assessed in the first phase, and there will be a broad public debate on the appropriate ways and means of solving problems. This phase will entail the development of vision and mission of the municipality that is what the municipality would like to achieve in the long run having identified the community needs, it also entails the development of objective and strategies to accomplish its vision.

Craythorne (2006:302) declares that a vision statement could be broad, and be for a specific aspect, such as finance, values and stakeholder interest. Craythorne contends that there is nothing wrong when a council wants to have a broad vision for the municipality, which sets the political benchmark for all the future action, and each department having its own particular vision, however the departments particular vision must be compatible with the councils vision and must not infringe with the integrity of the IDP or other departments' activities. He differentiates between the goals and the vision statement, stating that a goal is a broad aiming point while a vision is more of a promise. Craythorne (1997: 403) declares that a municipal council that claims to plan without objectives is in the strange position of having omitted a vital part of the planning process from its planning.

#### **2.7.1.3 Phase 3: Projects**

Once the municipality has identified the best methods to achieving its development objectives it leads to the identification of specific projects, then the municipality will work on the design and content of the project identified, in consultation with the af-

affected stakeholders, including the communities of the areas in which the implementation or execution of the projects will be taking place.

#### **2.7.1.4 Phase 4: Integration**

In terms of the IDP guide packs, (DPLG) the municipality has to ensure that the project proposals are in line with the objectives and agreed strategies, with resource frames (financial and institutional) and with legal requirements.

#### **2.7.1.5 Phase 5: Approval**

The IDP guide packs states that this phase is about feed-back process on the Draft IDP which is supposed to result in a final approval or adoption of the plan by the municipal council, and communities and stakeholders are given the opportunity to comment on the IDP draft, it further states that during this phase the municipality must ensure a coordinated implementation of the IDP by all parties involved and affected (Pauw, 2009:285).

### **2.8 ALIGNMENT BETWEEN PLANNING AND BUDGETING OF MUNICIPALITIES**

Pauw (2009:301) contends that planning and budgeting at municipal level cannot take place in isolation from one another. He state that in principle, the IDP and Service Delivery and Budget Implementation Plan (SDBIP) should inform the budget allocations and vice versa. This simply implies that a municipality cannot prepare the budget without analyzing and identifying the needs of the community, in other words the community must tell the municipality what their needs are, and the municipality should ensure that it has sufficient resources to meet the community needs.

To align the municipal planning with budgeting, Pauw suggests the following steps:

- Identification of projects or activities by means of which strategic objectives of the municipality can be achieved
- Prioritize the projects or activities of each department according to the baseline budget allocations or initial revenue and expenditure projections.

- Estimate the costs of the identified projects/ activities and link it with the output and value-for-money.
- Determine whether the cost estimates will allow for the approval of all identified projects or activities within the baseline allocation of a department.
- Scale down on the extent of a projects or activities or allocate project(s) that cannot be afforded to the one of the other (outer) financial years within the medium –term expenditure period.
- The costs of all projects or activities of each department added together should provide the overall cost of a specific department, in other words, it becomes the expenditure budget of the department also referred to as the main division of the vote.
- The overall cost of each department added together should result in the annual budget of the municipality.

## **2.9 Integrated development planning challenges**

The challenges of IDP are discussed below.

### **2.9.1 Legislation**

Legislation during the transition period did not give a clear indication as to what the specific process, format and content for public participation had to be. Thus municipalities undertook their own processes. In many cases they simply hired consultants to assist them with preparation of an IDP with limited or no participation of communities. The IDP was treated as an additional statutory requirement and the essence of it was often ignored (Achmat, 2002:1).

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### **2.9.2 Institutional and organisational arrangements**

Many IDPs have performed poorly because of the inadequate institutional and organizational arrangements of local authorities and a lack of clarity on role-divisions in plan preparation, management and implementation (Oranje et al, 2000:7). Some of the problems have included:

- local councils handing over their responsibilities to consultants rather than using consultants to support a local authority-led process;
- poor linkage between planning processes at district and local scales (e.g. priorities and programmes which are not dovetailed);
- lack of clarity as to the respective roles of officials and councillors in the IDP process;
- inadequate mechanisms to bring together line function departments within the local authority; and
- a continued poor linkage between planning and budgeting processes and actors/agencies (Oranje et al, 2000:7).

### **2.9.3 Alignment and linkage**

There is a growing list of sectoral and issue-based plans and activities that were demanded from local government by national and provincial legislation, policy frameworks, strategies and programmes. These include, for example, water plans, transportation plans, land use management systems, local economic development strategies, and land reform strategies (Oranje et al, 2000:7). The problems associated with IDP in this regard are as follows:

- the continued lack of co-ordination amongst national and provincial departments and programmes;
- the varying time-frames of different planning processes;
- the sometimes conflicting policy agendas; and
- the different legislative requirements for planning in different sectors (Oranje et al, 2000:7).

## 2.10 REQUIREMENT FOR EFFECTIVE INTEGRATED DEVELOPMENT PLANNING

The emergence of IDP aimed at addressing the continued problem of poorly coordinated planning and action between spheres of government. Oranje et al (2002: 18) identifies the requirements for effective IDP process. The IDP process should:

- respect the principle of co-operative governance;
- provide for the skilful marriage of national priorities, provincial objectives and local preferences;
- as far as possible, make use of existing procedures (such as the provisions in the Municipal Systems Bill, 2000 which could improve levels of inter-governmental integration and co-ordination) and structures rather than creating costly parallel systems;
- avoid the creation of a “super-agency” for coordinating state planning;
- avoid overly elaborate systems and mechanisms of ‘inter-spherical’ co-ordination;
- encourage both more autonomy at lower levels of government and clearer overall direction from the national sphere;
- allow for differentiation through flexibility, yet ensure some minimum degree of uniformity;
- cater for more responsiveness to local needs, but not to the detriment of efficiency and economy;
- remain within the capacity-constraints of all spheres of government;
- avoid unnecessary complexity;
- recognize the principle of *subsidiary*, whereby national and/or provincial government should only take action if local government is unable to do so;
- recognize and respect the value of the IDP in representing the interests and programmes of municipal government;
- avoid “unfunded mandates”, and promote maximum possible fiscal decentralization;
- make innovative and cost-effective use of available technology, including the Internet; and

- ensure that the system is operated and managed in all three spheres by senior officials and politicians who should be held accountable for its success and not be delegated to junior officials with limited [decision-making] powers (Oranje et al, 2000:18).

## **2.11 CONCLUSION**

Integrated Development Planning as a process is crucial in local government. IDP also serve as a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality. Further it is revealed that IDP as a legislative requirement has legal status and supersedes all other plans that guide's development at local government level. It also guides and informs all planning, budgeting, management and operational decisions in a municipality. The next chapter will discuss the context of public participation in the IDP process.

## **CHAPTER 3**

### **PROCESSES OF PUBLIC PARTICIPATION, ROLES AND RESPONSIBILITIES OF COMMUNITIES IN MUNICIPAL IDP PROCESSES**

#### **3.1 INTRODUCTION**

Chapter two revealed a dire need to study the roles and responsibilities of the stakeholders in the IDP process and the importance to understand the public participation framework in order to ensure that communities are well informed to participate in municipal processes. Citizens demand more information on the management of public goods; and how their tax money is spent. Current legislation on local government expects municipalities to be responsible for services provided to communities, since the respective services should satisfy community basic needs. Researchers often inquire about effective procedures which should be enforced to foster effective stakeholder consultations and sustainable negotiations in local government.

This chapter discusses the scope of FDDM. The chapter also discusses processes of public participation, roles and responsibilities of communities in municipal IDP processes.

#### **3.2 BACKGROUND**

Van der Molen (2002:69) state that shortly after the democratic elections, South African politicians came face to face with the inherent policy scenarios of democracy. The author further contemplates that politicians' had to learn fast how to deal with the voice of the majority, i.e. to respond to the issues raised by the community, even though the majority was saddling the wrong horse, meaning making impossible demands. He alluded to the example of the former President Mr. Nelson Mandela who was called to resolve the conflicts between democratically elected office-bearers and disillusioned citizenry within his three years of governing South Africa.

Van der Molen et al (2002:69) further declares that, despite the shortcoming in citizen participation, South Africa has gone a long way in promoting citizen participation



in public administration, and he made an example that amongst the many institutional avenues for citizen participation, he quotes an example of public hearing as part of the process of policy making.

According to Davids (2005:127) understanding participatory governance in South Africa requires knowledge of Nedlac for the failures and successes encountered. Nedlac was launched in 1995 with the aim of building consensus between the state and its partners on social and economic issues. The priority for Nedlac was mainly public participation. However, Davids (2005:127) argue that participatory processes and structures can cause problems. They state that if participation in decision making, implementation and evaluation means that stakeholders can hold local government accountable for public policy and service delivery, consequently one can expect problems if the country concerned lacks a culture of public participation. Unfortunately, in South Africa, the value of Nedlac (and other structures and processes) was somehow been eroded by the Gear approach.

