

**THE EFFECTIVENESS OF THE INTEGRATED DEVELOPMENT PLANNING (IDP) AS A TOOL
TO ACCELERATED SERVICE DELIVERY: A CASE STUDY OF AGANANG LOCAL
MUNICIPALITY IN LIMPOPO PROVINCE**

by

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KEY WORDS

Integrated Development Planning (IDP), Service Delivery, Local Government, Quality of life,
Infrastructure backlog

GLOSSARY

AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
CBD	Central Business District
CBO	Community Based Organisation
CDM	Capricorn District Municipality
DBSA	Development Bank of Southern Africa
DFA	Development Facilitation Act
DLGH	Department of Local Government & Housing
DPLG	Department of Provincial Local Government
DWAF	Department of Water Affairs & Forestry
EQ	Equitable Shares
EPWP	Expanded Public Works Programme
FEDP	Forum for Effective Planning and Development
GDPLG	Gauteng Department of Provincial Local Government
HOD	Head of Department
IDP	Integrated Development Plan
ISD	Institutional Social Development
JTTC	Junior Traffic Training Centre
LDO	Local Development Objectives
LED	Local Economic Development
LGDS	Limpopo Growth & Development Strategy
LIBSA	Limpopo Business Support Agency
LIMDEV	Limpopo Economic Development Enterprise
LM	Local Municipality
MDG	Millennium Development Goals
MEC	Member of the Executive Council
MIG	Municipal Infrastructure Grant
MSA	Municipal Systems Act
MSIG	Municipal Support Improvement Grant
MSP	Municipal Service Partnerships
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework
NGO	Non Governmental Organisations
NSDP	National Spatial Development Perspective
NSDP	National Spatial Development Perspectives
PA	Personal Assistant
PCC	Presidential Coordinating Council
PGDS	Provincial Growth & Development Strategy
PMU	Project Management Unit
RAL	Road Agency Limpopo
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SDF	Spatial Development Framework
SMME	Small Medium Macro Enterprises
VIP	Ventilated Improved Pit (VIP) latrines

DECLARATION

I declare that the research paper submitted to the University of North-West (Potchefstroom Campus) for the degree of M. Art. et. Science (Urban and Regional Planning) has not been previously submitted by me for the degree at this university or any other university. That it is my own work and execution and that all material contained herein are acknowledged.

Signed:  _____

Date: 23/11/2007

DEDICATIONS

This dissertation is dedicated to my parents:

Maditsi Goliath and Mantlhane Aletta Mphahlele,

For their love, support, encouragement and inspiration.

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ABSTRACT

The research focuses on the effectiveness of the integrated development planning (IDP) as a tool to accelerated service delivery: A case study of Aganang Local Municipality.

The main problem investigated in the research is that the community of Aganang Local municipality does not have adequate services. The objective of the research is to investigate the integrated development planning process's impact on service delivery, to investigate if the budget is aligned to the IDP and to make possible recommendations on how the IDP could accelerate and improve service delivery.

The hypothesis of the research centres on the acceleration of service delivery by implementing the IDP. Change in integration and cooperation in municipalities can be met if the management, process, systems, culture and innovation are improved.

Qualitative and quantitative data was used in this research; the primary sources include questionnaires and interviews while the secondary sources include books, journals and reports.

The findings revealed that Aganang local municipality has limited capacity in terms of human and financial resources; the municipality should have a retention and succession policy to ensure that the skills in the municipality are retained. The research also revealed that most people in the municipal area are illiterate and have insufficient skills. The study also revealed that the sector departments do not ensure that municipal strategies take cognisance of provincial strategies during the strategic sessions. The study also revealed that the budgets are only done per financial year and not on a Medium Term Expenditure Framework (MTERF) basis (3-year plan) and are not properly aligned to the IDP.

The research recommends that municipalities should strengthen the inter-governmental relations to ensure alignment and integration both horizontally and vertically. The research also recommends that the municipality should build capacity and develop skills in the community. The study also recommends adopt the cluster planning and implementation including forward planning to ensure that there is maximum resource allocation and shared functions. The study also recommends that the budget should be on a three-year basis to allow for proper project planning.

SAMEVATTING

Die navorsing fokus op die effektiwiteit van ge-integreerde beplanning (IDP) as instrument om versnelde dienslewering in die Aganang Plaaslike Munisipaliteit te bewerkstellig.

Die hoofprobleem in die navorsingsondersoek is dat die gemeenskap van die Aganang Plaaslike Munisipaliteit nie oor voldoende dienste beskik nie. Die doel van die navorsing is om die ge-integreerde beplanningsproses (IDP) se impak op dienslewering te ondersoek, vas te stel of die begroting belyn is met die IDP en om aanbevelings te maak om versnelde dienslewering te bevorder.

Die hipotese van die navorsing sentreer op die bevordering van dienslewering deur IDP implementering. Verandering in integrasie en samewerking in munisipaliteite kan bereik word indien die bestuur, prosesse, stelsels, kultuur en innovasie verbeter word.

Kwalitatiewe en kwantitatiewe data is gebruik in die navorsing waar die hoofokus bestaan uit vraagbriewe en onderhouds terwyl sekondêre bronne boeke, joernale en verslae ingesluit het.

Die bevindings toon dat Aganang Plaaslike Munisipaliteit oor beperkte kapasiteit in terme van menslike en finansiële hulpbronne beskik en dat die Plaaslike Munisipaliteit n behoudings- en opvolgingsbeleid nodig om te verseker dat vaardighede in die Plaaslike Munisipaliteit behoue bly. Die navorsing het ook aangetoon dat die meeste mense wat in die studiegebied woonagtig is ongeletterd is en oor onvoldoende vaardighede beskik. Die studie het ook daarop gedui dat die sektordepartemente nie toesien dat munisipale strategieë gedurende strategiese sessies provinsiale strategieë insluit nie. Die navorsing het ook getoon dat munisipale begrotings per finansiële jaar afgehandel word terwyl die Medium Termyn Begrotingsraamwerk (MTEF) (3 jaar plan) nie behoorlik met die IDP belyn word nie.

Die navorsing beveel aan dat munisipaliteite kapasiteit met betrekking tot inter-owerheids verhoudings en integrasie (horisontaal sowel as vertikaal) versterk en uitbou. Daar is ook bevind dat die munisipaliteit kapasiteitsbou en vaardigheidsontwikkeling in die gemeenskap moet onderneem. Die studie beveel ook aan dat n groeiperingsbeplanning en implimenteringsbenadering (ook wat betref vooruitbeplanning) gevolg word ten einde optimale hulbrontoekenning en deelfunksies te verseker. Ook word aanbeveel dat die begroting op n driejaar basis onderneem word om toepaslike projekbeplanning moontlik te maak.

CHAPTER 1

1. INTRODUCTION TO THE RESEARCH

1.1. BACKGROUND

South African municipalities are required by the Municipal Systems Act (Act 32 of 2000) to use the Integrated Development Plans (IDP) as a basis for formulating their budgets and allocating their resource, in that way acting as a tool to accelerate service delivery. Legislation requires that development planning be participatory. It must be a process that incorporates the voices of the communities affected by the planning. The ability of a local government to provide services however depends on the availability of revenues and other resources necessary to support them. Planning, therefore, helps communities to identify and mobilize its available resources and use them for the most pressing community needs. South Africa has inherited a huge backlog in terms of service delivery from the apartheid regime. The Constitution provides for basic rights that underpin the notion of service delivery. A healthy working relationship between the three spheres of government (national, provincial and local government) will help in the realisation of achieving service delivery in municipalities. Local government is a key role-player in the development of South Africa.

Mathye, (2002:29) states that the Integrated Development Planning process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local government and institutional transformation in a consultative, systematic, strategic and integrated manner. The second term of the IDP cycle commenced in 2006 after the election of the new council. The main task of the new term of Local Government is to produce a credible and reliable Integrated Development Plans. The IDP is a developmental plan, which is developed in cycles and reviewed on an annual basis.

This chapter will highlight the following:

- Problem statement;
- Research aim and objectives;
- Research design and methodology;
- Qualitative research approach;

- Population sampling;
- Data collection procedures, and
- Data analysis procedures.

1.2. PROBLEM STATEMENT

The problem of service delivery backlogs is not unique to South Africa. It is a problem faced by many developing countries (Nyamukachi, 2004: 2). Creating a good life for its citizens will remain a challenge for the South African government on all its spheres in particular the local sphere (municipalities); as they are the closest to the people and interact more closely with communities through the delivery of various services as required by the Constitution of the Republic of South Africa (Act 108 of 1996). Legislations in the country mandate that all people in South Africa should have access to satisfactory basic needs (food, clothing, shelter, etc) and basic services such as water supply, electricity, sanitation, and so forth. The main challenges to municipalities as far as service delivery is concerned in South Africa are a high level of poverty, high level of infrastructure backlog and a high level of unemployment. The elected government inherited a bewildering of administrative, financial, economic and political structures from the legacy of decades of apartheid rule. (Mogale, 2005:135).

The problem that the researcher has observed is that the majority of people in Aganang Local Municipality still do not have access to adequate municipal services. It is for this reason that the researcher wishes to investigate the effectiveness of the Integrated Development Planning as a tool to accelerated service delivery in the Aganang municipal area. A number of areas under the jurisdiction of the Aganang local municipality still remain under serviced, lacking most of the basic services (Aganang IDP, 2006).

Another problem the researcher wishes to investigate is the effectiveness of the IDP since its inception in 2000, and gauge the IDP as a tool that has or will accelerate service delivery in the Aganang municipal area. The study also intends to assess if Aganang Local Municipality has been able to deliver basic services efficiently and effectively. Aganang Local Municipality is one of the poorest municipalities in the Capricorn District Municipality and also has the largest rural area under its jurisdiction (Aganang IDP, 2006). That being the case, the municipality also does have a problem of not being able to collect revenue to improve service delivery to its communities.

1.3. AIM AND OBJECTIVES OF THE STUDY

(a) Aim

The aim of the study is to investigate the effectiveness of the Integrated Development Planning as a tool to accelerated service delivery.

(b) Objectives

- To investigate how the Integrated Development Planning process impact on service delivery
- To investigate the alignment of the budget to the IDP
- To recommend how the Integrated Development Planning could accelerate and improve service delivery.

In answering the above questions the researcher seeks to do the following:

- To identify major service backlogs in the Aganang municipal area;
- To find out the views of communities, regarding the role of the IDP in addressing service backlog in their area
- To investigate if lack of resources is what impedes the Aganang Local Municipality to deliver services that are effective and efficient to the communities in its jurisdiction, and
- To find out if the communities are able to pay for services.

1.4. RESEARCH QUESTIONS

The study aims to answer the following questions:

- Is the Integrated Development Planning an effective tool to accelerated service delivery?
- What are the infrastructure backlogs in Aganang Local Municipality?
- What plans does the municipality have to reduce the backlogs according to the principles laid out by IDP?
- What is the participation of local people in the IDP process and service delivery?
- Is there an improvement in service delivery since the inception of the IDP in 2000?

- Does Aganang Local Municipality have enough resources for adequate service delivery?
- Are the communities in the Aganang municipal area satisfied with the service delivery provided by the municipality?
- Is the budget aligned to the IDP of Aganang Local Municipality?

According to Brynard & Hanekom (1997:4), a hypothesis is defined as a proposed potential answer to a problem, which must be tested "...empirically before it can be accepted as a concrete answer and incorporate into theory". They further argue that a "...hypothesis is actually that which one wants to know – based on the research question. It proceeds from the statement of the research problem.

A hypothesis statement for this research is:

Service delivery could be accelerated if processes and implementation of the IDP are delivered or carried out in an effective and efficient manner

1.5. LIMITATIONS OF THE RESEARCH

The researcher will not attempt to analyse every process of the IDP and impact of projects implemented, but will be limited to the case study proposed. The findings will be specific to the chosen local municipality, that is Aganang Local Municipality and the findings cannot be generalised for every village. Some of the municipal officials were not available during the course of the study and as a result some issues with some departments could not be explored. Some of the beneficiaries were also reluctant to give out other information they thought was sensitive. The analysis, therefore, depended on the answers collected. However, the limitations do not invalidate the findings of this research.

1.6. ETHICAL CONSIDERATIONS

Respondents were assured that information collected from them would be confidential and that the purpose of the research is purely for academic purposes. Mark (1996:46) points out that, **confidentiality** maintains that the biographical profile and information obtained from the respondents of the study shall not be used to harm or be revealed to other authorities without their permission. **Anonymity** is a concept, which maintains that the research participant's responses cannot in anyway be identified with them by the researcher or by anyone else.

1.7. RESEARCH DESIGN AND METHODOLOGY

A questionnaire was designed and used for the collection of data. Documents, reports and other published documents were also used. Further details on the research methodology can be found in Chapter Two.

The researcher used the following methods for qualitative analysis:

- Primary data; questionnaire and interviews;
- Secondary data (Books, Journals, Reports, etc.)

1.8. DELIMINATION OF STUDY AREA

Aganang Local Municipality is located on the North-western side of Polokwane municipal boundary. It is one of the local municipalities that form part of Capricorn District Municipality. Aganang Local Municipality covers an area of 1, 1852.22km² with approximately 96 villages. The population in the municipality is 147 682. The total number of households is 38 514. Aganang Local Municipality is situated 48km northwest of Polokwane, the capital city of Limpopo province (Aganang IDP, 2005).

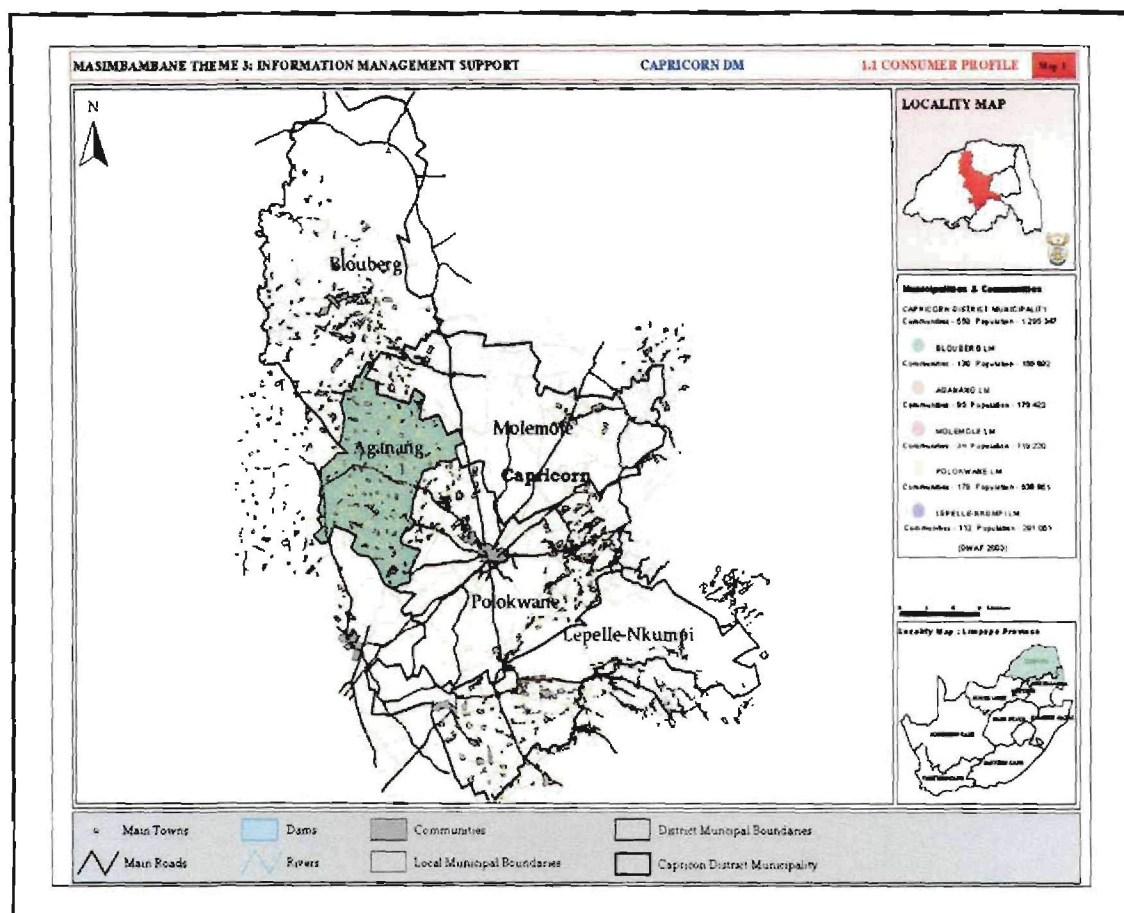


Figure 1: Map of Capricorn District Municipality showing Aganang Local Municipality

Source: CDM Masibambane Theme 3, Information Management Support: 2003

1.9. QUALITATIVE DATA ANALYSIS

Qualitative data analysis is the process of searching and arranging interview scripts, field notes and other materials that can accumulate to increase the researcher's own understanding of the respondents and enable the researcher to present what the researcher has discovered to others (Saunders *et al.* 2003:327).

Mouton (2002:168) states that qualitative data analysis focuses on the following:

- Understanding rather than explaining of a phenomena in a context or settings;
- Accurately keeping with the concepts used by the respondents to describe and understand themselves;
- Constructing "stories" and accounts that retain the internal meaning and coherence of the phenomena rather than breaking it into components, and

- Conceptualising valid accounts of social life and phenomena rather than generalising explanations.

Mouton further points out that the investigator usually works with a wealth of rich descriptive data, collected through methods such as participant observation, in-depth interviewing and document analysis (2002:169). According to Yin (1994:102) data analysis consists of examining, categorising, tabulating or otherwise recombining evidence to address the initial proposition of a study.

Quantitative data analysis primarily included the use of descriptive statistics and non-parametric tests. For the purpose of the research a self-administered questionnaire was developed and used to collect data in a structured format. Data collection was achieved by conducting unstructured interviews and literature review.

1.10. RESEARCH DESIGN

A qualitative case study research design was used in this study. Qualitative research refers to the generic research approach in social research according to which a researcher takes the insider perspective on social action as its point of departure. The case study chosen in this research is Aganang Local Municipality. The study will investigate the effectiveness and efficiency of service delivery in communities within Aganang Municipality. Qualitative research studies the attitudes and behaviour best understood within their natural settings. The present researcher visited, observed and interviewed the respondents in their own natural settings or place of work.

Creswell (2003:18) states that in qualitative approach the investigator primarily uses post-positivist claims for developing knowledge (i.e. the cause and effect thinking, reduction to specific variables and hypothesis and questions, as well as the use of measurements and observations and tests of the theories), employs strategies of inquiry such as experiments and surveys and collects data on predetermined instruments that yield statistical data. In qualitative approach the enquirer often makes knowledge claims based on constructivist perspectives on a advocacy or participatory perspectives or both as the case may arise. The following data collection methods and instruments were used in the study: open-ended questions, documentation analysis, survey questionnaires and unstructured interviews. The beneficiary questionnaires provided both qualitative and quantitative data. These were used to get views of what the communities had to say about the infrastructure

backlog, the quality of services received, their understanding of the IDP and their view of the IDP as a tool to accelerated service delivery. The unstructured interviews with officials were designed to provide qualitative information about the municipal plans that will help in the provision of basic services.

1.10.1. POPULATION AND SAMPLING: QUALITATIVE RESEARCH

A population is defined as a set of cases from which a sample is derived. Babbie & Mouton (2000:100) state that the population for the study is that group, usually of people, about whom we want to draw conclusions. The population in the study consists of officials (government and district) who forms part of the stakeholders participating in the IDP representative forums of the Aganang Local Municipality and secondly, the community who also participate in the IDP representative forums of the municipality.

According to the Department of Local Government's Integrated Development Planning Guide III, the representative forum should be formed by Councillors, Ward Committee members, representatives of Non-Governmental Organisations (NGO's), Community Based Organisations (CBO's), and business people. The forum also includes officials from national, provincial government departments in the municipal area, municipal officials and the community. These groups all sit in the Representative Forum of Aganang Local Municipality, which meets regularly during the Integrated Development Planning review processes.

In the research, purposive sampling technique was used based on judgment of a researcher regarding the characteristics of a representative sample. A sample is chosen on the basis of what the researcher considers to be typical units (Barbie & Mouton, 2000:166). As a result, the researcher decided to interview only a sample of people. This included the ward committee members, business people, officials from the district and local municipality (Aganang) and community members.

A total number of 35 people were sampled, represented as follows:

- 30 people from the members of the community and,
- 5 officials from the municipality.

Larger sample sizes are not a satisfactory replacement for accurate sampling, thus the small sample. Careful thought should be given to time constraints (Struwig & Stead, 2004:119).

1.10.2. RESEARCH POPULATION

Gray (2004:203) defines a research population as the totality of people, organisations, objects, or occurrences from which a sample is drawn. Aganang local municipality was chosen as a study area, a purposive sample of 35 people was selected, 30 community members and 5 officials.

1.10.3. DATA COLLECTION METHODS

Source of data can be divided into primary and secondary. Primary data are data collected with the *primary purpose of answering the research questions* posed by the researcher. Secondary data are those used in a study, although collected by a different researcher for the purpose of addressing a different research problem (Barbie & Mouton, 2000: 76). Interviews can either be formal or informal.

(a) Unstructured interviews

Unstructured interviews can serve to clarify certain quantitative data obtained through self-administered questionnaire. Personal interviews can be time consuming, they take time to complete and the interview session depends on the availability of the respondent.

Unstructured interviews were used as the main data collection method in the present research. Unstructured interviews are usually used in explorative research to identify important variables in a particular area, to formulate penetrating questions on them and to generate hypothesis for further investigation. In the process of conducting the interviews, the researcher faced certain challenges. Some of the respondents were reluctant to answer the questionnaires and give the researcher honest responses for fear of being victimised. Most of the posts were vacant leading the researcher to interview only limited number of people.

(b) Participant observation

Participant observation method was also used to collect data. The observation was achieved by attending IDP stakeholder meetings and wards consultation sessions. It was carried out during the IDP implementation process done through the IDP projects. Through the observation the researcher investigated the beliefs of stakeholders and their attitude towards the effectiveness of the IDP as a tool to accelerate service delivery in Aganang Local Municipality.

(c) Documentation

In this study the following documents were used: the Integrated Development Plans and the service delivery report (2001-2006). These documents contain relevant information critical for accelerating service delivery in Aganang Local Municipality. Other documents related to the study were also used.

(i) Primary data

The responses from officials and members of the community in Aganang Local Municipality served as primary data.

(ii) Secondary data

The researcher used information from the Acts, journals, official documents from the municipality, and other relevant documents. Further literature used in this study was obtained from reports of Aganang Local Municipality, reports from Capricorn District Municipality and government legislations.

