THE INTEGRATED DEVELOPMENT PLAN AS A DEVELOPMENTAL TOOL:
THE CASE OF AMAHLATHI MUNICIPALITY

BY

BONGIWE ANNETTE PATIENCE SOKOPO

SUBMITTED IN FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTERS IN PUBLIC ADMINISTRATION AT THE NELSON MANDELA
METROPOLITAN UNIVERSITY

SUPERVISOR: MR. S. MACLEAN

DECEMBER 2012
DECLARATION

I, Bongiwe Annette Patience Sokopo declare that the research titled: The Integrated Development Plan as a Developmental Tool - The case of Amahlathi municipality, submitted at the Nelson Mandela Metropolitan University for the Degree of Masters in Public Administration, has not been submitted by me or anyone else to any other university. This is my own work and the quotations that I have used have been acknowledged.

________________________________________

Bongiwe Annette Patience Sokopo
DEDICATION

The study is dedicated to my two late brothers, Sibongile and Mawethu. I will continually keep your last wishes. May your souls rest in peace maNtlotshane. I also wish to express my sincere thanks to my parents Lizo and Sheila, sister Viwe and children Ziphozakhe and Liso.

ACKNOWLEDGEMENTS

The following individuals assisted me from the start till the completion of the study:

- My colleagues at work for their encouragement, motivational talks and assistance, especially Dr. Thainagie Reddy, Mr Suren Govender and his wife Sharon, Mr Brian Williams, Mr Greg McMaster and Mr Ntuthuzelo Mbeseza;
- My study group members: Thomas Kolo, Nompendulo Siyaya, Sakhiwo Bikitsha, Nkosabantu Mabece and Zamikhaya Ronoti for their intellectual guidance so that I could develop academically;
- My supervisor, Mr Sindisile Maclean for his honest support and unconditional advice; and
- My friends, Bulelwa Komani, Vuyokazi Diza, Ncedisa Mafani (Ntswentswe) and Nozuko Ngam.
**ACRONYMS**

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>RDP</td>
<td>Reconstruction and Development Programme</td>
</tr>
<tr>
<td>MSA</td>
<td>Municipal Systems Act</td>
</tr>
<tr>
<td>CBP</td>
<td>Community – Based - Planning</td>
</tr>
<tr>
<td>IDASA</td>
<td>Institute for Democracy in South Africa</td>
</tr>
<tr>
<td>LOGOLA</td>
<td>Local Government Leadership Academy</td>
</tr>
<tr>
<td>IGR</td>
<td>Intergovernmental Relations</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>MFMA</td>
<td>Municipal Finance Management Act</td>
</tr>
<tr>
<td>MTREF</td>
<td>Medium Term Revenue and Expenditure Framework</td>
</tr>
<tr>
<td>COGTA</td>
<td>Co-operative Governance and Traditional Affairs</td>
</tr>
<tr>
<td>DPLG</td>
<td>Department of Provincial and Local Government</td>
</tr>
</tbody>
</table>
ABSTRACT

The study is about the Integrated Development Plan as a developmental tool for the Amahlathi municipality. The main focus of the study is to assess whether the Integrated Development Plan is used as a developmental tool in the Amahlathi municipality. Local government in South Africa has been mandated by the Constitution and other pieces of legislation like the White Paper on local government, the municipal Structures Act and the municipal Systems Act to improve the socio-economic conditions of communities to deliver services to the people and encourage communities to participate in the process of developing the Integrated Development Plan (IDP).

Service delivery remains a challenge in the municipality despite the initiative of introducing the IDP to support this local municipality in fulfilling its mandate of taking services to communities. This is reflected in the municipal IDP Mayor’s foreword where it is indicated that the infrastructure backlogs are still visible in the municipality to the extent that there are areas where there are no operations at all. Also, the report by the Co-operative Governance and Traditional Affairs in 2009 indicated that Amahlathi local municipality is among 57 municipalities in the country that have been identified as the most vulnerable and which therefore needed support for sustenance. This study details these challenges and places particular focus on the utilisation of the IDP as a developmental tool for Amahlathi Local Municipality.

From the literature and responses by the respondents, it is clear that local government has to be committed to work with citizens and groups within the communities to find sustainable ways to meet their social, economic and material needs and improve their quality of life. The study is both qualitative and quantitative and questionnaires have been used as a method of collecting data. The responses and results suggested that the community members in the Amahlathi municipality were aware of the existence of the IDP. However, a lot of work still has to be done to ensure that there is development in the communities.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Pages</th>
</tr>
</thead>
<tbody>
<tr>
<td>DECLARATION</td>
<td>i</td>
</tr>
<tr>
<td>DEDICATION</td>
<td>ii</td>
</tr>
<tr>
<td>ACRONYMS</td>
<td>iii</td>
</tr>
<tr>
<td>ABSTRACT</td>
<td>iv</td>
</tr>
<tr>
<td>TABLE OF CONTENTS:</td>
<td>v-viii</td>
</tr>
<tr>
<td><strong>CHAPTER 1: INTRODUCTION AND GENERAL ORIENTATION</strong></td>
<td></td>
</tr>
<tr>
<td>1.1 Introduction / Background</td>
<td>1-2</td>
</tr>
<tr>
<td>1.2 Definition of terms</td>
<td>2-3</td>
</tr>
<tr>
<td>1.3 Literature Review</td>
<td>4</td>
</tr>
<tr>
<td>1.3.1 Theoretical Framework</td>
<td>4-10</td>
</tr>
<tr>
<td>1.3.2 Legislative Framework</td>
<td>10-11</td>
</tr>
<tr>
<td>1.4 Problem Statement</td>
<td>11-12</td>
</tr>
<tr>
<td>1.5 Purpose of the study</td>
<td>12</td>
</tr>
<tr>
<td>1.6 Research Questions</td>
<td>13</td>
</tr>
<tr>
<td>1.7 Research Objectives</td>
<td>13</td>
</tr>
<tr>
<td>1.8 Methodology</td>
<td>13-14</td>
</tr>
<tr>
<td>1.9 Hypothesis</td>
<td>14</td>
</tr>
<tr>
<td>1.10 (i) Delineation of Scope</td>
<td>14-15</td>
</tr>
<tr>
<td>(ii) Limitations or Challenges</td>
<td>15</td>
</tr>
<tr>
<td>1.11 Ethical Considerations</td>
<td>15</td>
</tr>
<tr>
<td>1.12 Significance of the study</td>
<td>15-16</td>
</tr>
<tr>
<td>1.13 Brief Overview of the chapters</td>
<td>16-17</td>
</tr>
<tr>
<td>1.14 Conclusion</td>
<td>17</td>
</tr>
</tbody>
</table>
CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction 18