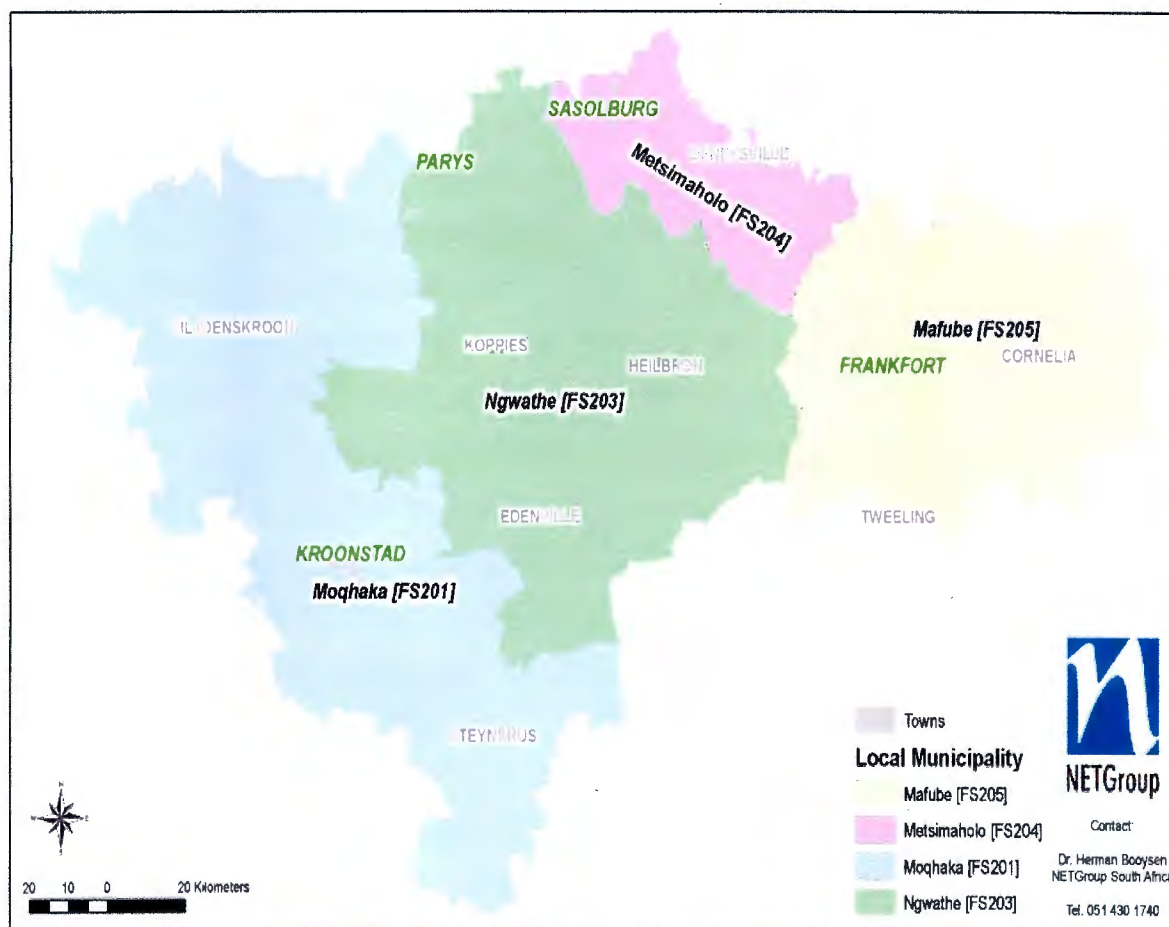
### **3.3 OVERVIEW OF THE FEZILE DABI DISTRICT MUNICIPALITY**

FDDM is the second smallest district municipality in the Free State, stretching from the southern banks of the Vaal River to the major agricultural regions of the Free State. The FDDM covers 16.4% of the provincial (Free State) area. Although part of the Free State, its major economic centres are closely inter-linked with the Gauteng economy (Fezile Dabi District Municipality [FDDM] Integrated Development Plan, 2009/10).

#### **3.3.1 Population**

FDDM comprises four local municipalities, namely: Metsimaholo MeLM, Mochaka MoLM, Ngwathe (NLM) and Mafube (MaLM) Local Municipalities. The table (3.1) below illustrates the households' capacity and the GDP. MeLM is located in Sasolburg and have a petro-chemicals centre to boost the economy. MoLM is the agricultural heartland of FDDM. Map (3.1) below illustrates the precinct of Fezile Dabi District Municipality (FDDM).

**Map 3.1: Fezile Dabi District Municipality Locality Map**



**Source:** FDDM Integrated Development Plan, 2009

Map 3.1 identifies the local municipalities in FDDM and its locations. Table 3.1 provides data for FDDM population.

**Table 3.1 Population size for Fezile Dabi District Municipality**

| LOCAL MUNICIPALITY | POPULATION | GDP per capita |
|--------------------|------------|----------------|
| Metsimaholo        | 154 000    | R38.000        |
| Moqhaka            | 170 000    | R21 000        |
| Ngwathe            | 95 000     | R14 000        |
| Mafube             | 54 000     | R73 000        |

**Source:** FDDM Integrated Development Plan, 2009

The table (3.1) points MeLM comprising of high rate (170 000) population as compared to MaLM with the least population size of 54 000. Fezile Dabi, in close proximity to Gauteng and Johannesburg International Airport is perfect for weekend getaway. The Vaal River forms the northern border and with the Vaal Dam, is one of the main features of the area. Many excellent resorts line the banks and make this popular venue for animal life abounds in the game and nature reserves or one may visit a game farm where controlled hunting has become available.

The flat plains of this region were thrown into turmoil when a giant meteor struck the earth some 2000 million years ago forcing the earth into deep gorges and ridges. The resulting scar in the earth surface is 300km in a diameter and is clearly visible from space. The Vredefort structure is currently described as the oldest and largest impact structure, and through hard work by scientists and other role players, a portion of the structure was declared South Africa's seventh world heritage site in July 2005. The dome known as Vredefort Structure, has numerous streams winding through the gorges and there are excellent opportunities for fly fishing while hiking and mountain biking provide recreation for the more active. From Sasolburg, chemical giant and hub of industry, to the peaceful rural areas, Fezile Dabi has a wealth of historical, cultural and leisure pursuits to offer (FDDM Integrated Development Plan, 2009/10).

As indicated earlier in chapter one, municipalities are playing a pivotal role in delivering of basic social services necessary to improve the living standards of people, FDDM is no exception to this requirement. The following functions are conferred on the District municipality in terms of Section 83(3) of the Municipal Structures Act 117 of 1998. The Act states that a District must seek to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by:

- ensuring Integrated Development Planning for the entire 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

- promote equitable distribution of resources between the local municipalities in its area to ensure appropriate level of municipal services within the area.

### **3.4 COMMUNITY PARTICIPATION**

Van der Molen (2002; 235) and Paul (in Van der Waldt and Knippe (1998:143)) define community participation as 'an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project aimed at improving the welfare of people in terms of income, personal growth, independence and other values regarded as valuable'.

Van der Waldt (2004:117) endorses the definition of public participation by asserting that it is a powerful tool that informs and educates citizens, and therefore enhances the democratization process in South Africa. Participation is a way of receiving information about issues, needs and attitudes and provides affected communities the opportunity to express their views before the policy decisions are taken. It promotes quality, fairness and reasonableness in the allocation and distribution of public resources. Public participation balances the tension between democracy and bureaucracy. Furthermore, public participation teaches citizens to understand the needs and desires of other citizen groups in society, to resolve conflict and promote collective welfare. Participation provides citizens with a source of special insight, information and knowledge that adds to the soundness of government policies, and further ensures that citizens have access to the 'tools' of democracy (Van der Waldt, 2004:117).

The definition of public participation comes to the fore in Venter (2007:12) where he states that public participation refers to the direct involvement of citizens in seeking information about and making decisions which relate to certain public issues. Venter (2007:12) further highlights that public participation take many forms, mentioning hearings, taking part in public opinion surveys and serving on advisory organs.

However, Tomlinson (1994: 132) challenges their definition by asserting that community participation is a complex process of building the capacity of the most powerless and poorest communities to take greater control of the decisions, knowledge,



resource and power that govern their daily lives. Tomlinson states that much civics distinguish community participation and community control, of which the former refers to participation in the programmes and projects designed by someone else and the later to strategies initiated and implemented by the community. The explanation for the distinction that he makes is that community control can be achieved by building up from below an array of local development organizations and institutions that are different from civics and service organization that have hitherto been involved in the development process.

Tomlinson (1994: 132) further states that civics will remain according to broadly-based community representatives articulating demands relating to the full range of community problems, whereas service organization will continue to provide much-needed technical, training and "organizational development" back-up. A further complication is that there are regional differences in the civics' level of organization, independence and preparedness to adopt developmental role.

### **3.5 LEGISLATIVE CONTEXT FOR PUBLIC PARTICIPATION**

The section below describes the legislative context for public participation.

#### **3.5.1 The Constitution of the Republic of South Africa, 1996**

Section 152, of *the Constitution* places an emphasis on involving communities in decision making. It also emphasize on the need for sound intergovernmental relations and cooperative governance in local government. Craythorne (2000:238) argues that community involvement and representation of relevant structures should be balanced by the need to manage the process effectively.

Continuous interaction with the public is important to take place. Section 195 (1) (e) of the Constitution, 1996 requires that the people's needs must be responded to and the public must be encouraged to participate in policy- making. These sentiments are also echoed in section 152 (1) (e), where it is stated that one of the objects, that is purpose of local government is to encourage the involvement of communities and community organizations in the matters of local government.



According to Fox and Van Royen (2004, 132), legislation creates an enabling environment for participatory community development. In this section of the chapter, the Constitution of 1996, the Development Facilitation Act 67 of 1995, the Municipal Structures Act 117 of 1998 and the Municipal Systems Act 32 of 2000 will primarily be used to establish a legal framework for not only sustainable, but also participatory, development to take place.

### **3.5.2 The Development Facilitation Act, 1995**

Section 27(4) (a) of the Development Facilitation Act (DFA), Act 67 of 1995 also makes provision for citizen participation by stipulating that land development objectives must be set in a 'manner in which member of the public and interested bodies shall be consulted'. The DFA also makes provision for development tribunals as structures for participation.

### **3.5.3 The Municipal Structures Act, 1998**

The Municipal Structures Act No. 32 of 2000 requires each municipality to 'develop mechanism to consult the community and community organizations in performing its functions and exercising its powers' (Section 19(3)). Section 9(2) of this Act provides that each municipal council shall annually review:

- The needs of its community;
- Its priorities for meeting the needs
- Its processes for involving the community; and
- The organizational and delivery mechanisms for meeting the needs of the community.

It is important that a municipal council develops mechanisms to consult the community and community organization in performing their functions and exercising their powers. In order to ensure that local communities are able to participate in the development and monitoring of municipal programmes, the executive should report annually on the involvement of community and community organizations in the affairs of the municipality; and ensure that consideration is given to public views and report on the effect of consultation of the decision of the council (Section 44(g)).

The Municipal Systems Act No. 32 of 2000 is quite specific on the need for community participation. This Act dedicates chapter 4 to community participation in local government. Section 152(1) of the Constitution, 1996 prescribes Municipalities to encourage the involvement of communities and community organizations in the matter of local government. This simply implies that the provisions of community participation have a constitutional base.

#### **3.5.4 White Paper on Local Government, 1998**

The White Paper on Local Government (1998) proposes that municipalities should in future be developmentally orientated, providing leadership to co-ordinate the activities of public and private agencies, and encourage the community to participate in policy making. Municipalities should further prioritize their needs through integrated development planning. Van der Waldt (2007:19) also quoted the White Paper on Local Government stating that it requires municipalities to develop mechanisms to ensure citizen participation in policy formulation and implementation. Craythorne (2006:313) support this notion by explicitly delineating that the encouragement and creation of conditions for local community to participate in the affairs of the municipality. He further declares that Municipal Structures Act requires and the Municipal Systems Act provides for the establishment of political structures for participation by local communities in the affairs of the municipality.