1.10.4. DATA ANALYSIS PROCEDURE

Data collection was qualitative and quantitative; therefore the analysis will be an explanatory and graphic analysis. Analysis involves “breaking up” the data into manageable themes, trends and patterns (Mouton, 2004:108). The analysis will explain why there is adequate or lack of service delivery in line with the integrated development plans. The final analysis of the data obtained from the unstructured interviews was based on the interviewer’s records. Notes were taken during the interview and analysis made afterwards. Descriptive statistics and documentation

were used where necessary. Data analysis was also supported by frequency distribution figures and percentages.

1.11. DEFINITION OF CONCEPTS

Basic municipal services means municipal services that are necessary to ensure an acceptable and reasonable quality of life, and if not provided would endanger public health or safety or the environment (Municipal Systems Act, 32 of 2000).

Cooperative governance is an idea protected by law, where different parts of spheres of government work together cooperatively according to a set of basic policies (Lynelle, 1997:12).

Community based planning is a specific form of ward planning involving all people in a ward which has been designed to promote community action and make the Integrated Development Plan (IDP) of a municipal area more people-centred (DPLG, 2005:3).

Community participation can be defined as purposeful activities in which people take part in relation to local authority area of which they are legal residents. That can enable an organisation to display its products or services before important audiences (Bekker, 1996:19).

Development means sustainable development, which includes social, economic, environmental, spatial, infrastructure, institutional, organisational and human resources upliftment of a community aimed at:

- improving the quality of life of its members with specific reference to the poor and other disadvantaged groups of communities,
- ensuring that development serves present and future generations, (Abrahamse 2002:xi).

Developmental Local Government is defined as a local government committed to working with citizens and groups within communities to find sustainable ways to meet their social, economic and material needs to improve the quality of life (Coetzee, 2002:7). Bagchi further defined developmental local government as one 'that puts economic development as the top priority and is able to design effective instruments to promote such an object (Bagchi, 2000:398 in Mogale, 2005:136)

Integrated Development Plan is a written plan that results from the integrated planning process. It is a strategic planning instrument that guides and informs all planning, management, investment, development and implementation decisions and actions in the local area and supersedes all other plans that guide local development (Coetzee, 2002:9)

Local community in relation to a municipality means that body of persons comprising the residents of the municipality, the ratepayers, non governmental organisations, civic organisations, visitors and people residing outside the municipality who, because of their presence in the municipality make use of the services or facilities provided by the municipality (Municipal Systems Act, 32 of 2000).

Local government is the sphere of government that interacts closest with communities. It is responsible for the services and infrastructure essential in people's well being, and it is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability (Bekker, 1996:17).

Municipality refers to a political subdivision that is established in terms of Section 151 and 152 of the Constitution of the Republic of South Africa 1996 (Act 108 of 1996), and has control of local affairs including the power to raise taxes.

Participation According to the World Bank, participation is a process through which, stakeholders' influence and share control over their own development initiatives, decisions and resources which affect them (Long, 2001:14).

Service delivery in relation to the provision of municipal services means the provision of a municipal service in a manner aimed at ensuring that the risk of harm to the environment and to human health and safety is minimised to an extent reasonably possible under the circumstances (Municipal Systems Act, 32 of 2000).

1.12. STRUCTURE OF THE DISSERTATION

The thesis consists of six chapters.

Chapter One

Provides a general background to the research, the problem statement, the research questions, aims of the study, definition of concepts, and describes the methodology used in the study.

Chapter Two

Reviews the literature of infrastructure backlog, development planning, Integrated Development Planning (IDP) process, public participation and the legal requirements of the IDP and other issues related to service delivery acceleration.

Chapter Three

The chapter looks at the policy and legislative frameworks on integrated development framework.

Chapter Four

The chapter outlines the analysis of the study, findings, interpretation and discussions.

Chapter Five

The chapter draws the conclusions based on the findings.

Chapter Six

The chapter provides the recommendations.

1.12. CONCLUSION

The chapter presented the introduction and background of the study. This was a composition of the problem statement, aim and objectives, definition of concepts, research design and methodology. The next chapters will deal with theoretical founding's, policy and legislative framework, review, data presentation, data analysis, conclusions and recommendations.

2.THEORETICAL FOUNDINGS**2.1. INTRODUCTION**

A vast amount of literature exists on Integrated Development Planning (IDP). Government legislations, books and journals were consulted. The chapter focuses on the presentation of the following aspects: History and the background of the IDP, definitions of the IDP and processes; the importance of local government; public participation and its benefits; service delivery and service provision; the alignment between three spheres of government, and the alignment of the Integrated Development Plans and the Provincial Growth and Development Strategy.

2.2. BACKGROUND OF THE INTEGRATED DEVELOPMENT PLANNING**2.2.1. PLANNING PRE- 1994**

Since the 1930s, planning at the local level was in most cases:

- done on a racially segregated basis and within a top-down apartheid superstructure;
- concerned with the perceived needs of the privileged groups in society;
- sectorally fragmented, with transport, land use and engineering services plans and the budget being prepared in isolation by departments structures in accordance with areas of technical, professional competence;
- silent o issues of environmental sustainability, economic viability, poverty alleviation and social health and welfare, and
- focused on control or on sectorally-structured infrastructure delivery programmes by public sector (DPLG, 2000:12).

Provincial governments had no clear role in regard to provincial and regional planning but were responsible for controlling local level planning through the provision of various Town Planning Ordinances. Municipalities stood in a subservient position to provinces, and plans prepared by municipalities as well as land developments were to be submitted to the provincial administration for approval.

2.2.2. PLANNING POST- 1994

New planning approaches became evident in 1992 through a document called *ANC Policy Guidelines for a democratic South Africa*, which proposed that municipal planning should:

- ensure maximum involvement of all communities and stakeholders;
- be directed at those in greatest need;
- strive to break down apartheid privilege, geography and institutional structures;
- be aimed at ensuring integrated and sustainable development; and
- be focused on delivery (DPLG, 2000:13).

The concept of Integrated Development Planning was first introduced into municipal law when the Local Government Transition Act of 1993 was amended by Act 97 of 1996, which required metropolitan councils to have an IDP and which permitted district councils to formulate and implement an IDP for a local council, a rural council or a representative council.

The beginning of 1994, which marked the end of apartheid in South Africa, posed fundamental challenges for the planning environment. The new democratic dispensation changed the political environment on which planning was based and rendered traditional planning approaches and legislation inappropriate (Manganyi, 2006:3). The country's changed political environment, the new policy directions and re-entry into the global development arena, has meant that Integrated Development Planning has become an emerging trend that characterises the current paradigm shift (GDPLG, 1996:2 in Manganyi, 2006:4).

2.2.3. DEVELOPING COUNTRIES

The origins and growth of development planning reveal that it is a post war phenomenon, although some preliminary attempts at planning were made in some countries before the Second World War, usually under the auspices of colonial power (Conyers & Hills, 1984: 42). The origins and rapid growth of economic development planning in the developing countries can be attributed to the desire to achieve development, and the growth of economic planning in the socialist world (Manganyi, 2006:160).

The major critique of this traditional approach to development planning is an overemphasis on the plan itself rather than on the implementation process. Other problems include too much focus on the medium term, extreme rigidity, varying perspectives and lack of proper communication between politicians, planners and administrators (Conyers & Hills, 1984: 47).

Conyers & Hills, (1984) further highlight the critical challenges in development planning; the scope of development planning that has gradually broadened to include much more than just economic aspects of planning. It is now generally recognised that planning must take into account political, social and physical environment considerations as well as economic factors; physical planning is concerned with detailed land use planning and now design in the urban areas. To a lesser extent than in the developed world it sometimes overlaps with the activities of development planning, particularly in the fields of regional and rural planning, in the form of planned settlements schemes for special agricultural projects (pp 48 - 53).

2.2.4. INTERNATIONAL THEORETICAL PERSPECTIVES ON INTEGRATED DEVELOPMENT PLANNING

According to Reddy (1996:167), urban and development planning was highly centralised, influenced by Anglo-Saxon town and country planning approach. The type of planning used was focused on the spatial and physical location of activities and facilities. The previous local planning dispensation was primarily concerned with the organisation of spatial patterns of development. Planning responsibility often resides in a line department of an organisation and had a limited relationship and impact on other activities of a municipality. The planning was too technical in nature with limited participation, concerned with physical aspects of development, control oriented and of a blue-print nature, and sector based and indifferent to environmental, social and economic concerns (Coetzee, 2002:8).

2.2.5. EVOLUTION OF IDP IN SOUTH AFRICA'S POST APARTHEID PLANNING SYSTEM

All cities are characterised by some degree of racial or class segregation. South African cities are segregated due to the years of colonialism, which was later entrenched by apartheid. The apartheid city was planned in order to separate races. Cities were planned in such a way that black residential areas were demarcated far from the Central Business District (CBD).

The CBD was exclusively for the use of whites. Later the Indian CBDs were allowed to grow either within or on the fringes of the apartheid town. The white residential core surrounded the CBD itself. Apartheid enforced the racial segregation of amenities such as cinemas, parks, hotels and so forth. Apartheid planning distorted urban areas, through separating black townships from the city centre and industrial areas. Since the amenities were far from black residential area it meant that the residents had to travel long distances to access the amenities or work place, a situation that still exists today.

Coetzee (2002: 4) highlights that the Reconstruction and Development Programme (RDP) is the main socio-economic policy framework for South Africa. The main principles driving the Reconstruction and Development Programme (RDP) are:

- integration and sustainability;
- people driven development;
- peace and security;
- nation building;
- meeting basic needs and building the infrastructure;
- democratisation,
- assessment and accountability.

The Reconstruction and Development Programme (RDP) introduced by the African National Congress (ANC) government in 1994 had important implications for performing planning functions in local government. The RDP accorded the civil society a role in the development process. It specified the necessity of public participation in the implementation of the RDP.

The 1995 forum for Effective Planning and Development (FEPD) emphasised that the IDP should be a participatory planning process aimed at integrating sectoral strategies, in order to support the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and the marginalised (Coetzee, 2002:8).

The White Paper on Local Government (1998: 4) states that one of the major challenges facing local government has been to address the inequalities and ineffectiveness resulting from apartheid policies and planning. The Integrated Development Planning in the new democratic South Africa is to ensure integration and the undoing of divisions left by the apartheid state. Nyamukachi (2005: 152) states that creating a good life for its citizens will remain the challenge for the South African government on all its spheres. The major challenge is faced by local municipality who are the closest to the communities to deliver the services as required by the Constitution of the Republic of South Africa (Act 108 of 1998).

2.3. DEVELOPMENT LOCAL GOVERNMENT

Local government authorities are challenged to develop programmes and design services to address the needs of people with different experiences and status because it is at this tier of government that close and trusting relationships have to be built between municipalities, individuals, interested groups and the communities (Mathye, 2002:1). The Municipal Systems Act obliges local authorities to clearly determine explicit development strategies, which can reduce the infrastructure backlogs and to consult with the communities (RSA, 2000).

According to Kendel (1991:55) cited in Bekker (1996:7), local government is often essential with the concept of "home rule". "Home rule" ensures that there is large a degree of basic autonomy for people to decide for themselves about taxation, service delivery and voting. The role of local government in South Africa is largely the delivery of services. The major challenge facing local government is that of efficient and effective service delivery.

In terms of local government policies and legislation, such as the White Paper on Local Government, Municipal Structures Act, and Municipal Systems Act, local government, which is sometimes referred to as municipal government, is regarded as the most important sphere of government. There are reasons why the local sphere of government is regarded as the most important. Local government is the closest sphere to the people. Local government offices are often geographically closer to the people compared to provincial and national government offices.

Even the poor or people with fewer resources often find it easier to access local government offices compared to provincial and national government. Secondly, local government councillors have smaller constituencies to account to. This allows local government to concentrate on development issues that are specific to their communities (Atkinson, 2002:3).

Pycroft (2000:90) agrees with the definition of developmental local government and he compares it with apartheid local government and the transitional phase, which he refers to as predecessors of developmental local government. Developmental local government is defined as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (Houston, 2001:207).

Pycroft (2000:90) further describes developmental local government as a government that;

- seeks to oppose racial and gender segregation imposed by the apartheid regime, creating unified communities, urban and rural, and allowing equal access to municipal services to all community members;
- aims at addressing the development and infrastructure backlogs in poorer areas and extends the concept of local democracy beyond casting votes in local government elections, to active community participation through the processes of integrated development plan;
- aims at cutting red tape in developmental municipalities in order to have more flexible and responsive municipalities with facilitation of development through public participation as one of their priorities, and
- will give liberty to its municipalities to decide on the most effective and efficient means of delivering services within their areas of jurisdiction (Pycroft, 2000:90).

Pycroft (2000:90) argues that developmental local government will be brought into effect through the implementation of three pieces of interrelated legislation that collectively seek to address the inadequacies of the apartheid local government regime. He further argues that there are three pieces of interrelated legislation that played an effective role in bringing about developmental local government in South Africa.

These are the Municipal Demarcation Act of 1998, Municipal Structures Act of 1998, and Municipal Systems Bill of 2000. Pycroft further explains that, these three pieces of legislation collectively seek to address the shortcomings of the apartheid local government regime. He also notes that they aim at addressing the systems and structural weaknesses of the transitional phase (Pycroft, 2000:90).

Developmental local government stresses the importance of listening to the views of the public regardless of their gender and race. Developmental local government maintains that community members including women and youth are the ones who know exactly what they are faced with on a daily basis and what their developmental needs are. Houston (2001:148) supports this assertion by pointing out that public participation promotes legitimacy and public support for legislation and government policies, and ensures democratic stability. Although government, through the Constitution has put in place the measures to ensure that ordinary people are given an opportunity to participate in its activities, in reality there are still complaints that people are not consulted on matters that concern their lives and development. Swanepoel (1997:5) argues that the poorest of the poor do not get their fair share of the fruits of development and it is important that these participate fully in the local development processes.

The Constitution further outlines the development role of local government as follows: to structure and manage its administrative, budgeting and planning processes to give priority to the basic- needs of the community and to promote the social and economic development of the community, and to participate in national and provincial development programmes. The main pillars of the country's anti-poverty strategy consist of: meeting the basic needs of the people; accelerating the basis for sustained economic growth, development and job creation; developing human resources; ensuring the safety and security of citizens and the state, and transforming the organs of government to reflect the development and people-centred nature of the democratic state.

2.2. DEFINITION OF THE INTEGRATED DEVELOPMENT PLANNING (IDP)

Conyers & Hills (1984: 60) define integrated development planning as an inter-disciplinary approach to planning which bridges the gap between economic development planning and physical planning. According to Meiklejohn & Coetzee, (2003), integrated development planning is a process through which municipalities

prepare a strategic development plan for a five-year period. Integrated development planning is one of the key tools for local government to cope with its new role and function in terms of the Constitution of the Republic of South Africa, 1996 and other applicable legislations. In contrast to the role planning has played in the past, integrated development planning is now seen as a function of municipal management, as part of an integrated system of planning and delivery.

The integrated development planning process is meant to arrive at decisions on issues such as municipal budgets, land management, social and economic development and institutional transformation in a consultative, systematic and strategic manner. Integrated Development Planning is a process through which municipalities prepare a strategic development plan, for a five-year period. The Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in a municipality (Mathye, 2002: 29-31).

It is a tool for bridging the gap between the current reality and the vision of satisfying the needs of the whole community in an equitable and sustainable manner. Integrated development planning will enable municipalities to develop strategic policy capacity to mobilise resources and to target their activities. Todes (2004:844) argues that while IDPs are strategic plans for districts and local government, they can be viewed as versions of regional planning due to the scale and complexity of municipalities. In practice the IDP is a comprehensive strategic business plan for the municipality over the short and medium term.

The IDP supersedes all other plans and guides development at the local level (Achmat, 2002:3). The Municipal Systems Act 2000 and the Municipal Structures Act 2001 define that the IDP is one of the core functions of the municipality. The Integrated development Plan should link, integrate and co-ordinate plans such as the financial plan, the spatial development plan. It should align the municipality's resources and capacity with the implementation of the plan (Achmat, 2002:3). The Constitution and the White paper on developmental local government set out a new paradigm for Integrated Development Planning that would focus on the previously disadvantaged communities. The IDP aims to contribute towards eradicating the development legacy of the past by providing a framework for economic and social development in a municipality.

Development local government implies a change from the technocratic way of planning to a people centred way of planning. It focuses on the establishment of a holistic system of resource management and planning at the municipal level that is integrated across sectors and between layers of government, accountable towards addressing the needs of all citizens, and that is termed Integrated Development Planning (Achmat, 2002:1).

According to Geyer (2006:2), development in the context of local government includes, the process of improving the quality of life in the community by making sure that communities have access to basic services; enhancing opportunities, by ensuring that communities are employed and skills are transferred, and by ensuring that the community can maximise choices by uplifting their education level and enhance their capacity. In improving the quality of life, development also achieves service delivery and access to level of services, local economic development and job creation.

Development planning refers to a participatory process of integration that promotes sustainable growth, equity and the empowerment of poor communities. In order for development to happen public participation is required. Through Integrated Development Planning, which necessitates the involvement of all relevant stakeholders, a municipality can identify its primary priorities; formulate clear goals and action steps; formulate appropriate strategies; develop appropriate organisational focus, structure and systems to realise the objectives and goals, and align resources and efforts with Council and community priorities (DBSA, 2000:3). On the whole, the Integrated Development Plan is intended to increase the efficiency and transparency of municipal services.

2.4.1 THE NECESSITY OF THE IDP

The IDP will help the local municipality use resources effectively and focus on the most important needs of the community. The IDP is an effective tool in speeding up service delivery through its identification of the least serviced and most impoverished areas where municipal funds can be spent. The IDP is also an instrument to attract additional funds to municipalities, which is more likely to happen when private investors see that there are clear development plans. Lastly, the IDP is seen as promoting co-ordination between local, provincial and national governments.

This, if done effectively, could further promote the integration of government development plans. Todes (2004:844), points out that while IDPs are strategic plans for district and local government, they can be viewed as versions of regional planning due to the scale and complexity of municipalities, which since the re-demarcation of local government in 2000, covers huge land areas and populations, and include both rural and urban areas.

The Education & Training unit (ETU) <http://www.etu.org.za>: Local Government in South Africa, states that there are six main reasons why a municipality should have an IDP:

1. Effective use of scarce resources

The IDP will help the local municipality focus on the most important needs of local communities taking into account the resources available at the local level. The local municipality must find the most cost-effective ways of providing services and money will be spent on the causes of problems in these areas. For example, a municipality may decide to allocate resources to building a storm water drainage that will prevent homes being damaged during the flood season. This will reduce the financial burden placed on the municipality's emergency services.

2. It helps to speed up delivery

The IDP identifies the least serviced and most impoverished areas and points to where municipal funds should be spent. Implementation is made easier because the relevant stakeholders have been part of the process. The IDP provides deadlock-breaking mechanisms to ensure that projects and programmes are efficiently implemented. The IDP helps to develop realistic project proposals based on the availability of resources.

3. It helps to attract additional funds

Government departments and private investors are willing to invest where municipalities have clear development plans.

4. Strengthens democracy

Through the active participation of all the important stakeholders, decisions are made in a democratic and transparent manner.

5. Helps to overcome the legacy of apartheid

Municipal resources are used to integrate rural and urban areas and to extend services to the poor.

6. Promotes co-ordination between local, provincial and national government

The different spheres of government are encouraged to work in a co-ordinated manner to tackle the development needs in a local area. For example, if the Department of Health plans to build a clinic in an area, it has to establish that the municipality can provide services such as water and sanitation for the effective functioning of the clinic, an access road should be available for emergency and for the community to access the clinic or hospital.

2.4.2 THE IDP PROCESS

The IDP is the principal strategic instrument for local councils, which inform planning, management and development of the municipality (Mathye, 2002:18). She further states that the IDP is a plan that is prepared by municipalities for the purpose of planning and implementation of their projects through a consultative and participatory process with the residents within their areas of jurisdiction as highlighted in the Municipal Systems Act of 2001 (Mathye, 2002:29). The IDP is one of the key tools for local government to cope with its new development role which is seen as a contrast to the role-played by local government in the past. The IDP is now viewed as a function of municipal management, and as part of an integrated planning and service delivery. The IDP is useful in promoting and speeding up service delivery.

2.4.2.1 IDP PROCESS FLOW

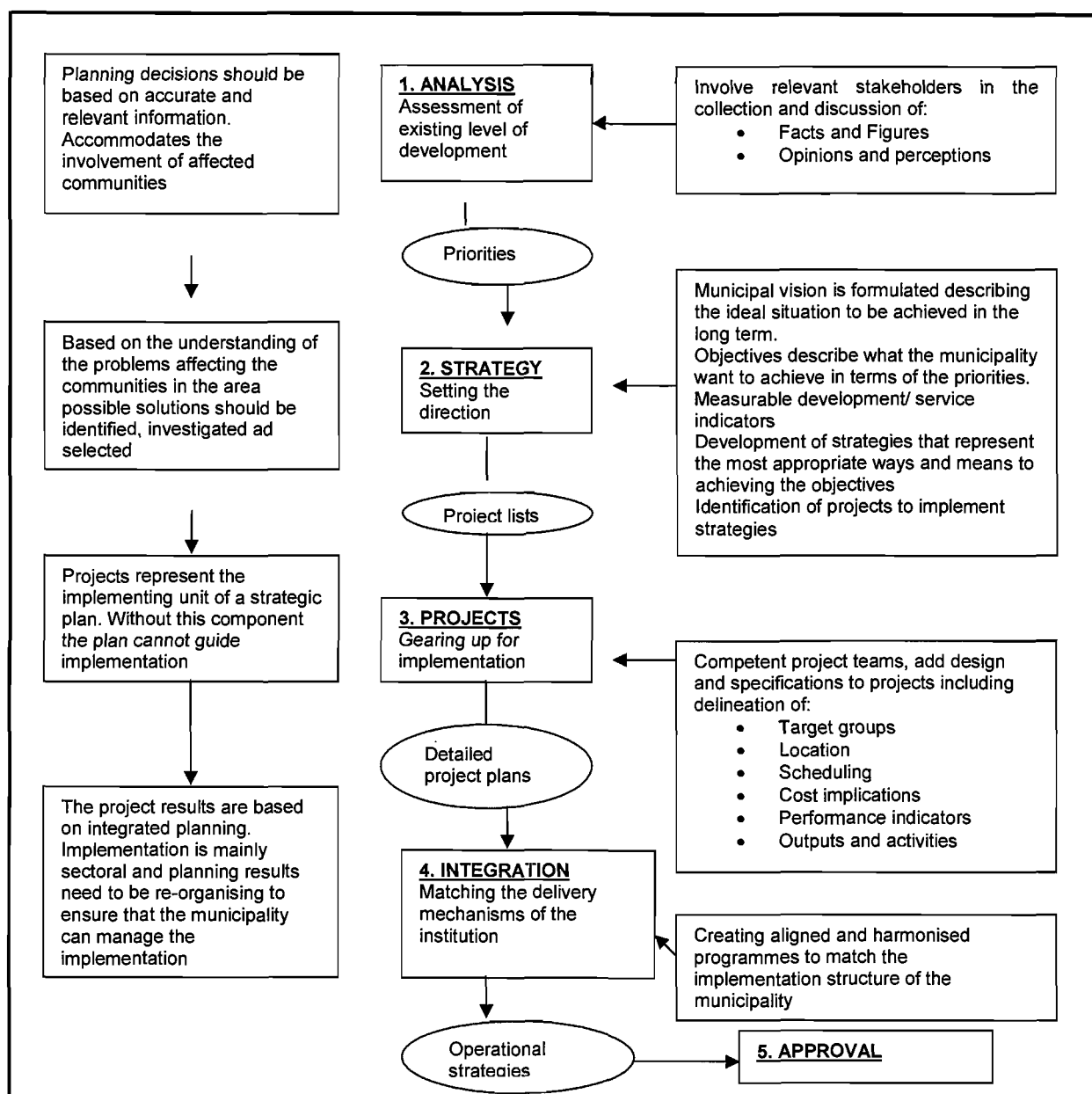


Figure 2: Flow in the IDP process

Source: DPLG, 2006: 147

Figure 2 above illustrates the IDP process flow, below the flow is explain in detail. According to the IDP guide packs (Guide 0/3) the following are the phases of the IDP process and their activities will also be mentioned:

0. Pre-planning

Before starting the planning process, an IDP District Framework is developed which informs the development of the local municipality's process, which is meant to ensure proper management of the planning process. The plan should outline the structures that will manage the planning process, how the public will participate in the structures, time schedules for the planning process, who will be responsible for what, and how the process will be monitored.