2.2 South Africa and Developmental Local Government 18

2.2. Significance of Local Government 19-21

2.2.2 South Africa Local Government before 1994 21-22

2.2.3 South African Local Government as at 1994 22-24

2.2.4 Defining key concepts of the study 24

2.2.4.1 Integrated Developmental Plan 24-25

2.2.4.2 Developmental Local Government 25

2.2.4.3 Public Participation 25-26

2.2.5 Locating the IDP within a Developmental Local Government 26

   Government – The Legislative Framework

   2.2.5.1 The Constitution of South Africa, Act 108 of 1996 26-27

   2.2.5.2 The White Paper on Local Government 1998 27-28

   2.2.5.3 Municipal Structures Act no. 117 of 1998 28

   2.2.5.4 The Municipal Systems Act 32 of 2000 28-29

   2.2.5.5 Municipal Finance Management Act no. 56 of 2003 29

2.2.6 The Importance of Development in Local Government 29-32

   2.2.6.1 Good Governance and Development 32-34

   2.2.6.2 Environment and Developmental Local Government 34-35

   2.2.6.3 Communication and the Developmental Local Government 35-36

   2.2.6.4 Democracy and the Developmental Local Government 36-37

   2.2.6.5 Intergovernmental Relations and the Developmental Local Government 37-38

2.2.7 Importance of Planning in Local Government 38
2.2.8 The IDP Process Plan for Consultation and Public Participation

2.2.9 Community–Based–Planning (CBP)

2.2.9.1 Principles of Community–Based–Plan

2.2.9.2 The Relationship between CBP and IDP

2.2.9.3 Involvement and Role of Stakeholders in the development of CBP

2.2.9.4 Process map in the development of CBP

2.2.9.4.1 Planning Process

2.2.9.4.2 Implementing the Plan

2.2.9.4.3 CBP Cycle

2.2.9.4.4 Contents of ward plan

2.2.10 The Integrated Development Plan (IDP)

2.2.10.1 The main reasons why a municipality should have an IDP

2.10.2 Planning activities and public participation process

2.2.10.3 Barriers to effective implementation

2.2.11 Stakeholders to be consulted when drafting an IDP and Budget

2.2.12 Definition of Budget

2.2.12.1 Municipal Budget Process

2.2.12.2 Alignment of Annual Budget with IDP

2.12.3 Conclusion

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

3.2 Permission to conduct the study

3.3 Scope of the study

3.4 Research Design
3.5 Research Methodology 65
3.5.1 Research Instruments 65-66
3.5.2 Data Collection 66-68
3.5.3 Data Analysis 68-69
3.6 Limitations 69
3.7 Ethical Considerations 69
3.8 Conclusion 69-70

CHAPTER FOUR: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Introduction 71
4.2 Quantitative Data Analysis 71
4.3 Qualitative Data Analysis 71-72
4.4 The Integrated Development Plan as a Developmental tool for South African Municipalities 72-74
4.5 Summary of Responses 74-75
4.5.1 Perceptions of Respondents regarding the utilisation of the IDP 75-87
5. Conclusion 87-88

CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction 89
5.2 Findings 89-94
5.3 Recommendations 94-97
5.4 Conclusion 97-99

REFERENCES 100-106

APPENDIX A: LETTER OF REQUISITION TO CONDUCT RESEARCH AT AMAHLATI MUNICIPALITY 107
APPENDIX B: LETTER GRANTING PERMISSION TO CONDUCT RESEARCH AT AMAHLATHI MUNICIPALITY

APPENDIX C: CONSENT FORM FOR PARTICIPANTS

APPENDIX D: QUESTIONNAIRE 1: MUNICIPAL EXCO

APPENDIX E: QUESTIONNAIRE 2: WARD COUNCILLORS AND WARD COMMITTEES

APPENDIX F: QUESTIONNAIRE 3: POLITICAL PARTIES AND COMMUNITY MEMBERS
CHAPTER ONE: INTRODUCTION AND GENERAL ORIENTATION

1.1 INTRODUCTION / BACKGROUND

The apartheid Government in South Africa operated in an environment that was always full of challenges and political pressures as well as increasing demands by the communities who suffered the pressure of the regime at the time. Similar to the national government, local government also operated under similar pressure. As stated in the Local Government Green Paper (1997:14), the major cause of political instability was the existence of the very apartheid laws. This caused both national and local revolt which in turn had an impact on municipal policies.

The South African Constitution, Act 108 of 1996 on the contrary, brought major shifts in Local Government in that it gave a mandate to municipalities to take responsibility for the development of local communities. It also provided for democratic and accountable government for local communities, and encouraged local communities to participate in decision making on issues that affect them. The Constitution further mandated municipalities to play a meaningful role in addressing the socio-economic and infrastructural backlogs that were inherited from the apartheid government by taking services to the people. This was to be done through the Integrated Development Plan (IDP) as stated by both the Local Government Transition Act 97 of 1996 and the Municipal Systems Act 32 of 2000. The IDP is the key instrument for establishing a new governance paradigm which would facilitate community participation and help find strategies to meet the socio-economic needs of communities.

The Amahlathi Local Municipality

This Municipality is designated in terms of the Amahlathi Municipality Development Plan (2012-17:8). According to this plan, this is a Category B Municipality and it forms part of the Amatole District Municipality. Amahlathi Local Municipality is situated in the Northern part of Amathole District Municipality and covers the following Clusters: Tsomo, Cathcart, Kei-Road, Keiskammahoek. Stutterheim and Cathcart are located along the N6 road with access to the rail
and road network. Keiskammahoek and Tsomo are the agricultural hubs with the majority of the population active within the agricultural sector. The Amahlathi Local Municipality is comprised of 20 wards and is characterised by a range of settlement patterns and associated land use, including formal urban areas, formal and informal rural settlement areas, and extensive, privately owned farmland.

Despite the initiative to introduce the IDP to support this Local municipality in fulfilling its mandate of taking services to communities, there are still major backlogs in terms of services that communities were supposed to have received from the municipality. As stated in the Mayor’s foreword, the infrastructure backlogs are still visible in the municipality to an extent that there were areas where there were no operations at all. That was despite the good work done by Municipal Infrastructure Grant (Amahlathi Municipality Development Plan: 2012:16).

This study therefore details these challenges and places particular focus on the utilisation of the IDP as a developmental tool for the Amahlathi Local Municipality.