Section 17 of the Municipal Systems Act (2000) complements the White Paper on Local Government (1998), by providing mechanisms, processes and procedures for community participation. It emphasizes community participation in the affairs of the municipality and state that it must take place through:

- Political structures for participation in terms of the Municipal Structures Act, such as sub councils and ward committees;
- The mechanisms, processes and procedures for participation in the municipal governance established in terms of the Municipal Systems Act;
- Other mechanisms appropriate, processes and procedures established by the municipality;
- Councillors; and

- Generally applying the provisions for public participation as provided for in the Municipal Systems Act (1998).

### **3.6 COMMUNICATION FOR AND TO THE COMMUNITY**

Section 18 of the Municipal Systems Act provides for the communication of information concerning community participation and communication generally to the local community. The Act extrapolates that a municipality must communicate to its community information concerning:

- The available mechanisms, processes and procedures to encourage and facilitate community participation;
- The matter to which community participation is encouraged;
- The rights and duties of members of the local community; and
- The municipal governance, management and development

Firstly the Act emphasise the importance of taking into account the language preferences and usage in the municipality and the special needs of people who cannot read and write. Craythorne (2003:265) states that when communication to the community has to be done through media, it must be done in the local news paper or newspaper circulating in the municipal area determined by the council as a newspaper of record (the sole newspaper to be used) or by means of radio broadcasts covering the municipal area, for example to reach those who cannot read or write by using local community broadcasters. The author went on to say at a time when a notice is to be published; it must be published in the provincial gazette or the media and must also be displayed at the municipal offices. In a case where local communities are invited by council to submit written comments, Craythorne (2003:265) suggest that it must be stated in the letter of invitation that anyone who cannot write may come during office hours to the office of the municipality to be assisted by an official to transcribe their comments.



### **3.6.1 Elements for effective communication process**

Graham (1994:23) suggests the following elements of effective communication process:

- Holding regular meetings with the community firstly, to get input on matters to be considered in the various forums of local government and, secondly to give feedback on the latest developments with regard to services, important projects and so on;
- Ensuring that information strategies are diverse enough to reach all members of the community, for example through newsletters, articles in local newspapers, distribution of pamphlets and addressing public gatherings;
- Including all sectors in the communications network by working closely with community-based groups such as chambers of commerce, women's leagues, religious group's cultural organizations, action groups and so on. These stakeholders can become more involved in local government affairs by establishing community development forums; and
- Displaying a sense of urgency in addressing the need of the community at all times, even in circumstances where there are no answers for a particular issue promptly attempting to explain the action plan to be taken, to resolve the issue and delineating the circumstances that propelled the delay in addressing those issues.

### **3.6.2 Mechanism for public communication**

The application of communication mechanism varies according to an institution's needs and usage. Davids (2005:127), provide different examples of the respective mechanism as they can be used for communicating with the public. The respective mechanisms are often defined as *Public Participation Strategies through 'informing' Participants* and they are outlined below.

- *Legal notices* inform the public about a proposal or activity that is required by law to be displayed at particular locations (i.e. municipal notice boards);



- *Advertisements: municipalities use paid advertisement (nationally) as well as community newspapers to inform the public of a proposal or activity and the opportunity for participation (i.e. tender);*
- *Magazines, news articles, press releases and municipal or community newsletter comprise of stories, debates and articles which provide information about a proposal or activity to be undertaken;*
- *Background information material consist of fact sheets, personal handouts, competitions, brochures / flyers distributed with bills, through mail drops, direct mail or left at accessible locations, to provide feedback and updates on progress regarding a planned project;*
- *Exhibits and displays comprise of information provided at an accessible location, such as municipal building/library or a road show, to help raise public awareness regarding an issue, campaign or planned project; and*
- *Technical reports which include special studies, reports or findings made accessible to the public at libraries, through the municipal newsletter or electronically on a website of the municipality.*

### **3.7 COMMUNITY PARTICIPATION AND INTERGRATED DEVELOPMENT PLANNING**

Integrated Development Planning is interactive and participatory in nature and therefore requires inputs from various role-players and stakeholders. Ambert (in Davids 2005: 111) views community participation as a new buzzword, received its popularity from the growing recognition of the need to involve stakeholders in development interventions. Ambert (in Davids et al, 2005 111) further claims that the international rationale for the promotion of the public participation and partnerships, i.e. integrated development planning (IDP), Public-Private partnerships (PPPs) and local economic development (LED) in South Africa, rests on the belief that if the public participate in development programmes, these programmes will then be seen as legitimate.

Pauw (2009:280) states that to ensure that public participation in the IDP is encouraged, the municipality must put appropriate structures in place, and these structures referred to ward committees that should be established within the geographical area

of the municipality. He recommends that the entire ward committees within a municipal area must be present during the representative IDP forum, and such forum should be a permanent organization that must monitor the performance during the implementation of the IDP. Pauw (2009:280) also suggested that these meetings must be attended by both councillors and IDP committee.

Venter (2004:143) agrees with the above statement as he quotes the *Municipal Systems Act* of 2000, declaring that it contains a provision in section 16 that obliges a municipality to pursue capacity-building within its community in order to facilitate meaningful community participation in decision-making processes. He suggest that municipalities must through development process, establish forums where the public can give input in a structured and meaningful manner, and such structure will in a way benefit the council as it will have an opportunity to disseminate the information to the broader public. Venter (2004:143) further states that a municipal council should also report back regularly to its electorate. Reddy (1996:xii) states that it has become imperative that South African local authorities adopt an urban environmental planning and management approach focusing on sustainable development while recognizing the links between environmental quality, poverty, and quality of life.

Molen (2002:239) cited the guidelines set by the National Department of Provincial and Local Government, pertaining to the IDP Process, according to the guidelines (IDP Guide pack, Guide 1:3) the primary objective of public participation is the promotion of local democracy. Local government is not expected only to find its own in structuring stakeholder participation (IDP Guide pack, Guide 1:39) because of the fact that national and provincial policy cannot prescribe detailed requirements for local particularities; but also to encourage and promote participation, especially in the case of marginalized groups and women.

### **3.7.1 The Role of Municipal Service Delivery in Promoting Gender Equality**

The White Paper Local Government (1998) defines the role of local government. The role of local government includes the developmental mandate to empower citizens. Further, Local Government is committed to work with citizens within the community



to find sustainable ways to meet their social, economic and material needs. Women in this regard receive first priority.

Parnell et al (2002:207) contend that if basic services such as water and electricity, are absent it becomes the responsibility of women to provide them, and also if facilities like a child-care centre or a clinic are lacking in the community, women tend to provide these services free or at a limited cost. The authors therefore conclude that the absence of municipal service increases workload on women, and because of the time they spend on organizing these services, they have less time to engage in income-generating activities or leisure.

Parnell (2002:207) further claim that in some instances as women are busy organizing these basic services for instance chopping wood for fuel, in the veld, they become more vulnerable to violent attacks and abuse. This vulnerability is prompted by lack of proper infrastructure such as roads, street lights or reliable public transport. It can be argued that by simply ensuring the effective provision of municipal services and infrastructure, local government is actually contributing to the gender equality. However, the provision of such basic services does not guarantee the change of status quo, according to which women are given inferior status by men.

### **3.7.2 Women's participation: African development & Governance Strategies**

Onimode (2004:171) herald that peace, welfare and harmony are normally ensured if women are given due respect and participation in the society. Onimode (2004:171) feel that as the time passes by the society undergoes the change as well, and respect for women deteriorates in male dominant society where women are considered as objects of exploitation in various ways. Onimode et al (2004:171) declares that despite the achievements of women in the past they are still not given their rightful place in the development of the society. The author recommends that for a healthy growth of society women must participate actively in all the fields. It is reckoned that participation of women in water and sanitation programmes have several benefits such as contributing to the achievement of the programme objective and also to the attainment of wider developmental goals (Onimode et al, 2004:171).

Reddy (1995:30), supports the above mentioned assertion by stating that the 1990s were heralded as the decade of opportunity for women that is a time when they would be recognized as a vital resource capable of filling the skills gap in the labour market. The author further asserts that yet, in South African local authorities, women remain in menial, lowly paid jobs without status and are under-represented in decision-making structures and suggest that to maximize the potential of women in local government management and development, various strategic initiatives need to be initiated and developed by the new, democratic and non-racial local authorities.

### **3.8 GRASS-ROOTS PARTICIPATION**

According to Reddy (1995:30) popular participation in rural development and planning is important as it is a means of obtaining information about local conditions, needs and attitudes. Reddy (1995:30) believes that people are more likely to be committed to participate in programmes if they are involved at the inception of the project that is during the planning and preparation, because they could then identify with it and see it as their project. Reddy (1995:30) further asserts that it is important to get local assistance in the construction and maintenance of the project. He further declares that local contributions in cash or kind may be easier to get for 'self help' projects if people see these as something they have helped to initiate.

### **3.9 PUBLIC PARTICIPATION AND CONSULTATION**

Public participation involves a two-way interchange of decision making, views and preferences (Davids: 2005, 19). The author quoted Potter (1985:154) making a distinction between public participation, consultation and involvement as follows:

Potter (1985:154) asserts that consultative public participation should not be confused with consultation (which is a process of asking people's opinions such as through social surveys, opinion polls or referenda) or involvement (which refers to certain individuals or key groups who are taken to represent the views of wider groups, such as via public hearings or consultation with community leaders). Yadaf (in Davids, 2005, 19), was quoted delineating the following points about public participation, he explains that it should be understood in the sense of:

- Participation in decision-making;



- Participation in the implementation of development;
- Participation in the monitoring of and evaluation of development programmes and projects; and
- Participation in sharing the benefits of development.

### **3.10 DEMOCRACY**

Thomson (2000:229) describes democracy as a 'rule by the people' and the idea of popular sovereignty, where each individual participate in their local affairs. This involves the whole community to meet regularly to make decisions equally. Van der Waldt (2007:27) endorses this statement by explaining that, a citizen is someone who is seen as a member of the state and has particular rights and duties, and in a democracy, these rights include the right to participate in the policy-making processes of the state. Thomson (2000:229) describes the city-states of ancient Greece to be the most frequently used example of direct form of democracy. It is noted that the Western World democracy differs considerably from that of classical Greece. Democracy in the twentieth-century inventions is regarded as a representative invention and is of equal basis.

