

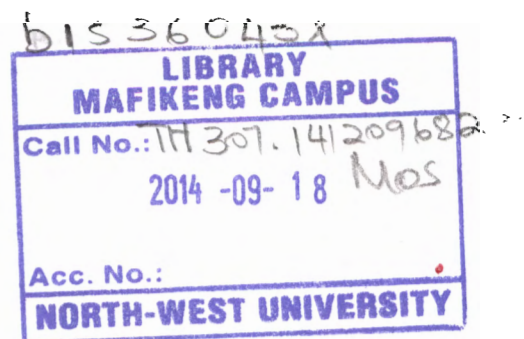


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**THE PROBLEMS OF COMMUNITY  
INVOLVEMENT IN THE INTEGRATED  
DEVELOPMENT PLANNING:  
THE CASE OF DITSOBOTLA LOCAL  
MUNICIPALITY**

by

**MOSELANE Moshe Moses**



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THE INTEGRATED DEVELOPMENT PLANNING:  
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by

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submitted in part fulfillment of the requirements for the degree of

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**SUPERVISOR: PROF. H.O. KAYA**

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## ***DECLARATION***

I declare that the dissertation for the degree of Masters of Business Administration at the University of North-West hereby submitted, has not previously been submitted by me for a degree at this or any other University, that it is my own work in design and execution and that all material contained herein has been duly acknowledged.

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## ABSTRACT

This was a study of the problems of community involvement in the Integrated Development Planning process in the Ditsobotla Local Municipality. These problems affects the manner in which the community participation should be done in the process.

This exercise is the fulfillment of the provisions of the Constitution of the Republic of South Africa, 1996 and Municipal Systems Act which emphases community participation in the IDP process.

It was found that though surveyed legislation emphasized community participation in the study area, in Ditsobotla Local Municipality this was a problem. This was due to the fact that Ditsobotla Local Municipality had a vast area consisting of urban and rural areas, as well as a diversity of races and cultures. For example, it was easy to convene mass meeting in the black communities but difficult to get similar response among the white or Asian communities. Interaction was through the media, or written messages.

The following are recommendations derived from the findings:

1. That public participation should encompass a sense that the public's contribution will influence the final outcome.
2. That the public participation process must reflect the interests of and meet the needs of participants.
3. The participation process should facilitate the involvement of those potentially affected. Consideration should be given to how unorganized communities or interest groups could be brought together as participants.
4. That participants should be involved in defining the manner in which they wish to participate.
5. Participants should be provided with the information they need to make their contribution meaningful.

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# CHAPTER ONE

## INTRODUCTION

### 1.1 Background

The White Paper on Local Government (The Ministry of Provincial Affairs and Constitutional Development, 1998) stipulates the development of a range of tools and processes intended to change the nature of planning to become more inclusive and participatory at the local community level. Municipalities the world over are grappling with the concept of developmental local government as a way of addressing the pressing developmental needs of their local communities. (Annual report, 1998)

In South Africa institutionally, apartheid had an agenda: Separation and control or divide and rule philosophy. Resources were skewed and resulted in a backlog of service provision to vast numbers of disadvantaged communities. Institutionally, planners were schooled in very mechanistic bureaucratic approaches, and state institutions reflected this rigidity in the way they conducted their business. More specifically, this approach translated into planning which was short-term, un-co-ordinated, non-consultative and inflexible. Apartheid planning at the national level was reinforced by local initiatives, which connived to keep races separate (Planact, 1997:6). In effect, apartheid created several cities side by side within South Africa's urban areas. These were governed by different local authorities, also organised along racial lines.

The apartheid city was created through a mixture of national and local policy in South Africa. At the national level, urbanization strategies led to the broad shape of South African cities. This phenomenon was gradually entrenched through local level politics and strategies. The final result was a city that was segregated along racial, class, geographic and other lines.

The apartheid city was characterized by the following:

- racial segregation of residential areas.
- buffer zones between residential areas.
- racial segregation of amenities.
- separation of the poor from social facilities.
- great disparities in the levels of services provided to different areas.
- disparities between areas in terms of economic activity (and therefore tax bases).
- ineffective land use.
- huge disparities in housing density.
- CBD's often in need of rejuvenation.
- long dislocation between home and workplace for the majority.
- informal settlements on the urban fringe.
- urban sprawl.

The task facing government as a whole has been complicated by events at local level because it is there that the inequalities of service provision and delivery are most acutely felt. Local Government was an arena of politics that most closely reflected the frustration of the majority that was excluded under apartheid. It has also been one of the most challenging areas of government to change in the new-found democracy.

The situation within historical disadvantaged communities was often volatile. Local Councillors under Black Local Authorities were seen as collaborators in an unjust system. Many of the very successful United Democratic Front (UDF) campaign in the early to mid 1980's were due to its ability to effectively mobilize communities around "bread and butter" service delivery issues which were directly linked to the responsibilities of local councils. Boycotts of Service fees and rental, often led by Women, were extremely successful as a means of politicizing communities and breaking down apartheid struggles.

The White Paper on Local Government (Ministry for Provincial Affairs and Constitutional Development, 1980) recognized those challenges by highlighting the need to move from a politically and institutionally barren environment to one that recognized the roles of communities and other stakeholders, as well as politicians.

The paper discussed one of the main planning tools identified to transform local government to reflect a developmental agenda, the Integrated Development Planning process.

The paper examines the Integrated Development Planning within the policy context and discusses the community involvement context in which the Integrated Development Planning could operate to empower communities to move from a position of passive representation to sustained practical-level involvement in local government decision-making and service delivery processes.

The Integrated Development Planning, broadly encompasses an approach that is integrative and consultative - including community-based financial planning and prioritization of projects. The Integrated Development Planning is intended to integrate the social, institutional, economic and financial dimensions of local government to provide effective, efficient, sustainability, equity and the empowerment of the poor (Planact 1997; Ministry for Provincial Affairs and Constitutional Development, 1998).

The Integrated Development Planning is defined as: The shift in planning which intends to maximize the impact of scarce resources through planning development interventions in a locality, strategically and holistically (Planact: 1997:19).

The way in which this holistic planning approach is envisaged is through the re-thinking of "apartheid" boundaries to reflect the most appropriate areas where planning can be integrated. Integration therefore, refers to the linkages that exist across local, provincial and national, (that is, where competencies, resources, infrastructure and utilities delivery can be shared). This includes inter-departmental collaboration and planning across sectoral resources management, energy, waste management and so forth, as well as within neighbouring areas which were previously separated by boundaries artificially delineated by apartheid planning. Through the practical re-thinking, structural changes are expected to occur.

However, the Integrated Development Planning is not only a tool for institutional transformation. It holds importance as a framework within which the developmental mandate can be realized. The Integrated Development Planning is envisaged as one facet of democratization; it assumes the full and active participation of all people as enshrined in the Constitution and the Bill of Rights.

The principles of human, 'citizens' responsibilities to engage and participate in civic debate and decision-making, government's accountability, due process and transparency are inherent in the definition and application of Integrated Development Planning. To ensure

that local government does not in fact 'serve people' and allow access to processes which affect their lives, tools like Integrated Development Planning need to be implemented in a participative manner as much as possible. This new paradigm in governance challenges the skills and competencies of many who have until now perceived their approach as 'scientific' and expert'. At the same time it has also placed many newer players involved (that is, politicians, officials and communities) in a position of uncertainty.

## **1.2 The Statement of the problem is expressed in the following research questions**

- What are the historical and socio-economic factors which necessitated the need for an integrated development planning in local government (municipalities)?
- What structures are in place to ensure an effective integrated development planning in the study area?
- What structures exist for involving community members in an integrated development planning process?
- What are the limitations of these structures?
- What is the role of the government in the integrated development planning process?

## **1.3 Rationale of the study**

The rationale for studying this process was motivated by the realization that the participation of civil society in the affairs of local government is a prerequisite for good governance and is also essential for an effective integrated development planning. Community Participation is important because:

- deciding on a vision and development strategy for the city is not the responsibility or the task of government alone.
- the exclusion of ordinary citizens from local decisions alienates them from the process of planning and development of their area.
- civil society has a vast array of skills, resources and capacities which should be harnessed.
- it is an important way of building a co-operative democratic, yet critical, relationship between government and non-governmental actors.
- the success of an integrated development plan ultimately depends on whether all stakeholders believe in it.

The following are some of the potential problems to community participation in Ditsobotla Local Municipality:

- In reality, every "community" is made up of a number of different communities who will compete with each other for scarce resources, like machines and so forth. This diversity of communities therefore need to be recognized, and conflictual relationships be mediated.
- Every local grouping has elites who although in minority dominated decision-making and whose views do not necessarily reflect those of the majority.
- The majority of ordinary citizens are neither vocal nor organized, therefore, methods of soliciting their opinions need to be designed.
- Women make up a significant majority of those most affected and yet are excluded from local decision making processes.

Special efforts must be made to hear their views as local decisions will affect them the most.

- Most areas constituting a municipality do not have sufficient and capacitated organised groups. The lack of resources compounds this situation particularly in the rural areas.
- The establishment of government initiated community structures, like development forums which increases the danger of co-option. It is important that communities mobilize themselves as a reaction to their own needs and priorities.
- In many areas, local municipality has not had sufficient time to win credibility or legitimacy in the eyes of its communities.  
Community organisations should not be seen as alternative power bases or parallel sources of authority which threatens and undermine the local Council.
- Community participation sometimes delays the implementation of developments programmes and projects. Here a healthy balance needs to be found between talking about plans and acting on decisions taken.

While community leaders need to be aware of these potential problems, this should not dilute the importance of community and community participation in issues affecting them. Instead participation or participatory processes or structures need to factor these problems into their design.

#### **1.4 Aim of the Study**

The study investigated the problems of community involvement in the process of Integrated Development Planning in the Ditsobotla Local Municipality. This municipality was selected because of the amalgamation of disestablished municipalities which now form the new municipality and the rural communities which were serviced by the then Central District Council but now forming part of the new Municipality. The participation of civil society in the affairs of local government is a prerequisite for good governance. It is also essential for an effective integrated development planning process.

#### **1.5 Objectives of the Study**

The study examined the following specific aspects:

- The historical and socio-economic factors which necessitated the need for an integrated development planning in local government (municipalities).
- The structures that are in place to ensure an effective integrated development planning in the study area.
- The structures that exist for involving community members in an integrated development planning process.
- The limitations which will hinder these structures from operating effectively.
- The role of the state within the context of integrated development planning.

#### **1.6 Literature Review**

The importance of literature review is to look at what does it say about the problems of community involvement in the IDP, and also looking for gaps in the existing research. Subethri Naidoo writes that the policy tool of Integrated Development Planning (IDP) aim to integrate community involvement with developmental objectives and service delivery. The framework enables local government to translate women's representivity into active participation to ensure gender-specific needs are met.

The White paper on Local Government (The Ministry for Provincial Affairs and Constitutional Development 1998) points to the development of a range of tools and processes intended to change the nature of planning to become more inclusive and participatory at the local level.

Institutionally, apartheid planning had an agenda: separation and control. Resources were skewed and resulted in a backlog of service provision to vast numbers of disadvantaged communities. Institutionally, planners were schooled in very mechanistic bureaucratic approaches, and state institutions reflected this rigidity in the way they conducted their day to day business. More specifically, this approach in planning translated into planning which was short-term, un-co-ordinated, non-consultative and inflexible.

The Planact says that the apartheid city was created through a mixture of national and local policy in South Africa. At the national level, urbanization strategies led to the shape of South African cities. This phenomenon was gradually entrenched through local-level politics and strategies. The final result was a city that was segregated along racial, class, geographic and other lines (Planact 1997:4).