1.2 DEFINITION OF TERMS:
For the purpose of this research, the following terms will be explained:

- **Integrated Development Plan:** The Local Government White Paper (1998) defined the Integrated Development Plan as a process through which a municipality could establish a developmental and management plan for the short, medium and long-term.

- **Developmental Local Government:** As stated in the Local Government White Paper (1998), it is about the 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 to improve the quality of their lives.

- **Metropolitan Areas:** According to the Local Government White Paper (1998), Metropolitan Areas are large urban settlements with high population densities, complex and diversified economies, and a high
degree of functional integration across a larger geographic area than the normal jurisdiction of a municipality.

- **Councillor:** Has been referred to by the Local Government Municipal Structures Act 117 of 1998 as a member of a municipal council.

- **Category A municipality (Metropolitan):** A type of municipality according to the Local Government Municipal Structures Act 117 of 1998 that has exclusive executive and legislative authority in its area.

- **Category B municipality (Local Municipality):** Is being referred to a municipality by the Local Government Municipal Structures Act 117 of 1998 as a municipality that shared municipal executive and legislative authority in its area with a district municipality within whose area it fell.

- **Category C municipality (District Municipality):** Section 155(1) of the 1996 Constitution defines a District Municipality as a Category C municipality that has municipal executive and legislative authority in an area, and included more than one municipality.

- **Public Participation:** The Local Government Municipal Systems Act 32 of 2000 defines public participation as a culture of local government to encourage the involvement of communities and community organisations to participate in local government.

- **Capacity:** The Local Government Municipal Structures Act 117 of 1998 defines the term capacity in relation to municipality as the administrative and financial management capacity and infrastructure, which enables a municipality to collect revenue and to govern on its own initiative the Local Government affairs of its community.

### 1.3 LITERATURE REVIEW
1.3.1 Theoretical Framework

The literature review is the theoretical framework underpinning this study. The study is conducted using literature such as textbooks, legislation, journals, other publications, treatises and dissertations of studies conducted on Local Government in South Africa.

Local Government is the sphere of government closest to the people. It has been given a mandate by the 1996 Constitution to deliver services in a manner that satisfies the needs of local communities. As stated by Ismail, Bayat, and Meyer, (1997:2), “…Local Government is that level of government which is commonly defined as a decentralized representative institution with general and specific power devolved to it by a higher sphere of government (central or provincial) within a geographically defined area”. This means that as Local Government is closest to people, it has to devolve strategies that will integrate communities, improve participation by citizens in matters affecting their municipality, deliver services to people, create jobs, advance the local economy, and also contribute in enhancing sustainable local economic development.

According to Cloete (1983:6) and Ismail, et al, (1997:45) Local Government in South Africa before 1994 was seen as a vehicle to ensure delivery of basic services like water and sanitation to communities. It also promoted racial segregation of settlements and local authorities. For example, whites only served white communities or customers and black officials served blacks only. Reddy (1996:54) agreed with Cloete and Ismail et al but added the fact that blacks were only allowed to own houses or properties in homelands and not in urban areas. It was also the case with voting, Reddy stated that blacks were not allowed to vote in these urban areas and were moreover not allowed to stay in urban areas if they were not employed there.

It was after South Africa obtained its democracy in 1994 and after the White Paper on Local Government was published in 1998 that the municipalities were ordered to be transformed. This included introducing a vibrant and developmental approach towards development. However, in an attempt to put government
proposals into action, the Integrated Development Plan (IDP) was introduced as the key tool that would assist in accelerating development. Mashamba (2008:421) defines the IDP in the South African context as an integrated planning where municipalities prepare a five year strategic plan that is reviewed annually in consultation with communities and other stakeholders. Similarly, Phago (2009:484) indicated that the IDP is a comprehensive planning process used by individual municipalities where the needs of communities are prioritised to accelerate service delivery.

In addition, before the year 2000, the IDP as a concept came into being during the discussions on the Reconstruction and Development Programme (RDP), and was introduced in 1996 by the Local Government Transition Act 97 of 1996, as the key instrument for establishing a new local governance paradigm. This means that municipalities have to design and follow a strategic plan which serves as a guide towards the planning and implementation of the individual municipal projects (van Rooyen, 2001:62).

As stated above, the IDP is, according to the Municipal Systems Act (MSA) 32 of 2000 and IDP guide pack (2000:5), a key instrument and a service delivery tool which municipalities can adopt to provide vision, leadership and direction for all those that have a role to play in the development of a municipal area. They go on to state that the planning aims at integrating strategies in order to support the optimal allocation of scarce resources between sectors and geographic areas, and across the populations in a more sustainable way.

However, the Municipal Systems Act 32 of 2000 stated that planning has to be developmental. That, as a result, means that planning has to support the role of local government as an agent of development, and has to take place within the framework of co-operative governance. Municipal planning cannot take place in isolation. It has to be aligned with the plans and strategies of national and provincial government as well as other municipalities.

Linked to planning and development, as Oelofse (2002:43) stated, is sustainability, which has to be integrated in all phases of the planning process.
For that reason, the environmental assets of an area for which IDP is being prepared should form the starting point for planning and decision-making, as it is the environment that provides the opportunities and constraints for development.

According to van Rooyen (2001:61), Section 25 of the Municipal Systems Act, 2000 mandates Local Governments to submit their IDPs that set out the authorities’ envisaged development strategies for the future. These IDPs are to be “submitted within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality. The IDPs are to also be compatible with the national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

Linked to the statement above, the Department of Provincial and Local Government (DPLG) handbook (2005:33) states that the IDP is a five-year plan that ensures effective and efficient use of a municipality’s scarce resources and targets priorities by helping the most impoverished areas, attracts from other levels of government and strengthens participation by communities. What is then required of municipalities is the upliftment of communities, sustenance of development and delivery of services without compromising the ability of communities to meet their future needs.

Forming part of the strategic plan, the IDP, according to Craythorne (2009:146), has to have its core components reproducing the vision of a municipality which would be for long term development, focusing on crucial and essential needs of a municipality. Also, it has to have a financial plan which must incorporate the medium-term expenditure framework, a disaster management plan and the council’s development priorities and objectives for its elected term. In terms of the Municipal Systems Act 32 of 2000, the core components of IDP should also include a municipal internal transformation plan and ensure that the limited resources are used effectively. The IDP has to also provide an open and transparent basis for communities to evaluate the performance of municipalities.
In the case where a municipality fails to have the IDP readily available, then this municipality would not be transformed. In a nutshell, the IDP has been seen as an excellent plan for a specific area that gives the overall framework for development. Its purpose is to co-ordinate the work of local government including the provincial and national government to improve the quality of life for all the people living in the area. The current conditions and challenges together with available resources have to be taken into consideration by the IDP. As stated earlier, the IDP had to look at the socio-economic development of a specific area, and accommodate what infrastructure services are required and what strategy would be used to implement them.