It can therefore be concluded that the success of a democracy depends on the effectiveness of citizen participation, according to Van der Waldt (2007:26). Van der Waldt, 2007:26) argues that the key element of participation is democracy. It is believed that grassroots democracy is about empowering all the people to participate actively in the realization of their own well-being and fulfillment as active citizens (Van der Waldt, 2007:26). Citizen participation is thus a crucial element of building local democracy.

### **3.11 STAKEHOLDER PARTICIPATION AND THE ROLE OF MANAGEMENT**

Van der Molen (2002:237) state that the stakeholder definition may be complex in policy making, and suggest that the consultation process should identify the affected parties (i.e. stakeholders), and determine the legitimacy of representation of relevant structures.

### **3.11.1 Local government councillor**

Graham (1995:22) asserts that the change in the role of the local government councillors in serving the community is as dramatic as the political changes that took place in South Africa during the past years, further the role of the local government councillors became increasingly significant in the view of vital contribution made by local government towards political, social and economic development of the country (South Africa). Graham (1995:23) explicitly delineates new challenges facing local government councilors, by stating the impact of local government transformation towards local stakeholders (South Africans), since they became involved in local affairs for the first time. The inception of community involvement requires local government councillors to recognize community needs. The local government councilors should ensure that:

- The community expectations on services are provided;
- There is improvement of the living conditions and quality of life within the respective local areas; and
- They insist community involvement for decision-making processes to necessitate inclusivity, transparency and accountability.

Craythorne (1994:73) alludes to the assertion made by Graham (1995:23) by reminiscing that the settlements of the old city-states and in the pioneering times were small. It was impossible to call meetings for communal affairs at some public places. The growth and complexity of respective communities, with their interests (some of them conflicting) was a simple and ideal way of dealing with public affairs, whereas in the small areas it was impossible to obtain decisions within a reasonable time. Currently, the competing interest of communities is recognized by mushrooming protests, which are violent within South African municipalities over service delivery.

With regard to the abovementioned statement, Craythorne (1994:73) explains further that communities devised systems of indirect government. This means that communities elect a number of representatives to assist government on their behalf. This implies that those elected to govern, are expected to act in the best interest of the community, and should consult all the people in the community before they make

decisions. Failure to consult with the communities prior the decisions would lead to abdication of their responsibilities.

It goes without saying that local government's right to exist, depends rendering services in a way that meet the needs of the respective communities. Graham (1995, 23) declares that, it is incumbent upon every public representative to institutionalize a process whereby he or she will optimize the effectiveness of local government services to the community represented. He urges that it is crucial that councillors should establish a communication network that reflects the principles of transparency and optimal stakeholder involvement at all times. Further, continuous communication is crucial in order to enhance effective representation of community interests.

### **3.11.2 Non-Governmental Organisations (NGO's)**

Reddy (1996;xi) alleges that the past two decades in developing countries recognized the rapid growth of Non-Governmental Organisation (NGO's). NGO's do not only fulfill the role of formal governance, but they have articulated and responded to the developmental needs of poor communities. The role of NGOs is effective at the grass root level, whereby they offer strong support to civil society. Beyond the state authorities, NGOs are expected to contribute to a stronger civil society and promote 'people orientated' development. However, in order for them to increase significance and to be influential in reproducing their activities on a massive scale, NGOs need to influence government at local, regional and national levels.

### **3.11.3 Ward Committees**

The ward participatory system of municipal government allows for the establishment of ward committees to facilitate community participation. In his foreword the former Minister for Provincial and Local government, Mr. Sydney Mufamadi, stated that, ward committees have an important role to play in actively taking part and determining the core municipal processes, such as Integrated Development Planning, municipal budgeting and municipal performance management processes. He said that without ward committees the system of democratic governance and developmental local government cannot be said to be rooted among the people (DPLG, 2005). Ac-



According to Van der Waldd (2007:37) ward committees can improve communication between municipal council and local communities, and play a role in identifying community needs and fine-tuning municipal programmes in order to accommodate local circumstances.

Ward Committees are instituted in accordance with the Municipal Structure Act as democratic representative bodies. Ward Committees need to be instituted according to the prescribed legal framework to represent views, needs and aspirations of the demarcated ward, as determined by the Municipal Demarcation Board. Each ward in Fezile Dabi District Municipality (FDDM) is represented by ward councilor and the ward committee system will be a critical element of the IDP participation process. Ward Councilors are the major link between the Municipal Government and the residents, and as such their role will be to:

- Link the planning process to their constituencies and /or wards;
- Be responsible for organizing public consultation and participation; and
- Ensure the annual business plans and municipal budget are linked to and based on the IDP (FDDM, 2004:12).

#### **3.11.4 Communities in Municipal IDP process**

The role of community or their popular organisations, is central to the popular participation as explicitly delineated by Davids et al (2005:210). They emphasize that people should be fully involved, committed and indeed seize initiative. They further suggest that people should establish independent people's organizations at various levels that are genuinely grassroots, voluntarily, democratically administered and self-reliant and that are rooted in the tradition and culture of the society so as to ensure community empowerment of self development.

#### **3.12 PROCESSES OF PUBLIC PARTICIPATION IN FEZILE DABI DISTRICT MUNICIPALITY**

As indicated earlier that FDDM consists of four local municipalities, and each municipality is demarcated into wards, which are composed of ward committees that



represent the community. The ward councillors are chairpersons of these ward committees as well as the community development workers who are deployed by the province to assist the ward committees.

In Fezile Dabi District Municipality a framework and a Process Plan Committee, established a set of organizational arrangements to institutionalize the participation process effectively, manage the drafting of outputs and allow affected parties access to contribute to the decision-making process. The organizational arrangement is based on the following:

- Public participation has to be institutionalized to ensure all residents have an equal right to participate; and
- Structure participation must specify who is to participate, on behalf of whom, on which issues, through which organizational mechanisms and to what effect (FDDM, 2004:11).

### **3.12.1 Adoption of the process plan**

As the ultimate political decision-making body of the District Municipality, the Municipal Council adopted and approved the Process Plan and for the purposes of the district IDP Process will:

- Undertake the overall management of the co-ordination of the planning process which includes ensuring that;
- All relevant actors are appropriately involved;
- Appropriate mechanisms and procedures for public consultation and participation are applied; and
- The planning events are undertaken in accordance with the time schedule (FDDM, 2004:11).

The process plan for 2010/2011IDP review is illustrated in Appendix A.

### **3.12.2 Purpose of the process plan**

According to the information contained in the Mangaung process plan (Mangaung, 2009:4) the process plan is seen as a document that describes how the municipality will develop and implement the integrated development plan through the budget in its area of jurisdiction. It is stated that the process plan will have a meaningful bearing on the current IDP document once completed and /or most importantly, it may lead to the process of the development of a new and all inclusive integrated development planning methodology to plan and actualize future development in Mangaung through the budgetary allocation. The process plan is thus similar to the business plan and deals with the allocation of the municipal capacity and resources in support of and serve as a guideline in terms of which Mangaung will carry out its mandate with regard to integrated development planning.

Another Municipality that was explored was Breede Valley Municipality in the (Western Cape, South Africa). According to the documentation prepared by Archmat (2002:1) the municipality prepared the process plan in line with the legislative requirements and adopted it. This process plan sets out how the IDP process will take place. Part of the process entails the processes of participation. The Municipality formed a partnership with the Foundation for Contemporary Research (FRC), a non-governmental organization, to assist with the processes of engagement. The partnership entail that FRC would help to design and facilitate a process of public participation based on their previous experience in processes of capacity building, training, information dissemination and empowerment within IDP processes.

### **3.13. THE INTERNATIONAL PERSPECTIVE OF COMMUNITY PARTICIPATION IN AFRICA: THE CASE OF KENYA**

According to Reddy (2005:35), Kenya is largely based on the first two decades of independence, It is said to be a country with strong community development emphasis, and this provides excellent opportunity to understand and explore the strength and weaknesses of this particular development strategy and it also has enough in common with South Africa to justify some comparative analysis.

### 3.13.1 Lessons learnt from Kenya

The sections below provides experiences of Kenya in terms of community participation in Africa.

Firstly, it is mentioned that it is no simple matter to answer the obvious question that is whether it was a success, as the data that existed was copious but inclusive and is capable of several conflicting interpretations, and it is further stated that part of the problem was the fact that observers might had their own political agendas to advance, an important view of these activities were simultaneously political and developmental (Reddy, 2005:35).

Secondly, there is little doubt that during the 1960s and 1970s communities in many parts of Kenya achieved significant progress through 'harambee' projects, as schools were the most popular, unsurprisingly in view of the history of the independent schools movement as well as the profound belief many communities posses in the benefits of education. However significant strides were made in other spheres such as health (clinics and dispensaries) and water supplies (Reddy, 2005:35).

A third point to note was that political leaders were generally *highly involved* in these projects, and indeed it can be said that politicians who chose to ignore projects initiated by their constituencies were in effect committing political suicide, given the primacy of 'harambee' within the emerging political culture promoted by the national leadership; President Kenyatta's speeches frequently reinforced this perspective. It is clear that such success as was achieved owed much to political support for community initiatives (Reddy, 2005:35).

Fourthly, and on a more negative note, projects often failed, and there were various reasons associated with the failure, one reason being, *poor quality of the linkages between communities and government, and especially with the planners*. Basic projects planning were rarely done but initiatives still went ahead, often at the instigation of political 'big men'. The results, predictably, were failure to obtain such sufficient funding to achieve sustainability; thus schools and clinics were built but did not become operational for years because of staffing and equipment deficiencies. This



was described as tragic since poor communities had often made major investments, in the form of both labour and cash, but without benefits being realized; they were victims rather than beneficiaries (Reddy, 2005:35).

The fifth point mentioned is that *communities did not always freely participate in these projects* and there was evidence of pressure being exerted on administrators and politicians to make it difficult for individuals to refuse to become involved, it is said that the politics of Kenya has not been devoid of coercion and various methods appear to have been employed to compel participation. The point is that there is a contradiction in terms since participation can hardly be authentic if it arises from coercion. It is therefore said to be unlikely sustained over the long term (Reddy, 2005:35).

Sixthly, there were clearly *accountability problems*. Community projects tended to lack clear procedures for demonstrating how funds were being used and these circumstances some corruption was inevitable. Steps were later taken to remedy the situation but at the cost of bringing into being a more bureaucratic style of managing projects.