The White Paper on Local Government (Ministry for Provincial Affairs and Constitutional Development, 1980) recognized these challenges by highlighting the needs to move from a politically and institutionally barren environment to one that recognizes the importance and roles of communities and other stakeholders as well as politicians in the processes of planning and decision-making. However the IDP is not only a tool of institutional transformation. It holds importance as a framework within which developmental mandate can be realized. Therefore, Integrated Development Planning is a process whose importance lies in the desire to effect comprehensive changes in development and delivery. Integrated Development Planning is envisaged as one facet of democratization; it assumes the full and active participation of all people as enshrined in the Constitution and the Bill of Rights.

The principles of human rights, citizen's responsibilities to engage and participate in civic debate and decision-making, government's accountability, due process and transparency are inherent in the definition and application of the Integrated Development Planning.

To ensure that local government does in fact 'serve people' and allow access to processes which affect their lives, tools like the IDP need to be implemented in a participative manner as much as possible. This new paradigm in governance challenges the skills and competencies of many involved in the local government area. It has created an environment of uncertainty for many who have until now perceived their approach as 'scientific' and 'expert'. At the same time it has also placed many newer players involved-politicians, officials and communities – in a position of uncertainty. It is argued that this is the nature of transformative politics and a necessary part of an emerging democracy. The implementation process is as the policy drafting process and will prove to what extent the policy is able to meet the goals and objectives that have been set.

### **The Policy Context**

Subethri Naidoo says that issues of organisational culture within the development environment are made more complex by the acknowledgement in the White Paper on Local Government (1980) of the need to address the needs of specific marginalized target groups such as Women, the youth and disabled. Policy accedes that the transformation of South African society cannot take place successfully without addressing the marginalized target

groups, in particular the gender specific needs of Woman among others. As more than 50 percent of the population, the majority of whom live in previously defined apartheid spaces and localities, and who have particular gender roles relating to household maintenance, energy and water provision, women's role in the development environment is centrally important. Further, women also comprise numbers among the disabled and youth who, in their own right, need to be taken into consideration.

### **Organisational Change**

The challenge for women and gender activities is how the gains made at levels of political participation and policy-making are consolidated and channeled into the practical approaches that are called for at local government level. The approach that is identified as being useful in achieving this by gender activists who have experience at both levels, is institutional transformation (Abzug and Jain cited in Mtintso, 1999; Phillips cited in Mtintso, 1999; Naidoo, 1999). The approach acknowledges that the relationship between gender and culture, within and outside of civil society organisations, is at the core of effective efforts to transform political institutions.

Kabee (1999) argues that organisation and mobilization are the key routes to influencing policy on resource allocation. Therefore, the success of empowerment and poverty alleviation strategies depend on the extent to which they are able to challenge and reverse existing priorities.

Challenging priorities implies a change in the operation of existing bureaucracies. In most state institutions (as in others) existing modes of domination are structurally entrenched. Gender activists therefore have to engage cultural attitudes and gender stereotypes as well as the institutional power divisions that support of women activists that they find themselves absorbed into system. Unable to change the situation, they then become a part of it (Mtintso, 1999).

It is argued that the key challenge of participation into the practical achievement of shaping organisations to become truly participative is by involving the communities. For this to occur several important organisational paradigm shifts are necessary:

- A 'shift' in the attitudes of planners and others involved with service provision within local municipalities or councils;
- A 'shift' in the process and methods of drawing in the participation of the community broadly and women in particular;
- A 'shift' in the institutional framework to prioritise communication, consultation and access to information, that is, commitment to sharing information, resources and skills;
- A 'shift' in the perceptions that 'expert' led approaches are sufficient to inform planning and concomitant understanding that experiences of people on whose behalf planning is being done can and must be an integral part of the process.

Municipalities, as vehicles of local, district and neighbourhood regulation and service delivery, have a crucial role in implementing equity. However, they are often unprepared to or not equipped to change institutional or bureaucratic processes, out-dated procedures, and to cope with challenges to policy or to accept demands that they rethink budget priorities (Albertyn cited in Naidoo, 1999).

The traditionally gender-ignorant approach to development does not benefit everyone equally and impact women negatively, reinforcing unequal gender power relations, in contradiction to policy goals.

These are many examples of planning processes which have failed miserably because the community and women in particular had not been consulted or were excluded from the planning process and decision-making. One notable example is the National Housing Forum Trust and the Friedrich Ebert Stiftung joint-project to evaluate the experience of recipients of government housing subsidies in 1998. They found that women and women-headed households, there was increased hardship in certain infrastructure and community services did not accompany housing development. Most new houses were on the periphery of urban centres. This meant that women had to travel long distance to work, to clinics and shops. Public transport was often not available and the lack of street lighting made them vulnerable to rape.

Many reported a loss of income and found it harder to fulfill their multiple responsibilities (Coetzee and Naidoo, 1999). This represents one of the important examples of how community involvement in IDP process sometimes lack the necessary competencies required to translate legislation into practical planning approaches. The gender impacts of planning decisions for women and ignorance of household demographics of communities served frequently reflect an absence of understanding of what a future in such a community might entail for women. In practical terms, Councils must be expected to radically change their planning approach.

The Government of Dominica has launched an Integrated Development Plan using the OAS' Inter-American Strategy for the Promotion of Public participation in Decision-Making for Sustainable Development (ISP) as the framework to sustain its participatory approach. At the invitation of the Honourable Atherton Martin, Minister for Agriculture, planning and Environment of Dominica, the Unit for Sustainable Development and Environment of the OAS participated in the "National workshop on preparation of a National Integrated Development Plan" on Monday, April 3, 2000, Tuesday.

The workshop was designed to set the stage for a holistic approach to integrated development planning in Dominica, with the active participation or involvement of government agencies and civil society organizations, including the private corporate sector. The importance of this event was highlighted by the presence at the opening ceremony of the President of Dominica and Mrs. Chaw and the Prime Minister, the Honourable Roosevelt Douglas. The OAS made a presentation on how the ISP principles and recommendations can guide the participatory integrated development process initiated by the Government of Dominica, and on how this important initiative will set the pace not only for the Caribbean region but also for the rest of the Americas on similar initiatives. The OAS is committed to continue supporting the Dominican initiative through the ISP implementation plan and is proud to report on the first country to start implementing the ISP since its recent approval in December 1999.

According to Tibet Net Planning Council, the Integrated Development Plan (IDP) was aimed at providing a frame for the community within which the development activities will be undertaken to achieve a determined set of goals.

The CTA has been performing the role of caring for the Tiben Refugee Community, as well as promoting the cherished goal of returning of Free Tibet, for the past 35 years.

In the mid 1980, with the successful initial rehabilitation of the majority of Tibetan refugees who had arrived in exile before 1980 in agriculture and handicraft activities, the CTA recognized that steps needed to be taken to diversify the Refugee Community's economic base, and foster economic self sufficiency. To address these issues the CTA initiated the Tibet Economic Development Project in 1987. The principal purpose of the Project was to provide advice concerning economic development issues confronting the refugee Community. As one of the outcomes of the exercise, the CTA established the Planning Council in 1998. The Planning Council took up many planning related activities such as bringing out for the first time a directory of projects of the various CTA Departments and special units; and formulating an integrated development plan for Dhoeguling settlement in Mundgod as model for other Settlements.

The process of organizational development and capacity building spearheaded by the Planning Council, supplemented by expert guidance and financial support, culminated in initiating the first Integrated Development Plan in August 1991, with the following objectives:

- To set forth the Tibetan Refugee Community itself, and for potential funding agencies and support groups, the development priorities of Refugee Community.
- To co-ordinate and integrate the activities and plans of different situations within the Refugee Community so as to use the limited financial and human resources available to the Community efficiently;
- To provide management tool with which the Refugee Community can measure its progress against clearly stated goals and objectives;
- To assist the Refugee Community with fund raising around the world by providing an integrated national plan that will give potential donors and supporters a complete and consistent statement about the Tibetan Refugee Community, the problems and their needs.

The first Integrated Development Plan (IDP), completed in March 1992, brought together for the first time the developmental activities and plans over the next five years of all the CTA departments and other units, as well as those of the Settlements. Here with Tibetan Refugee Community we see the real community involvement IDP.

Integrated Development Planning is a mechanism used to transform top-down planning approach by giving ordinary citizens a say in development issues affecting them. The Municipal Systems Act 2000 fundamentally redefines a municipality as consisting not only of the structures, functionaries and administration of the municipality, but also of the communities of the municipality and therefore redefines the relationship between Council and the Citizenry (Democratic Local Government 2000 – 2001:13). The planning process of truly developmental Local government should therefore be a collaborative process setting local priorities resulting in partnership around implementation.

Therefore, the following principles should form the foundation of participation in the IDP planning process:

- The need to consider the special concerns of the people with physical disabilities, elderly people and others who have traditionally been marginalized when devising community participation procedures and mechanisms.

- The need to take note of gender issues in participatory process.
- The importance of taking into account language preference within a municipality the need to ensure the participatory processes are in line with the financial and administrative capacity of the municipality. The IDP should be published after adoption and approval by the Council to ensure that community, other stakeholders and other organs of the state can have access to the document as a source of information.

A participatory integrated development planning process allows civil society to play a role of being:

- \* Watchdogs of government
- \* Development partners

More specifically, it allows local communities and their political representatives to have a say in shaping their town or city. However, community participation is not an uncomplicated task. In some areas community participation sometimes can make things difficult for the authorities to carry out their developmental mandate and delays implementation of development programmes and project (Planact 1997:41).

## 1.7 Hypotheses

- The historical and socio-economic factors which necessitated the need for Integrated Development Planning in Ditsobotla Local Municipality are not receiving enough attention.
- The structures that are in place to ensure an effective integrated development planning are simply paying a lip service in their participation in order to fulfill legislative requirements.
- The structures that exist for involving community members are not empowered and capacitated to represent their communities adequately.
- There are various limitations which are encountered by these structures.
- The community is having a mixture of positive and negative reactions about the role they play and the role played by the government in improving their lives.

## 1.8 Significance of the study

Local Government in South Africa is undergoing a transformation change process. This process includes the streamlining of all functions within the three spheres of government, that is, national, provincial and local governments. The study addresses the problems surrounding community involvement in the process of Integrated Development Planning in the Ditsobotla Local Municipality.

Integrated Development Planning is a process of transforming top-down planning by giving ordinary citizens a say in development issues affecting their lives as well as in decision-making processes. The Municipal Systems Act 2000 fundamentally redefines a municipality as consisting not only of the structures, functionaries and administration of municipality but also of the community of the municipality and therefore redefines the relationship between Council and the citizenry (Democratic Local Government 2000-20001:13). The planning process of truly developmental local government should therefore be a collaborative process of setting local priorities resulting in partnership around implementation as well as development.

The results of this study will therefore assist Ditsobotla Local Municipality in closing the gaps that might have hindered the involvement of community participation in the process of integrated Development planning. At the end of this report recommendations will be given on how these gaps could be closed. The development of appropriate operational guidelines can potentially and significantly contribute to the implementation of IDP proposal across all local governments in South Africa.

## **1.9 Methodology**

This was a case study of the problems of community involvement in the integrated development planning in Ditsobotla Local Municipality. The research wanted to get an in-depth understanding of the issues associated with the research problem. The study area was selected because of the problems that are experienced by not involving communities in the process of integrated development planning.