1. Analysis Phase

The analysis of existing situations, which include the identification of the problems faced by the communities, identified problems are weighed according to their urgency and/or importance to come up with those to be addressed first i.e. priority issues. Information of available resources should be stated. This involves the collection of information regarding the existing conditions within the municipality. The identified problems are then assessed and prioritised in terms of what is urgent and what needs to be done first.

2. Strategies Phase

Once the problems have been identified, and their causes and solutions to the problem should be formulated. This strategising phase involves developing a vision, defining development objectives, and identifying specific projects to deal with development objectives.

3. Project Phase

The municipality works on the design and content of projects identified and the specification of projects for implementation. Clear details of identified beneficiaries, costs, funding, duration, and management about each project are worked out. This also involves setting clear targets and indicators to measure performance as well as

the impact of individual projects. The projects identified should be linked to the priority issues and the objectives that were identified.

4. Integration Phase

It involves the integration of development plans, whose objectives were identified in the second phase. The projects are therefore checked against these identified objectives, and strategies put in place to address issues such as AIDS, LED, poverty alleviation and disaster management. Identified projects should be in line with the municipality's objectives and strategies and also the resource framework and must comply with legal requirements.

5. Approval Phase

It involves presentation of the IDP to the council for consideration and adoption. The council may adopt a draft for public comment before approving a finalised IDP. After the council has adopted the IDP, within 10 days a copy of the adopted IDP document and the process plan must be submitted to the MEC for Local Government in the province for assessment. The MEC assesses the IDP document to see whether or not it complies with the requirements of the Act and that it does not duplicate or conflict with IDPs and strategies of other municipalities.

In all these phases, public consultations both from the community and the sector department is very crucial. Theron (2005: 135) notes that an IDP supersedes all other plans that guide development at the local government level, and must therefore be approached holistically and interdepartmentally. Many municipalities and communities do not view the IDP as a prioritisation process, and use the IDP to produce "wish lists". Municipal planning must be aligned with and must complement the plans and strategies of other spheres of government (Abrahamse, 2002:55).

2.4.3 AIM OF THE IDP

Meiklejohn & Coetzee (2003), states that the IDP aims to contribute towards eradicating the development legacy of the past by providing a framework for economic and social development in municipalities. It is an enabling process; which seeks to enable local government to fulfil their envisaged constitutional roles through proper short, medium and long-term planning.

Prior to current legislation, the Department of Constitutional Development (1997a: 2) states that IDP enables local government to:

- assess the current position in a municipal area, including available resources, skills and capacities;
- assess the needs of the community;
- prioritise these needs in order of urgency and importance;
- set goals to meet these needs;
- devise strategies to achieve these goals within a set time frame;
- develop and implement projects and programmes to achieve key objectives;
- set targets so that performance can be measured; budget effectively within limited resources; regularly monitor and reassess the development programme and make changes to it where necessary (Gildenhuys, 2002:20).

The central aims of an IDP are to develop a holistic, integrated and participatory strategic plan, and guide the work of the municipality (Schoeman, 2006: 5)

2.5 IDP AND BUDGET ALIGNMENT

Local Government Transition Act authorizes municipalities to draw budgets that fit into the developmental vision of the South African government. Budgetary allocations through the IDP clearly spell out how much will be required for what purpose and when. The White paper on Local Government (1998:112) states that equitable service delivery is an important requirement in order to fulfil the objectives of the IDP.

Local government budgeting is a planned exercise based on financial estimates, which links priorities. The budget provides financial guidelines, which directs the local authority towards specific objectives. The IDP is an integral process that focuses on development priorities (Reddy, Moodley & Maharaji, 2003: 84).

2.6 PUBLIC PARTICIPATION

Public participation can be defined as an act of taking or sharing information in the planning process, meaning that information shared will give all affected parties an opportunity to have a say or make decisions in the matter. Davidson (1998:14) has the opinion that few people would agree that public involvement in development

planning is a good thing and it is for this reason that public participation is becoming increasingly important.

In terms of the Municipal Systems Act (Act 32 of 2000), municipalities have to develop a culture of community participation. Municipalities have to contribute to building the capacity of the local community, the councillors and staff. Developmental local government will promote the active participation of local communities in decision-making through community participation in the budgeting process, in assembling municipal development priorities through the Integrated Development Planning (IDP) process and in monitoring the municipalities.

It is generally accepted that local government is the most democratic tier of government; the reason being that local government is the closest to the people (Bekker, 1996:11). Creighton (2005:7) defines public participation as “the process by which public concerns, needs and values are incorporated into governmental decision making.” Public participation is also defined as an approach that can be used to promote legitimacy.

The objectives of local government as defined in the Constitution are:

- 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, and
- To encourage the involvement of communities and community organisations in the matters of local government (Constitution of the RSA, Act 108 of 1996:81).

These objectives are reiterated in the Local Government White Paper of 1998. Section 19(2) of the Local Government White Paper points out that a municipal council must have an annual review of the needs of the community. The municipality’s priorities in meeting the community needs, and the processes to be undertaken in involving the community and the mechanisms by which the community needs will be met. The municipal council must also assess the performance and capacity of the municipality in achieving local government objectives as stipulated in the Constitution.

The White Paper further emphasises the importance of consulting the community and its organisations in performing the municipality's functions and exercising its powers. It also provides for three approaches that local government has to undertake in order to be more developmental in character. These are: integrated developmental planning and budgeting, performance management, and working with local communities and partners (White Paper on Local Government, 1998: Section B).

The White Paper asserts the importance of these three approaches in improving the development of a democratic local government. Emphasis of the research is placed on Integrated Development Planning process, examining its formulation, processes in municipalities and the extent to which communities participate in this process. Community participation currently forms an important element of the South African government policy on Integrated Development Planning in local government (van Rooyen, 2003:126). Integrated Development Planning requires effective community participation processes. When IDP processes are unfolding and projects are being launched, local communities should be afforded the opportunity to participate in processes to articulate their expectations and to prioritise their needs (van Rooyen, 2003:127).

One of the aims of the Municipal Systems Act (2000) is to provide for community participation. The Act (2000) also encourages the municipalities to create conducive conditions for the local communities to participate in the affairs of the municipality, including "the preparation, implementation and review of its integrated development plan" (Municipal Systems Act, 2000: 16(1) (a) (i)). The two Acts, the Municipal Structures and the Systems Acts, the Local Government White Paper and the Constitution mark a shift in the policies and laws of local governance in that they paved a way for democratic local government.

2.6.1 BENEFITS OF PUBLIC PARTICIPATION

Participation can lead to greater acceptance of development activities as it gives people the feeling of "belonging" to the municipal programmes or projects. Participation therefore allows people to develop a sense of ownership, which can promote sustainable development (Khoza, 2000:227).

Van der Waladt and Knipe, (1998:142) describe public participation as an active process in which the clients, or those who will benefit, influence the direction and implementation of a development project in terms of income, personal growth, independence and other values regarded as valuable. Participation can ensure that information collected by municipal officials regarding local needs; capacity and reality are relevant and correct. The accuracy of this information can lead to the effective and efficient implementation of development initiatives (Van der Waladt and Knipe, 1998:144).

2.6.2 INSTITUTIONAL ARRANGEMENT (INTERNAL & EXTERNAL STAKEHOLDERS)

In the IDP process, all interested and affected parties, including vulnerable and disadvantaged persons should participate. According to Leibbrandt, (2002:12-13) the following stakeholders are important in the IDP process:

- Councillors

Councillors have to play a leading role in the IDP process. The IDP is not only a mechanism through which they have to make decisions; it also contains their constituencies' needs and aspirations. Therefore, councillors have to participate in this process to ensure that their communities' issues are well reflected and addressed.

- Officials

Everything that the municipality and its department do has to be guided by the IDP. All departments have to be directly involved in the IDP process. The IDP process is not a function of the municipality's planning department.

- Municipal stakeholders

The IDP process helps determine the needs and priorities of a municipality's stakeholders and community, which should be addressed towards improving the quality of life in respect of those concerned.

- Provincial and National Sector Departments

The IDPs should guide how the provincial and national sector departments allocate resources at the local government level. Municipalities should also consider sector departments' policies and programmes when developing own policies and strategies. The sector departments should make sure that they participate in the IDP process to ensure that its programmes and those of the municipalities are aligned.

According to Pimbert (2003:25) officials present at the sessions do not concede any share in decision-making and they are not under any obligation to acknowledge people's views. Officials can misuse public participation sessions to further their own agenda. This kind of behaviour sometimes derails the participation process of the IDPs and hampers service delivery (McKay, 2004:16).

2.6.2.1 ADVANTAGES OF PUBLIC CONSULTATION

- Reduction of psychological suffering and apathy;
- Positive application of community powers;
- Willingness to sustain deprivation, in terms of service delivery;
- Converting opponents to see the bigger photo in terms of development, and
- Information dissemination among community members and leaders, in this case mayors and councillors (Clapper, 1996:75 - 76).

2.6.2.2 DISADVANTAGES OF PUBLIC CONSULTATION

- Supporting the goals of local municipal management;
- Low citizen participation level;
- There could be a threat to the image of the local municipality;
- Huge potential for conflict among administration and community members;
- Lack of government response;
- Lack of information;
- Attitude of local municipal managers can be non-conducive to community participation, and
- Competence of the community to participate in terms of lack of basic reading and writing skills as well as language barriers (Clapper, 1996:70 - 74).

2.7 SERVICE DELIVERY

During the apartheid period, black South Africans were denied their basic rights such as decent houses, water, electricity and other services, and now the expectation is that all should change (Hemson & Owusu-Ampomah, 2005:511). In South Africa, service delivery encompasses the ability to provide users with services needed or demanded, but also a sense of redress that the services should raise the standard of living of the majority (Hemson & Owusu-Ampomah, 2005:512).

Local government should play an important role in reshaping and strengthening local communities, by intensifying service delivery, especially to the poor (Mogale, 2005:136). Local government has the obligation to prioritise meeting local needs through service delivery, local economic development, spatial planning and health care planning (RSA, 1996[a]: 153). According to Atkinson (2002), local government is a means not an end. It should be seen as a tool and an instrument to achieve the desired end.

The following challenges may still exist in most municipal IDPs are as follows, failure of many local councils to accept ownership of consultant-prepared IDPs, and use them to direct their budgeting process; continued lack of integration and linkage between the IDP and planning within other spheres of government; poorly constructed participatory processes; institutional conflict around planning issues involving officials and the inexperienced councillors, poor linkage between planning processes at district and local level; and difficulties linking planning and budgeting processes with varying time frames (Harrison, 2001:189-190). The preparation and implementation of IDPs are the main focus for developmental local government, which must lead to change and integration of the still divided post-apartheid communities (Schoeman: 2004:1).

Lack of basic services and the extreme levels of poverty whereby millions of rands are needed to eradicate the backlogs, underline the importance of a municipal IDP which looks at issues that will enhance the living conditions of the poor and in the end, a better life for all (Government Digest, Oct. 2002:13). Basic needs include services that are provided by municipalities. These are services such as water, sanitation, roads, electricity and health. The improvement of these services can only happen through the successful participation of communities in the IDP process. Municipal Systems Act (Act 32 of 2000) describes basic municipal services as those

services necessary to ensure an acceptable and reasonable quality of life, and if not provided would endanger public health or safety of the environment. The needs of the community are addressed through a variety of approaches and mechanisms by different spheres of government.

Through public participation, communities are offered an opportunity to indicate their priorities and needs and why their needs exist (Mathye, 2002:22), as thus allowing communities to prioritise their needs according to importance. Basic services enhance the quality of life of citizens, and increase their social and economic opportunities by promoting health and safety, facilitating access (to work, to education, to recreation) and stimulating new productive activities (White paper on local government, 1998: 92).

The White Paper on Local Government calls for the development of service delivery capacity to meet the basic needs of the communities. In order for local government to meet the needs of the people, it should ensure that their own service provision priorities are in line with national goals. Local governments also have important roles to play in targeting the poor, instituting programmes that are in synergy with national and provincial programmes, and in addressing service delivery issues that are peculiar to their own communities (Mokate, 1999).

2.7.1 SERVICE DELIVERY IN TERMS OF BATHO PELE PRINCIPLES

Batho Pele principles affirm the imperative of implementing a performance management system in line with the provision of the Municipal Systems Act. The Batho Pele principles are about service delivery to the public. They involve the determination of public needs and provision of best services to meet the needs (Government Digest, Sept. 2003:29).

The White Paper on Transformation of service delivery articulates that the public sector, including the local government sphere should be governed by certain principles. The table below shows these:

Table 1: Batho Pele principles

Consultation	Citizens should be consulted about the level and quality of services they receive and should be given a choice concerning the services that are offered.
Service standards	Citizens should be told what level and quality of service they would expect
Access	All citizens should have access to services to which they are entitled
Courtesy	Citizens should be treated with courtesy and consideration
Information	Citizens should be given full and accurate information about service they are entitled to.
Openness and transparency	Citizens should be told how services are going to run, how much they will cost and who will be in charge
Redress	Citizens should be offered an apology and explanation and effective remedy when promised services are not delivered. They should also get a positive response when they complain
Value for money	Citizens should get the best value for money when receiving services

Source: Batho Pele-“People First” White paper on Transformation Public Service Delivery, 1997: 12

Batho Pele implementation depends entirely on public servants. As one of the spheres of government, the municipality is therefore compelled to adhere to the Batho Pele principles in its administration and provision of services. In the past years the South African government embarked on development initiatives in bringing services to the poor, in order to reduce service backlog, with the aim of increasing community participation, improve service delivery and improve the lives of the poor people. In 1998 the government released, the White paper on Local Government, which outlined the contours of a new system of local government and re-emphasised the importance of the IDP, performance management and service delivery partnerships (Harrison, 2001:176). Despite the White Paper being released in the late 1990s, South Africa still faces an immense development challenge.

The first five-years of the Reconstruction and Development Programme (RDP) have seen some significant achievements in bringing infrastructure- related services to the people, but there are still enormous backlogs in basic services. Even where new and improved infrastructure has been provided, there is still lack of the institutional and financial capacity to keep those services running (Jackson & Hlahla, 1999:551). The value of Integrated Development Planning for municipalities lies in the formulation of

focused plans based on developmental priorities. This approach will assist in avoiding wasteful expenditure and perpetuating past spending patterns (Shongwe, 2003:18). He further states that the Integrated Development Planning provides an opportunity to establish and prioritise the needs to be addressed by the municipality. It provides the municipality with an opportunity to inform the community and all stakeholders about the resources available, and to involve them in prioritising services and service levels (Shongwe, 2003:18).

Chapter 7 of the Constitution Act, 1996 (Act 108 of 1996) mandates local government to provide the necessary vision to deliver basic services to their respective communities. This reassures local communities that government is serious about service delivery and firm about local democracy. Schmidt (2001:41) cited in Smith (2005:20), states that a "winning IDP contributes to a vibrant local democracy by combining three elements namely; service delivery excellence, a dynamic economy and strong united communities". To deal with the crisis in municipal service delivery, the national government developed four approaches: IDPs, Municipal Service Partnerships (MSPs), Rationalisation and Performance Management Systems, Schmidt (2001:41) cited in Smith (2005:20). Not only does unemployment impact on an individual's ability to meet basic needs, but also impacts on their access to basic services such as water supply, sanitation, and electricity, since the individuals cannot afford the services. The sustainable provision of services depends among others; on the ability of users of service to pay for the services they receive (DBSA, 2000:142).

2.7.2 ROLE OF IDP IN ACCELERATING SERVICE DELIVERY

The importance of IDP in municipalities lies in the formulation of specific plans based on their development priorities. By having specific programmes the municipality will avoid wasteful expenditure. In trying to accelerate service delivery municipalities should deliver on present demand for services, and also anticipate future demands and the sustainability of the services over short, medium and long terms. IDP provides a municipality with an opportunity to inform communities and their stakeholders about the resources available and also involve them on prioritising the services and service levels. The IDP also enables the municipality to develop realistic, achievable plans for future development of the municipality.

2.8 ALIGNMENT BETWEEN SPHERES OF GOVERNMENT

All spheres of government namely; national, provincial and local as well as the private sector and communities have a role to play in service delivery. Clearly South Africa has many years of service delivery backlog inherited from the past government. The Constitution provides for certain basic rights that underpin the notion of service delivery. Many of these ultimately become matters of life and death, particularly with regard to issues of housing, water and sanitation, and health. The challenge to achieving the delivery of these rights hinges on a good working relationship between the three spheres of government, which are interdependent. Todes (2002: 38) states that the IDP is enabling co-operative governance to occur, and partnerships are developing between spheres of government. However, Schoeman (2004:27) states that the quality of some IDPs is directly impacted upon by the non-availability of the sector plans, which are required to inform the IDP.

2.9 ALIGNMENT OF THE IDP TO THE PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY

The purpose of the Limpopo Growth and Development Strategy (LGDS) is to provide a vision for development that reflects the development priorities in terms of social needs and competitive economic growth potential of the province, which is also consistent with national development imperatives (LGDS, 2004:1). The National Spatial Development Perspectives (NSDP) provides framework for development planning and for alignment between national plans, provincial growth and development strategies as well as IDPs. The LGDS must be sensitive to the challenges within the provincial competencies as mandated by the Constitution (LGDS, 2004: 5).

The LGDS also deals with the question of whether the development planning process deals with the question of whether the integrated development plans from municipalities should inform the PGDS or vice versa. The LGDS is a combination of both top-down (broader provincial perspectives cascading across districts) and a bottom-up (IDP projects and programmes) planning process (LGDS, 2004:6). The national and provincial departments' programmes should be included in the Integrated Development Planning of districts and local municipalities.

The Municipal Systems Act of 2000 mandates the Department of Local Government and Housing to approve the IDP provided there are no clashes between the municipalities and no inconsistencies with provincial and national objectives. It is essential that projects of departments be aligned to the IDPs of municipalities in order to ensure that IDP and implementation takes place. It further states that it is important to bring the provincial and local government planning cycles to ensure integrated resource sharing and easy measurement of development progress (LGDS, 2004: 107).

Provincial and municipal planning engagement with regard to development planning is essential to establish a common understanding in terms of development policies, strategies and trajectories. The interactions will promote the role of district and local government as implementing agents of national and provincial development objectives. The LGDS also provides a platform for the district and local government to inform the PGDS during the cyclical planning process.

2.10 CONCLUSION

The chapter discussed the background of the Integrated Development Planning in South Africa, the legislative framework, which guide and require the development and implementation of municipal integrated development plans, the role of development local government in municipal integrated development plans, public participation and service delivery and the alignment between spheres of government.

The literature survey points out the way in which integrated development planning should be developed and implemented. Challenges exist but if the communities are involved in the planning process and throughout the integrated development planning, the achievements will be notable.

3.1 INTRODUCTION

Integrated Development Planning (IDP) is a management tool for assisting municipalities in achieving their developmental mandates. Every municipality is required by law to develop and adopt its IDP through the legal framework provided. The following pieces of legislations outline the development and implementation of the IDP.

3.2 POLICY FRAMEWORK ON INTEGRATED DEVELOPMENT PLANNING

The table below highlights the key legislations and guidelines that are central to the development and implementation of the integrated development planning (IDP) in each sphere of government.

Table 2: Key legislations and guidelines for planning and co-ordination for the IDP in each sphere of government.

Spheres of government	Financial Planning	Integrated Development Planning (IDP)		
		Spatial	Developmental	Sectoral
National	Medium Term Expenditure Framework (MTEF), Municipal Infrastructure Grant (MIG), Municipal Support Improvement Grant (MSIG)	National Spatial Development Perspective (NSDP)	RDP (1994), GEAR (1996), Rural Development Framework (1997), Urban Development Framework (1997), White paper on Local Government (1998), National Integrated Development Strategy (2000), DPLG IDP guide packs 0 to 6 (2001), Municipal Systems Act (2002), Medium Term Strategic Framework (MTSF)	Moving South Africa (1996), ASGISA, sector plans programmes
Provincial	Medium Term Expenditure Framework (MTEF), Housing subsidies, LED grant, etc	Limpopo Spatial Rationale	Limpopo Growth and Development Strategy	
Municipal	Municipal budget linked to the IDP, MIG, Municipal Finance Management Act (MFMA), Equitable shares and other source of funding	District SDFs Local SDFs	District IDPs Local IDPs	Water Sector Development Plan (WSDP), Integrated Transport Plan (ITP), Local Economic Development Plan (LEDP), PMS

Source: Researcher's own creation, Adapted from Schoeman, C. B (2006)

3.2.1 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA (108 OF 1996)

Section 151 of the Constitution, states that developmental local government should make provision for a democratic and accountable government for communities. To ensure the provision of services to communities in a sustained manner, in order to promote social and economic development. Local government must promote a safe and healthy environment and encourage community involvement in matters of local government such as municipal health services, municipal transport, municipal roads and municipal parks and recreation.

Section 152 of the Constitution, mandates that local government should provide democratic and accountable government for local communities. It should ensure the provision of services to communities in a sustainable manner and promote a safe and healthy environment as well as encourage the involvement of communities and community organisations in matters of local government.

Section 153 of the Constitution, states that each municipality should structure and manage its administration, budgeting, and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community. Municipalities should participate in national and provincial programmes and infrastructure development programmes. Section 153 of the Constitution also encourage municipality to involve communities in the affairs of municipalities.