In locating the Integrated Development Plan (IDP) within the Developmental Local Government, both the White Paper on Local Government (1998) and DPLG (2001:2-3) agree that the Developmental Local Government is meant to present the following:

- Maximising social development and economic growth: much effort should be on social development of an area where basic services that meet the needs of the poor are provided.
- Integrating and coordination: direction and guidance should be provided to all stakeholders and agencies that play a role in the development of local communities.
- Democratising development: Municipalities should direct their support to community initiatives in a manner that benefits every community member.
- Leading and learning: Each municipal leadership should be able to strategise, develop visions and policies and gather together resources to meet basic needs of communities.
- Create jobs and advance the local economy, also contribute to enhancing sustainable local economic development.

On the other hand, Mulford (1986:72-73) identifies certain barriers to successful coordination and implementation of the IDP within the municipality. These
included pressures like self-interest, politicians attempting to seize greater control over the executive and the administration, monopolies and client representatives. The commitment of municipalities to deliver services is important. This commitment must involve community participation and consultation.

Public participation according to Venter and Landsberg (2007:172) refers to the direct involvement of citizens in seeking information about making decisions related to certain specified public issues. It is, therefore, crucial that councillors and administrators possess the character trait of being good listeners and encourage communities to participate in decision making in more ways than one. Participation of communities must not be about how many opted for which service, but also about what quality and development the service would bring to the community at large.

Within the developmental framework, Tshabalala and Lombard (2009:397) state that community participation is an essential aspect of democracy and it forms an important element of South African policies. In addition, public participation requires much needed attention by municipalities as enshrined in the Constitution. The White Paper on Local Government (1998) details a lot about Developmental Local Government that it has to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs to improve the quality of their lives. Also, the White Paper further mandates municipalities to involve communities in facilitating development through public and community participation.

Participation is not at all confined to be a formal organisation. It can be in different forms like meetings, Imbizo’s, workshops, summits and focus groups (Mafunisa and Xaba, 2008:456). When communities do not participate, it means that the IDP is not functional or properly implemented. Sampson and Lle (2010:129-130) indicate that public participation can be referred as far back as during the time of Plato’s Republic where Plato’s articulation of freedom of speech and representation formed the foundation upon which many democracies were established.
In defining participation by the public, Tshabalala and Lombard (2009:397) state that community participation is a means of empowering people by creating the space for communities to engage in developing their skills and abilities to negotiate their needs face-to-face. The possibility of this happening needs all stakeholders including politicians, government officials and community members to ensure that everyone is involved and his or her participation is meaningful.

Participation is active at ward level and that means communities are able to identify their development needs. Therefore, communities become the primary owners of the decisions about development. Friedman (2011:59) states that a society would only achieve its goal if the standard by which progress is measured is through the quality of participation and democracy.

It is through participation that communities address their needs. Also, communities learn and develop skills that would make them independent in the future. For instance, a number of schools in rural areas need to be reconstructed because of the material used when they were built. It is then important that government utilise some of the community members in building or renovating the schools. That not only helps the members financially, but they learn skills free of charge, which will be of benefit to them in the future. Also, government talks about alleviating poverty. This could be done in different ways and not only through waiting for social grants from the government. If community members stand up as individuals and learn to sustain the available resources by using the skills they develop, then poverty would be something of the past. Also, when community members participate in decision making, they provide constructive input on how things should be done.

To improve public participation in the IDP, Community-Based-Planning (CBP) should be undertaken. Goldman, Chimbuya and Muthala (2005:10) state that CBP aims to improve and meet the demands of communities. Communities therefore have to be actively involved in implementing and managing their individual planning and development.

Four objectives were identified by Goldman et al (2005:10) as follows
To improve the quality of IDP;
To improve the quality of services;
To improve community’s control over development;
To increase community action and reduce dependency

Goldman et al (2005:17) go further to state that, for the objectives of the CBP to be achieved, some of what the municipality has to do is to commit itself to supporting and empowering the planning process, and also support the wards to implement the plans thereafter. Also, councillors need to be trained to understand what role they have to play in the CBP. It is also the case with ward facilitators, one from each ward; they too need to be trained to facilitate ward planning. Lastly, meetings must be held by facilitators with ward committees, traditional leaders and other role players to explain their role.

On the other hand, the DPLG (2005:56) indicates that there are broad principles that have to be followed to guide the IDP in the transformation of municipalities. These principles are to ensure political accountability and continuity by transforming Local Government into a vehicle for development. Also, the socio-economic development is crucial and that would be possible if interaction and communication with communities is facilitated in terms of budgeting, spending and implementation.

1.3.2 Legislative Framework (Legislation which emphasises the involvement of the community in the IDP)

- Chapter 7 of the 1996 Constitution indicates that it is the duty of local government to “encourage the involvement of communities and community organisations in the matters of local government”.
- The White Paper on Local Government (1998), gives a new vision of local government as enshrined in the Constitution. It also puts the vision of a developmental local government which centres on working with local communities to find sustainable ways to meet their needs and improve the quality of their lives by delivering services.
Chapter 4, section 73-74 of the Municipal Structures Act 117 of 1998 suggests that local municipalities should have ward committees as one of the structures that promoted participation in Local Government.

Chapter 4 section 16(1) of the Municipal Systems Act 32 of 2000 requires municipalities to develop “a culture of municipal governance that complements formal representative government with a system of participatory governance”. It goes further to state that all municipalities (Metropolitan Councils, District Municipalities and Local Municipalities) are required to develop and produce an IDP which is the legislated plan and a principle planning instrument that guides and informed all planning and development in a municipality.

Promotion of Access to Information Act 2 of 2000 focuses at promoting participation and gives people the right to have access to any information which the government has in cases of protecting individual’s rights.

The Municipal Finance Management Act 56 of 2003 outlines the secure and sound sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government. This Act requires that each municipality has to align the IDP with its budget and engage communities for comments and inputs.

1.4 PROBLEM STATEMENT

Determining the capacity of municipalities and utilizing the IDP are both seen as challenges for South African municipalities. These challenges are also observed in the Amahlathi Local Municipality which too is faced with service delivery issues that are not addressed properly. In the foreword of the Amahlathi Municipality Integrated Development Plan (2012/17), the mayor indicates that the infrastructure backlogs are still a problem even though the Municipal Infrastructure Grant shows signs of best practices in its performance. What the author wants to find out is why there are still service delivery setbacks while the IDP as a developmental tool is in existence, and is being used as a service
delivery and developmental tool. For example, roads in some wards are in a horrible state of repair. In others, where the roads are constructed, they are not constructed properly and are not maintained by the municipality. There are also wards that still do not have running water. Another example is that of wards which have a population of 6,614 as stated in the Amahlathi Municipality Integrated Development Plan (2012/17:9), which have only two fully-functional clinics.