### **1.9.1 Subjects**

The following constituted the sources of information for study:

- a) Key persons such as:
  - Municipal Manager/IDP Manager for Ditsobotla Local Municipality.
  - IDP Steering Committee for Ditsobotla Local Municipality.
  - IDP Representative Forum for Ditsobotla Local Municipality.
  - The Mayor for Ditsobotla Local Municipality.
  - The Speaker for Ditsobotla Local Municipality.

These people had general knowledge and influence in the process of IDP in as far as community involvement was concerned.

- b) The stratified random sample of 18 community members constituting 2 members per ward of the 19 wards in Ditsobotla Local Municipality were interviewed. These were stratified on the basis of gender to provide both male and female community members an opportunity to be represented in the study.

### **1.9.2 Methods of Data Collection**

Taking into consideration the characteristics of the different sources of information, the following methods of data collection were used:

An interview schedule for the key persons;

A questionnaire with both open-ended and close ended questions for the randomly selected community members. Open-ended questions provided the respondents with an opportunity to express their opinions and attitudes on the research problem. Closed –ended questions were used to collect demographic information of the respondents such as age, gender, marital status, educational levels and occupational status.

### **1.9.3 Data Analysis**

The data from field research were both quantitative and qualitative. Quantitative in such as the demographic information of the respondents were analysed using descriptive statistics. Content analysis was used to analyse qualitative data such as opinions and attitudes of the respondents.

### **1.9.4 Ethical Considerations**

- Participation in the research was voluntary for the respondents;
- Confidentiality of the respondents was served.

### **1.10 Organisation of the final Report**

Chapter One provides the introduction and background to the study objectives and methodology.

Chapter Two examines the current nature and structure of Ditsobotla Local Municipality.

Chapter Three discusses the South African legislation regarding the IDP and community and Stakeholders involvement/participation

Chapter Four investigates the attitude of the community members towards IDP and community involvement.

Chapter Five provides the Conclusions and Recommendations of the study.

## CHAPTER TWO

### THE NATURE AND STRUCTURE OF CURRENT MANAGEMENT FUNCTIONS OF DITSBOTLA LOCAL MUNICIPALITY.

The study ventured to establish the current nature and structure of the Ditsobotla Local Municipality in order to assess its status regarding the management functions. It became important to establish this factor because without knowing the area that forms this municipality, it would be impossible if not difficult to assess whether resources available are enough to can do the proper planning and deliver its functions effectively and efficiently. This chapter discussed the current nature of Ditsobotla Local Municipality; The Management Structure, Functions and powers of the Mayor, the Executive Committee, the Speaker's Functions, Functions of the Council and duties of the administration.

#### 2.1 The Current Nature of the Ditsobotla Local Municipality

According to IDP Manager Mr. Israel Motlhabane, Ditsobotla Local Municipality after the process of demarcation which was done in terms of the Municipal Demarcation Act No. 27 of 1998, four towns were disestablished and amalgamated to form one new municipality. These towns were:

- Lichtenburg
- Coligny
- Biesiesvlei
- Itsoseng

and villages surrounding these towns like

- Ga-Motlatla
- Bakerville
- Welverdien
- Grassfontein
- Springbokpan
- Bodibe
- Verdwaal
- Shiela
- Matile

The abovementioned areas form the economic base of the new municipality of Ditsobotla.

The study focuses on all areas mentioned above, with a view of seeing to it that all these areas are efficiently serviced.

The newly demarcated Municipal boundaries enlarged the service delivery of Ditsobotla Local Municipality to a radius of ±80km. This places a responsibility on the Municipality to obtain the best value of taxpayer's money and service delivery. This is an opportunity as well as a challenge for local government. (Ditsobotla Annual Report 2001).

The town of Lichtenburg which is the head office of the new Ditsobotla Local Municipality is centrally situated within the North West Province with main road linkages to most towns and cities in the region. It lies 1 459m above the sea level. Lichtenburg is situated within comfortable travelling distances from neighbouring towns, 113 km from Klerksdorp, 63 km from Mafikeng and 84km from Koster.

Lichtenburg and its immediate environment, reflects much physical evidence of a particularly eventful, past, shaped by war, the discovery of diamonds and of course, some remarkable people...

Apart from the structures and the diggings which remained after the diamond rush, there are many monuments here, and other places of historical interest. The town also accommodates three museums, an excellent Art Gallery and a Game Breeding Centre that is worthwhile visiting. The district is one of the richest agricultural districts of South Africa, where farming is managed in the most mechanized manner in the country.

It is a progressive town thriving upon agriculture as one of its main trades. Clear proof of this may be found in the local Co-operative NWK Ltd which handles approximately a fifth of South Africa's mealie production. Several factories manufacturing liquid fertilizer, animal feed, agricultural implements and two of the largest cement factories namely Alpha and Lafarge Cement are established here. The biggest Cheese factory in the country namely Clover S.A. is also situated here.

## **2.2 The Management Structure**

The Municipal Structures Act has laid the foundation for the transformation of local government within South Africa. This Act, together with the Municipal Systems Act and related legislation, has provided for municipalities across the country to review service delivery mechanisms and the appropriate structures for rendering services. Ditsobotla Local Municipality has embarked on a critical assessment of the manner in which services are delivered to the broader community – this required the recognition that a process of organizational design was necessary to align structure with service delivery objectives.

Any process of organisational redesign affects employees, therefore the new organizational design for Ditsobotla will result in improved service delivery levels due to the recognition of the critical and valued role of the organisation's employees.

The restructuring process has arisen out of the Local Government Municipal Structures Act (1999) and has involved the review of service delivery forms as well as the review of the current organisational structures and the manner in which services are rendered to the community.

Following the establishment of the Ditsobotla Local Municipality, emphasis is now placed on ensuring that the organisational structure of this municipality delivers optimum services to the

community and fulfills the vision of local government for equitable and sustainable service delivery. It was evident that the existing structures could not attain or fulfill these goals and therefore a comprehensive process of organisational redesign was undertaken.

A workshop was held on 14 and 15 March 2002 with the Executive Committee to solicit key decisions regarding the change process that Ditsobotla Local Municipality should consider in its transformation process. The Council then approved the following service clusters:

- Infrastructure,
- Support Services,
- Economic Development and Planning,
- Community Services

The above cluster of functions was the basis for the development of the following high level Organization Design:.

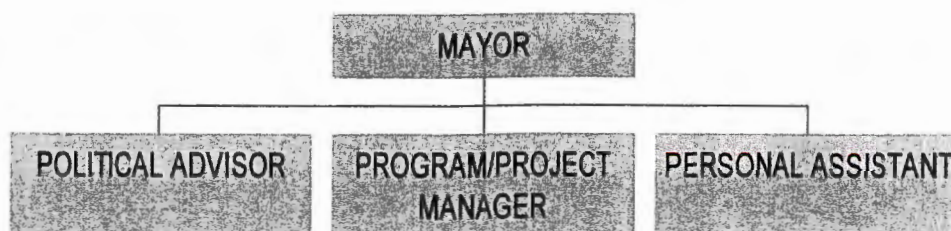
### 2.2.1 Functions, Structures and Powers of the Mayor.

The office of the Mayor is responsible for delivery of the following key performance areas:

- a) Planning, research and report.
  - Identify the needs of the community.
  - Strategize to meet the needs.
  - Develop business plans and policy guidelines.
  - Monitor and evaluate adherence to legislation.
  - Ensure achievement of strategic objectives.
- b) Social development
  - Act as liaison with national and provincial governments, NGO's, business and labour regarding provision of Social Welfare programs.
- c) Communication and marketing
  - Development and fostering of public and private partnership in alternative service delivery options.
  - Liaise with all external stakeholders and other spheres of government regarding the investment and development of Ditsobotla Local Municipality.
- d) Special projects
  - Development and implementation of special programs and projects in areas that require special focus and attention by national, provincial and local government.
  - Projects should include but not be limited to:
    - Mayoral Youth Scholarship.
    - Mayoral Cleaning Campaign.
    - Launch of HIV/AIDS workplace policy.
    - Educational sponsorship projects.
    - Masakhane Campaign.
    - Establishment of gender desk.

#### 2.2.1.1 The Structure of the Office of the Mayor

In order to execute the above mentioned key performance areas, the Office of the Mayor is structured as follows:



- a) Political Advisor
  - Co-ordination of political appointments and meetings.
  - Compilation of Mayoral speeches, notes and declarations.
  - Advise to the Mayor regarding planning, research and reporting activities of Council.
  - Liaison and communication with stakeholders regarding service delivery programmes of the Council.
  - Develop political communication strategy for the office of the Mayor.
  
- b) Program/Project Manager
  - Planning, development and oversee implementation of special projects in the Office of the Mayor.
  - Liaise and Communicate interaction of projects with different directorates.
  - Liaison with national and provincial departments regarding special projects.
  - Regular monitoring and feedback to Mayor on implementation and performance of projects.
  
- c) Personal Assistant
  - Upkeep of Mayor's diary.
  - Typing, filing and distribution of documentation in the Office of the Mayor.
  - Event planning and management in the Office of the Mayor.
  - General administrative and secretarial assistance.

### **2.2.2 Functions and Structure of the Executive Committee**

Section 44 of the Municipal Structures Act (No. 117 of 1998) provides the following status for the Executive Committee:

1. An Executive Committee is:-
  - (a) the Principal Committee of the Council of a municipality of a type that is entitled to establish an Executive Committee; and
  - (b) the Committee of a Municipal Council which receives reports from other Committees of the Council and which must forward these reports together with its recommendations to the Council when it cannot dispose of the matter in terms of its delegated powers.
  
2. The Executive Committee must:-
  - (a) identify the needs of the municipality;
  - (b) review and evaluate those needs in order of priority;
  - (c) recommend to the Municipal Council strategies, programmes and services to address priority needs through the integrated development plan and estimates of revenue and expenditure, taking into account any applicable national and provincial development plans; and

- (d) recommend or determine the best methods, including partnership and other approaches, to deliver those strategies, programmes and services to the maximum benefit of the community,
3. The Executive Committee in performing its duties must:-
- (a) identify and develop criteria in terms of which progress in the implementation of strategies, programmes and services referred to in subsection (2)(c) can be evaluated, including key performance indicators which are specific to the municipality and common to local government in general;
  - (b) evaluate progress against key performance indicators;
  - (c) review the performance of the municipality in order to improve-
    - (i) the economy, efficiency and effectiveness of the municipality;
    - (ii) the efficiency of credit control and revenue and debt collection services; and
    - (iii) the implementation of the Municipality's by-laws;
  - (d) monitor the management of the municipality's administration in accordance with the policy directions of the municipal council;
  - (e) oversee the provision of services to communities in the municipality in a sustainable manner;
  - (f) perform such duties and exercise such powers as the Council may delegate to it in terms of section 32;
  - (g) annually report on the involvement of communities and community organisations in the affairs of the municipality; and
  - (h) ensure that regard is given to public views and the report on the effect of consultation on the decision of the Council.
4. An Executive Committee must report to the Municipal Council on all decisions taken by the Committee.