3.2.2 DEVELOPMENT FACILITATION ACT (65 OF 1995)

The Development Facilitation Act (DFA) has formalised the restructuring of urban settlements and planning in South Africa. The aim of the DFA has been to expedite land development projects and to promote efficient and integrated land development. It is aimed at concluding the Reconstruction and Development Planning Programme and to a certain extent replaces the RDP.

The Act contains general principles for land development. It provides that the municipalities must prepare the Land Developmental Objectives (LDOs) on an annual basis. The regulations all contain stipulations on public participation, meaning that the people should be involved in matters of land development in their areas. The LDOs deal with how people will gain access to basic services and the standard of the

services. Since the inception of the IDPs the land development objectives are addressed in the Spatial Development Framework (SDF), which should form part of the sector plans in the Integrated Development Plan.

Section 2 of the Act, states that development initiatives are necessary for promoting integration in respect of social, economic institutional and physical aspects of development, promoting integrated development in rural and urban areas, promoting development of localities that are nearer to residential and employment opportunities, optimising the use of existing resources, discouraging urban sprawl and contributing to more compact cities and towns.

3.3.3 WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (BATHO PELE WHITE PAPER OF 1997)

The paper flows from the White Paper on the Transformation on Public Service (1995). In terms of the White Paper, transforming service delivery is identified as one of government's priority areas.

The White Paper is primarily about *how* public services are provided, and specifically about the efficiency and effectiveness of the way in which services are delivered. It "seeks to introduce a fresh approach to service delivery, an approach which puts pressure on systems, procedures, attitudes and behaviour within the Public Service and reorients them in the customer's favour, an approach which puts the people first."

The introduction of the concept of Batho Pele, which means putting people first, provides the following eight service delivery principles in an attempt to ensure that the people, as customers to public institutions come first. Furthermore, the adoption of the concept "Customer" implies:

- Listening to their views and taking account of them in making decisions about what services are to be provided;
- Treating them with consideration and respect;
- Making sure that the promised level and quality of service is always of the highest standard, and
- Responding swiftly and sympathetically when standards of service fall below the promised standard.

In giving effect to the notion of treating the recipients of government services as customers, the White Paper articulates that public sector, including the local government sphere, should be governed by the following ethos (principles):

- Consultation: Citizens should be consulted about the level and quality of the public service they receive and wherever possible, should be given a choice about the services that are offered.
- Service Standards: Citizens should be told what level and quality of public services they would receive so that they are aware of what to expect.
- Access: All citizens should have equal access to the services to which they are entitled.
- Courtesy: Citizens should be treated with courtesy and consideration.
- Information: Citizens should be given full, accurate information about the public services they are entitled to receive.
- Openness and transparency: Citizens should be told how the national and provincial departments are run, how much they cost, who is in charge.
- Redress: If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.
- Value for money: Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

3.3.4 WHITE PAPER ON LOCAL GOVERNMENT (1998)

The White Paper on Local Government (1998) paper views that Integrated Development Planning as a way of achieving developmental government. The Integrated Development Planning intends to:

- align scarce resources around agreed policy objectives;
- ensure integration between sectors with local government;
- enable alignment between provincial and local government and
- ensure transparent interaction between municipalities and residents, making local government accountable. (RSA, 1998: 18).

The paper establishes a basis for developmental local government, in which, “local government is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”. It also encourages public consultation in policy formulation and in the monitoring and evaluation of decision-making and implementation through the following mechanisms:

3.3.5 MUNICIPAL SYSTEMS ACT (32 OF 2000)

The Act regulates the Integrated Development Planning. It requires the municipality to undertake developmentally oriented planning so as to ensure that it strives to achieve the objects of local government set out in sections 152 and 153 of the Constitution. Section 25 (1) requires the Municipal Council, within a prescribed period after the start of its elected term, to adopt a single, inclusive and strategic plan for the development of the municipality which:

- b. links, integrates, co-ordinates and takes into account proposals for the development of the municipality;
- c. aligns the resources and capacity of the municipality with the implementation of the plan;
- d. forms the policy framework and general basis on which annual budgets must be based;
- e. complies with the provisions of Chapter 5, and
- f. is compatible with national and provincial department plans and planning requirements binding on the municipality in terms of legislation.

Section 26 of the Act further outlines the core components of the integrated development plan of a municipality. It requires the integrated development plan of the municipality to reflect:

- a. The municipal council's vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- b. An assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services;
- c. The council's development priorities and objectives for its elected term;

- d. The council's development strategies which must be aligned with any national or provincial sector plans and planning requirements binding on the municipality in terms of the legislations;
- e. A spatial development framework which must include the provision of basic guidelines for a land use management system of the municipality;
- f. The council's operational strategies;
- g. Applicable disaster management plan;
- h. A financial plan, which must include budget projection for at least the next three years, and
- i. The key performance indicators and performance targets determined in terms of section 41.

3.3.6. IDP GUIDE PACKS

The IDP guide pack has been developed to provide a tested planning and implementation management approach in a user-friendly manner. The guide pack attempts to be a more user-friendly document by:

- a. **Splitting information** into context and targets groups- specific packages. The six guides can be used independently of each other namely:

Guide I	- General IDP guidelines
Guide II	- Preparing of the IDP process
Guide III	- Methodology
Guide IV	- IDP Toolbox
Guide V	- Sectoral and cross cutting policy issues
Guide VI	- Implementation and Monitoring

- b. Avoiding planning jargon
- c. **Highlight minimum requirements** for each phase of the methodology, differentiating clearly between the "musts" (resulting from legal and policy requirements) and the non-prescriptive recommendation for those who want some hints on how to deal with certain planning activity
- d. Providing short answers to the following set of questions for each planning activity:

- **Why** do it?
- **What** needs to be the result of the planning activity?
- **How** should the process or procedure look in order to arrive at the output?
- **Who** shall be in charge and be involved?
- **How** long should it take?

Available at: <http://www.thedplg.gov.za/subwebsites/publications/idp/guide%20v.gov>

3.3.7 MUNICIPAL FINANCE MANAGEMENT ACT (56 OF 2003)

Municipal Finance Management Act (56 of 2003) was promulgated to secure sound and sustainable management of the financial affairs of municipalities and other institution in the local sphere of government. The Act provides a mandatory provision that relate to financial and performance management. Section 2 of the Act stipulates that the object is to secure sound and sustainable management of the financial affairs of the local government institutions to which this Act applies by establishing norms and standards for:

- Ensuring transparency, accountability and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities,
- The management of revenues, expenditures, assets and liabilities and the handling of financial dealings, budgetary and financial planning processes,
- The coordination of those processes with those of the other spheres of government,
- Borrowing,
- Supply chain management, and
- Other financial matters.

Aganang Municipality has been involved in the budget process. The intention was to ensure compliance with the provision of the Municipal Finance Management Act. It is crucial that the IDP review and the budget processes are aligned and integrated. It is considered that a single well-run budget and IDP review process facilitate community participation, provide ward level information, encourage discussion on priorities and provide an opportunity for feedback.

The main strategic outputs of the budget reform are to ensure:

- Modernising financial management and improving accountability.
- Multi- year budgeting.
- Deepening and improving the budget preparation process, by involving the political leadership and community.
- Ensuring that the IDP and budgets are linked, and that the IDP takes account of budgetary resources, and contain proper capital and maintenance plans.
- Improving the in-year implementation of the budget, and
- Improving the auditing and performance reporting after the financial year has ended.

3.3.8 TRADITIONAL LEADERSHIP AND GOVERNANCE FRAMEWORK AMENDMENT ACT (41 OF 2003)

This Act stipulates the role of the traditional leadership in the democratic and co-operative governance. The Act envisages an active involvement of the traditional leadership in the formulation and the implementation of the integrated development plans. Section 4 of the Act provides for the establishment of traditional councils that should:

- Support municipalities in the identification of community needs;
- Facilitate the involvement of the traditional community in the development or amendment of the integrated development plan of a municipality in whose area that community resides;
- Participate in the development of policy and legislation at the local level, and
- Promote the ideals of co-operative governance, integrated development planning, sustainable development and service delivery to promote indigenous knowledge systems for sustainable development and disaster management.

Section 5 (2) of the Act affirms that any partnership between a municipality and a traditional council must:

- (a) Be based on the principles of mutual respect and recognition of the status and roles of the respective parties, and
- (b) Be guided by and based on the principles of co-operative governance.

A large percentage of the population in the municipality reside in villages ruled and governed by traditional leaders. To this effect, Aganang municipality has a standing commitment and tradition to ensure that traditional leaders are involved in both the IDP review process and any other developmental matters.

3.3.9 INTER-GOVERNMENTAL RELATIONS FRAMEWORK ACT (13 OF 2005)

The Act is a response to the limited successes in the alignment efforts among the three spheres of government. The Act creates a framework to support intergovernmental cooperation and coordination as required by the “cooperative governance” defined by the Constitution. It provides for the obligation of all spheres to participate in the planning processes of the municipality and in turn allow their own planning processes to be influenced by the municipal IDP. Municipal IDPs are regarded as important planning frameworks to integrate both the national and provincial programme in specific local area.

The municipality is participating in the district planning forum as well as in the Premier’s intergovernmental forum. The participation is aimed at ensuring proper alignment and coordination between local plans and the provincial and district plans. The Act establishes structures and processes that enhance inter-governmental planning and monitoring processes for local, provincial and national spheres of governance.

3.3.10 PERFORMANCE MANAGEMENT SYSTEM

A municipality’s Performance Management System entails a framework that describes and represents how the municipality’s cycle and processes of performance, planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players. It is critical that political leadership, managers and

staff be involved to ensure that the municipality embraces the IDP and the implementation of the IDP, which is performance management in practice.

Implementing the processes and systems needed to operationalise the IDP will determine the ultimate success of the municipality. The following needs to be taken into consideration when starting to implement the IDP:

- ◆ Plan for performance by clarifying objectives and outputs to be achieved;
 - ◆ Clarify performance expectations by setting standards and targets for each indicator to assess and evaluate performance in practise;
 - ◆ Monitor, measure, assess and evaluate performance, and
 - ◆ Link strategic priorities, goals and objectives agreed in the IDP by:
-
- Enabling staff to understand how their job contributes to the aforementioned;
 - Ensuring resources are directed and used in efficient, effective and economic ways by each person in the municipality;
 - Including communities and other stakeholders; decision-making, monitoring and evaluation;
 - Learning from experience and use it to continuously improve what's achieved, and
 - Maintaining transparency and accountability and promoting good governance articulated in the Batho Pele principles.

3.3 INTERNATIONAL PERSPECTIVE

3.3.1 MILLENIUM DEVELOPMENT GOALS (MDGs)

The Millennium Development Goals are the world's time-bound and quantified targets for addressing extreme poverty in its many dimensions like income, poverty, hunger, lack of adequate shelter and exclusion while promoting gender equality, education and environmental sustainability. A municipality just like other spheres of government has a role to play in ensuring that the set targets are achieved and attained.

The following development targets have been adopted and as such the municipality would play its role both directly and indirectly in line with its powers and functions.

- Eradicate extreme poverty
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and diseases
- Ensure *environmental sustainability*
- A global partnership by development

Some of the goals are not directly a municipal function; the municipality however has a critical supportive role to play to ensure that the targets set are met. These include among others:

- Provision of services like: water, sanitation, roads and energy services to health and educational facilities
- Making council owned land available for such facilities
- Ensuring that social/ public facilities are provided for even in private development.

3.3.2 LOCAL AGENDA 21: SUSTAINABLE DEVELOPMENT

Local Agenda 21 (LA21) is a program that provides a framework for implementing sustainable development at local level. LA21 aims to build upon existing local government strategies and resources such as; corporate plans, vegetation, management plans, and transport strategies to better integrate environmental, economic and social goals.

Local government plays an important role by:

- Helping communities to understand sustainability
- Encouraging debate in sustainability issues
- Leading the LA21 planning process
- Improving their own operations
- Forming strong local partnerships and

- Implementing action within the community to make their area more sustainable

3.4 NATIONAL PERSPECTIVE

3.4.1 MEDIUM TERM STRATEGIC FRAMEWORK (MTSF)

The Medium Term Strategic Framework (MTSF) is a framework to guide government's programme in the electoral mandate period (2004-2009), derives its mandate from the 2014 Vision. South Africa's vision is to build a society that is truly united, non-racial, non-sexist and democratic. Central to this is a single and integrated economy that benefits all.

The following key objectives were identified for the 2014:

- Reduce poverty and unemployment by half
- Provide the skills required by the economy
- Ensure that all South African s are able to fully exercise their constitutional rights and enjoy the fully dignity of freedom
- Compassionate government services to all
- Achieve a better national health profile and massively reduce preventable causes of death, including violent crime and road accidents
- Significantly reduce the number of serious and priority crimes and cases awaiting trial
- Position South Africa strategically as an effective force in global relations

These strategic objectives are broken down into targets and it is important that development plans adopted by the municipality are aligned and informed by these themes as identified:

- A growing economy
- Sustainable livelihoods
- Access to services
- Comprehensive social security
- Crime and corruption
- Constitutional rights and governance
- Africa and the World

Furthermore, in terms of governance, certain measures have to be adopted to ensure that there is capacity to meet the objectives. These are cooperation among economic partners,

3.4.2 NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE (NSDP)

The National Spatial Development Perspective (NSDP) provides the principle and guidelines for targeting poverty and investment. The NSDP is an indicative tool for guiding infrastructure investment and development spending across government.

3.4.2.1 PURPOSE OF THE NSDP

The NSDP should assist government on:

- Directing its investment and develop initiatives, where should services be invested to ensure sustainability and maximum impact
- Kinds of spatial form and arrangements, to ensure that the objectives of democratic nation building, social and economic inclusion are achieved,
- Consistency in decision making,
- Strategic co-ordination, interaction and alignment

3.4.2.2 NSDP PRINCIPLES:

- rapid economic growth,
- constitutional obligation to provide basic services,
- government spending on fixed investment to focus on localities with economic growth and/ or economic potential,
- focus on people and not places
- future settlements and economic growth development opportunities be channelled into activity corridors and nodes that are adjacent to the main growth centres.

3.4.3 HOUSING ATLAS

The overall purpose of the document is to contribute to the creation of sustainable settlements with quality housing in the coming years through an indication of the principles and factors that suggest the localities that are the most suitable for housing investment and development. The overall aim of the housing atlas is to provide a spatial interpretation of current policy as it relates to human settlement and housing locality at the national scale and to provide organised spatial information concerning factors, criteria and indices which impact on decisions regarding the most suitable locations and priorities for housing investment in the country under the prevailing delivery.

3.4.3.1 PURPOSE OF THE HOUSING ATLAS

The purpose of the document is to provide a national scale guiding perspective on the locality of housing investment, aligned with the NSDP and CHP, through:

- demonstrating the interpretation/application of and engagement with the NSDP principles with housing that would support the development of sustainable settlements;
- providing spatial guidance for national housing resource allocation; and
- providing a spatial information resource for housing and sustainable settlement planning.

The housing development needs highlights the existing gaps (regarding inadequate houses and number of people in need of a house), or in other words the housing demand. This is broadly calculated through a compilation of the existing housing stock (different types of existing houses, as well as inadequate housing) and estimated future trends, including the estimated population growth, migration to urban areas and the household size. The housing need is also directly linked to human well-being.

3.4.3.2 SUSTAINABLE LIVELIHOODS

Given the direct linkages between the broader economic environment, housing need and human well-being, environmental limits and sustainable livelihoods, it is important to define what is meant by sustainable livelihoods. Ecosystems provide goods and other services that sustain various aspects of human well being. By the same token, shortages of food, fibre and other products, such as building materials, have adverse effects on human well being, through direct and indirect pathways;

- “A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets now and in the future;
- a livelihood is sustainable in a social context when it enhances or does not diminish the livelihoods of others;
- a livelihood is sustainable when it does not deplete or disrupt ecosystems to the prejudice of the livelihoods and the well-being of others now or in the future”.

3.5 PROVINCIAL LEGISLATIVE

3.5.1 LIMPOPO GROWTH AND DEVELOPMENT STRATEGY (LGDS)

The Limpopo Growth and Development Strategy has been adopted in line with the National Growth Strategy. The LGDS is meant to set the pace and tone for growth and development in the province. It is underpinned by the Reconstruction and Development Programme (RDP), the National Spatial Development Perspective (NSDP), and all provincial documents that have a bearing on growth and development in Limpopo. The aims of the LGDS is to provide a framework for programmes that advance the growth of the economy in a manner that attracts investment, create sustainable jobs and ultimately, improve the living conditions of the people in Limpopo. The strategy hinges upon the following developmental objectives:

- The need to improve the quality of life of the population of Limpopo
- Growing the economy of the Province
- Attain regional integration
- Enhance innovation and competitiveness, and
- Improve the institutional efficiency and effectiveness of government

The objectives of the LGDS are linked to the Millennium Development goals. This provides a solid framework for the municipality to develop its development strategy

The objectives are as follows:

Objective 1: To improve the quality of life of the population of Limpopo

Improve quality of life is linked to the ability of people to acquire goods and services arising from such development. Improved quality of life means the elimination of poverty and unemployment, improved literacy levels, improved life expectancy, and improved access to services and a reduced dependency ratio in the context of a growing economy.

Objective 2: Growing the economy

Growing the economy to create jobs and wealth is a necessary condition towards the sustainable development in Limpopo. The importance of creating jobs and wealth is derived from the fact that it impacts directly on the quality of life, self-reliance, the distribution of resources and empowerment.

Objective 3: To improve the institutional efficiency and effectiveness of government

Priority attention to be given to service delivery improvement, addressing the needs of the citizens and improved accountability for results and output within the public service, meeting the targets set in the plans within the planned period and allocated budgets

Objective 4: Attain regional integration

Harnessing Limpopo's strategic location as gateway to Africa towards achieving the objective of NEPAD.

Objective 5: Enhance innovation and competitiveness

Priority attention is to be given to improved access to technology and knowledge-based activities are a necessary condition towards an information society. The platform for increase economic growth is based on the ability of the society to compete globally. The Provincial government shall enhance traditional constituency of manufacturing activities by creating incentives for the activities.

It is therefore essential to unlock the knowledge in tertiary institutions within the Province and establish centres of excellence; an important intervention in the form of policies to address issues related to intellectual property and indigenous knowledge systems.

The Province will also devise in the short term, a strategy as part of a National initiative that responds to the World Summit on Information Society resolutions to bridge the digital divide and thus build an information society in support of the Provincial objectives in order to ensure Sustainable Socio-Economic development in a global economy that is increasingly characterised by information and knowledge as the major factors of production.

3.5.2 LIMPOPO SPATIAL RATIONALE

The Limpopo Spatial Rationale was compiled to form a basis for co-ordinated and well-directed decision-making by all government departments and, therefore, “informs” all departments with regard to decision-making on the provision of bulk infrastructure development, macro land-use planning, housing provision programmes, community based public works programmes, school and health facility building programmes, etc. The Spatial Rationale (inclusive of the macro spatial plan) ultimately informs the decision-making process regarding the operation, maintenance and further development of the various nodes, networks, development corridors and the remaining areas in the province, but with specific focus on the individual district municipality areas.

The main aim with the Spatial Rationale was the formulation of an approach and identification of a settlement hierarchy as part of a process in establishing an optimal and more functional spatial pattern for the province. A specific spatial development strategy was adopted to provide such a framework for macro spatial development that attempts to rectify the existing undesired spatial pattern of the Limpopo, and to ensure that future investment in the province will be directed to the most favourable locations to achieve optimal return and impact.

The settlement hierarchy as contained in the Limpopo Province Spatial Rationale is as follows:

SETTLEMENT CLUSTERS	1 ST Order Settlements (Growth Points) [GP]	Provincial Growth Point [PGP] District Growth Point [DGP] Municipal Growth Point [MGP]
	2 ND Order Settlements (Population Concentration Points) [PCP]	
SETTLEMENTS/ VILLAGES	3 RD Order Settlements (Local Service Points) [LSP]	
	4 TH Order Settlements (Village Service Areas) [VSA]	
	5 TH Order Settlements (Remaining Small Settlements) [SS]	

Settlement clusters indicate priority development areas/nodes in which primarily first order (three types of growth points) and second order settlements (population concentration points) are identified. Growth Points are the highest order in the settlement hierarchy, with Population Concentration Points being the second order in the proposed settlement hierarchy.

First order settlements (Growth Points) are individual settlements (e.g. towns/villages) or a group of settlements located relatively close to each other where meaningful economic, social and institutional activities, and in most instances a substantial number of people are grouped together. These growth points seem to have a natural growth potential but some do not develop to their optimum potential due to the fact that capital investments are made on an ad hoc basis without any long-term strategy for the growth point and/or the area as a whole. Higher levels of services, which reflects these growth point's status in terms of the settlement hierarchy, and therefore relative to other settlements in the area, will also attract residential development to these growth points with the implication that certain threshold values in population be reached to provide for higher levels of social, physical, institutional and economic services.

Provincial Growth Point (PGP). A provincial growth point is the highest order in the hierarchy and therefore also the most important type of growth point. All the PGP's have a sizable economic sector providing jobs to many local residents. They have a regional and some a provincial service delivery function, and usually also a large number of social facilities (e.g. hospitals, tertiary educational institutions). All of them

have institutional facilities such as government offices as well as local and/or district municipal offices. The majority of these PGP's also have a large number of people.

District Growth Point (DGP). These growth points already have a meaningful economic sector with some job creation, various higher order social facilities such as hospitals and/or health centres, and some accommodate tertiary educational institutions. Most of these DGP's also have regional government offices and in many instances also district and/or local municipal offices. Most of the DGP's have a large number of people grouped together.

Municipal Growth Point (MGP). MGP's have a relatively small economic sector compared to the District, but more specifically the PGP's. MGP's serving mainly farming areas often have a sizable business sector providing a meaningful number of job opportunities. These growth points usually also have a few higher order social and institutional activities. In most instances these growth points also have a reasonable number of people. They usually exhibit a natural growth potential if positively stimulated.

Second order settlements (Population Concentration Points). PCP's are individual settlements (e.g. towns/villages) or a group of settlements located close to each other which have a small or virtually no economic base, meaningful social and often some institutional activities, but a substantial number of people located at these settlements. In most instances the population concentration points form part of a settlement cluster, which also has one or more growth point within the cluster. These PCP's are mainly located adjacent to tarred roads or intersections of main district roads which provide accessibility to job opportunities elsewhere. These nodes should also be given priority in terms of infrastructure provision with a high level of services, although not at the same level as for growth points. This approach should be followed to attract people from smaller villages in the area with a lower level or no service infrastructure.

Third order settlements (Local Service Points). These third order settlements exhibit some development potential based on population growth and/or servicing function potential, although most of them only have a very limited or no economic base. Most of these settlements (specifically in the traditional rural areas) have 5000 people or more, and do not form part of any settlement cluster. Most of these settlements are relatively isolated in terms of surrounding settlements. Only in a few

instances have two or more settlements, which are in very close proximity to each other, been grouped together and classified as a LSP. The potential for self-sustained development growth is limited by the lack of development opportunities in these settlements. Most of these settlements can also be distinguished from lower order (fourth and fifth order settlements) mainly because of their size and servicing functions. Some of these third order settlements have established government and/or social services.