1.5 PURPOSE OF THE STUDY

The key research objective of the study is to assess and evaluate the extent to which the IDP is utilised in the Amahlathi Local Municipality, and also explore the strategies that would address the service delivery issues properly. This will include investigating how much knowledge communities have about the IDP, the extent to which service delivery issues are addressed and their levels of participation in the IDP process. On completion, the study will assist by informing the municipality about the problems and disputes it faces. Further to that, the study will assist the municipality identify key problems that need urgent and further consideration, study serves as a point of reference for other municipalities which are faced with similar challenges as well as other researchers who are interested in the IDP.

1.6 RESEARCH QUESTIONS

(a) What are the service delivery challenges faced by the Amahlathi Local Municipality?
(b) What are the causes of these service delivery problems?
(c) Is there any community and relevant stakeholder involvement in the planning, implementation and review of the IDP?
(d) How is the IDP used in the Amahlathi Local municipality?

1.7 RESEARCH OBJECTIVE

The key research objective of the study is to assess and evaluate the extent to which the IDP is used in Amahlathi local municipality. This included checking how
much knowledge communities have about the IDP and their level of participation in the IDP process. Also, another interest was to find reasons that lead to service delivery issues not being properly addressed.

1.8 METHODOLOGY

Silverman (2001:4) refers to methodology as “the choices made about cases to study, methods of gathering data, and forms of data analysis in planning and executing research study”. Brynard and Hanekom (1997:25-27) agree with Silverman when they state that methodology is a type of method used to collect data and processing thereof. Qualitative methods were used to gather information. Berg (1995:45) defines the qualitative method as that which looks at explaining ways and reasons of people’s actions. Berg goes on to state that the type of method provides ways through which a researcher could criticize particular policies. Furthermore, the researcher as Berg says would be able to discover problems that exist within the phenomena, and in a way open up types of processes, systems, procedures and relationships people had. Furthermore,, the researcher collected primary data from 2 wards through the use of questionnaires. Questionnaires were drawn and consist of 09-11 questions. These questionnaires were distributed to the target group, which was selected randomly from each ward. The target group therefore consists of 1 member of the ward committee from each ward, 1 member from each of the existing political parties in each ward, 2 community members from each of the wards, and 1 ward councillor from each ward. Executive Committee members include the following councillors: The Mayor, Councillor responsible for Service Delivery and Councillor responsible for Development and Planning. With regard to Municipal Officials, the Municipal Manager and the Strategic Plan Manager will also be part of the target group.

1.9 HYPOTHESIS

In defining hypothesis, Brynard and Hanekom (1997:19) state that it is something that is derived from the problem statement and gives a way-forward to the researcher on what to do for the research he or she is working on. The
hypothesis of the study is based on the assumption that the Amahlathi Local Municipality IDP is just a document on paper and does really not translate into reality.

(i) DELINEATION OR SCOPE

Amahlathi is situated in the Northern part of the Amathole District Municipality and covers the following Clusters: Tsomo, Cathcart, Kei-Road, Keiskammahoek and Stutterheim. Stutterheim and Cathcart are located along the N6 road with access to the rail and road network. Keiskammahoek and Tsomo are the agricultural hub with a majority of the population active within the agricultural sector. The Amahlathi Municipal area is comprised of 20 Wards and is characterised by a range of settlement patterns and associated land use, including formal urban areas, formal and informal settlement areas, and extensive, privately owned farmland (Amahlathi Municipality Integrated Development Plan, 2012/17:8).

It is important for the study to be conducted because of service delivery backlogs experienced by the country and the Amahlathi Local Municipality in particular. The Amahlathi Local Municipality is amongst the 57 municipalities in the country that have been identified as most vulnerable and which therefore need support for sustenance (COGTA, 2009:77). Even though the national government introduced the IDP in 2000 as a service delivery tool that will guide municipalities in the implementation, (Municipal Systems Act 32 of 2000) there are still service delivery backlogs identified in the municipality. The study therefore seeks to let the strategic plan drivers prioritise the utilisation of the IDP to ensure success in service delivery.

(ii) LIMITATIONS OR CHALLENGES

The inability to secure appointments with some municipal officials will pose a serious challenge and difficulty in getting responses, for example, getting clarity on financial accountability: Gildenhuys and Knipe (2009:297) state that financial
accountability involves public funds utilised for payment of services rendered or as grants or as subsidies. It therefore means that the government utilising the funds should account for the way in which the money has been utilised. Time will also come as a limitation because some of the respondents will not be able to stick to time.

1.11 ETHICAL CONSIDERATIONS

According to Cooper and Schindler (2003:121), the research should be designed in a way that prompts confidentiality. The names of respondents should be kept anonymous and respondents kept free from discrimination and intimidation. Also no physically or emotionally harm should be caused to anyone. Respondents will be informed about the contents of the study especially its objectives. Moreover, their identities will be kept a secret as they too will not be allowed to put their names in their recording sheets.

1.12 SIGNIFICANCE OF THE STUDY

It is important for the study to be conducted because of service delivery backlogs experienced by the country in general and the Amahlathi Local Municipality in particular. As stated in the Delineation or Scope of the study, the Amahlathi Local Municipality is among the 57 municipalities in the country that have been identified as most vulnerable and which therefore need support for sustenance (COGTA, 2009:77). Even though the national government introduced the IDP as a service delivery tool that will guide municipalities in their implementation, (Municipal Systems Act 32 of 2000), there were still service delivery problems identified in the municipality. The study therefore seeks to let the strategic plan drivers prioritise the utilisation of the IDP to ensure success in service delivery. Also, the study will benefit both municipal officials and communities in that it will improve and promote communication between municipal officials and the communities, and encourage public participation by citizens of the Amahlathi Local Municipality.
1.13 BRIEF OVERVIEW OF THE CHAPTERS

CHAPTER 1

This chapter provides a general framework to the research highlighting areas such as the background, rationale of the study, problem statement, research aims and objectives, methodology, literature review, hypothesis and the research outline.

CHAPTER 2

The chapter is purely about literature review conceptualizing the Integrated Development Plan, Developmental Local Government and Intergovernmental Relations. Theoretical, legislative framework, journals and other relevant information would be used as reference.