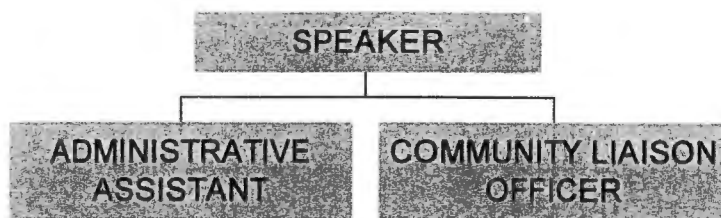
### **2.2.3 Structure and Functions of the Office of the Speaker**

The Office of the Speaker is responsible for delivery on the following key performance areas:

- (a) Councillor Support
  - Identification and implementation of administrative and capacity building support according to the identified needs of Councillors.
  - Monitor and report on adherence to legislation and Code of Conduct.
- (b) Executive duties
  - Ensuring the planning and development of time tables for Council and Committee meetings.
  - Ensure the compilation and implementation of Rules of Order.
- (c) Ward Committee Support
  - Provide administrative support to Ward Committees.
  - Facilitate capacity building of Ward Committees.
  - Promote public participation, evaluate and establish communication links between the Council and the public.

### 2.2.3.1 The Structure of Office of the Speaker

The organisational structure of the office of the Speaker is as follows:



Key performance areas

- (d) Administrative Assistant
  - Co-ordinate administrative support to Ward Committees.
  - Planning and development of centralized Council diary and time tables.
  - Upkeep of Speaker diary.
  - Identification of administrative support needs and compilation of annual budget according to needs.
  - General administrative activities.
- (e) Community Liaison Officer
  - Promote public participation.
  - Develop and maintain community communication links, as well as development of applicable strategy.
  - Liaise with community through community structures.
  - Develop and maintain a capacity building strategy for Ward Committees and community at large.
  - Co-ordination with Directorates to submit an annual budget according to community needs within the IDP process.

### 2.2.4 Functions of the Council

Section 152 of the Constitution of the Republic of South Africa give a Municipal Council a mandate to carry out the following objectives:

1. A Municipal Council must annually review:-
  - (a) the needs of the community;
  - (b) its priorities to meet those needs;
  - (c) its processes for involving the community;
  - (d) its organisational and delivery mechanisms for meeting the needs of the community; and
  - (e) its overall performance in achieving the objectives referred to in subsection (1).
2. Must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.

### 2.2.5 Duties of the Administrative Division

A Municipal Council as a political wing of the Municipality cannot operate in isolation without the Administrative division. As policy makers, they need to have a wing which will at all times implement the resolutions and the policies that are passed by the Council.

The Administrative head of the Council is the Municipal Manager under whom there are several directorates and several unit managers, that conduct service delivery issues through the total management of all developmental programmes of the Municipal Council.

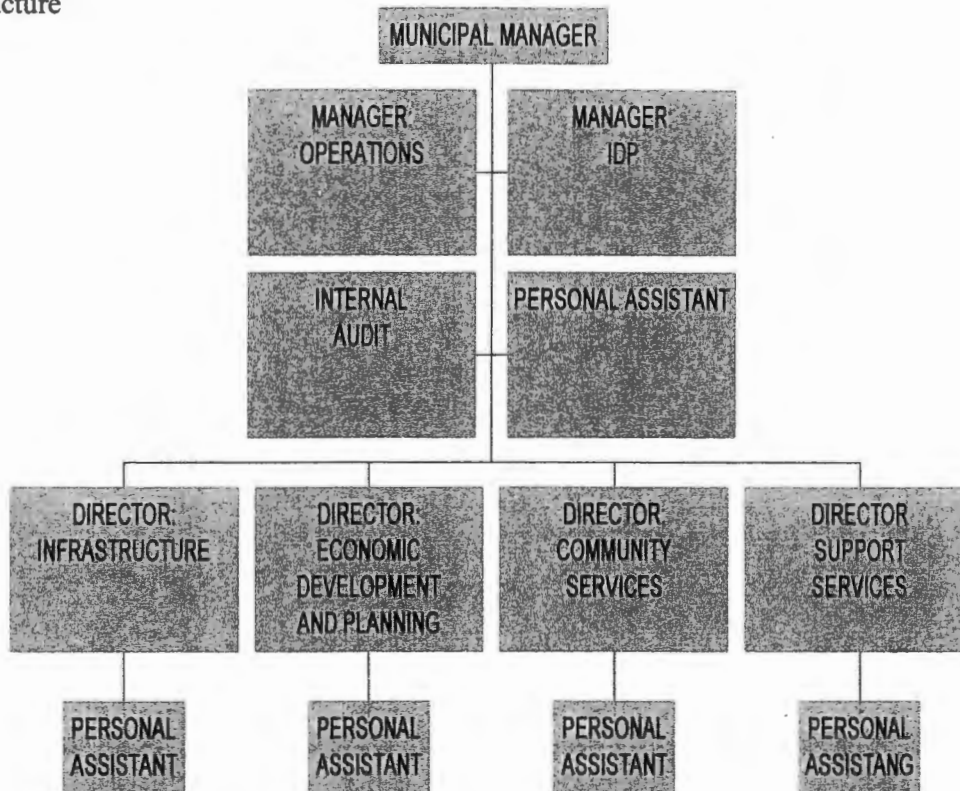
Office of the Municipal Manager  
Key Performance areas

The Office of the Municipal Manager is responsible and accountable for the duties as outlined in section 55 of the Local Government: Municipal System Act. In addition to the legislative requirement, the following key performance areas need to be executed within his office, over and above service delivery clustering contained in the rest of the structure:

- (a) Internal auditor
  - Examine and evaluate internal controls, procedures and systems;
  - Conducting of risk assessments;
  - Report on audit findings and compilation of recommendations;
  - Implementation and evaluation of management feedback.
  
- (b) Manager: Integrated Development Plan
  - Determine strategies to address community needs;
  - Setting and evaluation of targets for directorates;
  - Oversee budget processes;
  - Evaluate, review and ensure implementation of the Integrated Development Plan;
  - Report on the progress with the implementation of the Integrated Development Plan;
  - Ensure linkage between organisational performance and Performance management on departmental and individual level.
  
- (c) Manager: Operations
  - Reporting and communication of executive functions in the office of the Municipal Manager to the rest of the administration;
  - Act as Municipal Manager in the absence of the Municipal Manager;
  - Advice and support the Municipal Manager on all strategic, transformational and developmental issues;
  - Functional execution of priorities allocated in the office of the Municipal Manager;

- Attend meetings on behalf of Municipal Manager as and when requested by the Municipal Manager;
- Act as spokesperson with the media and external stakeholders as and when requested by the Municipal Manager.

## The Structure



### Directors

#### Director: Infrastructure

#### Key performance areas

- Leads and directs staff in directorate to ensure that staff meet the Directorate's objectives;
- Prepares, manages and monitoring the capital and operational budget of the Directorate;
- Monitor the performance of Unit Managers;
- Oversees the development and implementation of strategic and operational policies;
- Represents the Directorate Infrastructure in all management meetings and forums;
- Develop and recommend the IDP component of the Directorate: Infrastructure;
- Oversees the tender and construction process related to Capital projects.

#### Director: Economic Development and Planning

##### Key performance areas

- Leads and direct staff in the Directorate: Economic Development and Planning to ensure that staff meet the Directorate's objectives;
- Develop, recommend and implement the IDP component that relates to the Directorate;
- Develop and oversee the implementation programme of the long term strategic development framework for Ditsobotla Local Municipality;
- Promotes orderly, sustainable development through the formulation of development framework, strategies and policies;
- Ensure economic growth and development of Ditsobotla Local Municipality through proper marketing strategies and LED initiatives;
- Prepares, manages and mentor the capital and operational budgets of the Directorate;
- Functional activities mentioned as mentioned above.

#### Director: Community Services

##### Key performance areas

- Oversees the development and implementation of strategic and operational policies in the Directorate;
- Develops, recommends and implements the IDP component that relates to the Directorate;
- Oversees the identification of the needs of communities pertaining to Health, Library and community facilities, Traffic Control as well as Fire, Security and Disaster Management;

Monitor the performance of the Unit Managers in the Directorate.

#### Director: Support Services

##### Key performance areas

- Leads and directs all staff in the Directorate to ensure that staff meet the Directorates objectives;
- Prepares, manages and monitor the capital and operational budget of the Ditsobotla Local Municipality;
- Ensure the effective monitoring of organisational, departmental and individual performances.
- Ensure the annual compilation of the capital and operational budgets of Ditsobotla Local Municipality.
- Analyse the current and desired status and needs of Ditsobotla regarding IT, Human Resource Legal and Valuation Services and Administrative Support.
- Provide intra-directorate co-ordination regarding broad strategic planning issues to ensure administrative capacity in all Directorates.

Apart from the top structure there is a bigger operational organizational structure that encompasses all the necessary labour force under Unit Managers for proper and effective and efficient service delivery. There are about 16 units shared by the four Directorates (see organigram of Ditsobotla Local Municipality).

## CHAPTER THREE

- **DISCUSSES THE SOUTH AFRICAN LEGISLATION REGARDING THE IDP AND COMMUNITY AND STAKEHOLDERS INVOLVEMENT/PARTICIPATION**

This chapter, based on a range of legal and policy documents, briefly defines what is meant by developmental local government and the reasons why South Africa has adopted this approach to municipal governance. It consists of legal framework, problems encountered by Ditsobotla Local Municipality with regard to community involvement in the process of IDP.

### 3.1 Local Government Municipal Systems Act (2000)

The Municipal Systems Act describes the various core processes that are essential to realizing a system of developmental local government. These aspects include participatory governance, integrated development planning, performance management and reporting, resource allocation and organizational change. These processes are linked into a single cycle at local level that will align various sectoral initiatives from national and provincial government departments with a municipality's own capacity and processes. It is envisaged that the provisions of the Act will be implemented incrementally with the majority of these provisions becoming effective from the date of the local government elections of (December 2000).

The overall objectives outlined in the Municipal Systems Act are to:

- Clarify the legal nature of a municipality, and, by including the residents and communities within the municipal area in the definition of a municipality, establish a system of internal relationships for effective participatory governance, in which the different components of a Municipality have certain key rights and responsibilities.
- Establish certain basic requirements for public accountability and participation which are essential to the long term sustainability of the municipality.
- Assign power of general competence to local government, and manage the process of decentralizing functions to local government to ensure proper co-ordination of the decentralization process and the prevention of unfunded mandates.
- Regulate the promulgation of municipal by-laws, to achieve greater symmetry between national, provincial and local legislative actions.
- Clarify the nature of the executive power of municipalities, and in particular develop the notion of a separation between the roles of "service authority" and "service provider". This separation was initially introduced through the Water Services Act, and it is proposed to extend this to all municipal services. As "service authorities" municipalities remain responsible for and must see to the effective delivery of a particular service, and provide a policy and regulatory framework within which that service is provided, subject to any applicable national or provincial legislation. This lays the basis for the Act to enable municipalities to choose the most appropriate service provider for a menu of options, ranging from

internal departmental delivery through corporatization and joint ventures to private sector delivery options.