Fourth order settlements (Village Service Areas). This category of settlements in the settlement hierarchy has been identified to allow for circumstances in mainly traditional rural areas where three or more settlements are located in such a way that they are interdependent or linked together by means of specific social infrastructure (e.g. clinic, secondary school). The group of settlements are usually mutually dependent on these facilities. These settlements are small and have usually less than 1000 people per village. Although the settlement hierarchy identified and described this category of settlements, they were not identified in terms of the macro spatial planning that was done on provincial level in the Spatial Rationale. It is expected that local and district municipalities should embark on a process in conjunction with the relevant communities to identify settlement groupings, which may fall into this fourth tier of the settlement hierarchy as proposed.

Fifth order settlements (Small Settlements). This category includes all those settlements, mainly rural villages, which are not included in the previous 4 categories of the settlement hierarchy. For the purposes of the macro spatial plan of the Spatial Rationale the fourth order settlements have also been included into this category. These settlements are categorised together because by far the majority are very small (less than 1 000 people) and are rural settlements, which are only functioning as residential areas with no economic base. The potential for future self-sustainable development of these settlements is also extremely limited, but mostly non-existent.

3.6 CONCLUSION

The legislations and policies on development local government, should guide the compilation of the integrated development plan (IDP). The challenge lies in the integration of all the key development issues relevant to the municipality to provide a framework for future development.

4. EMPIRICAL STUDY**4.1 DATA PRESENTATION AND ANALYSIS**

This chapter presents the data collected and the analysis thereof. The data were collected through unstructured interviews, participant observation and documentation. The people interviewed are ward committees, community members, councillors and officials at Aganang and District municipalities. Recent key interventions will also be looked into to gauge the effectiveness of the Integrated Development Planning as a tool to accelerated service delivery

4.2 PRESENTATION METHODS

The presentation is explanatory, supplemented by graphs, tables, figures and photos where applicable.

4.3 FINDINGS FROM MUNICIPAL OFFICIALS

Figure 3 below presents the wards in Aganang municipality. The municipality has a total of 18 wards in the municipal area. All the ward committees are established and functional.

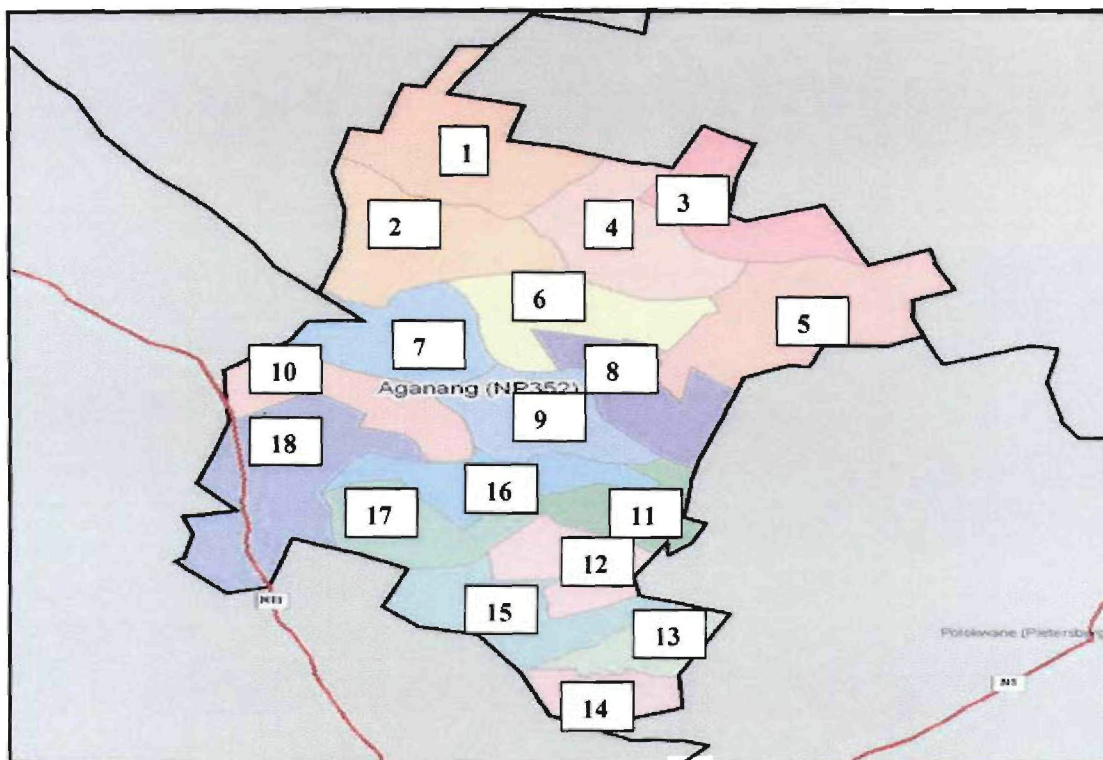


Figure 3: Aganang Local Municipality ward demarcation

Source: Municipal Demarcation Board, 2006

4.3.2 IDP REVIEW PROCESS

Aganang Local Municipality, according to the Municipal System Act, prepared their IDP in 2002. The integrated development plan was approved and submitted to the MEC of the Department of Local Government & Housing (DLGH) as requested by statute. The IDP includes the project list and the municipal sector plans. The purpose of the integrated development plan is to ensure effective allocation of resources that are available to the municipality.

A district framework is developed on a yearly basis to ensure that the process plans of the local municipalities are aligned to that of the IDP process of the local municipality. The processes are followed to make sure that all processes plan for a particular financial materialised for the review of the Integrated Development Planning. IDP is reviewed annually to ensure that plans have been implemented as required. The review also measures the impact of the projects and the services to the communities. In other words this is an assessment of performance. To comply with the review process, the Aganang Local Municipality made sure that all the structures that participate in the IDP process exist and are functional.

4.3.2.1 IDP ORGANISATIONAL STRUCTURES

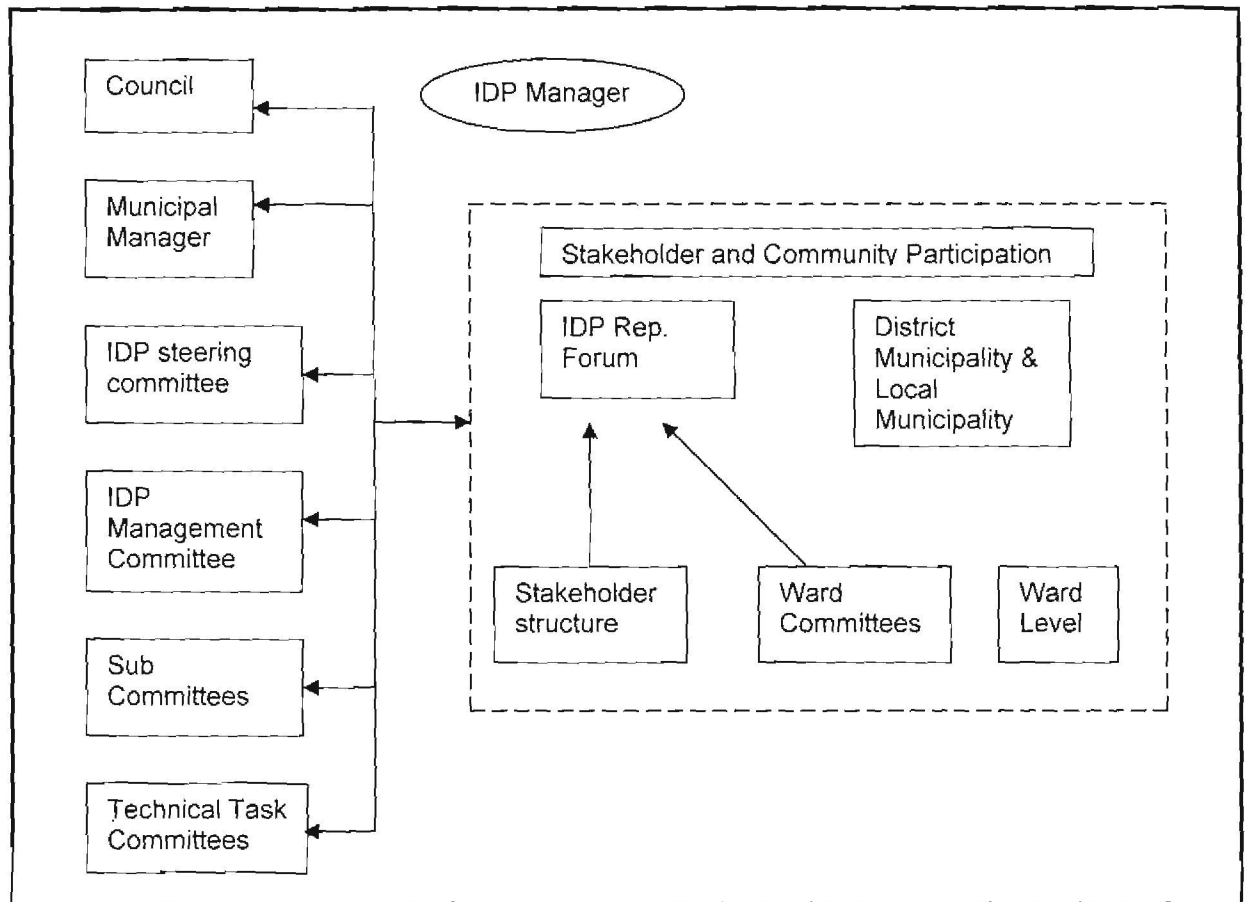


Figure 4: IDP Organisational Structure

Source: Researcher's own creation from DPLG 2001

The ward committees comprises mainly of councillors and ordinary community members. The function of the committee is to monitor project implementation, provide feedback on quality and standards of projects and conceptualise community needs. The IDP Steering Committee comprises mainly of the internal structures within the municipality. The members include the management team in the municipality. The function of the committee is to consolidate inputs that have been collected and prioritise them for implementation.

The Representative Forum should be attended by sector departments, NGO's, CBO's, business people, traditional leaders, councillors, senior managers of the municipality, the Mayor and the Municipal Manager, parastatals and ordinary community members. The role of the forum is to represent the interests of the constituencies in the IDP process; ensure communication between all stakeholders through public participation. Clusters were sector departments, parastatals, and senior managers from the municipality. The function of the cluster is to ensure both vertical and horizontal alignment of the development process.

4.3.2 INFRASTRUCTURE BACKLOG IN AGANANG LOCAL MUNICIPALITY

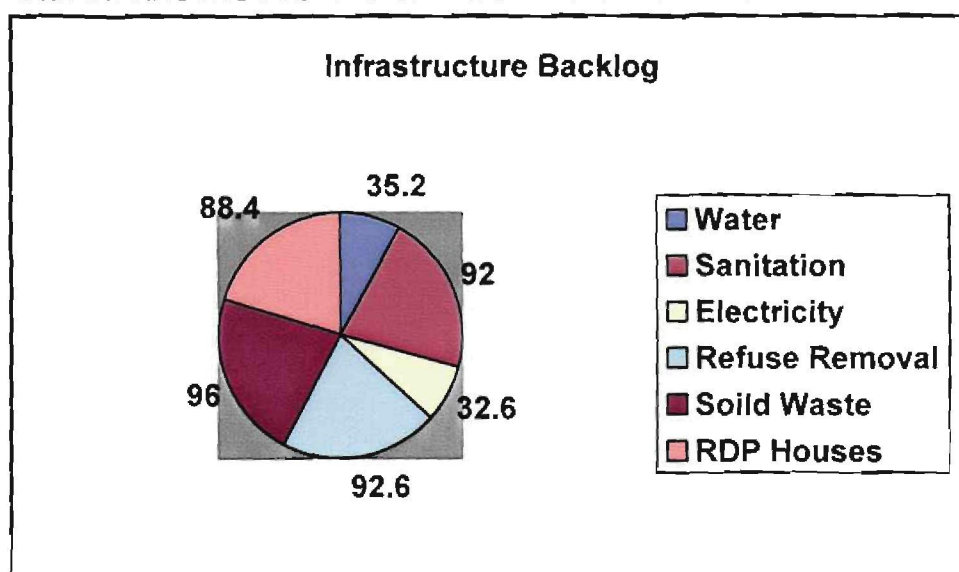


Figure 5: Infrastructure Backlog

Source: Field Data, December 2006

The infrastructure backlogs at Aganang local municipality are as follows: access to water at 35.2 %, access to sanitation at 92%, access to electricity at 32.6%, refuse removal at 92.6% (38 514 households), solid waste at 96%, and access to RDP houses at 88.4%. In addition to that most of the major routes and access routes are in precarious condition, plus there is a lack of sports recreation facilities such as a stadium.

4.3.4 DEVELOPMENTAL PRIORITIES

The compilation of the Aganang Local Municipal IDP is based on consultations from ward consultation to representative forums and from that the following development priorities are identified:

- Basic services
 - 1) Water & Sanitation;
 - 2) Electricity;
 - 3) Public transport;
 - 4) Housing;
 - 5) Roads; and
 - 6) Local Economic Development.

This clearly highlights challenges that Aganang Local Municipality is still faced with. The section below will discuss the above-mentioned services that the municipality coordinates and is also responsible for:

4.3.4.1 WATER AND SANITATION

Water and sanitation are prioritised in Aganang Local Municipality. The main funders of water are: Capricorn District Municipality (CDM), Department of Water Affairs and Forestry (DWAF) and Municipal Infrastructure Grant (MIG). Aganang Local Municipality does not allocate funds for water provision because it not a water service authority and the Capricorn District Municipality as a water service authority makes provision for water provision funds in their capital budget. CDM also implements the water projects on behalf of Aganang Local Municipality. CDM is the water service authority for all its local municipalities excluding Polokwane Local Municipality. Aganang Local municipality is currently in the process of signing service level agreement with the district municipality to ensure that it acquires the function of a water service provider

The main water source of water in Aganang Local Municipality is through the boreholes whereby 70% of the water is sourced from the boreholes. The completed water projects are either yard connections or RDP level. Five villages in Aganang Municipal area have yard connections. Communal standpipes in one village should serve households within a distance of 200m.

The communal standpipes are powered by the borehole pumps. The municipality does not collect revenue from yard connections but allocate communities in the municipal area free basic water by means of buying diesel for the generators.

The types of sanitation that exist in Aganang Local Municipality are pit latrines and Ventilated Improved Pit (VIP) latrines. There is no waterborne sewer in the municipal area. The backlog in sanitation is 92%. Currently all the RDP houses are erected with VIP latrine. To date a total of VIP latrines erected in Aganang municipal area are 3 030.

4.3.4.2 ELECTRICITY

The Reconstruction and Development Programme has identified energy as a basic need. Eskom is responsible for the electricity distribution in the municipality. The municipality from its internal funds has been able to electrify four villages. The municipality plays a facilitation role and also electrifies (putting electric tubes in the walls) some of the projects for Eskom. The municipality does not have its own license for electricity distribution. Eskom has distributed electricity to most of the villages because they fund these projects. The district municipality also makes funding provision for electrification projects.

The municipality gives 50kwh to the needy communities per month as part of free basic electricity. According to the Electricity basic services support tariff policy (2003: 8), free basic electricity is the amount of electricity, which is deemed sufficient to provide basic electricity services to a poor household. The levels of service are 50kWh per household per month for grid-based system for qualifying domestic consumers. Currently the backlog of electricity is at 32.6% showing that there is a notable difference because more communities are benefiting.

4.3.4.3 PUBLIC TRANSPORT

Public transport is one of the key priorities in Aganang Local Municipality. The main activity concerning public participation is access to public transport and building of taxi ranks. The local people in the municipality are involved in the projects. The projects create job opportunities to the communities. The municipality has built three taxi ranks funded by CDM, which CDM coordinates all transport issues. A bicycle project was launched in the municipality for learners who travelled more than five

kilometres to school. The building of Junior Traffic Training Centres (JTTC) was meant to empower learners in road traffic education.

Table 3: Public transport projects, funded by CDM

Location	Project	Status
Tibane	Taxi rank	On construction
Kalkspruit	Taxi rank	Complete
Setumong	Taxi rank	Complete
Mashashane	Taxi rank	Complete
Ga-Rampuru	JTTC	Complete

Source: Malungani, 2006 (Pers comm.)

4.3.4.4 HOUSING

Access to proper housing is among the key priorities in Aganang Local Municipality. The aim of the government is to facilitate sustainable livelihoods of the community it serves. Due to the fact that the larger percentage of Aganang Local Municipality is rural, lack of proper housing will continue to create negative impact on the people's dignity.

The Department of Local Government & Housing has the housing authority and therefore allocates funds for the erection of RDP houses. Housing provision has been met to a certain extent even though it is at a slow rate. Currently, 2 844 housing units have been built and 961 housing unit on waiting list for erection. People who benefit from the housing projects are supposed to register themselves at the local municipality. Currently there are about 990 housing application for RDP houses. For a candidate to qualify, he or she must be older than 21 years, should be earning less than R 3 500 monthly. Candidates normally enlist for the RDP houses at the municipality and wait for the Department of Local Government & Housing to demarcate sites or allocate RDP houses to beneficiaries either in a new demarcated township or houses are erected inside the existing stands were beneficiaries are currently staying.

4.3.4.5 ROADS

Roads are key priorities in the Aganang Local Municipality IDP. The local municipality has in the financial year 2005/2006 and 2006/2007 bought two graders, TLB and a Tipper truck to assist in the gravelling of roads. The municipality plans to upgrade and tar some of their main routes. Road Agency Limpopo (RAL) has tarred roads, which will keep and maintain the roadworthiness of the vehicles and also facilitate access to taxis. People from the community no longer need to travel long distance to catch taxis at the main provincial tarred roads.

In the state of the Nation Address President of South Africa Thabo Mbeki 2003 officially announced the Expanded Public Works Program (EPWP), he stated that EPWP is the government's short-medium to long-term programme to address unemployment including increasing economic growth, improving skills levels through education and training, and improving the enabling environment for industry to flourish. It is evident that the EPWP will continue until this medium-to-long programme is successful in reducing unemployment.

In making sure that the Presidential initiative becomes a success, Aganang municipality has made sure that all the projects funded by MIG as requested are implemented using the labour intensive method of the EPWP. There is a labour intensive road project at Ceres carried out through the Expanded Public Works Programme (EPWP) methods. The project has created job opportunities in the area.

Table 4: Roads projects

Roads	Kms	Type of project	No. of people employed
Road Tarred			
Road D3378 (Ceres – Matlala)	12km	EPWP	130
Road D19 (Sekgopetjane – Tibane)	54km	Conventional	±300
Fencing project (Seshego – Gilead road)		EPWP	50
Roads Regravelling			
Rankhuwe – Kanana	25km	Conventional	
Ceres - Rametloane	2km	Conventional	
Ceres – Kgoroshi	7km	Conventional	
Ceres - Rapitsi	8km	Conventional	

Source: Aganang Local Municipality: Service Delivery Booklet 2001-2006

4.3.4.6 LOCAL ECONOMIC DEVELOPMENT

In pursuit of local economic development, Aganang Local Municipality made sure that the local communities benefit by sustainable projects that in a long run will be able to feed families and reduce the level of poverty and unemployment. The local economic development projects also aims to improve the local economic growth of the municipality.

The municipality has entered into partnership with Limpopo Business Support Agency (LIBSA) and Limpopo Economic Development Enterprise (LIMDEV). LIBSA assists Small Medium & Macro Entrepreneurs (SMME) in Aganang in technical and business management skills so that the beneficiaries are able to sustain themselves financially. Aganang Local Municipality has embraced the expanded public works programme (EPWP), which is the cabinet's initiative. The Cabinet has indicated that all spheres of governance and parastatals should develop and implement the public works programme. The objective of this programme is to facilitate economic growth, skills development and acceleration of infrastructure investment.

4.3.5 FUNDING

Funds are allocated to Aganang by different departments and municipalities through sources such as the Department of Water Affairs and Forestry (DWAF), Municipal Infrastructure Grant (MIG), Capricorn District Municipality (CDM), Road Agency Limpopo (RAL), etc. The MIG is a conditional grant, projects implemented under the EPWP principles and the projects identifies should address basic infrastructure provision to uplift the economy of the area. The MIG fund has been used to improve and also assist to accelerate service delivery in poor communities.

Through the MIG, the municipality has improved the municipal infrastructure and upgraded existing infrastructure, which has benefited poor households in the municipality. The major funds for capital projects are sourced from funds received as equitable share from the National Treasury. Most of the funds that are used to fund the capital projects come in the form of grants. The grants such as MIG, Local Government & Housing grants are used to fund capital projects. The municipality should give reports on regular basis on the expenditure of the grant in order to receive continued funding.

4.3.5.1 STEPS TO ACCESS THE MIG

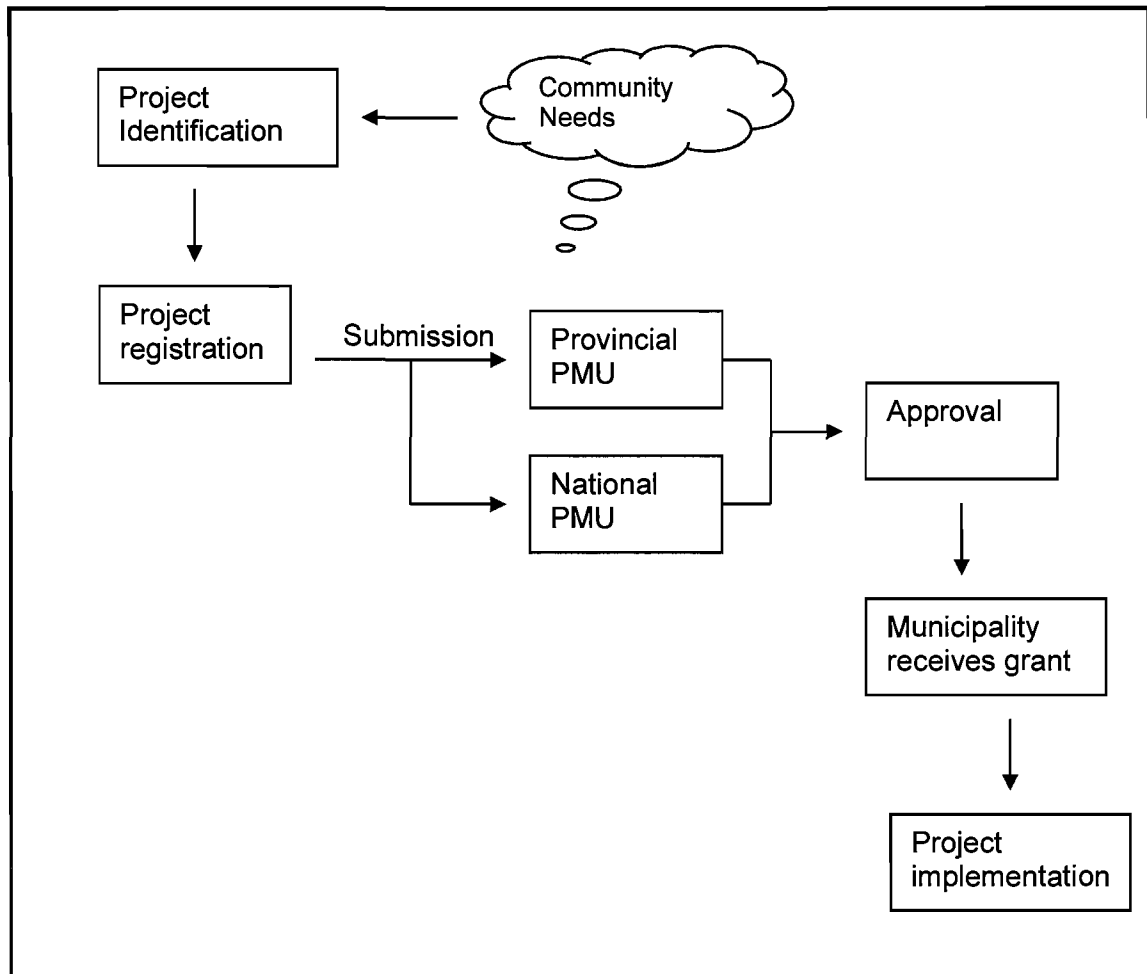


Figure 6: Steps to access the MIG

Source: Researcher's own construction, 2007

The funds that Aganang municipality receives are for roads regravelling, and electricity. The Capricorn district municipality source MIG funds on behalf of Aganang Municipality and also implement the water and sanitation projects on behalf of the municipality.