Finally, and of more specific concern to these deliberations, is the fact that the 'harambee' movement had very little linkage with local government. Council employed a few community development staff whose function it was to liaise with communities but otherwise there was little connection. These staff was later transferred to central government employment as many local authorities found it no longer possible to pay them. This lack of real local government involvement needs to be seen in the context of the general drift in Kenya towards deconcentration rather than devolution as the organizing principles of governance.

### **3.14 BENEFITS OF PUBLIC PARTICIPATION**

David *et al* (2005:20) present the benefits for public participation as related to IDP process.

- It can lead to greater acceptance of development activities as it gives people the feeling that they "belong" to a programme or project vice versa. In other



words participation allows people to develop a sense of ownership, which can promote sustainable development;

- Participation can give women and other groups of people who are usually marginalized from community activities the opportunity to influence development initiatives in their communities, therefore participation is thus said to be a way of ensuring equity;
- It can motivate the people to accept responsibility for their own development, thus promoting self-reliance;
- It can lead to capacity building and empowerment especially at an organizational level;
- Participation can ensure that information collected by external development agencies regarding local needs, capacity and reality are relevant and correct. The accuracy of this information can lead to the effective and efficient implementation of development initiatives; and
- Participation can create a basis for understanding affordability issues and creating the necessary conditions for cost recovery;

#### **3.14.1 Challenges to public participation**

Davids et al (2005:210), state challenges for public participation that emerge from the philosophical, theoretical, strategic, and managerial and policy issues. The respective challenges are as follows:

- There is confusion to understand the concept public participation;
- It is difficult to identify the public, stakeholders, clients, concerned individuals, interested and affected parties, beneficiaries, role players, lead authorities and proponents in the public participation process;
- It is difficult to decide the arena on which public participation should be based;
- It is difficult to identify the role of the IDP office and officer as change agents in relation to public participation, pinpointing who is in charge of public participation;
- It is also difficult to compile data-base for participants.

### **3.15 CONCLUSION**

The role of the community in local affairs is important, the local authority should ensure that continuous improvements are performed to enable effective local governance. Municipalities have the responsibility to make sure that all citizens are provided with services to satisfy their basic needs and they provide these services to people by using their own resources, finances, equipment and employees. The literature review on public participation proves that effective service delivery can be improved only if necessary channels are provided. The next chapter will discuss the research methods employed and analyse the results of the empirical study conducted.

## **CHAPTER 4**

### **EMPIRICAL STUDY ON THE EFFECTS OF PUBLIC PARTICIPATION ON INTEGRATED DEVELOPMENT PLANNING**

#### **4.1 INTRODUCTION**

As highlighted in the previous chapter, there was a dire need to study the role of community in the IDP process, this was explored through the literature review, from a theoretical perspective. This chapter therefore aims at gathering information on community involvement during Integrated Development Planning processes. The chapter will also delineate the empirical study undertaken by the researcher, and interpret the data and draw conclusions on the findings.

#### **4.2 RESEARCH METHODOLOGY**

Hanekom (2006:28) states that research methodology is referred to as the strategy for research. Whilst, Bless and Higson-Smith (2000:38) argue that the researcher's primary motivation is to contribute to human knowledge and understanding relating to a particular phenomenon. He further qualifies his argument by stating that this can be achieved by gathering more facts and information which assist with the development of new theories or challenge the existing ones. The following are different methods that can be used by a researcher:

- Comparative literature survey
- Interviewing
- Questionnaires; and
- Participatory Research

Bless and Higson-Smith (2000:37) also gave the distinction between qualitative and quantitative ways of classifying research: He states that quantitative research relies on measurement to compare and analyse different variables, whereas qualitative research uses qualifying aspects of the world.

### **4.3 COMPARATIVE LITERATURE**

According to Brynard and Hanekom (in Davids et al, 2005:172) comparative literature review is the most basic and popular method, and it is exposed to a great magnitude of data from which to select the most essential references. To scrutinize the available data, authors can employ the mind-mapping method as part of the data filtering process.

In addition Bless and Higson-Smith (2004:104) explain the relevance of comparative literature method as follows:

- They state that it sharpens and deepens the theoretical framework of the research
- It guards against duplication of previous research and save time
- It identifies key analytical concepts and definitions as a point of departure
- It familiarises the author or researcher with the latest developments on the topic and related areas, i.e. it gives a holistic picture of reality under research
- The author is exposed to other authors' problem statements, hypothesis, points of departure, results and recommendations (in this regard a thesis is of special value) previous results or recommendation act as starting point for a research.
- It identifies gaps and shortcomings or weaknesses in previous research.
- It identifies the most appropriate research methods and shows why they worked.

#### **4.3.1 INTERVIEW AND QUESTIONNAIRES**

Bless and Higson-Smith (2000:104) states that there are many ways of gathering information directly from participants if such information cannot be obtained from observation. Information gathered through interviews, which involves direct personal contact with the participant who is asked to answer questions relating to the research problem. Bless and Higson-Smith (2000:104) further comment that, one method of getting people to express their views is the non scheduled interview, which consists of asking respondents to comment on broadly defined issues.



#### 4.4 DATA ANALYSIS AND INTERPRETATION

The study was conducted in Fezile Dabi District Municipality, located in South Africa's Free State Province. The district municipality was established in terms of section 12 of the Municipal Structures Act, as indicated in the proposal. Fezile Dabi District Municipality is composed of four local municipalities, namely Metsimaholo, Ngwathe, Moqhaka and Mafube.

The questionnaires were distributed during the IDP public participation processes, in local municipalities to Ward Committees, Community Development Workers and randomly selected members of the community. Personal and telephonic interviews were conducted with the Executive Mayors, Mayors, and Municipal Managers from both the District and local municipalities. IDP Managers and public participation officers in the office of the speaker were also interviewed.

The Public Participation meetings were scheduled as follows:

**Table 4.1 Public Participation meetings**

| <b>Municipality &amp; Town</b> | <b>Date</b> | <b>Venue</b>       | <b>Time</b> |
|--------------------------------|-------------|--------------------|-------------|
| Mafube (Cornelia)              | 27/01/2010  | Cornelia Hall      | 10:00 am    |
| Metsimaholo (Orangeville)      | 26/01/2010  | Orangeville Hall   | 10:00 am    |
| Moqhaka (Viljoenskroon)        | 29/01/2010  | Viljoenskroon Hall | 10:00 am    |
| Ngwathe (Edenville)            | 28/01/2010  | Edenville Hall     | 10:00 am    |

The following table depicts categories of respondents.

**Table 4.2 Categories of respondents**

| <b>PARTICIPANTS</b> | <b>CATEGORY</b>                                    | <b>NUMBER</b> |
|---------------------|----------------------------------------------------|---------------|
| <b>Group 1</b>      | <b>Politicians (Executive Mayors &amp; Mayors)</b> | <b>4</b>      |
| <b>Group 2</b>      | <b>Management ( Municipal Managers)</b>            | <b>4</b>      |
| <b>Group 3</b>      | <b>Officials ( IDP / LED Managers)</b>             | <b>2</b>      |
| <b>Group 4</b>      | <b>Community Development Workers</b>               | <b>10</b>     |
| <b>Group 5</b>      | <b>Ward Committees</b>                             | <b>40</b>     |

## **SECTION A.**

Section A, questionnaire was basically based on the participants profile.

Group 1 and 2, most of the respondents were males between the age of 35 and 55, these are the people who occupies the positions of Mayors and Municipal Managers ( in Fezile Dabi, Metsimaholo, Ngwathe, Mafube the Mayoral position are occupied by males only Moqhaka has a female Mayor ). Municipal Managers positions are occupied by males and are married.

## **SECTION B**

Bless and Higson – Smith (2000:137) state that once data collection and checking have been completed, the researcher should begin the process of analysing the data. This analysis is conducted so that the researcher can detect consistent patterns within the data. The process of data analysis takes many different forms depending upon the nature of the research question and design, and the nature of the data itself.

## INTEGRATED DEVELOPMENT PLANNING (IDP)

**Question 1 & 2 Respondents were asked to define the IDP, and whether they were familiar with the process of developing the IDP.**

All the respondents strongly agreed that they have thorough knowledge of what IDP is, and were also well conversant with the processes of IDP.

**Question 3. Respondents were asked whether the IDP reflect the needs of the community.**

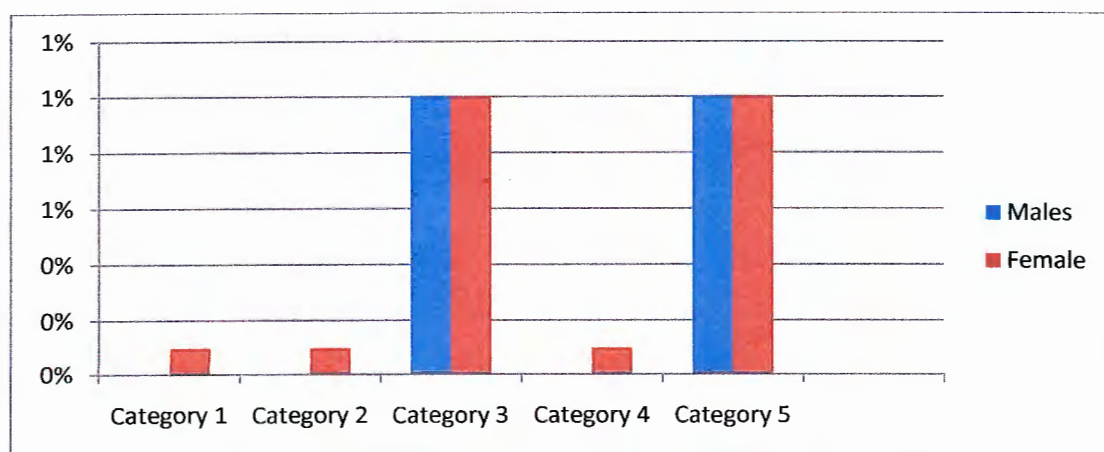
Ninety percent of the respondents strongly agreed that the IDP reflect the needs of the community.

**Question 4. Respondents were asked whether the municipalities do educate the community of their role in the IDP processes.**

Respondents agreed that communities were educated about their role in the IDP process.