- Rationalize the system of municipal planning into a single comprehensive 5 yearly planning cycle, subject to annual monitoring and review, in which Integrated Development Plans (IDP's are adopted by municipal councils as their core planning and management instrument. This system provides an important framework for integrating the more detailed sector planning requirements of various national Departments. By linking their sectional planning requirements into the municipality's IDP and budgeting processes, line Departments will achieve better integration of initiatives, improve compliance, as well as benefit from the alignment of IDP sectoral strategies within municipal budgets and human resource deployment in terms of legal obligations.
- Establish a performance management system for local government, including a system of measuring and evaluating performance in priority areas, and reporting performance in priority areas, and reporting annually to citizens and other spheres of government, so that performance can be compared across the whole of local government, and under-performance in critical areas identified at an early stage.
- This will provide municipalities with a tool to evaluate progress with their IDP, as well as a more rational and informed basis for choosing appropriate service providers. It will also enable a far more appropriate and targeted system of capacity building and intervention to be put in place by national and provincial government.
- Synchronize local administrative reform with the system of performance contracts, performance evaluation, codes of conduct, job evaluation, performance incentives, managerial responsibilities and delegations being implemented in national and provincial government.
- Provide a clear regulatory framework for municipal service partnership particularly processes such as competitive bidding, dealing with unsolicited proposals, and contract monitoring and compliance.
- Make provision for municipal service districts including multi-jurisdictional service districts in which municipalities combine their regulatory powers in order to manage service provision on a more functional basis.
- Establish a set of principles and guidelines to guide the setting of tariffs for municipal services, in order to help municipalities ensure long term sustainability of service delivery, and establish mechanisms for assisting indigent households.
- Empower municipalities to implement tough and effective credit and debt collection strategies in order to deal with non-payment for services, while at the same time making sure that the genuinely indigent receive targeted relief.
- Create a clear framework to guide provincial monitoring, capacity building and intervention in terms of the Constitution, which avoids duplication of existing monitoring systems, and aims over the longer term to build an effective, integrated, performance oriented service delivery system.

### **3.2 Green Paper on development and Planning (1999)**

This Green paper was established in May 1999 for comments. The Green paper was prepared by the Development and Planning Commission established in terms of the Development Facilitation Act. The Green Paper on Development and Planning contains

many new perspectives on land development management mechanisms. The recommendations for implementation in the Green Paper are focused around seven central themes:

- The need for a common approach, vision, paradigm and terminology;
- Defining the roles of different spheres of government;
- The need for improved co-ordination and integration;
- Improvement of institutional capacity;
- The need to speed up the development process;
- Improving the land development management system; and
- Creating legal and procedural certainty.

These recommendation will play an important role in shaping future planning legislation in South Africa, as well as related decision-making processes. The recommendations also address many of the problems experienced during the preparation of Land Development Objectives and Integrated Development Plans and will go a long way towards solving these problems and issues.

### **3.2.1 Development Facilitation Act (1995)**

The Development Facilitation Act (Act 67 of 1995) requires all local authorities to prepare Land Development Objectives for their areas of jurisdiction. The respective provinces have each promulgated their own regulations relating to the process to be followed in the preparation of LDO's. In the case of North West Province these regulations were proclaimed during 1997. The overall purpose of Land Development Objectives is to transform local government in order to instill a culture of delivery through the preparation of a 5-year business plan aimed at redirecting financial and human resources. The legal implications of approved Land Development Objectives are that all tribunals and other authorized local authorities are bound by the contents of approved Land Development Objectives. In addition, Land Development Objectives replaces existing physical development and structure plans prepared in terms of the Physical Planning Act of 1991.

### **3.2.2 Rural Development Framework (1997)**

The Rural Development Framework describes how government, working with rural communities aims to achieve a rapid and sustained reduction in absolute rural poverty. Specific aspect which are addressed include the following:

- How to involve rural people in decisions affecting their lives, through participation in rural local government.
- How to increase employment and economic growth in rural areas.
- How to provide affordable infrastructure and improve services in rural areas and resolve the problems posed by the remote, low-potential areas.
- How to ensure social sustainability in rural areas.
- How to increase rural local government capacity to plan and implement and assemble the essential information for planning, monitoring and evaluating both the process and progress of development.

The key aspects identified in the Rural Development Framework as pre-requisites for rural development include:

- Institutional development: helping rural people set the priorities in their own communities, through effective and democratic bodies, by providing the local capacity and access to funds for them to plan and implement local economic development.
- Investment in basic infrastructure and social services: the provision of physical infrastructure (e.g. water and power supply), transport and social services (e.g. basic health care and schools).
- Improving income and employment opportunities: by broadening access to natural resources (arable and grazing land, irrigation water, woodland etc.)
- Restoration of basic economic rights to marginalized rural areas: by establishing periodic markets as the organizing spatial framework for development.
- Resource conservation: investing efforts in the sustainable use of natural resources.
- Justice, equity and security: dealing with the injustices of the past and ensuring the safety and security of the rural population, especially that of women.

### 3.2.3 The Constitution Act (1996)

The Constitution puts in place a vision for developmental local government and contains the objectives for developmental local government:

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

In terms of the Constitution, the White paper and the legislation flowing from it Municipalities are required to structure and manage their administration and budgeting and planning processes to give priority to the basic needs of the community, to promote the social and economic development of the community and to participate in national and provincial development programmes.

Municipalities must provide vision and leadership for all those who have a role to play in the development of a municipality . They should lever investment and resources and ensure integration and co-ordination between various role players. They are henceforth directly responsible for creating conditions conducive to job creation and must fulfill their mandate for service delivery in a way that achieves social, economic and ecological sustainability. According to White Paper, truly developmental local governance should ultimately result in the following outcomes:

- The provision of household infrastructure and services,
- The creation of livable integrated cities, towns and rural areas,
- Local economic development and
- Community empowerment and redistribution.

National and provincial government have legislative and executive authority to see to the effective performance by municipalities of their functions, by regulating the exercise of this executive authority.

Local Government Municipal Structures Act.

The Municipal Structures Act outlines the functions and powers of municipalities. These functions and powers must be divided in the case of local and district municipalities as set out in the Structures Act.

- IDP Principles

There are a number of Key Development Principles that are embedded within the overall Integrated Development Planning Process.

The principles are mainly focused around the need to eradicate the development legacy of the past, to make the notion of developmental local government work and to foster co-operative governance.

Eradicating the development legacy of the past

- Integrated Development Planning is a mechanism to restructure cities, towns and rural areas. Integrated Development Planning will redress spatial imbalances and promote integrated human settlement through:
  - \* Ensuring a shared understanding of spatial development opportunities, patterns and trends
  - \* The localization of spatial development principles that promote integrated and sustainable development
  - \* The formulation of specific strategic aimed at the spatial restructuring of cities and towns
  - \* The formulation of a spatial development framework that provides a spatial overview of planned public and private sector investment.
- Integrated Development Planning is a mechanism to promote social equality.
- The planning process is participatory in nature and allows for local processes of democratisation, empowerment and social transformation.
- The integrated development planning process is designed in such a way that all role-players and stakeholders have a voice in the issues affecting their lives.
- Integrated Development Planning is a weapon in the fight against poverty. Integrated Development Planning should address severe social and economic imbalances such as the urban/rural divide as well as adverse conditions affecting marginalized groups on the grounds of race, gender, age or disability. This holistic, integrated and participatory nature of Integrated Development planning allows poverty alleviation to be addressed in a multi-faceted way. The IDP can do this through:
  - \* Focusing on areas of greatest need
  - \* Prioritising projects that focus on the plight of the poor and the marginalized
  - \* Addressing landlessness through implementing appropriate land reform initiatives
  - \* Promoting local economic development and
  - \* Preparing spatial frameworks that mainstream the poor into the economy.

- Integrated Development Planning is a catalyst in the creation of wealth. It can assist in the promotion of socio-economic development through:
- \* Levering funds from the other spheres of government7donor organizations and investors
- \* Facilitating the creation of an environment that is conducive to private sector investment and the general promotion of local economic development and;
- \* Proposing direct interventions in the economy through, for example, providing incentives, developing economic infrastructure, and buying, developing and leasing or selling land.

### **3.2.4 Making the Notion of Developmental Local Government Work**

- Integrated Development Planning is a device to improve the quality of people's lives through the formulation of integrated and sustainable projects and programmes.
- Integrated Development Planning is the platform for building a sense of community ownership.
- Integrated Development Planning is a strategic framework that facilitates improved municipal Governance and acts as an agent of local government transformation The integrated development planning process should result in a set of operational strategies that will ensure that municipalities are able to deliver effectively and efficiently on the development priorities, objectives, strategies, projects and programmes identified in the municipal planning process. The planning process will promote institutional transformation in line with agreed priorities and objectives in order to give full effect to local governments new developmental mandate.
- Integrated development planning is a conduit/channel for attracting investment. It will create a climate of investment confidence by elaborating clear and agreed upon medium term financial and capital investment plans.
- Integrated development planning is an instrument to ensure more effective and efficient resource allocation and utilization. IDP's enable municipalities to weigh up their obligations and systematically prioritise programmes and resource allocation. In context of great inequalities, IDP's serve as a framework for municipalities to prioritise their actions around meeting urgent needs, while maintaining the overall economic, municipal and social infrastructure already in place.
- Integrated development planning puts in place a systematic and consultative process.
- Integrated development planning is a barometer for political accountability and a yardstick for municipal performance

### **3.3 Fostering co-operative governance**

- Integrated development planning is a mechanism for alignment and co-ordination between spheres of government. IDP's are vital tools to ensure the integration of local government activities with ~ planning at provincial, national and international levels, by serving as a basis for communication and interaction.
- Integrated development planning is a mechanism for alignment and co-ordination within spheres of government.

- Problems encountered by Ditsobotla Local Municipality with regard to community involvement in the process of Integrated Development Planning.

One of the biggest problem encountered by the Ditsobotla Local Municipality with regard to community involvement in the process of IDP is that the structures that represent the community are not as active as they suppose to be.

For an example, Ward Committees' problems highlighted are that they are not remunerated for the hard job they are doing.

This leaves the Ward Councillors with a problem of running their wards without their ward committee members.

The other problem is that every year Ditsobotla Local Municipality budgets for Capital projects but because of poor payment of services by the community, municipality find it difficult if not impossible to implement these budgeted capital projects.

Furthermore, the municipality have inherited a number of rural areas without revenue and yet this rural areas are represented by their Councillors in the Council who are paid. This situation has created a financial burden to the municipality which leaves municipality with no option but to run municipality with bank overdraft facility almost every month.

The other problem concerning Ward Committee members is traveling long distances when they suppose to meet because of the vastness of some areas.

Lack of transport is also a problem encountered by Ward Committee members, particularly in the rural areas as well as inaccessible roads.

## CHAPTER FOUR

### THE ATTITUDES OF THE COMMUNITY MEMBERS TOWARDS THE PROCESS OF INTEGRATED DEVELOPMENT PLANNING

Community participation is one of the most essential principles in development of our societies and also in soliciting their co-operation. Days are gone where communities were just passive recipients of services and developments in their areas of resident. People should not be seen as passive recipients of information and outside expertise with nothing to offer in return. That is why it is important to know their thinking regarding the decision-making and planning of their area.

It is common knowledge that in the past governments were doing things for the people without their involvement and participation and this created unsustainability on most of the projects and developments that were done. It could happen that the community could have other developmental plans in their area that are important to be taken into consideration. It was on that basis that it was important to assess the attitudes of community members toward IDP process, as a result this chapter is going to highlight the attitudes of the respondent community members towards the IDP process and the benefit thereof.

#### 4.1 Community Members' Attitude

Historically the areas of Itsoseng, Bodibe, Shiela, Springbokpan and Verdwaal fell within the old district of Lichtenburg before they were incorporated into the then Bophuthatswana area and the following factors governed the importance of their location:

- Interdependency with the people, communities and economies manifested by patterns of human settlement, migration, employment, commuting and dominant transport movements, spending, the use of amenities, recreation facilities and infrastructure and commercial and industrial linkages.
- The Communities from these areas contributed drastically to Lichtenburg's tax base without ripping anything back in terms of developmental issues.

Data from questionnaires and interviews with respondent community members in the study areas concerning the involvement and participation of the community in the IDP process showed that their attitudes towards the IDP process were mixed.

Some said that they had a hope that some developments would take place in their areas since they are part of the planning process of developing their areas. On the other hand some said that they have been pushed from one government of the other. As far as development in their areas was concerned nothing happened and they believed that with the present government with its IDP process nothing will happen.