CHAPTER 3:

The chapter outlines the research methodology including the tools and techniques used to collect data.

CHAPTER 4

The chapter focuses on data analysis and data presentation.

CHAPTER 5

Based on the study, the chapter offers findings, draws the conclusion and provides recommendations.

1.14 CONCLUSION

This chapter looked briefly at the background of local government both in the apartheid era and when South Africa was transformed to a non-racial state. It has also been highlighted that the democratic state has to have its municipalities transformed to involve communities during planning. As stated earlier, there was no accountability and transparency by whites to black people and blacks did not have a right to access information.
However, the new local governments are still faced with a lot of challenges where communities continue to display anger about the quality and the slow-pace of delivery of services by municipal officials, despite the introduction of the IDP. Firstly, the involvement of communities is important because it promotes development. Secondly, there should be proper participating to ensure that the IDP is utilised. Without community participation, the utilisation of the IDP would be meaningless. Therefore, the IDP has to be utilised to ensure that there is a link between ward committees and communities.

In utilising the IDP, communities gain knowledge and skills which they were lacking before. They are made aware of what to expect from government and at which stage. Communities also become partners with the government in roles and responsibilities that they were supposed to play on development. Through participation on utilisation of IDP, members of the community are able to intervene across all levels.

The next chapter will deal with the literature review and the following terms would be discussed at length: Integrated Development Plan and Developmental Local Government.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter reviews literature based on the Integrated Development Plan as a Developmental tool in the South African Local Governments. According to
Nkantini (2005:26), a literature review is a critical assessment of what has been done in the past in a given discipline, focusing on the route of modification and alterations. De Vos, Strydom, Fouche, and Fouche (2005:123) added by stating that a literature review is aimed at laying the basis of the meaning of what writers have shown interest in.

The discussion in this chapter includes the background on how Local Governments operated before and after 1994. In the course of the study there will be two phases, one of these deals with the theory of development and the other phase deals with the theory of the Integrated Development Plan as a developmental tool in Local Government. Adding to the discussion is the importance of planning, public participation in Local Government and how the Inter-Governmental Relations crystallises the importance of the Integrated Development Plan.

2.2 SOUTH AFRICA AND THE DEVELOPMENTAL LOCAL GOVERNMENT

Developmental local government according to the local government White Paper (RSA, 1998) means local governments committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve quality of lives. The White Paper further states that the developmental local government has to play a central role in representing the communities, protecting human rights and meeting the community’s basic needs. In addition, the White Paper indicates that development must focus its efforts and resources on improving the quality of life of communities, especially those members of groups within communities that are most often marginalised or excluded, such as women, disabled people and the very poor. Therefore, the White Paper sets out an idea and guidelines on how local government should work.

2.2.1 The significance of Local Government in South Africa

Local Government is a sphere of government that plays a significant role in the development of the municipalities in the country. Heymans and Totemeyer as cited in Bekker (1996:16) define democratic local government as ‘a decentralised
representative institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state’. This, therefore, means that local government is the representative of government in communities, through links between local authorities and other levels within the sphere. Besides, it has to build a structure where democracy reflected its meaning that of meeting the needs of communities.

Furthermore, Gildenhuys and Knipe (2009:172) are of the idea that local government involves direct participation and the will of the people. Direct participation has to do with political empowerment of all citizens in a manner that allows citizens to articulate their needs directly to political representatives and public officials.

Local government, according to the White Paper on Local Government (1998), has a critical role to play in rebuilding local communities and environments as the centre for a democratic and non-racial society. This rebuilding promotes public participation on matters that affect their communities. The White Paper went further to state that local government has to promote the Bill of Rights, which is a reflection of the nation’s values on human dignity, equality and freedom as enshrined in the Constitution.

Section 151 of the 1996 Constitution provides for the establishment of municipalities in their giving legislative authority to municipal councils. Municipalities are instructed to govern the local government matters within their communities. Furthermore, section 152 (1) of the Constitution mandates local government to:

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

Section 153 of the 1996 Constitution (RSA Constitution, 1996) gives developmental duties to municipalities and mandates the municipalities “to structure and manage their administration, budgeting and planning processes to give priority to the basic needs of the community and also to promote the social and economic development of the community”. Similarly, municipalities have a duty to participate in national and provincial development programmes.

Section 154 of the Constitution deals with cooperative governance where both the provincial and national governments must support and strengthen the capacity of municipalities to manage their affairs, to exercise their powers and perform their functions.

At the same time, the Institute for Democracy in South Africa (IDASA) (2005:1) states that the Constitution of South Africa indicates that different levels of government are responsible for particular functions and these functions are reflected in schedules 4B and 5B in the Constitution. Local governments are given functions and powers in two delegations. These allocations are, assignment where a function is given to all the governments or specific municipalities in the country, and delegations where the responsibility to provide a particular function is transferred to local governments, but authority over that function is still held by a different level of government, for example, national and provincial government.

As stated in IDASA (2005:2) the specific responsibilities of local government include firstly large scale functions, such as planning and promotion of the IDP and the second responsibility is service delivery. That means local government, as the sphere of government that is closer to the people, has to respond to community needs through the involvement of citizens during the process of planning and service delivery.
2.2.2 South African Local Government before 1994

Reddy (1999:201) describes South Africa as a country that consists of diverse cultural and political groups, with a need for effective and efficient decentralised democratic local government as a tool for development, integration and public participation. De Visser (2009:8) notes that before 1994 there was no single and uniform system of local government that existed in the country; instead local government as stated in the Local Government Green Paper (1997) operated in an environment that had an influx of political pressures and increasing demands by communities.

These pressures were influenced by the previous government’s undemocratic principles of apartheid, oppression, and the local struggles against these apartheid policies, which fostered illegitimacy, inefficiency, and fragmentation. This created a dysfunctional relationship with the government, which later had an impact on municipal policies. As development was not prioritised, this system led into developmental projects failing and was not sustainable because they were based on apartheid policies that did not speak to the community they were supposed to be serving.

The Green Paper went on to state that apartheid promoted the entrenchment and segregation of black residents in urban townships and Bantustans. In homeland areas powers of land allocation and development matters of communities were given to traditional leaders. It can be argued that communities were affected negatively because the top-down approach that was used did not make provisions to improve socio-economic conditions.