**Question 5. Respondents were asked whether the municipality does give feedback on the implementation of the IDP.**

**Figure 4.1 Feedback on the IDP implementation**

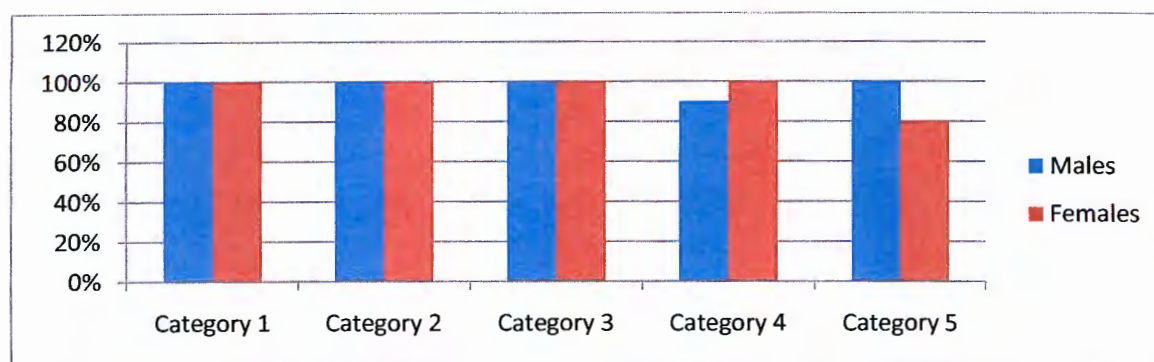


Respondents strongly disagreed with the question, meaning that municipalities do not give feedback to the community on the execution of projects.

## COMMUNITY PARTICIPATION

**Question 6. Respondents were asked as to whether the Mayors & Councillors do take part during Public Participation.**

**Figure 4.2 Involvement of Mayors & Councillors**



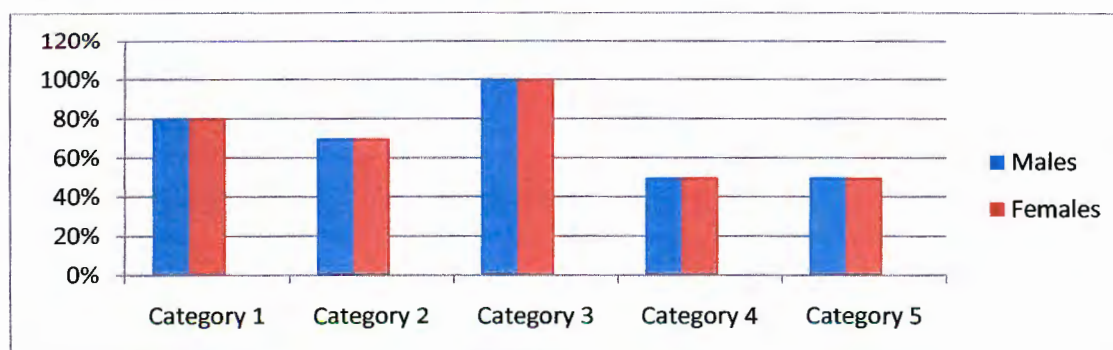
Respondents from Category 1 to 3, as well as category 4 Females, Category 5 Males strongly agreed that Mayors and Councillors do take part during the public participation whereas Males in category 4 agreed and females in category 5 were neutral.

**Question 7. Respondents were asked whether officials conducting public participation were patient with the community (trained).**

The respondents agreed that the officials who are conducting public participation are patient with the community.

**Question 8. Respondents were asked whether the municipality do have a programme that encourages public participation.**

**Figure 4.3 Programmes encouragement**





Respondents in category 3 strongly agree, category 1 & 2 agrees, whereas categories 4 & 5 disagree.

**Question 9. Respondents were asked whether the municipality involve community during planning, implementation & review of IDP.**

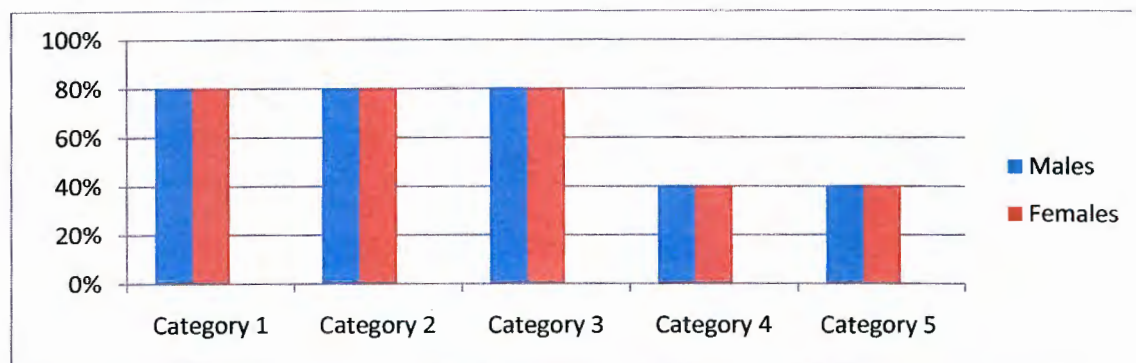
Category 1 and Category 3 agree with the question that municipalities involve the community during planning, however most of the respondents disagreed that municipalities involve the community during the implementation and review of IDP.

**Question 10. Respondents were asked whether the municipality give feedback to community on projects which were not implemented as per IDP.**

All the respondents strongly disagree that municipalities do give feedback to community on projects which were not implemented as per IDP?

**Question 11. Respondents were asked if there was a platform for communities to communicate their challenges & frustrations with the municipality on service delivery.**

**Figure 4.4 Platform for communicating with communities**



Categories 1, 2 and 3 agreed that there was a platform for communities to communicate their challenges and with the municipalities on service delivery, however they could not strongly agree as there was no evidence for mechanism in place to validate their response, Categories 4 and 5 disagreed that there was / is a platform for communities to communicate their frustrations and challenges, they could not strongly disagree as they normally meet with their councillors to report on those challenges to municipalities.

**Question 12. Respondents were asked as to whether the language that is used during the meeting is understood by the community.**

When responding to this question all respondents strongly agreed that the language that is used for meeting is clearly understood by the entire community.

**Question 13. Respondents were asked as to whether the places where meetings are held are accessible in terms of time/ transport.**

When responding to this question all respondents strongly agreed that places where meetings are held are accessible in terms of time/ transport.

### **COMMUNITY BASED PLANNING (CDWs)**

**Question 14. Respondents were asked to define community based planning**

When responding to this question all respondents seemed to have an understanding of what ward based planning is all about.

**Question 15. Respondents were asked as to how community based planning can best be promoted and replicated.**

When responding to this question all the respondents agreed that the issue of ward based planning have not been properly managed in municipalities, as the ward based plans after being crafted are sent to the office of the speaker and the planning is conducted administratively in the office of the Municipal Manager.

**Question 16. Respondents were asked as to what capacity and resources can be needed to ensure that ward based planning is effectively undertaken.**

When responding to this question all respondents seem to agree on training, office space for CDWs and Ward Committees, computers and stationery to assist them to effectively undertake the function of ward based planning?

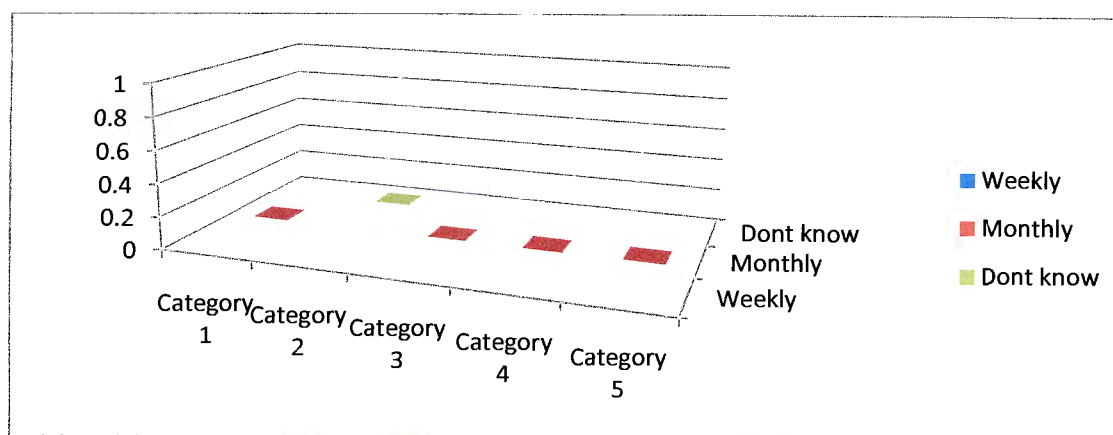
**Question 17. Respondents were asked as to how the linkages between ward based planning and IDP can be strengthened.**

When responding to this question all respondents responded that community development workers and ward committees should take an active part in the IDP processes, that is the planning stage, implementation and monitoring.

## WARD COMMITTEES

**Question 18. Respondents were asked how regularly ward committees hold their meetings.**

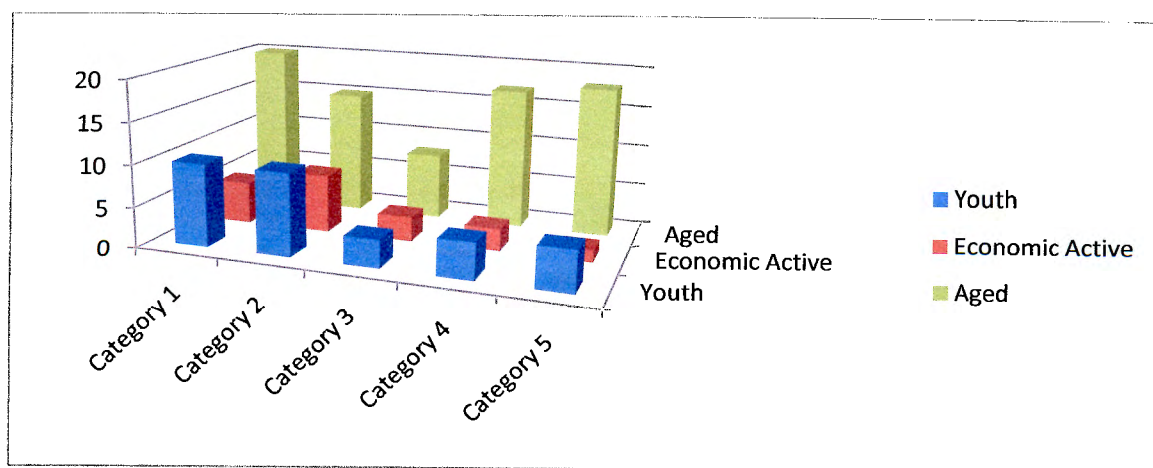
**Figure 4.5 Frequency of ward committee meetings**



When responding to this question all categories responded that ward committees hold their meetings monthly, except category 2, who did not know, how regularly do ward committees hold their meetings.