Twenty people who were interviewed in Itsoseng and Verdwaal indicated their happiness with their incorporation into Ditsobotla Local Municipality area and some wished that the municipal boundaries could be amended to have them politically and geographically located into Mafikeng Local Municipality.

Even though the communities are contented about the results of the demarcation of municipal boundaries, and their involvement and participation in the IDP process, problems are still experienced with cost recovery and non-payment of services. According to Mr. Willie Pool, the Town Treasurer, payment levels ranges 60% in urban areas and this percentage includes the areas. Virtually the peri-urban areas' consumers are paying very little up to 7% and some consumers do not pay for services simply because they are unemployed. In the rural areas there is virtually no payment of services because mechanisms are not yet in place to collect revenue from these areas.

#### **4.2. The Benefits of Community Involvement in the Integrated Development Planning process in Ditsobotla Local Municipality.**

Active participation and improved responsiveness is key to local government reforms. However, making these reforms more transparent goes far beyond the interface between citizens and the quality of administrative actions. It requires a much deeper examination of the structures and processes of democratic administrative organisation and is also heavily dependent on the confidence, courtesy and awareness of the rights guaranteed to citizens.

- The public benefits in IDP process

The involvement of the community in the Integrated development planning process yield public benefits to both the communities and municipality. The communities become aware of what is happening in their municipality.

- The citizens have a right to express themselves without any danger of fear of punishment.
- The citizens have access to information in their municipality
- Communities are consulted and make inputs in the budgeting process.
- The community can assess the existing level of services and developments.
- Communities are involved in an in-dept analysis and prioritisation of projects in their areas.
- Stakeholders participation

The principle regarding integrated development planning that the community should be actively involved in the process of planning their area, and on the other hand be involved in the formulation of the vales and responsibilities governing IDP.

- Community partnership

Involving traditional leadership in IDP and in local resource distribution is not solely the result of economics, it is also the recognition of cultural and democratic processes influenced by land tenature and utilization. The accent is on increasing democratic ownership by individuals and equitable access in community decision making. However, in the process, a culture of community self-management essential to local administration is being promoted. The philosophy is that community resource management is best served by participation and involvement in community decision-making. This promotes a sense of belonging, self-assertion and collective security in matters that affect local economic development, resource utilization and the environment. However, under the new dispensation the involvement of traditional leadership in local resource distribution and the IDP process is of paramount importance.

In most cases, the local jurisdiction and traditional functions of traditional leaders often mirror those of secular local authorities. In the spirit of community partnership the traditional chief could appoint any member of the community to serve on ward committees and in sub-committees responsible for specific or general functions.

Traditional governance structure(s)

The new South Africa is a home to various black tribes who enjoyed traditional rights in land in this country prior to the application of the land acts of the colonial era, and apartheid laws.

The leaders or heads of these lands were in many provinces are still tribal chiefs, now called traditional leaders and they perform a number of functions. They:

- Act as head of the traditional authority and as such, exercise limited legislative powers and certain executive and administrative powers;
- Preside over customary law courts and maintaining law and order;
- Consult with traditional communities through imbizo (gathering of leaders) and lekgotla (cabinet meeting);
- Assist members of the community in their dealing with the state;
- Advise government of traditional affairs through the second house of Parliament, the National Council of Provinces (NCOP);
- Convene meetings to consult with communities on needs and priorities, and to share information
- Protect cultural values and provide a sense of community in their areas through a communal social frame of reference;
- Act as spokespersons and symbols of unity for their communities, and as custodians and protectors of the community's customs and general welfare;
- Make recommendations on land allocation and land dispute resolution.

In addition to this traditional governance structure, the current national government in South Africa has established democratically elected rural municipal Councils. This new establishment caused a lot of uncertainty amongst the traditional leaders and pose a challenge to the role they are going to play in as far as development is concerned.

Land ownership

Clearly, the traditional mechanisms of land tenure sit very uncomfortably alongside the more formalized Western definitions. It is not clear, for example, whether chiefs own the land in the conventional freehold sense, or whether there is a de facto collective ownership.

In some areas, and in some views, the state owns the land and here it is unclear which organs of the state are directly involved in exercising the rights and fulfilling the obligations of ownership.

This is crucial to a decision about which governance structure should be mandated to provide services, as well as liability for paying taxes to finance the delivery of those services.

Given that we are discussing inclusivity in rural areas, the question of land ownership does not pose a threat in urban areas, but does for current rural land-tenure systems.

This proposal to include rural land under a wider urban umbrella is provocative to traditionally based tenure systems such as PTO's CTO's and other such deeds of title. In other words, current proposals for linking urban and rural areas bring the issues of land tenure and system compatibility to the fore.

□ Rise of political tension

First let us look at the present situation in the rural areas, nationally.

Currently, and according to the constitution there are two bulls in the same kraal, (that is, both traditional and democratic leadership), each with its own constituency (support base), as well as a role in the governance of rural areas of South Africa.

Often, the presence of "pretends" to chiefly positions – supported by apartheid governments - further complicates the issue. These pretenders are a serious threat to rural stability because they view both genuine traditional leaders and democratically elected councillors as enemies (Bowman 2002:204).

This situation in the rural areas causes a rise of political tension unnecessary.

# CHAPTER FIVE

## CONCLUSION AND RECOMMENDATIONS

Integrate development planning (IDP) is a new form of municipal planning. It was conceptualised at a time all organs of state (especially local government) found themselves with diminishing financial and resource and increasing needs and demands from their citizens. In the South African context, IDP marks a significant break with the apartheid past. There are now new political, social and economic objectives to be served.

Integrated development planning is a process that aims to maximise the impact of scarce resources and limited capacity through planning development interventions strategically and holistically. It is not a panacea to all a municipality's troubles. Instead, it should be viewed as a tool that may be used to drive change and deliver results.

The participation of communities in municipal activity has become increasingly important. The Municipal Systems Act 200 reflects the increasing importance given to community participation in matters affecting their lives. In fact, the Act defines a municipality as consisting of both its political/administrative structures as well as the community. This definition places communities at the heart of local government affairs.

The Act also stipulates that communities should be continuously provided with information through activities like performance reporting. Provisions like these are effectively aimed at building the capacity of citizens to engage effectively with their local councils. As it stands, recent policy and legislation suggest that community participation be emphasised during the following stages of the IDP Process:

- Determining and prioritising needs
  - Preparing strategies to address these strategies
  - Monitoring the delivery and outcomes for such strategies.
- The community participation process experienced varying degrees of success in different parts of the study area and at different stages of the process. A number of important observations can be made in this regard:
    - Ward committees played an important and constructive role in the process
    - Participation in the institutionalised representative forum was in general very positive. However, the absence of municipal wide stakeholder groups (eg. Business Chambers, Agricultural Unions, etc.) is an aspect of particular concern.
    - Participation during the latter stages of the process was less enthusiastic than during the initial stages. The public participation process should thus ideally be a concise and focused effort over the shortest possible time span.
  - The consultation process was critically important from the point of view of identifying community issues and priorities as a guiding framework for the rest of the process. Important aspects to note in this regard include:
    - Issues identified by local communities should be verified against the technical data, current policy and legislation and national norms and standards

- Ward issues and priorities should not be viewed in isolation but also within the wider municipal context
- The municipality must exercise caution not to create unrealistic expectations during the consultation process
- The capital requirements and ongoing operating implications of potential projects should be clearly explained to communities
  
- The outcome of the consultation process can be influenced by strong personal and/or politically motivated viewpoints if the process is not properly facilitated and managed.
- Ongoing information sharing and feedback to communities between completion of the first round of the IDP process and commencement of the first round of annual revision will be imperative to ensure the credibility of the IDP process.
- Effective mechanisms to monitor the IDP implementation process are critically important. The relationship between the IDP process and the PMS of the municipality as the primary tool for this process can hardly be over-emphasized.
- Providing communities with access to all relevant information and statistics compiled as part of the IDP process can be very valuable to assist communities to formulate informed viewpoints. This aspect will also contribute to the municipality as an organisation giving affect to the requirements of the Promotion of Access to Information Act.
- From a municipal point of view it will be important to “showcase” its successes related to the implementation of the IDP, while also reflecting on its problems and shortcomings in this regard.

Apart from the above mentioned specific issues, and based on the premise that the public must and should have a say in the decisions and actions that affect their lives, it is recommended that Ditsobotla Local Municipality develop strategies amongst its members to continue to advocate for the following criteria for public participation:

- Public participation should encompass a sense that the public’s contribution will influence the final outcome.
- That the public participation process must reflect the interests of and meet the needs of participants.
- The participation should facilitate the involvement of those potentially affected. Consideration should be given to how unorganized communities or interest groups could be brought together as participants.
- Participants should be involved in defining the manner in which they wish to participate.
- Participants should be provided with the information they need to make their contribution meaningful.

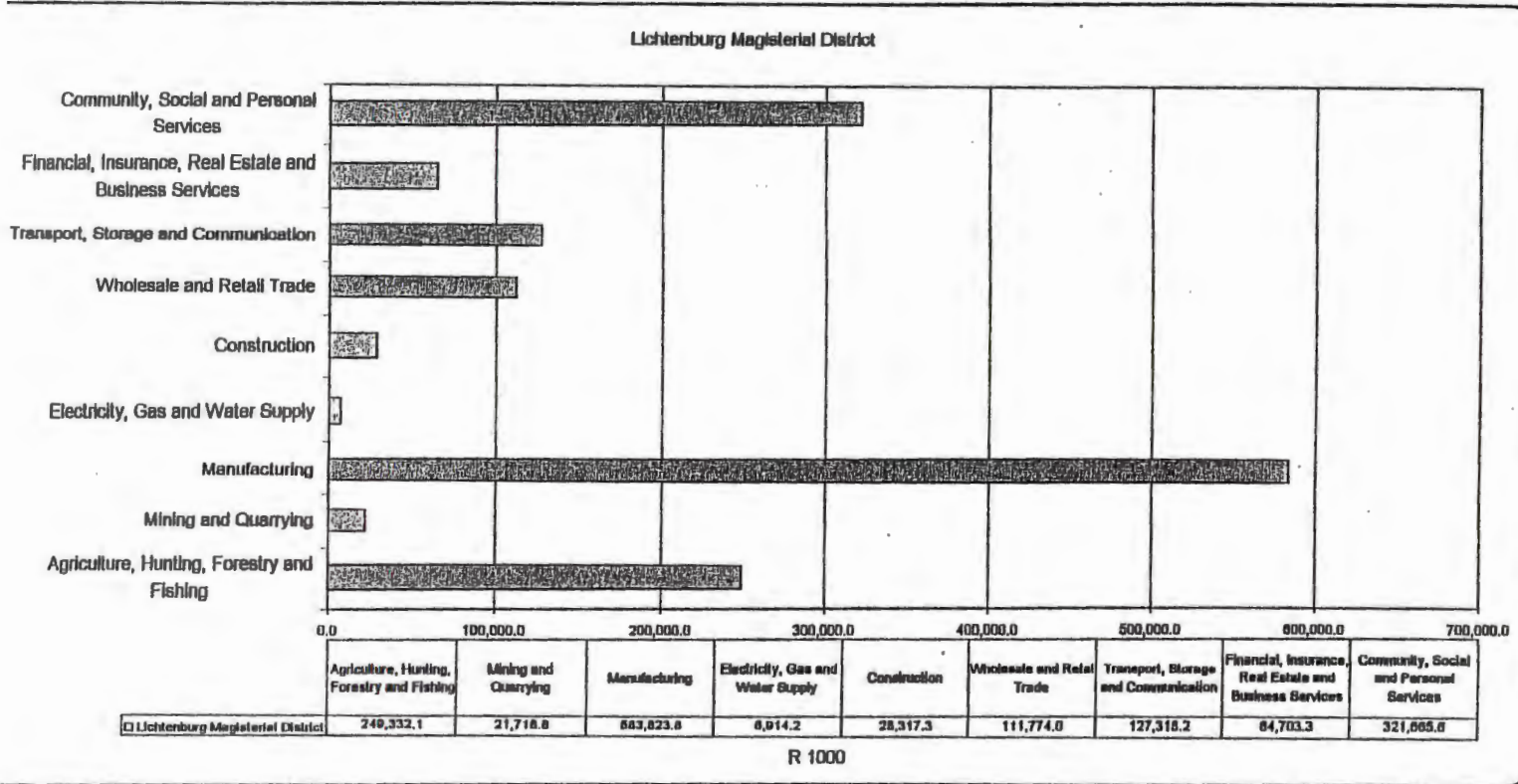
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(1999 figures) by Broad Economic Sectors (R 1000)