4.3.6 PERCEPTION ON THE IDP SUCCESS AS TOOL TO ACCELERATE SERVICE DELIVERY

One hundred percent of the officials responded that the Integrated Development Planning is successful in making sure that the needs of the community are met through the acceleration of service delivery. The IDP ensures that there is a bottom up approach to development, thus making sure that the needs of the communities are met through project implementation is relevant to their needs.

The municipality has managed to cover close to 50% of intended services and was able to evaluate itself. The IDP helps in the planning as a result the IDP can be regarded as a tool; that has fast-tracked service delivery and will continue to fast-track service delivery in the municipality. Service delivery within a municipality is directly related to the IDP preparation and implementation (Schoeman, 2006: 2)

4.3.7 INVOLVEMENT OF COMMUNITY MEMBERS

The Municipal Systems Act requires that all local municipalities should build appropriate mechanisms, processes and procedures that will allow for the capacity building of the local community by involving them in the affairs of the municipality. Participation of the local community in the affairs of the municipality can take place through the political structures set up for participation in terms of the Municipal Structures Act.

The municipality involves communities with issues that relate to the municipality when appropriate by means of notices, newsletters, public meetings and public participation forums with different organisations within the municipality, traditional authority, reporting back mechanisms and the IDP Representative Forums which include all government departments in the district. Figure 7 below illustrates the communication channels of involving the community on municipal issues.

4.3.7.1 COMMUNICATION CHANNELS TO INVOLVE COMMUNITY MEMBERS

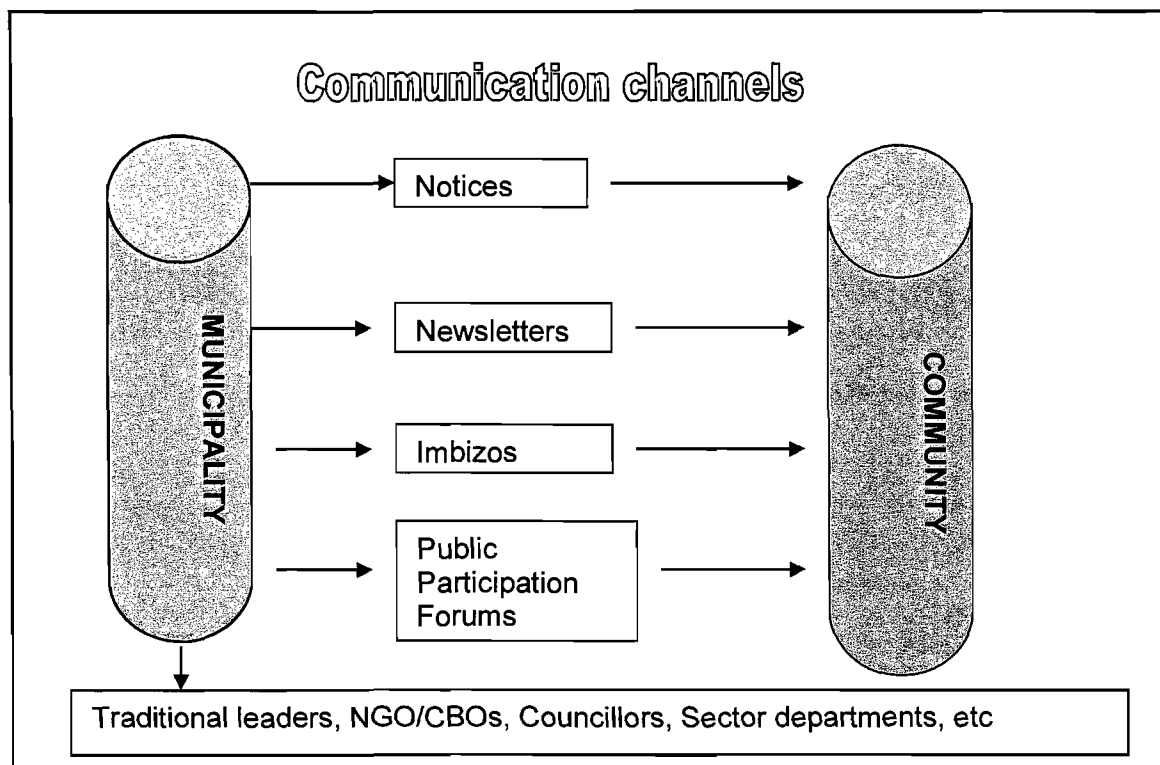


Figure 7: Communication channels to involve community members

Source: Researcher's own creation, November 2007

The Involvement of community members in project implementation in Aganang Local Municipality comes in different ways. Contracts are awarded to contractors with the agreement that the contractor has to employ people from the local community. Some community members who have materials that are needed in the community may be hired as sub-contractors. Where there is a shortage of local people due to the magnitude of the project, the contractor can bring people from outside for assistance. The MIG projects are labour intensive and therefore people from the community will be employed in the projects. Employment such projects range from digging trenches to construction of RDP houses and toilets. During the implementation of the project community members also receive hands on training through mentorship.

4.3.8 COOPERATION AND ALIGNMENT BETWEEN THREE SPHERES OF GOVERNMENT

The respondents indicated that they receive minimal support from government department and this was added by non-attendance of the IDP Representative Forum, and the cluster meetings when they are requested to come. The officials from the government department also show lack of understanding of the Integrated Development Planning process. Sector departments usually submit their projects in the district without indicating in which local municipality the projects will be implemented. This raised a question to the researcher as to whether the projects were initiated by the communities or not, and how the areas in which the projects are going to be implemented have been prioritised.

On the question of alignment, the officials responded that the government departments are starting to make sure that their plans are aligned to the IDP. In the past, there was no alignment and there was a lot of duplication of projects in certain areas. Even though there is alignment presently, it is still not strong. This is evident through the cluster sessions that are attended by officials from sector departments and local municipalities. The cluster sessions sits at district level. The attendance is very poor and inconsistent. Photo 1 below illustrates a typical example of project duplication; the district municipality and the department of water affairs implemented the same project.

4.3.8.1 PROJECT DUPLICATION

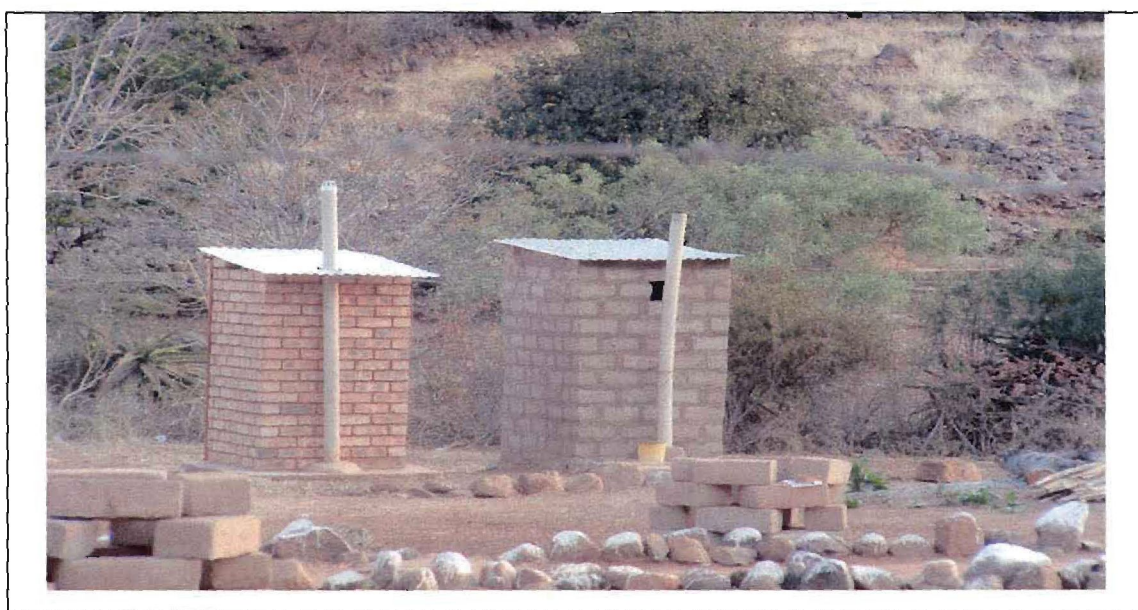


Photo 1: Example of project duplication in Capricorn District Municipality

Source: CDM Project Management Unit, 2007

The respondents indicated that the three spheres of government (National, Provincial and Local) do not work together in making sure that the IDP becomes a reality. Some of the reasons stated were: lack of understanding of the Integrated Development Planning process at national and provincial levels and different reporting timeframes of IDP implementation by sector departments due to different financial year cycles (National and Province financial year cycle runs from April to March and municipalities' financial year cycle, from July to June).

Table 5: Intergovernmental planning system: instruments and budget tools

Sphere	Development Planning Instrument	Resource allocation	Annual cycle	Review cycle
National	Medium Term Strategic Framework (MTSF)	National Budget: Medium Term Expenditure Framework (3 years)	1 April – 31 March	July - September
Provincial	Provincial growth and development strategies (PGDS)	Medium Term Expenditure Framework (3 years)	1 April – 31 March	July - September
Sector	Strategic plans of sector departments	Medium Term Expenditure Framework (3 years)	1 April – 31 March	July - September
Local	Integrated Development Plan (IDP)	Municipal Budget (5 year plan)	1 July – 30 June	September - February

Source: Researcher's own creation, adapted from DPLG, 2006: 97

It was also indicated by the respondents that the situation of lack of harmony between the three spheres is gradually improving. However, it was also highlighted that most of the officials from sector departments did not receive the necessary training on the Integrated Development Planning processes to enable them to participate fully.

Below is a photo showing alignment between spheres of government during one of the IDP engagement sessions, which are usually held at the district municipality. In these session Heads of Departments (HODs) from provincial sector departments, senior management in all local municipalities including the district participate in the alignment of departmental sector plans and the IDPs of municipalities.



Photo 2: Cooperation and alignment between spheres of government
Source: CDM Public participation unit, 2006

4.9 PROJECT IMPLEMENTATION AND MAINTENANCE

4.3.9.1 PROJECT LIFE CYCLE

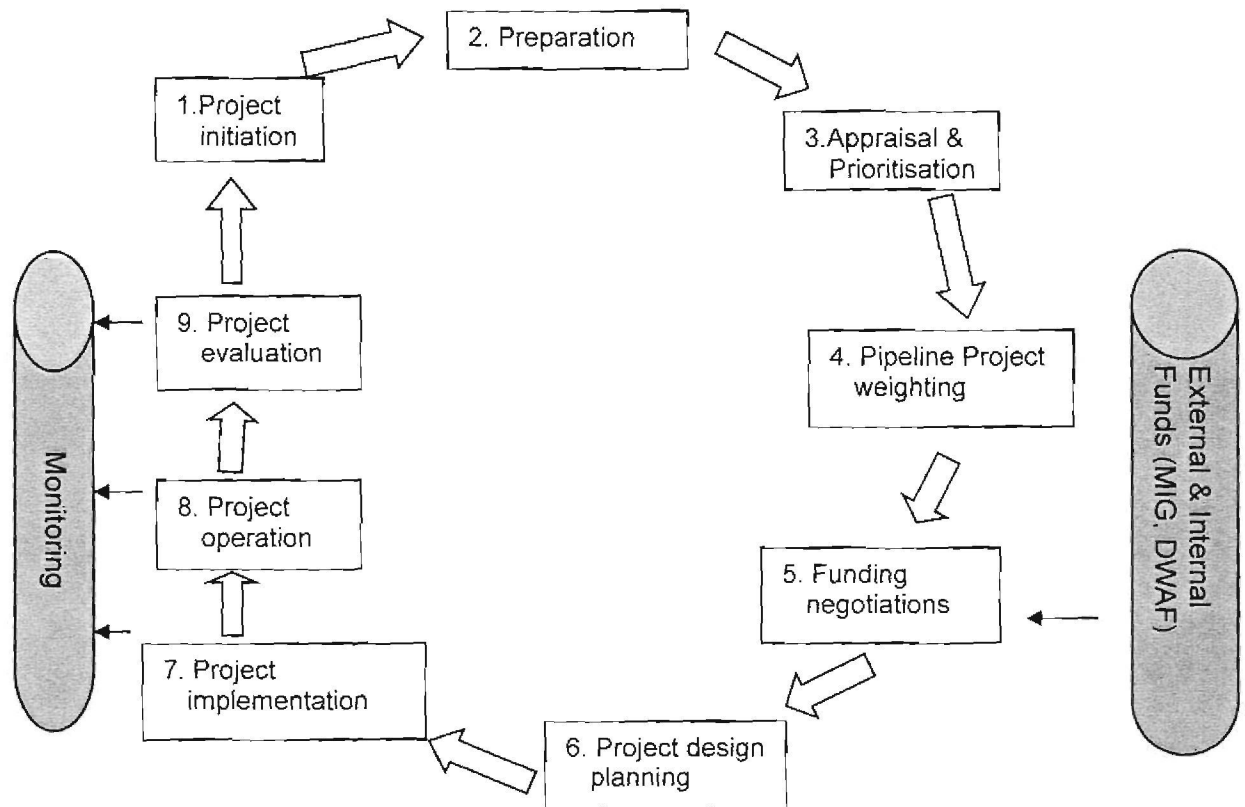


Figure 8: Project life cycle

Source: Researcher's own creation, adapted from NW project life cycle,

Consultations with communities are conducted during the planning phase to discuss the scope of work. This will assist the municipality to get buy-in from the community members in implementation and also operations and maintenance. Reporting to the community is conducted during the project implementation phase through the PSC members. Consultants arrange PSC meetings and site visits for stakeholders to have full report on the progress of the project that is being implemented. Monthly reports are submitted to the municipality with full information covering financial progress, physical progress, social or labour report.

The respondents alluded that there are projects that were supposed to be implemented in a particular financial year and were not implemented due to budget constraints. Most of projects are not implemented because of poor planning and execution. On a yearly basis, there are more roll over projects, which are funded by MIG, and if the money is not spent satisfactorily the budget may be cut during a financial year, which means that projects that are not regarded as priority will not be implemented, while the hopes of the communities have already been raised. Another factor is that of lack of technical skills, in terms of human resources such as engineers, technicians, etc.

It was also highlighted that the municipality is failing as far as the maintenance of the projects is concerned. The projects usually are not functional for a long time due to poor quality of parts used and vandalism. Consequently, the municipality has to budget for more funds to revitalise the projects. Another challenge is that the municipality has budgetary constraints as it does not have a cost recovery strategy, which would allow it to collect funds in areas where services are being provided.

The non- implementation of projects indicates that there are still challenges on the implementation of IDP projects, which lead to the ineffectiveness of the IDP on service delivery. The Aganang Local Municipality does not have funds for project maintenance in their area. The Capricorn District Municipality has project operations and maintenance budget only on water projects.

4.3.10 CHALLENGES OF STRATEGIC MANAGEMENT

The challenges faced by the municipality are that many local councils fail to accept ownership of consultant-prepared IDPs, and use them to direct their budgeting process; continued lack of integration and linkage between the IDP and planning within other spheres of government; poor quality of analysis and reports produced by ill-prepared planners; poorly constructed participatory processes; institutional conflict around planning issues involving officials and the inexperienced councillors; poor linkage between the IDPs, with their spatial frameworks and land use management systems; poor linkage between planning processes at district and local level, and difficulties linking planning and budgeting processes with varying time frames.

In the IDP project implementation and monitoring municipalities face a number of challenges. The constant review of procurement legislations and policies brings more challenge to municipalities especially those with low capacity. Usually the municipalities are unable to implement the new procurement within the prescribed time frame. There is also the challenge of political interference in project implementation. In some cases the political authority may influence the delay in project implementation.

The municipality may also appoint emerging contractors with no capacity to implement the project. In most cases the contractors have no machinery and no understanding of the procurement process. This may also delay the implementation of the projects. This results in municipalities appointing contractors from very far who will not be able to monitor the day-to-day running of the project.

The financial management of the contractors also hampers the progress of the project. The emerging contractors with no capacity and knowledge tend to implement projects that will not be sustained in the long run. The community members also have no buy in on the projects implemented in their area, and as a result destroy the projects by either stealing the materials, connecting illegally or breaking of taps and so forth. Failure to resolve the above-mentioned factor will greatly hamper in the implementation and monitoring of the IDP projects.



Photo 3: Project vandalism

Source: Researcher's own photograph, 2006

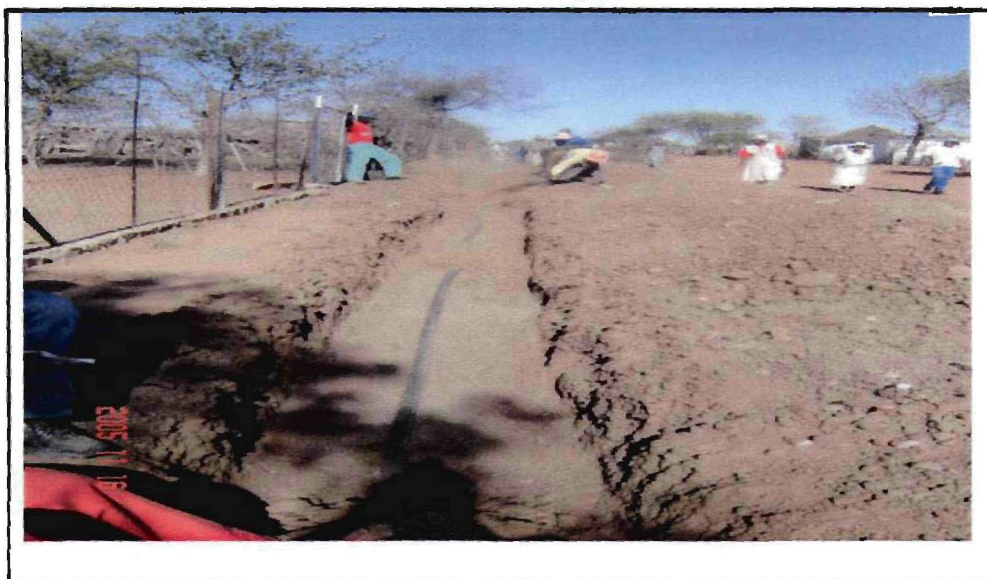


Photo 4: Poor workmanship

Source: CDM, Project Management Unit, 2006

4.3.11. LIFE SPAN OF PROJECT STEERING COMMITTEES (PSC)

A Project Steering Committee (PSC) must be instituted on each project to assist in the design and implementation stages of the project. As a people driven project, all relevant actions at all stages of the project should be planned and conducted in collaboration with the Project Steering Committee. The PSC should ensure the following:

- Women employment to make up 50% of the total work force;
- Youth employment to make up 15% of the total workforce;
- Disabled to make up 1, 5% of the total workforce, and
- Community labour to make-up a minimum of 10% of the project cost budget;

4.3.12 EMPLOYMENT TARGETS

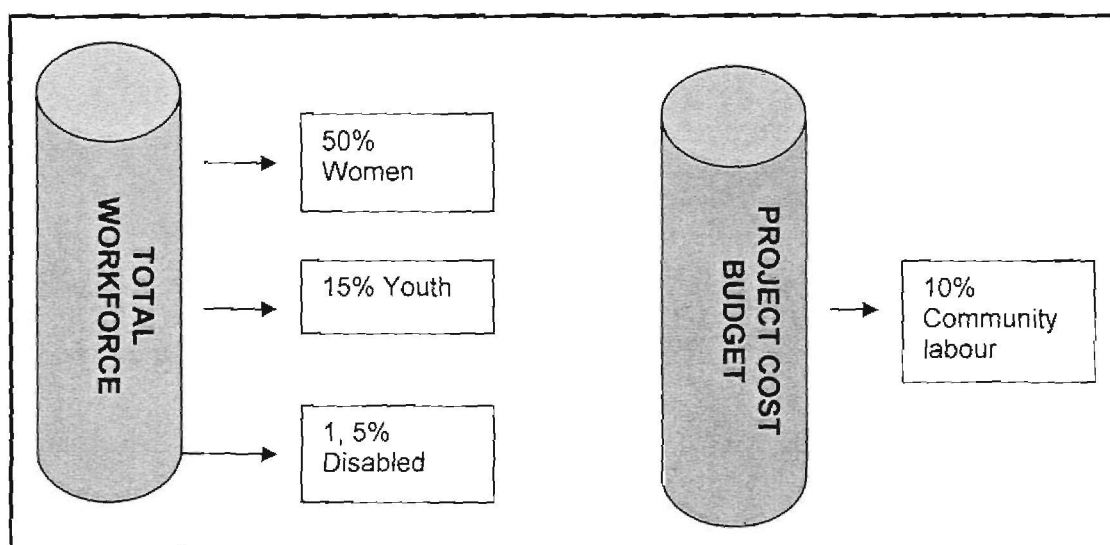


Figure 9: Employment targets

Source: Researcher's own creation, November 2007

A Project Steering Committee (PSC) needs to be established towards ensuring that all role-player participate in the planning and decision making of the project. The role and responsibilities of the PSC are to ensure EPWP policies and principles are adhered to, participate in decision making, participation in developing the business plans, monitoring of planning, design and implementation, recruit labour through the labour desk, ensure effective communication system between all role-players, and ensure stakeholder participation during the implementation of the project. This however, is a temporary structure that ceases to exist once the project is implemented.