**Question 19. Respondents were asked to describe the participation of community.**

**Figure 4.6 Community participation**



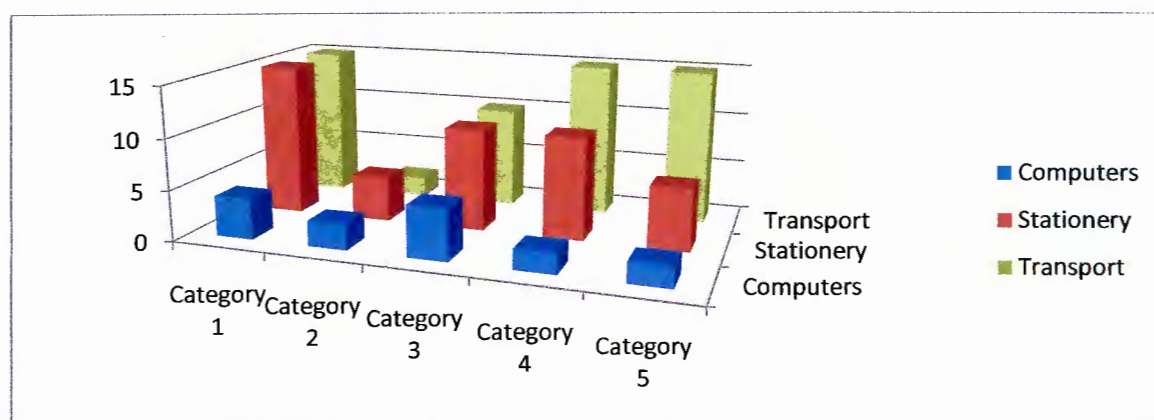
When responding to this question all respondents from all categories responded that the people who attend the meetings are elderly, and then followed by the youth, whilst economically active people do not show interest in participating.

**Question 20. Respondents were asked whether the municipality has offered special training to ward committees.**

When responding to this question all respondents agreed that the municipality is training the ward committees.

**Question 21. Respondents were asked as to whether they received any form of support from the municipality in terms of equipments (stationery & computers)**

**Figure 4.7 Support from the municipality**



When responding to this question all respondents responded that the municipality is supporting the ward committees mostly with transport and stationery, only few computers are donated to ward committees as they do not have office space.

## **MUNICIPALITY**

**Question 22. Respondents were asked whether the municipalities has a participation strategy/plan.**

When responding to this question all respondents strongly agreed that the municipality does not have a plan or strategy for public participation and where the plan or strategy exist, it is not implemented.

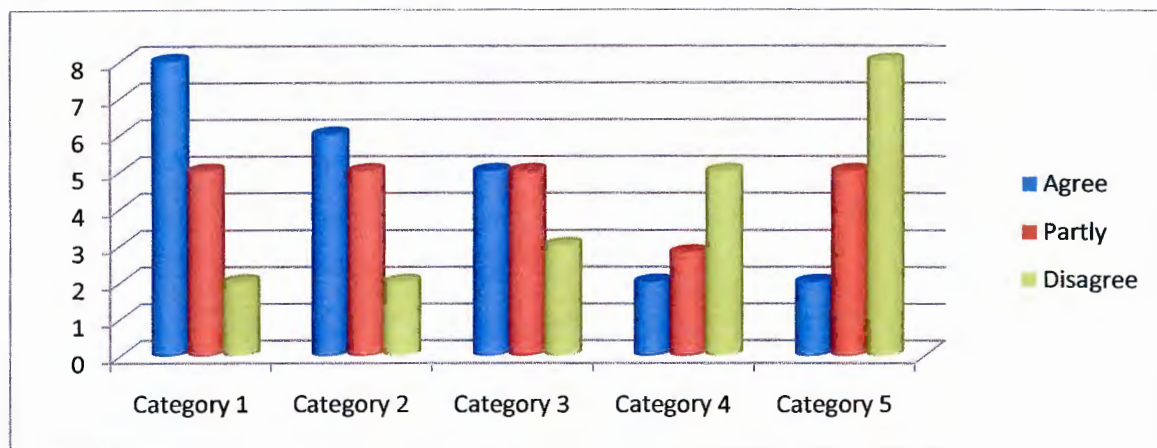


**Question 23. Respondents were asked whether the municipality does have a budget for public participation.**

When responding to this question all respondents strongly agreed that the municipality does budget, and has a budget for public participation.

**Question 24. Respondents were asked whether municipalities do include issues raised by the community in their plans (IDP).**

**Figure 4.8 Community issues**



When responding to this question category 1 agreed that the municipality does include issues raised by the community, while category 2 & 3 agreed that only issues that have been budgeted for, whereas category 4 and 5 disagreed.

**Question 25. Respondents were asked whether the municipality do account to the community on projects that were never executed.**

When responding to this question all respondents strongly disagreed that the municipality do account to the community on projects that were never executed.

**Question 26. Respondents were asked which office is the public participation located a municipality and how the office does ensures that issues raised by communities are implemented.**

When responding to this question all respondents responded that the function of public participation is located in the office of the speaker, and the issues raised by the community could not be accounted for.

## **4.5 CONCLUSION**

The survey conducted revealed that IDP is a tool for promoting community participation at Fezile Dabi District Municipality. The respondents also verified the applicability of the process. The next chapter will provide a summary and findings of this study.

## **CHAPTER 5**

### **SUMMARY, FINDINGS AND RECOMMENDATIONS**

#### **5.1. INTRODUCTION**

Chapter four discussed the methods employed for the survey conducted. This chapter provides a summary of the chapters dealt with in this study. The chapter also outlines the findings, and provides a set of recommendations for enhanced service delivery and concludes by supporting the above mentioned hypothesis.

#### **5.2 SUMMARY**

The following sections provide summary of the chapters dealt with in this study.

##### **5.2.1 The overall aim of the study**

The aim of the study was to investigate the role of IDP as a tool for promoting community participation at FDDM. Further the study was aimed to conduct a theoretical analysis of what Integrated Development Planning entails, assess the importance and benefits of developing the IDP and define the role of community participation during the development, implementation and evaluation of IDP's.

##### **5.2.2 Summary of the preceding chapters**

###### *Chapter one*

Chapter one stated that municipalities are playing a pivotal role in the delivery of basic social services necessary to improve the living standards of South Africans, and that it is difficult to establish what progress individual structures were making in meeting these core obligations. It also highlighted the few scenarios that underscore the dangers in the development without community participation. The case in Frankfort (Mafube local municipality) where violence erupted in protest against the maladministration of service fees, and also the case of Metsimaholo local municipality where a Councillor was hacked to death in a service delivery riot in Deneysville.

### *Chapter two*

Chapter two provided a background on the overview of local government and the theoretical exposition on integrated development planning and community participation. According to Geyer (2006, 10) the purpose of IDP is to bring together all fragmented, but related, parts, this means that everyone who has an interest in those parts should be involved, however IDP's are the responsibility of the municipality and they should take responsibility for the leadership and participation in the process. Greyer is of the opinion that the responsibility of the municipality is not only to drive the process and ensure participation, but the IDP process must be driven by the council and councillors should be fully involved in the process. She further delineates that the internal arrangements for the management and execution of the process will differ from municipality to municipality and that it should be as high-profile and high powered as possible.

### *Chapter three*

Chapter discussed the scope of FDDM, the processes of public participation, roles and responsibilities of communities in municipal IDP processes.

### *Chapter four*

Empirical study was undertaken during the process of development of IDPs in the District as well as local municipalities. The primary aim of this chapter was to gather information on community involvement during the IDP processes. Data with regard to community participation was obtained from all the stakeholders e.g. politicians (Mayors and councillors), bureaucrats or technocrats (Municipal Managers, Directors, Managers and officials, as well as community representatives, through structured interviews and questionnaires.

### *Chapter five*

The main objective of this study was to evaluate the impact of community participation fostered by the process of IDP in Fezile Dabi District Municipality. A summary of the study is discussed in this chapter. The chapter also outlined the findings, and provides a set of recommendations for enhanced service delivery and concludes by supporting the abovementioned hypothesis.



### 5.3 RESEARCH FINDINGS

The findings of the study are as follows:

- From the analysis of the questionnaire it is clear that the processes of the public participation vis-à-vis the one of the IDP process are not aligned. Even though there are structures such as ward committees and CDWs and NGOs, these forums are not functioning as they are supposed to. It is also evident that in other local municipalities within the District, some of the municipalities are only consulting the community on IDP matters and only during the planning phase, the rest of the execution of IDP processes communities are not involved;
- Secondly the community is not given feedback on the projects which were not implemented;
- Politicians (Mayors and Councillors) are not working together with the official to address issues or concerns that were raised by the community;
- There is also lack of monitoring of projects from both the politicians, officials and the community;
- From the analysis of questionnaires it was also evident that the economic active people (middle class) do not have interest in the matters of the municipality, mostly community meetings are attended by the aged or young people who are still looking for employment opportunities, and this is creating problems as it would be difficult to plan for such communities or bring services at their areas;
- One of the shortcomings from communities is lack of comprehension of municipal processes, because instead of communities contributing positively to the process of IDP (i.e. planning for their localities) they use IDP meetings as a complaint session for their individual needs;
- There is also a high expectation of communities from the municipalities (government) people no longer want to be responsible for their lives, *e.g. in one of the public meetings the community was requesting that the government should have two clinics at an area, one to cater for children who are pregnant (pregnant teenagers) and the other one for women who are pregnant (mothers who are old) as there is a lack of respect from teenagers for their elders; and*

- Municipalities do not have strategies or clear plans to involve the communities in their processes especially in the development of IDPs.

#### **5.6.4 TESTING THE HYPOTHESIS**

The hypothesis that was formulated for this study is that “The process of development of integrated development planning in municipalities requires the involvement of community, to enhance service delivery”. The hypothesis was validated by using literature reviews and interviews.

#### **5.5 RECOMMENDATIONS**

The recommendations of this study are derived from the literature reviewed and the findings observed. The recommendations are as follows:

- The municipality should ensure that the structures in place are functional;
- The community should be involved throughout the IDP process;
- The elements of public participation should be enforced. This will enable community members to have a say in local affairs. The application of the respective elements will enable community members to have access to information, access to decision making and access to justice;
- Mechanism for public participation should be adhered to enable community members to participate effectively. The mechanism will enable continuous feedback and will enable community members to provide inputs on time;
- The management of projects should be integrated. This will enable cooperation amongst politicians, municipal officials and community members;
- Performance systems should be in place. This will assist municipalities to manage the effectiveness of the projects;
- Roles and responsibilities should be clearly defined to avoid administrative conflicts; and
- The process of IDP should be managed in accordance with the National development programmes.