	Agriculture, Hunting, Forestry and Fishing	Mining and Quarrying	Manufacturing	Electricity, Gas and Water Supply	Construction	Wholesale and Retail Trade	Transport, Storage and Communication	Financial, Insurance, Real Estate and Business Services	Community, Social and Personal Services	Total
Lichtenburg Magisterial District	249,332.1	21,718.8	583,823.8	8,914.2	28,317.3	111,774.0	127,318.2	64,703.3	321,685.6	1,515,567.3

SOURCE: DRI WEFA, REGIONAL ECONOMIC FOCUS, 2000

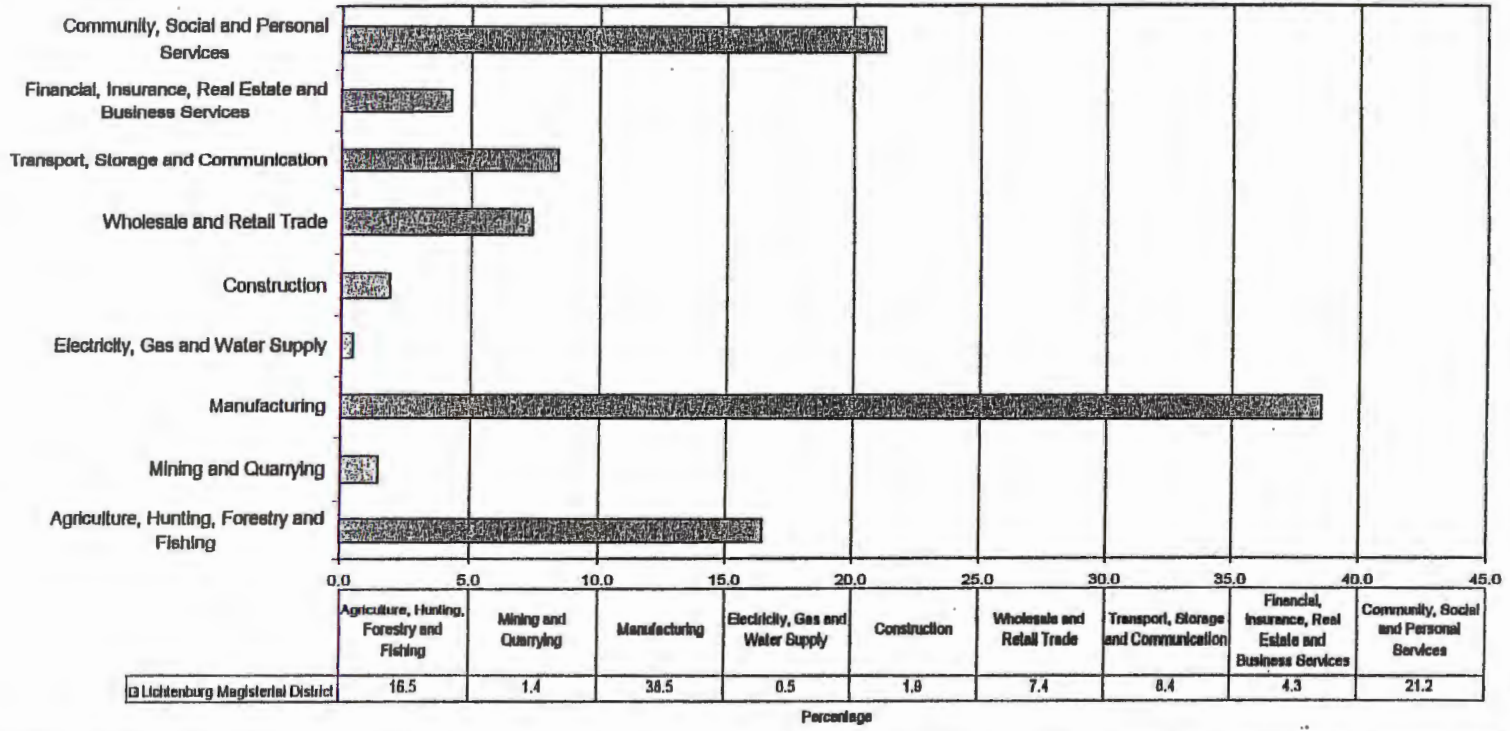


GP (1999 figures): Sector contribution per District (%)

	Agriculture, Hunting, Forestry and Fishing	Mining and Quarrying	Manufacturing	Electricity, Gas and Water Supply	Construction	Wholesale and Retail Trade	Transport, Storage and Communication	Financial, Insurance, Real Estate and Business Services	Community, Social and Personal Services	Total
Lichtenburg Magisterial District	16.5	1.4	38.5	0.5	1.9	7.4	8.4	4.3	21.2	100

A SOURCE: DRI WEFA, REGIONAL ECONOMIC FOCUS, 2000

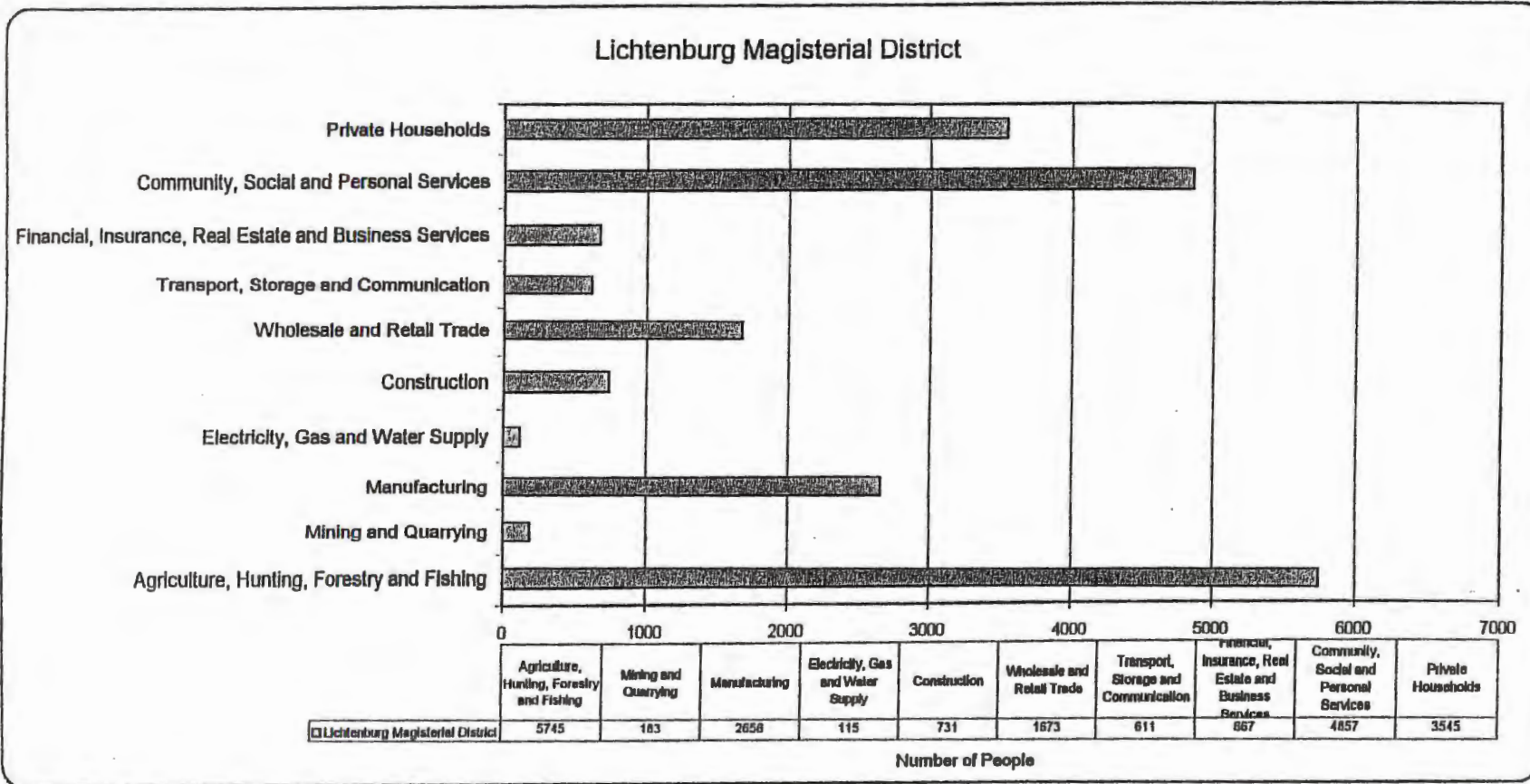
Lichtenburg Magisterial District



**Formal employment: Number of people employed in Broad Economic Sectors**

	Agriculture, Hunting, Forestry and Fishing	Mining and Quarrying	Manufacturing	Electricity, Gas and Water Supply	Construction	Wholesale and Retail Trade	Transport, Storage and Communication	Financial, Insurance, Real Estate and Business Services	Community, Social and Personal Services	Private Households	Total
Lichtenburg Magisterial District	5745	183	2656	115	731	1873	611	667	4857	3545	20783