One hundred percent of the respondents think that the project steering committee's life span should continue beyond project completion to ensure that the project is sustainable and taken care of. The vandalism of projects occurs because there is no buy-in of the project from the community members, which results in projects being easily vandalised.

The municipality should clearly develop a system whereby PSC members are told of their duties and the members are given incentives. The life span of the PSC will also improve the lives of the communities, in that be more services will be delivered.

4.3.13 BUDGET ALIGNMENT TO THE IDP

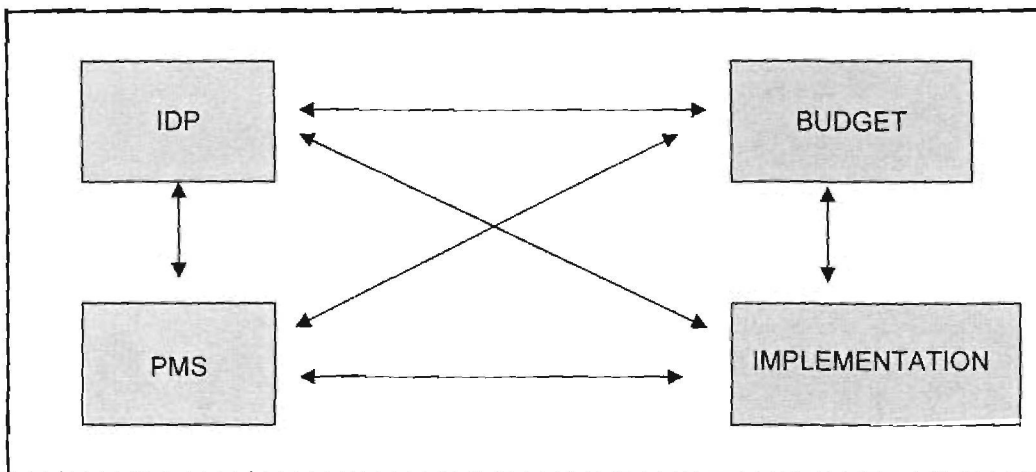


Figure 10: Budget alignment to the IDP

Source: Researcher's own creation, adapted from IDP guide pack 2001

One hundred percent of the respondents think that the budget is aligned to the IDP and all the projects identified will be implemented in that financial year. The long-term plan of the municipality in terms of budget for the Medium Term Expenditure Framework (MTEF) is not aligned even though the municipality has indicative budget on MTEF. The alignment of the budget to the IDP indicates that the IDP is effective and efficient as to be able to fast track service delivery to improve the services of poor communities.

There is no evidence to support that the IDP will be implemented, as there is a high vacancy rate, especially in the technical departments. Therefore, there might be enough funds to cater for the projects but minimal human resource to fast track the project implementation.

4.3.14 SERVICE DELIVERY AND BUDGET IMPLEMENTATION PLANS

The White Paper on Local Government (1998) further requires the municipality to publish standards for the level and quality of services they provide, including the introduction of new services to those who have previously been denied access. Currently, the municipality does not have a Service Delivery & Budget Implementation Plan (SDBIP). One of the immediate projects that will be implemented is to ensure that all departments and units develop service standards, which will assist in the development of the service delivery improvement plan (SDIP).

The plan will inform the community about the standard of service to expect from the municipality. The community will be able to measure the performance based on the set standard. The SDIP will indicate the measures that will be undertaken to improve the way the municipality renders service to the community and that will strengthen the relationship with various stakeholders for accelerated service delivery.

The performance targets according to the MIG are that in order for a municipality to access funds for a project it should:

- Register the project to source the funds
- Forty percent (40%) of the allocation must be made available for labour intensive methods
- Seventy-five (75%) of the allocation should be set aside to free basic services.

4.3.15 MEETING THE BASIC NEEDS

The delivery of basic needs is the most important element of poverty eradication. The provision of water, sanitation and electricity are identified as the main priorities in terms of meeting the basic needs. One hundred percent of the respondents stated that Aganang municipality should influence the district budget in ensuring that more money is budgeted for water and sanitation in the municipal area in order to accelerate the provision of these services. In the acceleration process the municipality should also ensure that the free basic water and electricity are provided to those in need.

4.4 FINDINGS FROM BENEFICIARIES

4.4.1 INTRODUCTION

The aim of the study is to gauge the effectiveness of the IDP in terms of accelerating service delivery and addressing the basic service backlog in the area. The study will also look into the quality and impact made by the services received such as access to water, clinics, sanitation, etc. The study will also evaluate the knowledge and understanding of IDP amongst community members and whether or not the people in the area consider IDP to be a tool that has accelerated service delivery in their area.

A purposive sampling was carried out, where 40 respondents were chosen to participate in the interview. A total of 40 questionnaires were administered and only 30 were filled in fully. For the purpose of the study socio-economic profile and other related issues would be based on the total number of questionnaires fully filled.

4.4.2 SOCIO-ECONOMIC PROFILE

4.4.2.1 GENDER PROFILE

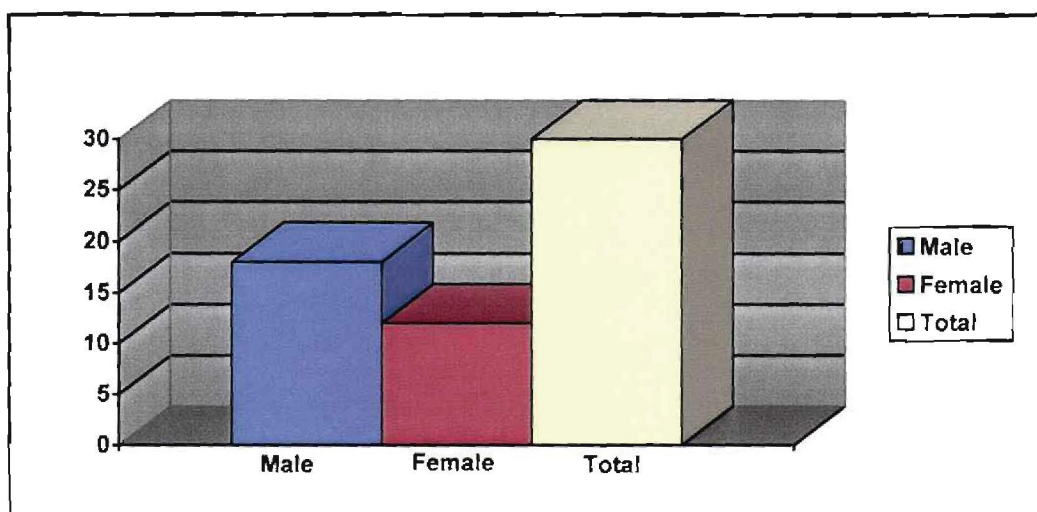


Figure 11: Male and Female ratio

Source: Field Data: December 2006

Of the 30 completed questionnaires, (55%) of the respondents were male and the remaining 45% female. In the Aganang municipal area it was observed that there are more women employed in the informal sector as domestic workers, cashiers in spaza shops, etc. It is clear that the majority of people living in the areas surveyed are male.

Census 2001 shows that there are more men in Aganang Municipal area between the ages of 35- 64. This may indicate that the majority of men in Aganang municipal area work outside of the municipal jurisdiction. The population in Aganang according to Census 2001 has increase by 1.38% as compared to the results of Census 1996.

4.4.2.2 EDUCATION PROFILE

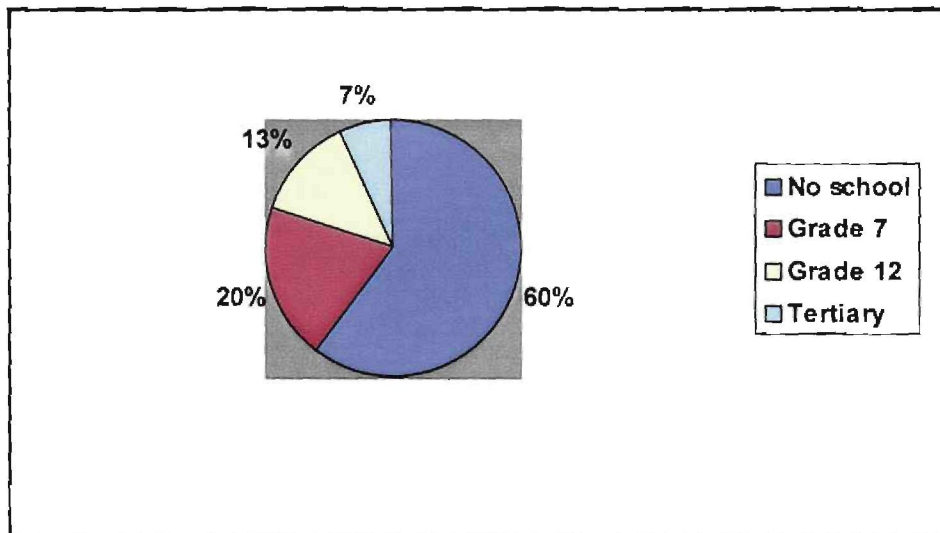


Figure 12: Education profile

Source: Field Data, December 2006

As indicated in Figure 3.2 above, it is clear that the majority of the respondents attended school beyond grade 7 but not beyond Grade 12. The reason may be a lack of funds, preventing them to continue with their education, or a result of family constraints where the elder child had to leave school to take care of his or her siblings due to parental deaths.

Of the 30 respondents, 60% have no formal education at all and 20% attended school up to Grade 7, while 13% of the respondents attended school up to Grade 12, and 7% have tertiary qualifications. As indicated above, the majority of the respondents did not go to school. Clearly there is a need to raise the levels of literacy for the affected, individuals and the local municipality can play a major part. This will contribute towards empowering the affected groups to become functionally literate and increase their choices within the economic landscape (Aganang IDP, 2006: 11).

4.4.2.3 EMPLOYMENT STATUS

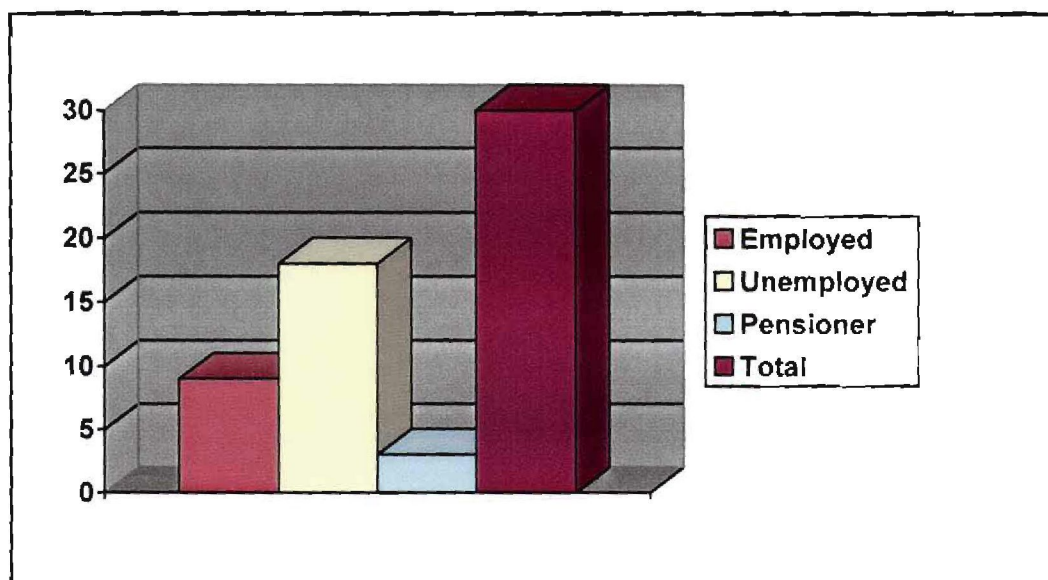


Figure 13: Employment Status

Source: Field Data, December 2006

From the table below it is clear that out of the 30 respondents only 9 representing 30% are employed while 3 out of 30 representing 10% and of the 30 are pensioners. Eighteen (18) out of 30 representing (60%) of the respondents are unemployed. The majority of the respondents who are unemployed claimed that they were looking for jobs. The respondents who are pensioners depend largely on state pensions. Those with jobs claimed they earn little; they also get assistance from the social grants, which add to their income. Some of the pensioners assist in ploughing of agricultural lands and some have spaza shops, which also contribute towards their income. The majority claimed that the income they receive from their jobs and social grants is enough to help them pay for the services that they receive from the municipality and that they are willing to pay for services of good quality.

Table 3: Employment status

	Number
Employed	9
Unemployed	18
Pensioner	3
Total	30

Source: Field Data, December 2006

4.4.3 ACCESS TO BASIC SERVICES

Of the 30 respondents (60%) have access to water, and 40% have access to electricity in their homes. The services mentioned are not installed in all the areas in the Aganang municipal area. Many of the respondents claimed that they have taps in their yards but there is no water coming out of the taps at present and had the problem for the past six months or more.

The observation is that there is no water in the area due to the fact that some of the generators connected to the boreholes have been stolen and in some areas there is no water because the operators are not available full time on the machines to ensure that generators are switched on and water is available to communities in other areas due to insufficient funds for operations and maintenance. The municipality has intervened to some degree and water supply is now available but limited to due to the factors mentioned above.

Access to water and electricity as compared to the Census of 1996 and 2001; indicate that there has been an increase in service delivery in terms of water and electricity. It is difficult to measure the exact increase as the Census are based on the entire municipal area, but for the purpose of the study and from the researcher's observation it is clear that there has been a vast improvement compared to the past eight to ten years.



Photo 5: Availability of water at Ramoshoana village

Source: Researcher's own photograph, 2007

On provision of electricity the respondents claimed that people who are well off applied for connections from Eskom themselves but this is rather expensive. The majority of the people having access to electricity are benefiting both from Eskom and the municipal electrification programmes. Some of the respondents claimed that they are willing to pay a little bit more money if their services are upgraded. It is true that those who can afford applied connections from Eskom.

The municipality has made interventions in some areas by electrifying some houses but it is difficult for them to energise as they do not have the energy license, therefore the process of energising by Eskom takes a long time and as a result poor people those with limited or no financial means suffer. In other areas people do not receive free basic electricity because they do not collect their tokens to receive free electricity from Eskom. As a result they do not have access to electricity. It is clear that most of the respondents have electrical connections in their homes but their homes, are not energised due to the connection rate at Eskom, and those who are energised do not benefit from the 50kw free basic electricity because of non collection of the tokens.

Annexure D shows a map showing areas that have access to services and the degree to which the areas still need the services; high, medium or low.

4.4.4 SCHOOLS

Fifteen percent of the respondents claimed that they have schools near their homes, but some have to travel more than a kilometre especially those who are in secondary school. Most walk to school, as there are no reliable taxis to ferry them to school and back. The radius between two schools should be within 5km of walking distance. The proximity of the school in terms of the radius is close but access to the school is far. This is due to the fact that learners have to access the school through the main road which crosses over a river and join the villages.

4.4.5 CLINICS

Sixty-five percent of the respondents do not live close to clinics. The majority walk to clinics because no reliable transport exists. The challenge when coming to transport services is that the road network in the Aganang municipal area is also in bad conditions, forcing taxis to only travel in outer routes which are better, but located far from where the people live.

As a result 85% of the respondents do not have access to emergency services. The roads are for the most part, bad for emergency vehicles to reach the people on time. Lack of street signage and house numbers, also present a problem.

Five percent of the respondents have access to recreation centres in their neighbourhood. The recreation centres include playgrounds, crèches, sports grounds, etc. Even though the area is characterised as being poor, the community members make sure that they entertain themselves.

Eighty percent of the respondents mentioned that they have to walk long distances to access public transport because taxis do not come to their areas due to bad road conditions. Fifteen percent of the respondents claimed to be nearer to the main route therefore accessing transport to town, hospitals and so forth is not a problem for them. The remaining 5% mentioned that they use their own transport, which they also use as taxis since there is a shortage of taxis in their area. The bus normally leaves very early in the morning and returns late at night, making their vehicles the only reliable transport in the village.



Photo 6: Complete taxi rank at Kalkspruit

Source: Researcher's own photograph, 2006

4.4.6 KNOWLEDGE AND UNDERSTANDING OF IDP

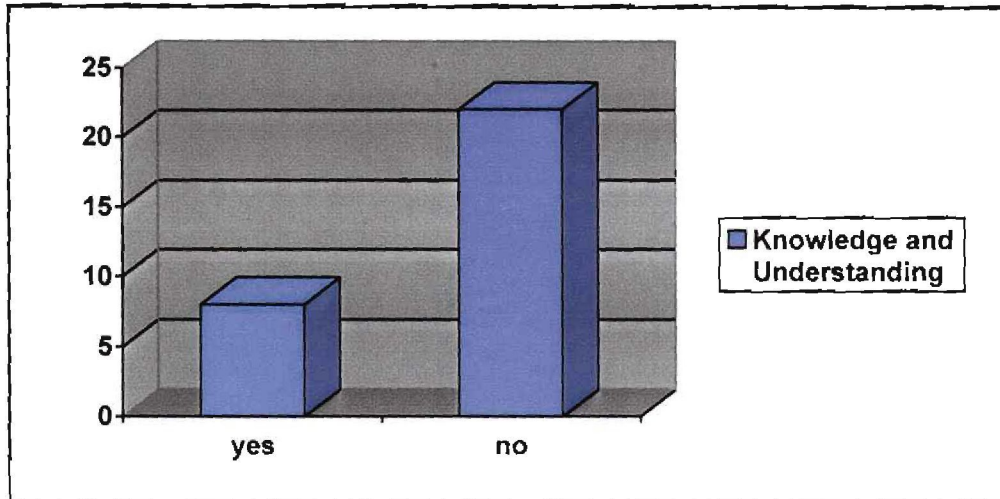


Figure 14: Knowledge and understanding of IDP

Source: Field Data, December 2006

From the research it is clear that the respondents are aware of the programmes and the interventions from governments, but they have no knowledge and understanding of what the Integrated Development Plan (IDP) is and how it works and how it can improve the quality of their lives. Most of the respondents believe that the IDP is a document, which guides people in securing tenders.

Out of the 30 respondents, only 8 had an idea of what the IDP was but had no understanding of how it works. It is rather disappointing to see that communities do not know of any interventions that the government has made and that there is limited knowledge of what the IDP is. Of the 22 people who did not know about the IDP, 10 people only attended school up to standard six, 5 attended school up to standard one and the remaining seven did not attend school at all.

It is evident that the community need workshops and/or educational awareness on the IDP. Ward committees need refresher trainings on the IDP so that the knowledge learnt could be transferred to the other community members.

4.4.7 BUDGET ALIGNMENT TO THE IDP

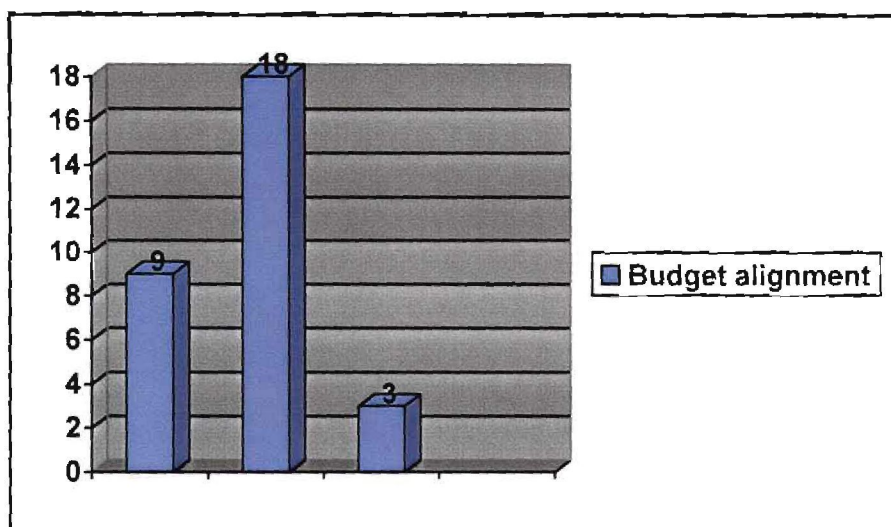


Figure 15: Budget alignment to the IDP

Source: Field Data, December 2006

Sixty percent (18 out of 30) of the respondents think that the IDP is linked to the budget as all the projects planned in their areas have been implemented without any major challenges. They also mentioned that since the inception of the IDP, all projects that were in the IDP proposed for the neighbouring villages were also implemented; all the payments for the labourers and the materials for the projects were paid and delivered on time. Since the projects did not fail, the respondents believe that the IDP and the budget are aligned.

Thirty percent (9 out of 30) of the respondents indicated that the IDP and the budget are not aligned. They indicated that there are projects, which have been implemented but not complete due to insufficient funds. They also indicated that the municipality tends to underestimate the magnitude of the projects due to lack of proper project planning and these results in incomplete projects. Another problem occurs when a community has been promised a certain project and people are later informed that the project will no longer be implemented. To them this shows that the IDP and the budget are not linked. Ten percent (3 out of 30) had no idea what was meant by the alignment between the IDP and the budget.

4.4.8 INTERVENTIONS FROM THE MUNICIPALITY

Respondents indicated that there are projects from the municipality in their area, and they also know of other projects that will be implemented in their area in the next financial year. Some indicated that there are no projects in their area but indicated that there is a project being implemented in their area but have no knowledge of who is implementing it. Some of the respondents claimed that there are no projects implemented in their area. This may be due to the fact that the respondents might not have benefited from such particular projects.

4.4.9 PARTICIPATION IN PROJECT IMPLEMENTATION

The White Paper on Local Government urges municipalities to engage with citizens, community groups, etc in all project implementations. Sixty percent of the respondents indicate that they are involved in the projects as labourers and are not involved in the identification of material used as they feel that the municipality had already engaged with the service provider on which material to buy. They indicated that sometimes it is difficult to tell the contractor that the material is not suitable as the majority of the people are afraid that they may lose their jobs.

The Forty percent of the remaining respondents stated that it is true that projects are being implemented but they are not involved because sometimes they are not even aware that there will be a project being implemented in their area.



Photo 7: EPWP road construction at Ceres

Source: Researcher's own photograph, 2007

4.4.10 IMPACT OF IDP PROJECT (S)

The majority of the respondents claim that the IDP has improved their lives, considering that they have benefited substantially from the IDP projects. Thirty percent of the respondents do not see the impact that the IDP has done as they have not benefited from the IDP projects. It is clear that this small group of people is referring to all programmes that the government has implemented since they have indicated that they do not know what the IDP is and do not understand its processes and activities.