## **5.6 CONCLUSION**

The phenomenon of public participation in South Africa became a yardstick to respond to local government developmental challenges. Municipalities are playing a pivotal role in the delivery of basic and social services that are necessary to improve the living standards of South Africans. Yet it is sometimes difficult to establish individual structures to respond to the national policy on community development. IDP process as a tool can serve to influence community members to participate in the local affairs. The study observed that public involvement in local affairs is lacking.

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## **APPENDIX A**

### **Process Plan for 2010/2011 IDP review**



| IDP PHASE  | TIME             | IDP PROGRAMME                                                                                                                                                                                                                    | PROPOSED ACTIVITIES                                                                                                                                                                                                                                                                                                                                                                                    | BUDGET PROCESS                                                                                                                                                                               |
|------------|------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Analysis   | Aug 2009         | <ul style="list-style-type: none"> <li>• Kick starting elaborate IDP process internally and externally</li> <li>• Table the framework and process plan to council</li> </ul>                                                     | <ul style="list-style-type: none"> <li>• Discussion on nature and scope of the next IDP</li> <li>• Presentation and discussion of the IDP Framework and Process Plan</li> <li>• Adoption of proposals from IDP engagements and IDP guidelines from DPLG</li> <li>• Assessments of achievements of the previous IDP</li> <li>• Sector plans, Integrated Programmes identification and review</li> </ul> | <ul style="list-style-type: none"> <li>• Tabling the planning and budget schedule before council</li> </ul>                                                                                  |
| Strategies | Augt & Sept 2009 | <ul style="list-style-type: none"> <li>• Review of Vision and Mission</li> <li>• Alignment of objectives and strategies</li> <li>• Confirm &amp; revise community needs based on community stakeholder level Analysis</li> </ul> | <ul style="list-style-type: none"> <li>• Steering Committee Meetings</li> <li>• Discuss the achievements &amp; challenges of the previous IDP</li> <li>• Discuss priority issues</li> <li>• Consultation with sector departments and other stakeholders</li> <li>• Consolidate issues</li> </ul>                                                                                                       | <ul style="list-style-type: none"> <li>• Determining the funding/ revenue projections for the next years</li> <li>• Council determines the strategic objectives for service deli-</li> </ul> |

|             |           |                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                   |
|-------------|-----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|             |           | <ul style="list-style-type: none"> <li>• Consultation &amp; Workshop</li> </ul>                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                        | very and development                                                                                                                                                                              |
| Projects    | Sept 2009 | <ul style="list-style-type: none"> <li>• Formulation of projects task team with clear terms &amp; reference which includes localized strategy guidelines &amp; objectives</li> <li>• Submission of project lists from local municipalities</li> <li>• Integration of programmes</li> </ul> | <ul style="list-style-type: none"> <li>• Formulation of IDP projects</li> <li>• Alignments of projects with sector strategic plans, FSGDS, NSDP etc</li> <li>• District wide workshops with sector departments on IDP projects</li> <li>• Workshop the Representative Forum</li> </ul> | <ul style="list-style-type: none"> <li>• Preparation of budget process begins</li> <li>• Inputs by MM and Directors for draft budget</li> <li>• First quarter Budget report to council</li> </ul> |
| Integration | Oct 2009  | <ul style="list-style-type: none"> <li>• Integration of programmes</li> <li>• Finalization of project proposals and integrated programmes by the end of November 2008</li> </ul>                                                                                                           | <ul style="list-style-type: none"> <li>• Preparation and finalization of draft IDP</li> <li>• Presentation of the draft IDP steering committee and other stakeholders.</li> <li>• Consolidation of draft district IDP</li> </ul>                                                       | <ul style="list-style-type: none"> <li>• Preparation of the draft budget</li> </ul>                                                                                                               |
| Approval    | Nov 2009  | <ul style="list-style-type: none"> <li>• First draft IDP</li> </ul>                                                                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• Presentation of draft IDP to Rep Forum</li> <li>• Advertise &amp; present draft IDP to Council for comments</li> <li>• Present draft IDP to council for adoption</li> </ul>                                                                   | <ul style="list-style-type: none"> <li>• Consolidating the departmental budgets and prepare the proposed budget.</li> </ul>                                                                       |

|                  |          |                                                                                                                                                                                                                               |                                                                                                                                                                     |                                                                                                                           |
|------------------|----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|
|                  |          |                                                                                                                                                                                                                               | <ul style="list-style-type: none"> <li>• Submit copies of approved IDP to MEC for Local Government</li> <li>• Submit copies of IDP to sector Departments</li> </ul> |                                                                                                                           |
|                  | Dec 2009 | <ul style="list-style-type: none"> <li>• Publication of IDP &amp; related documents for comments</li> </ul>                                                                                                                   |                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Publication of budget for comments</li> </ul>                                    |
|                  | Jan 2010 | <ul style="list-style-type: none"> <li>• Draft budget tabled to Council</li> </ul>                                                                                                                                            |                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Draft budget submitted to National Treasury &amp; Provincial Treasury</li> </ul> |
| <b>IDP PHASE</b> | Feb 2010 | <ul style="list-style-type: none"> <li>• Publication of IDP &amp; related comments</li> <li>• Conduct Public hearings on IDP</li> <li>• Inputs from sector departments</li> <li>• Consultation with IDP Rep. Forum</li> </ul> |                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Public hearing conducted</li> </ul>                                              |
|                  | Mar 2010 | <ul style="list-style-type: none"> <li>• Inputs and comments considered</li> <li>• IDP documents amended</li> <li>• Mayor tables IDP &amp; Budget for</li> </ul>                                                              |                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Budget amended accordingly</li> <li>• Mayor table 2009/10 budget not</li> </ul>  |

|  |                |                                                                                                                                                                                    |  |                                                                                            |
|--|----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|--------------------------------------------------------------------------------------------|
|  |                | adoption                                                                                                                                                                           |  | later than 31 <sup>st</sup><br>May 2009                                                    |
|  | 30 Apr<br>2010 | <ul style="list-style-type: none"> <li>• IDP sent to province within prescribed time after adoption by Council</li> <li>• Placement of a notice for the adoption of IDP</li> </ul> |  | <ul style="list-style-type: none"> <li>• Approved budget submitted to NT and PT</li> </ul> |

**Source:** (FDDM, 2009:11).



## APPENDIX B

### QUESTIONNAIRE: COMMUNITY INVOLVEMENT

The questionnaire consists of two sections, section A is for personal information and section B is for the processes of IDP and Public participation, in this questionnaire you will be asked your opinion on IDP and community participation for purposes of research. The questions are intended to find your opinion regarding the process of development, implementation and monitoring of IDP as well as the impact of community participation during the IDP processes.

#### SECTION A

1. **Name & Surname**

.....

2. **Gender (tick with x)**

|                          |                          |
|--------------------------|--------------------------|
| <b>MALE</b>              | <b>FEMALE</b>            |
| <input type="checkbox"/> | <input type="checkbox"/> |

3. **Age**

|                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>-15</b>               | <b>16-25</b>             | <b>25-30</b>             | <b>31-35</b>             | <b>36-40</b>             | <b>41-45</b>             | <b>46-50</b>             | <b>51-55</b>             | <b>56-60</b>             | <b>61-65</b>             | <b>66-70</b>             | <b>71-75</b>             | <b>76-80</b>             | <b>+ 81</b>              |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

4. **Marital Status ( tick next to the relevant coulomb)**

|                          |                          |                          |                          |                          |                          |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>Single</b>            | <b>Married</b>           | <b>Divorce</b>           | <b>Widowed</b>           | <b>Cohabiting</b>        | <b>Other</b>             |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

## SECTION B

In each case the following questions are presented with a statement to which you should respond. Your possible answers are:

**A= strongly agree, B= Agree, C = Neutral, D = Disagree, E = Strongly disagree**

### INTEGRATED DEVELOPMENT PLANNING (IDP)

| Questions                                                                      | Response |
|--------------------------------------------------------------------------------|----------|
| 1. What is IDP?                                                                |          |
| 2. Are you familiar with the process of IDP?                                   |          |
| 3. Does the IDP reflect the community needs? ( Municipal resources aligned)    |          |
| 4. Does the municipality educate the community of their role in IDP processes? |          |
| 5. Does the municipality give feedback on the implementation of IDP?           |          |

### COMMUNITY PARTICIPATION

|                                                                                                                                  |  |
|----------------------------------------------------------------------------------------------------------------------------------|--|
| 6. Does the Mayors& Councillors take part during the Public participation?                                                       |  |
| 7. Officials who are conducting public participation patient with the community (Trained)?                                       |  |
| 8. Does the municipality have a programme that encourages public participation?                                                  |  |
| 9. Does the municipality involve community during planning, implementation & review of IDP?                                      |  |
| 10.Does the municipality give feedback to community on projects which were not implemented as per IDP?                           |  |
| 11.Is there a platform for communities to communicate their challenges & frustrations with the municipality on service delivery? |  |
| 12.Is the meeting in a language that is being understood by the community?                                                       |  |

|                                                                                         |  |
|-----------------------------------------------------------------------------------------|--|
| 13. The places where meetings are held are they accessible in terms of time/ transport? |  |
|-----------------------------------------------------------------------------------------|--|

### **CDWs (WARD BASED PLANNING)**

- 14. What is Community based Planning?
- 15. How community based planning can best be promoted & replicated?
- 16. What can be the capacity & resources needed to undertake effective ward based planning?
- 17. How can the linkages between ward based planning & IDP be strengthened?
- 18. How can ward based planning, provincial & national planning be strengthened?

### **WARD COMMITTEES**

- 19. How regularly do Ward Committees hold their meetings?
- 20. How would you describe the participation of community?
- 21. Is there any form of special training received from the municipality?
- 22. Is there any form of support received from the municipality in terms of office space & equipments (stationery & computers)?

### **MUNICIPALITY**

- 21. Does the municipality have a public participation strategy / plan?
- 22. Does the Municipality have a budget for Public Participation?
- 23. Does the Municipality include issues raised by the community in their plans (IDP)?
- 24. How does the municipality account to the community on projects that were never executed?
- 25. In which office is the function of Public participation at a municipality based & how does the office ensure that issues raised by communities are implemented?

**Thank you for your response**