De Visser (2009:9) specifies that the predicament stated above led to a situation where authorities operating in Coloured, Indian and African communities were unable to provide and deliver sustainable municipal services and infrastructure required, hence the need to transform municipalities in 1994. The aim of transformation was to make local government more accountable in service delivery.
On the other hand De Visser (2009:9) indicates that in the early 1990s negotiations regarding local government had already begun between the apartheid government and the liberation movements, where a foundation for local government transformation was produced. This then paved the way for the country’s 1993 Interim Constitution so as to integrate racially divided and disparate local government structures into transitional authorities (Steytle, 2006:187). The final Constitution of 1996 contained a definitive statement on local government. This statement established local government as a sphere of government.

2.2.3 South African Local Government as at 1994

Section 152 of the 1996 Constitution advanced local government as a critical development agent by listing the constitutional objects and developmental duties of local government which promoted democracy, service delivery, development, community participation, poverty alleviation, intergovernmental relations and improving socio-economic conditions of communities.

Furthermore, it is stated in the Local Government Leadership Academy (LOGOLA) (2004:11) that the democratic government’s response to apartheid was the launch of the Reconstruction and Development Programme (RDP). According to Reddy (1996:103) local government is of critical importance to the Reconstruction and Development Programme as it is the level of representative democracy closest to the people. The RDP is defined by the RDP White Paper (1994) as an integrated, coherent socio-economic policy framework which aims to mobilise all the citizens and the country resources towards the final eradication of the results of apartheid and the building of a democratic, non-racial and non-sexist future.

Bekker (1996:11-12) highlights that South Africa’s approach to local government is different to other countries, in that it was occasionally seen as a fully
democratic expression of the preferences of the local citizens, which meant these country’s policies were not representative of the majority of the local populace.

Since 1994 local government has gone through stages of transformation (LOGOLA, 2004:15). These stages include the pre-interim phase in 1994 and 1995, the transitional phase from November 1995 to December 2000, and the final stage that started with the elections on the 5 December 2000. The final stage of local government transformation was the re-demarcation of local government to ensure that a particular municipality administers every piece of vacant land. This phase of transformation also determined the type of municipality application through category such as A, B, or C. As stated in the local government Municipal Structures Act 117 of 1998, a category A municipality is a metropolitan municipality. When a municipality falls into a B category, it is termed a local municipality, and a district municipality falls in category C.


In addition, the Municipal Structures Act 117 of 1998 and the Municipal Finance Management Act 56 of 2003 required a major shift to service delivery by introducing a new approach of management and leadership, giving direction to municipalities on what is expected of them in service delivery, as well as being accountable to their spending. Similarly, the Municipal Systems Act 32 of 2000 gives a detailed definition of Developmental Local Government where it highlights
the developmental vision of municipalities so as to meet the objectives which will help to create a better life for all.

2.2.4. DEFINING KEY CONCEPTS OF THE STUDY

The key concepts of the study are identified below.

2.2.4.1 Integrated Development Plan

The Integrated Development Plan (IDP) guide pack 1 (2001:5), which is an initiation of the national government, defines the IDP as the key instrument and a service delivery tool which municipalities can adopt to provide vision, leadership and direction for all those that have a role to play in the development of a municipal area. It goes on to state that the planning aims at integrating strategies in order to support the optimal allocation of scarce resources between sectors and geographic areas and across the populations in a more sustainable way.

The Department of Local Government (DPLG) handbook (2000:33) outlines that the IDP is a five-year plan that ensures effective and efficient use of municipality’s scarce resources, target priorities by helping the most impoverished areas, attracts engagements from other levels of government and strengthens participation by communities.

Simply put, the IDP should function as a plan for a specific area that gives the overall framework for development. Its purpose is to co-ordinate the work of local government, including the provincial and national government, to improve the quality of life for all the people living in that area. The current conditions and challenges together with available resources have to be considered by the IDP. As stated earlier, the IDP has to look at the socio-economic development of a specific area, it then has to accommodate what infrastructure services are required and what strategy would best implement that.

Furthermore, an IDP has been introduced to provide a framework for the developmental role of local government. The central aims of the IDP are to
provide a holistic, integrated and participatory strategic plan guiding the work of the municipality (IDP Guide Pack 1, 2001).

### 2.2.4.2 Developmental Local Government

The White Paper on Local Government (1998) has been established to guide municipalities on the Developmental Local Government. As stated in the White Paper on Local Government (1998), “Developmental Local Government is a 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”. Van der Waldt, Venter, van der Waldt, Phutiage, Khalo, van Niekerk and Nealer (2007:19) support the White Paper and describe a developmental local government as one that improves the living conditions of South Africans by finding sustainable ways to meet the material, economic and social needs of all the communities. The DPLG (2000:21) states that the IDP is a developmental tool that supports municipalities in their development. Therefore, as stated in the White Paper on Local Government (1998), Developmental Local Government has to be committed into improving the lives of communities especially citizens which are most vulnerable such as women, the disabled and the impoverished. Besides, Developmental Local Government could be described as being devoted to work with citizens in a form of integration and participation by communities so as to find sustainable ways to improve daily lives of citizens.

### 2.2.4.3 Public Participation

Community Participation is an essential element of Local Government because it can empower communities in community development ensuring that their needs are addressed. The White Paper on Local Government (1998) mandates municipalities to involve communities in development, as community involvement is directed by government to improve service delivery. De Visser (2009: 18) adds by stating that the involvement of communities in municipal affairs is not only a key objective of local government, but also one of the main reasons that the
South African democratic government chose the Developmental Local Government. Municipalities according to de Visser (2009) have a responsibility to involve communities in the drafting of their IDPs, budget and decisions regarding services that take place in communities.

2.2.5 LOCATING THE IDP WITHIN A DEVELOPMENTAL LOCAL GOVERNMENT- THE LEGISLATIVE FRAMEWORK

The following serves as key and specific legislation that requires compliance by municipalities.

2.2.5.1 The Constitution of South Africa of 1996

The South African Constitution of 1996 is a supreme law of the country which then gives direction to administrative and political processes of the country. With reference to Local Government, section 151(3) municipalities have the right to govern taking into consideration its own initiative, the Local Government affairs of its community and these in line with national and provincial legislation. In addition, section 152 of the Constitution states that the goals of Local Government are to “provide democratic and accountable government for local communities” and to “encourage the involvement of communities and community organisations in the matters of local government”.

The Constitution further establishes three categories of municipalities which are Category A: a municipality that has exclusive and legislative authority in its area; Category B: a municipality that shares municipal executive and legislative authority in its area with a third category of municipality, Category C, which refers to the municipalities that have executive and legislative authority in more than one municipality.

Furthermore, sections 152(c) and 153(a) mandate Local Government to promote social and economic development and that it must structure and manage its administration, and budgeting and planning process to give priority to the basic
needs of the community, to promote the social and economic development of the community.