DATA SOURCE: DRI WEFA, REGIONAL ECONOMIC FOCUS, 2000

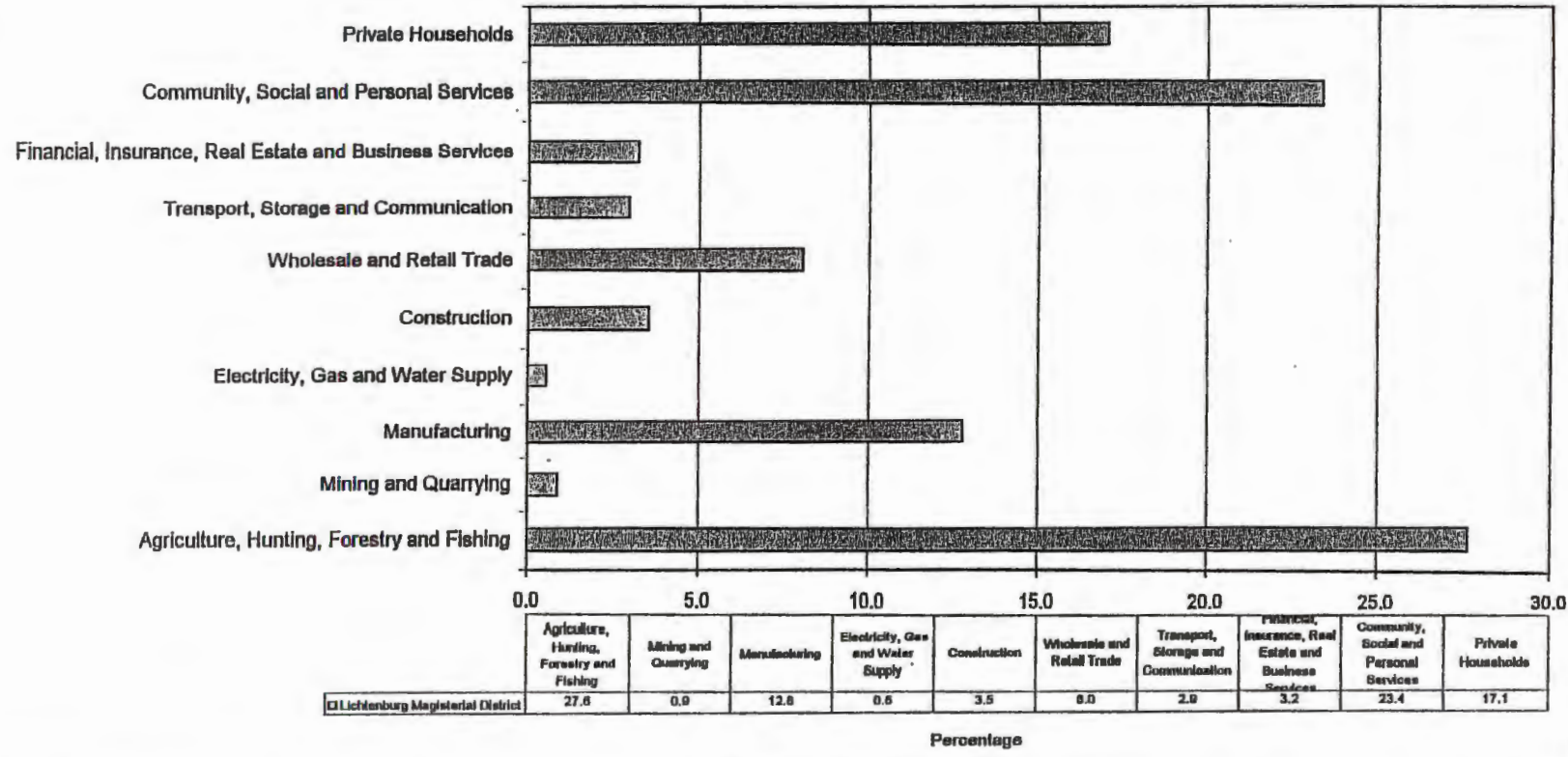


Formal Employment: Sector contribution per District (%)

	Agriculture, Hunting, Forestry and Fishing	Mining and Quarrying	Manufacturing	Electricity, Gas and Water Supply	Construction	Wholesale and Retail Trade	Transport, Storage and Communication	Financial, Insurance, Real Estate and Business Services	Community, Social and Personal Services	Private Households	Total
Lichtenburg Magisterial District	27.8	0.9	12.8	0.6	3.5	8.0	2.9	3.2	23.4	17.1	100

DATA SOURCE: DRI WEFA, REGIONAL ECONOMIC FOCUS, 2000

Lichtenburg Magisterial District



**Ditsobotla Local Municipality: Employment status of economically active population excluding scholars/ students, pensioners and children younger than 15 yrs**

Ward Number	Employed (%)	Unemployed (%)
1	49.81	32.27
2	56.02	26.39
3	60.68	16.94
4	72.41	5.76
5	79.39	2.49
6	47.41	37.21
7	40.09	38.83
8	47.60	35.87
9	47.93	37.87
10	30.23	40.51
11	52.88	25.81
12	52.72	14.04
13	47.54	22.59
14	48.73	18.52
15	33.04	33.99
16	59.11	9.93
17	27.90	42.83
18	27.90	42.83
19	17.85	54.43

**Ditsobotla Local Municipality: Occupation Sector**

<b>Ward Number</b>	<b>Legislators, senior officials and managers</b>	<b>Professionals</b>	<b>Technicians and associate professionals</b>	<b>Clerks</b>	<b>Service Workers, shop and market sales workers</b>	<b>Skilled agriculture and fishery workers</b>	<b>Craft and related workers</b>	<b>Plant and Machine operators and assemblers</b>	<b>Elementary Occupations</b>
1	0.90	5.03	2.48	3.79	6.96	13.57	15.50	10.19	41.60
2	0.72	9.50	3.53	3.53	16.40	5.90	14.24	7.12	39.06
3	4.49	8.85	4.78	14.04	17.56	1.83	27.25	2.95	18.26
4	7.20	12.71	14.86	18.96	7.51	3.31	15.39	5.67	14.39
5	4.00	15.24	10.16	14.63	9.69	5.35	12.80	6.71	21.41
6	3.21	19.21	12.46	11.74	16.13	0.85	11.74	6.95	17.70
7	2.92	16.54	3.78	6.81	12.22	1.41	16.86	7.24	32.22
8	2.39	23.76	6.41	11.11	12.48	1.88	12.82	6.50	22.65
9	1.67	24.28	7.08	8.07	16.13	3.88	9.74	7.99	21.16
10	1.48	5.12	3.91	3.10	7.55	13.48	13.34	14.69	37.33
11	1.03	0.92	1.14	1.36	3.41	20.00	13.92	12.75	45.49
12	0.19	1.64	0.80	0.37	1.17	26.33	2.71	23.57	43.22
13	0.53	1.30	0.83	0.77	1.36	32.94	6.73	13.22	42.33
14	1.39	2.02	0.24	1.15	1.49	15.36	11.43	8.40	58.52
15	0.44	9.06	1.97	1.86	7.75	9.93	14.96	6.22	47.82
16	5.56	16.67	8.95	13.27	6.17	5.86	10.19	19.75	13.58
17	1.84	3.29	2.12	3.53	8.51	6.51	18.20	12.43	43.57
18	1.84	3.29	2.12	3.53	8.51	6.51	18.20	12.43	43.57
19	6.72	7.56	5.04	0.84	5.04	9.24	20.17	6.72	38.66

## ASSESSMENT QUESTIONNAIRE FOR DITSOBOTLA LOCAL MUNICIPALITY

The questionnaire is referred to Ditsobotla Local Municipality in connection with community participation in the IDP process.

### SECTION A: CAPACITY TO DELIVER SERVICES

1	How many officials are in the employ of Ditsobotla Local Municipality?	420
2	How many posts are identified in the current structure?	540
3	Does the council have sufficient staff/officials to perform the following services:?	
	Direct service delivery	Yes
	Financial administration	Yes
	Other administrative functions	Yes
4	Are the financial administrative staff generally adequately trained in the following areas:	Yes
	Budget preparation	Yes
	Receipt of money	Yes
	Payments (cash, cheque and/or electronic)	Yes
	Salary administration	Yes
	Debtors administration	Yes
	Accounting for transactions	Yes
	Reconciliation of control accounts	Yes
	Budget monitoring and accounts	Yes
	Financial reporting, including preparation of AFS	Yes
	Implementation of GAMAP (only applicable from 2003/2004)	Yes

## SECTION B: MANAGEMENT INFORMATION

- |   |   |              |
|---|---|--------------|
| 1 | The council's accounting records are updated to?            | 30 July 2002 |
| 2 | Are the council's accounting records computerized?          | Yes          |
|   | Is the council's salary administration computerized?        | Yes          |
|   | Is the council's asset control administration computerized? | Yes          |
| 3 | Is the accounting function outsourced?                      | No           |

## SECTION C: CUSTOMER CARE

Questionnaire  
Date 19/8/02  
Fin Year 2001/03

- |   |  |     |
|---|--|-----|
| 1 | Does the council formally consult on a regular basis with the Community <b>to identify issues that affect them?</b>  | YES |
| 2 | Does the council provide <b>regular formal feedback</b> to the Community on issues affecting them?   | YES |
| 3 | Does the council have a control help desk or telephone call centre or contact person who can attend to queries/complaints by the public or refer them to the correct department? | NO  |
| 4 | Does the council keep records of complaints or queries on debtor accounts?   | NO  |

#### SECTION D: MANAGEMENT INFORMATION SYSTEMS

- |   |   |          |
|---|---|----------|
| 1 | The Council's accounting records are updated to?            | 30.08.02 |
| 2 | Are the council's accounting records computerized?          | YES      |
|   | Is the council's salary administration computerized?        | YES      |
|   | Is the council's asset control administration computerized? | YES      |
| 3 | Is the accounting function outsourced?                      | NO       |

#### SECTION E: ANALYSIS OF ACCOUNTS RECEIVABLE

- |   |  |   |
|---|--|---|
| 1 | Does the council render consumer accounts to all areas in its jurisdiction?  | NO<br>Only in urban areas   |
| 2 | What percentage of consumer debtors are paying regularly?  | 57%   |
| 3 | Are consumer debtors outstanding for longer than 60 days followed up?  | YES   |
| 4 | To what extent was the council able to apply normal credit control over the last three months?                                 | Council refrained from cutting to restriction of all households that not paying but cutting electricity |
| 5 | Does the council apply a subsidy or charge uniform tariffs for the indigent community in terms of an approved Indigent Policy? | YES in areas where they supply electricity  |

PERCENTAGE PEOPLE EMPLOYED AS  
LEGISLATORS, SENIOR OFFICIALS AND MANAGERS  
PER ENUMERATOR AREA

# DITSOBOTLA LOCAL MUNICIPALITY

## OCCUPATION SECTOR

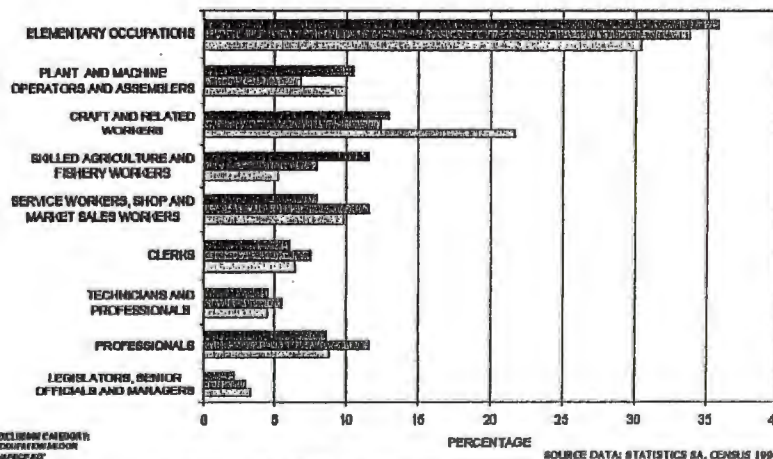
Percentage People employed as  
Legislators, Senior Officials and Managers  
per Enumerator Area

- Provincial Boundary
- District Municipality Boundary
- Local Municipality Boundary
- Villages

- Less than 5%
- 5% - 10%
- 10% - 30%
- 30% - 60%
- 60% - 80%
- 80% - 100%
- Zero Population/ Vacant Land

SOURCE DATA: STATISTICS SA, CENSUS 1996

## OCCUPATION SECTORS\*



■ NORTH WEST PROVINCE ■ CENTRAL DISTRICT MUNICIPALITY ■ DITSOBOTLA LOCAL MUNICIPALITY

MAFIKENG  
(NW383)

KGETLENGRIVER  
(NW374)

Lichtenburg

VENTERSDORP  
(NW401)

TSWAING  
(NW382)

48

0 10 km