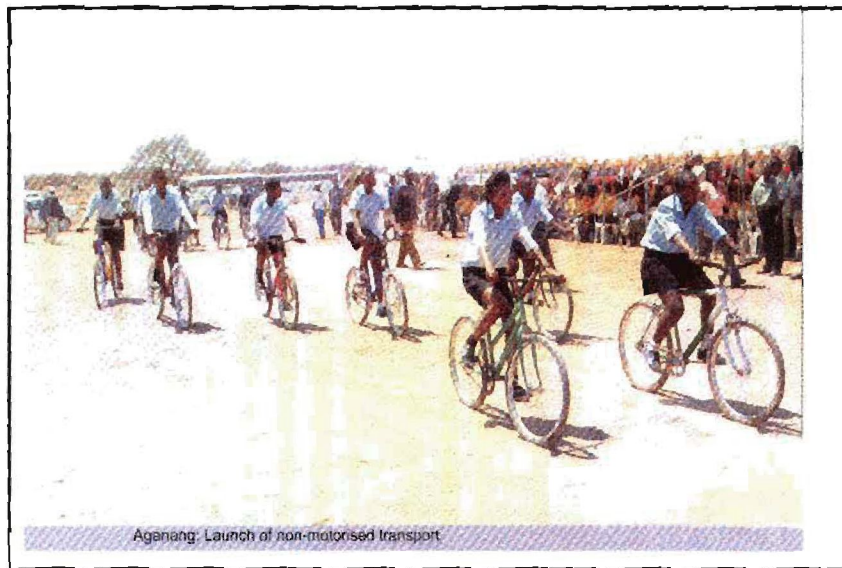


Photo 8: Successful bicycle project. The launch of the non-motorised transport in Aganang

Source: CDM, public participation, 2006

The photo above shows some of the IDP projects and initiatives from the presidency that has benefited and made an impact in the community. Photo 9 shows a small farmer support programme where the farmers are implanting the agricultural project and to date the project is working very well. The municipality has given the project to the beneficiaries and they are able to sustain the project financially. Photo 8 shows a bicycle project initiated by the Presidency, which targeted learners who travelled more than 5km to school and the project has made a big impact in the lives of the learners and the entire community in Aganang Local Municipal area.

The photo below depicts a tomato farm success, which was funded by the district municipality, and it is one of the successful LED projects that have been implemented in Aganang Local municipality.

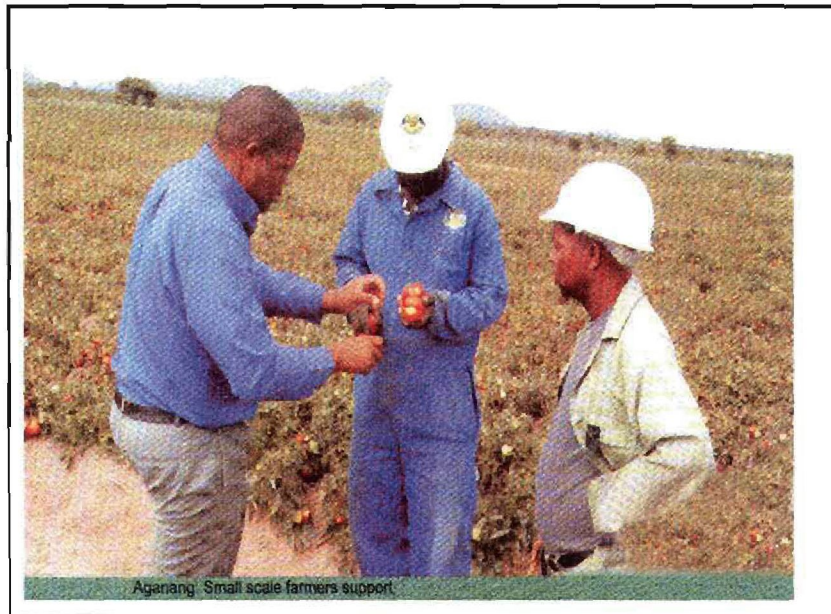


Photo 9: Successful LED project

Source: CDM, public participation, 2006

4.4.11 PERCEPTION ON THE IDP SUCCESS AS TOOL TO ACCELERATE SERVICE DELIVERY

Some respondents argued that although the Integrated Development Planning is a success, there are still major challenges that still need to be addressed. The challenges that they complained about include incomplete projects and the dissatisfaction of the quality of material used in the projects. The community states that needs "wish list" are noted by officials without telling them that there might not be enough money to cater for all their needs and to find out that only one or no project will be implemented in certain areas due lack of funds to cover all the projects identified.

4.4.12 BACKLOGS THAT STILL NEED TO BE ADDRESSED

Fifty-five percent of the respondents indicate that the backlog is still huge in Aganang Local Municipal Area. Only 45% of the respondents think that the municipality has done its best in terms of reducing the backlog. The respondents identified the following backlogs as major issues in Aganang, namely:

- Water & Sanitation
- Tarring of roads
- Health services (Hospitals & Clinics)
- Public transport
- Availability of land (For agricultural purposes and housing development)

Even though there are major backlogs in Aganang Local Municipal Area, 80% percent of the respondents pointed out that the above backlogs are the priority areas that the municipality should intervene on.

4.5 CONCLUSION

It is clear that the municipality is committed to accelerating service delivery through the IDP. Most of the proposed projects are complete or are in construction stage. The municipality has done a lot to reduce the basic service backlog on the municipality even though it is at a slow rate. The challenges highlighted by the residents are not simple and cannot be addressed municipality or donor agencies independently, an intervention through inter governmental relations is required were all parties will contribute towards the challenges in order to address the backlogs and promote sustainability. The community members also echo the same sentiments event though they feel that the municipality can do better than what it has implemented.

5. CONCLUSION**5.1 INTRODUCTION**

The chapter will provide a summary of findings aligned to the aim and objectives of the research. A summary of findings on challenges still faced by local government, community participation in the IDP implementation, capacity building, cooperative governance and acceleration of service delivery in the IDP process will be provided.

5.2 THEORY VS EMPIRICAL STUDY

Apartheid has damaged the spatial, economic and social environments, in which people live, work, raise families and seek to fulfil their aspirations. The previous local government system left a trail of uneven distribution of resources resulting in distorted, fragmented and unsustainable patterns of development. The eradication of these distorted development patterns and replacing them with equitable and sustainable growth and development is one of the challenges facing local government (Coetzee, 2002:6).

IDP has become more than a tool to achieve sustainable development, it has become "a way of life", which enables municipalities to play a more developmental role and improve the quality of life of the people they serve (Coetzee, 2002). The developmental role of local government requires municipalities to work together with local communities to fund sustainable ways to meet the community's needs and improve the quality of life. Truly developmental local governance should result in the following outcomes:

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

Government has put in place measures to ensure that ordinary people get the opportunity to participate in activities of the local sphere; in reality there are still complaints that people are not consulted on matters that concern their lives and development. Swanepoel (1997: 5) states "the poorest of the poor do not get their fair share of the fruits of development ...it is important that the poorest of the poor participate in the full sense of the word." Policies and by-laws should be developed to guide or encourage communities to pay for their services. Municipalities should be able to recover the cost of service provision from consumers by insisting that all residents pay full cost of services and, where possible profits be generated for future capital spending (Mogale, 2005:141).

There are efforts to improve the quality of lives for all. These efforts have yielded most gains in terms of access to services such as housing, water, sanitation, electricity, education and health, but the challenge still remains at the sustainability and adequacy of service delivery to the poor, particularly with the provision of free basic services. The resources to implement the IDPs are very limited and in most cases the preparation of the IDP is handed over to consultants, who themselves are inexperienced in this form of planning. The interventions have provided some of the needed services in the municipality.

The one question that needs to be asked is whether the IDP has achieved or met the needs of the communities? The IDP has partly met the needs of the communities since its inception, the challenge still remain of the huge infrastructure backlogs that hinders the IDP to be seen as a success, the lack of funds to accelerate the provision of services, the skewed settlement patterns where needs community are too expensive to service because they are settled far from each other. To achieve this there need to be an improvement in community participation and critical stakeholders and also strengthen Inter-governmental relations.

5.3 FINDINGS EMANATING FROM THE RESEARCH

5.3.1 CHALLENGES STILL FACED BY LOCAL GOVERNMENT

The research has revealed that Aganang municipality has limited functions; more powers are in the district municipality where more functions are undertaken. The district municipality plays a “big brother” role by implementing most of the projects on behalf of the local municipality. The district municipality also assist Aganang municipality where there is lack of capacity in implementing some of its functions. The capacity to implement some projects is hindered by lack of sufficient human and financial resources. As a result service delivery is very slow.

Due to the limited capacity in local municipality, consultants do most of the work. The research also revealed that Aganang municipality’s priorities are those that affect the needy people. Some of the priorities identified by the local municipalities are depended on the national and provincial department for implementation, for example school are implemented by Department of Education and clinics and hospitals implemented by Department of Health and Social Development. Some of the people in Aganang municipality are still poor because of lack of basic services such as water, sanitation, electricity, houses, etc.

5.3.2 COMMUNITY PARTICIPATION IN THE IDP PROCESS

The research has revealed that the majority of the community members in Aganang municipality are not willing to participate in the IDP process due to “community fatigue”. It was revealed that during the IDP public participation communities are allocated minimal time to be able to express the challenges that they face on a daily basis instead the process is led by politicians. The politicians usually do not report back on what was promised in the previous consultations, the concentration is largely on getting new needs from communities. The public consultations usually raise high hopes for the community members because the needs that were given to politicians are regarded as promises that the issues will be resolved. It was also revealed that the community members are highlight needs to the politicians only to get a “wish list” which will not be implemented because the funds available cannot cater for all the needs of the community in one financial year.

5.3.3 COMMUNITY PARTICIPATION IN THE IDP IMPLEMENTATION

Aganang municipality has put structures in place to respond to the needs of the communities in its jurisdiction. Local communities are represented in the various structures, committees or forums that participate in the IDP process and project implementation. The influence of community members in the decision making process is not know. The community members can be able to influence changes in decisions that are already made through the sector forums such as the water sector forum through their councillor, but the degree of the influence is unclear.

5.3.4 CAPACITY BUILDING

It was revealed that most of the people in the municipality are illiterate or did not attend school beyond grade 12, meaning that there are insufficient skills in the municipal area. There should be skills transfer and capacity building through all the projects that are implemented in the municipal area. The projects implemented should ensure that skills are transferred to the unemployed and also the poor. The capacity building and the skills transfer will improve the skills development in the municipal area. Service provision and job creation cannot be separated. There can be no job creation without service delivery and visa versa.

It was also revealed that there is a high vacancy rate in senior management in Aganang municipality. There is a need to ensure that there is a retention and succession plan in place to curb the high rate of vacancy. The plan should also ensure that there is also skills transfer from senior management to the junior staff members.

5.3.5 COOPERATIVE GOVERNANCE

There is a need to improved communication between departments both internal and external. It is clear that the government department need to be clarified of the centrality of the role that they should play in the IDP process. The municipality and departments are still working in silos. Provincial departments, municipalities should plan together to reduce project duplication as a result project implementation can be shared.

The study also revealed that the sector department do not ensure that municipal strategies take cognisance of provincial strategies during the strategic sessions, for example the Provincial Spatial Rationale should guide the SDF. The research also revealed that provincial departments plan and implement projects that are not in the local municipality's IDP without the knowledge of the municipality. The municipality only knows about the project when there are problems. The study also revealed that different annual financial cycle also causes the lack of planning between the municipalities, provincial and national departments.

It is evident that the sector department do not assess the local IDPs to ensure that the department's projects find expression within sector plan and are aligned to the municipal projects. The misaligned financial years seem to hamper the budget allocation between the provincial department and the local municipality.

5.3.6 BUDGET ALIGMENT TO IDP

The research has revealed that the alignment of the IDP and the budget is questioned as the majority of the projects are planned on an ad-hoc tear at a time. The IDP and budget are based manly on the capital expenses while the operating expenses from major part of the budget. The research shows that there is no future looking in terms of financial position of the municipality.

5.3.7 PROJECT MAINTENANCE

The research revealed that the process to manage, implement and track the progress on the IDP is not always known between the local and district municipality. In terms of the operations and maintenance of the projects, there appear to be limited operations and maintenance plans in place to support and enable the local municipality.

5.3.8 DEVELOPMENT ASPECTS OF THE IDP

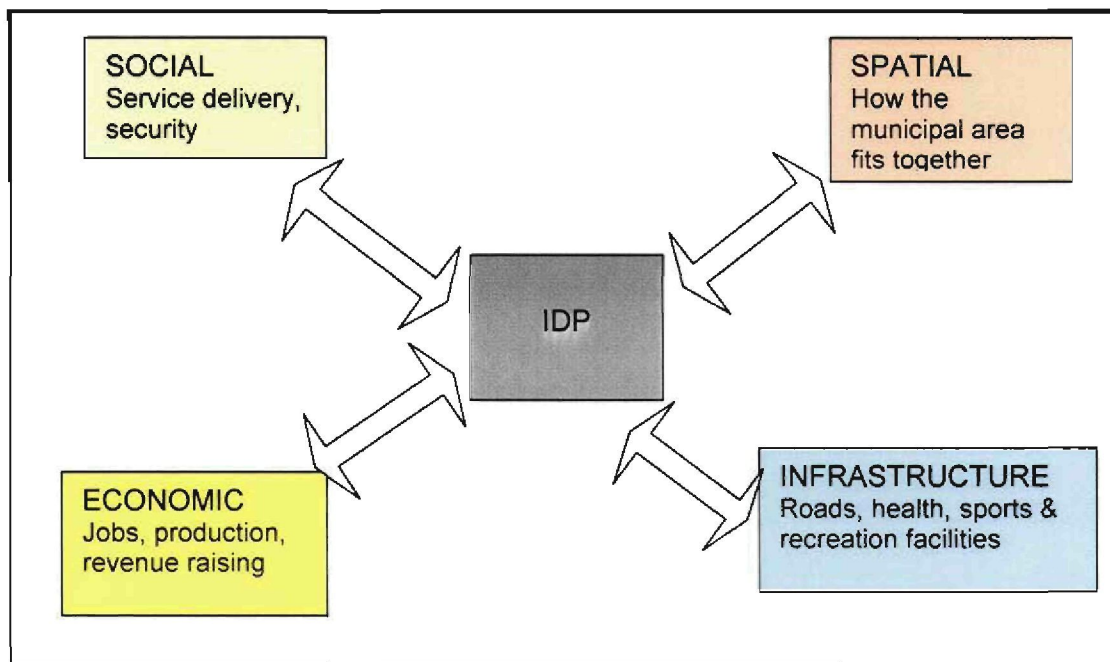


Figure 16: Developmental aspect of the IDP

Source: Researcher's own creation, 2007

The figure indicated that when the IDP is used as a tool to accelerate service delivery all the development aspects would be achieved. The study has found out that for the most part, improving the quality of life will remain a challenge for the South African government and all its spheres of government. The burden lies heavily on the municipalities as they are the closest to the people and interact with communities by provision of services as mandated by the Constitution of the Republic of South Africa. It has been more than a decade since South Africa became a democratic state, yet there is still a huge backlog in service delivery despite efforts of improving service delivery.

The research has revealed that the Integrated Development Planning can be used effectively as a tool to accelerated service delivery in Aganang Local Municipal area. The study has revealed that there is still a huge backlog in Aganang Municipality, despite the efforts that were done since the inception of the Integrated Development Planning. The research revealed that the following sector plans are available to ensure that the municipality achieve the developmental mandate:

Table 6: Sector plans in Aganang Local municipality

Sector Plan	Available	Not available
Spatial Development Framework	✓	
Local Economic Development strategy	✓	
Infrastructure Investment Plan		✓
Financial Plan		✓
Risk Management Plan	✓	
Performance Management System	✓	
Institutional Plan		✓
Communication strategy	✓	
Disaster Management Plan	✓	

Source: Researcher's own creation, Aganang IDP, 2006/2007

The table above indicates some of the sector plans that are critical to ensure smooth operations in a municipality. The study reveals that critical sector plans are not available in the municipality to ensure that the municipality reach its developmental mandate.

The researcher came to the conclusion that the IDP when used efficiently and effectively can accelerate service delivery. Since the IDP inception in Aganang the quality of life of the community has improved, people have a sense of ownership due to the RDP houses that are constructed and the health of the people has been improves because they have access to clean water and sanitation. In this case the effectiveness of the IDP and its success remains to be seen. In general the IDP has made an impact on the lives of the rural community members in the Aganang Local municipal area.

5.4 NEGATIVE FINDINGS IN THE RESEARCH

- High vacancy in the senior management posts
- The municipality depends largely on grants and have no secure project funds which may result to the projects identified being wish lists,
- There is lack of consideration of alternative service delivery options,
- Infrastructure focus by communities prevents broader development debates
- The municipality does not have sector plans such as the financial plan, the infrastructure investment plan, which may assist to plan for future developments.

5.5 CORE LESSONS LEARNED

- In the absence of an aligned IDP both vertical and horizontal, the municipality would plan on an ad-hoc, uniformed and uncoordinated manner which, would lead to duplication of projects and wastage of limited resources,
- There is still lack of understanding of local government and how the municipality function'
- Where plans are well communicated to communities, they tends to bear fruitful results as communities are more patient and understanding that the municipality has limited resources,
- In some cases it is clear that a municipality does not always need a big budget to make impact on the people's lives,
- Buy-in from community members ensures that project implementation becomes a success and complete projects are well looked after.

The Integrated Development Planning has, to some degree, helped accelerate service delivery and reduce the backlog in Aganang Local Municipal. It is however, clear that more still needs to be done; especially in the area of funding and effective implementation of the IDP, which will ensure that desired service delivery is achieved.

6. RECOMMENDATIONS

Recommendations based on the findings are presented:

- The municipality should have a service delivery implementation plan so that it is able to guide or inform the communities about the standard of services they should expect from the municipality. This plan will also indicate the measures that will be undertaken to improve the way the municipality renders service to the community, an aspect, which will further strengthen the relationships with other various stakeholders, thus accelerating service delivery.
- The municipality should strengthen the IDP and Planning unit, and also look into establishing a functional project management unit (PMU) to ensure that the planners and the project managers take the lead role in ensuring that the planning process and the implementation of projects are planned correctly.
- The municipality should establish a Project Management Unit to monitor the progress of projects and also for forward planning for the municipal projects.
- The municipality should ensure that critical sector plans such as the infrastructure investment plan, the financial plans and the institutional plans are developed.
- The municipality should build capacity and develop skills in the community. Given that, majority of the people in Aganang Municipality are unemployed. The skilled and capacitated local people will be able to get jobs and improve the economic status of the municipality.
- The municipality should find a way of generating revenue resource, as it relies more on grants for service delivery. Grants may be insufficient for the current backlog. Revenue generating methods can be by enforcing flat rate payment for businesses and sector departments. People with yard connection should have meters in their yards so that they can be billed.

- Close working relationship between internal (within municipal offices) and external (sector departments) departments should be forged between officials dealing with IDP and budget. Interventions must be done through the intergovernmental relations forums.
- A project commitment register should be developed and make sure that departments sign it to ensure that co-implementation and joint reporting on all projects takes place.
- Role players such as sector departments and communities must take responsibility of actively participating and taking the lead in the IDP process from the planning phase.
- The municipality should attract investment by marketing their area, targeting individuals or companies that will make investment in terms of property (firms, shopping complex, halls, offices, etc).
- Buy-in from communities and extension of Project Steering Committee (PSC) life span after a project has been handed over for monitoring and sustainability of the project
- Community based planning, must align with of what the community needs making sure that all their different needs are taken care of. This will assist in planning and getting role players to take part in the distribution of services were they are needed
- On an annual basis the municipality should conduct a community satisfaction survey to assess the views of the community and their satisfaction in terms of the effectiveness of the IDP
- Adoption of cluster planning and implementation will assist in resource allocation and shared functions
- A retention and succession plan should be developed to ensure that skills are not lost in the municipality and also that skills are transferred from senior management to the junior members of staff.

6.1 TOPICS FOR FURTHER RESEARCH

1. Investigate the effectiveness of project consolidate in ensuring that municipalities accelerate the provision of basic services through the implementation of the Municipal Infrastructure Grant (MIG);
2. The role of women in the Integrated Development Planning process in Aganang Local Municipality.
3. The effectiveness of the IDP as a tool to accelerate service delivery.

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8. ANNEXURES

8.1 ANNEXURE A

8.1.1 INTERVIEW QUESTIONNAIRE: OFFICIALS

1. Evaluate the success of the IDP since its inception in 2001.
2. Do you have any complete projects from 2003/2004 to 2005/2006, and are the project functional?
3. Who fund the projects in your municipality?
4. What led to the development of the project?
5. Did you encounter any challenges during the project implementation? How do you resolve the problems?
6. Do you have measures to sustain the project?
7. Are there projects that you know of, that were supposed to be implemented in the last financial year and were not done? What happened in those areas?
8. Do you think that the needs of the community give rise to projects in the IDP?
9. What is the backlog in Aganang municipality in terms of infrastructure services?
10. Do you have projects from sector departments?
11. Do you work together with sector departments during the implementation of the projects?
12. Do you involve local people in the implementation of projects?
13. Do you receive support from the District/sector departments in terms of alignment or funding of the projects?
14. Give comments on the IDP as a tool to accelerate service delivery in Aganang Local Municipality.

8.2 ANNEXURE B

8.2.1 INTERVIEW QUESTIONNAIRE: COMMUNITY MEMBERS

1. What is your education level?
2. What is your employment status?
3. Do you have access to water?
4. Do you have access to electricity?
5. Are your internal roads in good condition?
6. Do you have access to any sanitation facilities?
7. Does your refuse get collected?
8. Can you afford to pay for the services?
9. Are you satisfied with the services that you receive?
10. Do you know what the IDP is?
11. Has the municipality improved your life since the inception of the IDP in 2001 to date?
12. Do you have any complete projects in your area?
13. Are the projects in your area improving your lives?
14. Are you as the community taking care of the projects?
15. Did you participate in the project?
- Identification - Planning - Budgeting - Implementation
16. Are there projects that you know of that were suppose to be implemented in the last financial year and were not done?
17. How do rate the services that you have been provided with?
18. What other backlogs in your area do you think should be addressed by the IDP?
19. Do you think the IDP helped in acceleration of service delivery?
20. Other comments, in relation to IDP implementation and service delivery.

8.3 ANNEXURE C

Letter of permission to undertake interviews.

04 December 2006

Aganang Local Municipality

Ceres

Attention: Acting Municipal Manager/ PA: Municipal Manager

To: The interviewee

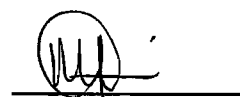
I hereby kindly request you to participate in a short interview session for a research dissertation for a Masters in Town & Regional Planning from the University of North – West (Potchefstroom Campus).

The topic of the dissertation is: **The effectiveness of the Integrated Development Planning (IDP) as a tool to accelerate service delivery: A case of Aganang Municipal area.**

The interview will take approximately $\pm$ 10 minutes. Your inputs and responses in the interview are guaranteed to be confidential.

I hope you will be free to participate in the interview.

Yours faithfully

A handwritten signature in black ink, consisting of stylized initials and a surname, positioned above a horizontal line.

Mojapelo M.A

Source: Draft Infrastructure Investment Plan, CDM (2007)