2.2.5.2 The White Paper on Local Government 1998

The White Paper on Local Government was issued in 1998 as a government policy document. According to Boraine (1996:5) the White Paper spells out a vision for a new system that would move beyond the transition phase and focus on transformation. The process of drafting a White Paper was seen by Reddy (1999: 209) as the new Developmental Local Government system that is committed to working with citizens, groups and communities to create sustainable human settlements that provide a decent quality of life and meets the social, economic and material needs of communities in a holistic way.

Craythorne (2009:13) states that the White Paper has various themes and that Developmental Local Government is one of them. The concepts of the Bill of Rights are also emphasised in the White Paper. It is said to promote the working together of Local Government with local communities to find sustainable ways to meet their needs and improve the quality of their lives.

IDASA (2006: 16-17) declares that in order for a vision to be realised, municipalities have to be encouraged to build local democracy by developing strategies and mechanisms to continually engage with citizens, business and community based organisations. The White Paper also has to equip municipalities to develop structures that would ensure meaningful participation and interaction with the councillors. Furthermore, it gives a general outline on the system of ward committees, their function and channels of communication.

The Local Government White Paper (1998) identifies four interrelated characteristics of developmental local government which includes:
• Maximising social development and economic growth: much effort should be placed on the social development of an area where basic services that meet the needs of the poor are provided.
• Integrating and coordination: direction and guidance should be provided to all stakeholders and agencies that play a role in the development of local communities.
• Democratising development: Municipalities should direct their support to community initiatives in a manner that benefits every community member
• Leading and learning: Each municipal leadership should be able to strategise, develop visions and policies and gather resources to meet the basic needs of communities.

2.2.5.3 The Municipal Structures Act 117 of 1998

The Municipal Structures Act legalises the political and institutional arrangements for local governments. It also requires a municipality to strive with its capacity to achieve the objectives set out in section 152 of the Constitution which is to develop mechanisms to consult with community and community organisations in the performance of its functions and exercising its powers.

In addition, sections 73-78 of chapter 4 of the Structures Act requires that a municipality establish ward committees, with the objective of “enhancing participatory democracy in the local government”. These ward committees will serve as a link between councillors and the municipal administration. Moreover, the Structures Act obligates the municipality to make rules regulating the procedure to elect members of the ward committees as a way of promoting public participation, including their powers and their functions.

2.2.5.4 The Municipal Systems Act 32 of 2000

The Municipal Systems Act, no 32 of 2000 permits municipalities to develop and produce an IDP which is the legislated and strategic planning instrument that guides and informs all planning and development in a municipality. This
integrated planning tool guides the municipality in the improvement of socio-economic conditions and public participation of communities in the process of preparation, implementing and review of the IDP. This act further promotes cooperative governance so as to strengthen and meet the objectives of the Developmental Local Government.

2.2.5.5 The Municipal Finance Management Act 56 of 2003

The Municipal Finance Management Act no 56 of 2000 outlines the environment required for the secure and sound management of the financial affairs of municipalities and other institutions in the local sphere of government. This means that municipalities must be transparent and be held accountable for their spending.

2.2.6. THE IMPORTANCE OF DEVELOPMENT IN LOCAL GOVERNMENT

Municipalities in South Africa are required to be developmental so as to improve the living conditions of communities. Municipalities are required to:

- “structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and
- Participate in national and provincial development programmes” (Section 153 of the Constitution).

Craythorne (2009:138) agrees with the above statement when saying that the Constitution requires local government to promote social and economic development and to structure and manage its administration, budgeting and planning process. These would assist in prioritising the basic needs of the community. Besides, the Constitution also mandates local government to promote the social and economic development of the community by its participation in national and provincial development programmes.
According to Valeta and Walton (2008: 373) local government in South Africa is established specifically for developmental duties that had to be undertaken by municipalities towards managing their administrations, budgeting and planning process. This management would then promote and prioritise the mandate of taking services to communities, and promote social economic development and participation by communities in the developmental programmes. This development should thus transform the way services are taken to the people by introducing policies and other systems to improve socio-economic conditions in communities.

In addition, Meyer, Theron and Van Rooyen (Babooa, 2008:52) say that development is a process by which people in the community increase both institution and personal capacities for effective and sustainable management of available resources for improving the general well-being of inhabitants. Babooa (2008:52) agrees with Meiring (2001:28) when stating that the building blocks for Developmental Local Government include community development in terms of poverty alleviation, democracy, governance, environment, economic growth, participation and vulnerable groups. Furthermore, development is not only aimed at economic development but includes the cultural and spiritual enrichment of individuals. Meiring goes further to state that development should become part of community life, so as to promote political, social, physical and economic environments.

The Developmental Local Government is explained in the Local Government White Paper (1998) where it is says that “Developmental Local Government is 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”. This therefore means that development must involve communities if it is to strengthen ties between communities and municipalities. Development must be about influencing communities to participate in policy making in a way that identifies their needs. Resources then have to be supplied and this provision has to engage communities to participate in the utilisation of the resources. By doing that,
communities are given a sense of belonging and are able to account on every development strategy that government brings along. At the same time, what is vital is to prioritise communities that have been the most disadvantaged in the past in terms of getting the basic services like water, sanitation, primary health care, shelter, electricity, access to roads, social welfare services and so forth. Therefore, Developmental Local Government, (RSA, 1998) should possess the following four interrelated characteristics:

- Maximising social development and economic growth;
- Integration and coordination;
- Democratising development; and
- Leading and learning.

Valeta and Walton (2008: 374) state that the mandate of development is further outlined in the Municipal Systems Act 117 of 1998, which provides that the fundamental agreement in our country is “a vision of democratic and developmental local government in which municipalities fulfil their constitutional obligations to ensure sustainable effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives”. In other words, it is through a government that is close to the people, that lives of the people can be improved. It is also through government involving communities in developmental projects and decision making where the needs of communities can be recognised. It is again through government ensuring that municipalities are the real voice of the people and the promotion of human rights where service delivery can be accelerated.

Additionally, development does not only involve the conception of having a philosophy of sustainable development, but it addresses the different issues that lead to underdevelopment in communities. These issues include poverty, oppression, unemployment and inequality. It is thus important that when
developing communities, government does not build a nation that cannot sustain itself, but has skilled individuals in communities that would be able to teach individuals be able to sustain themselves and not wait on government. For example, communities are provided with basic services like water, electricity and sanitation. It is important that government continues to recruit community members to be part of the projects so as to acquire skills that would be of use to the community while also being able to pass on these skills.

There are a number of means to assist community development. These include giving support services to communities, improving participation, and supporting local groups. The introduction of the Municipal Systems Act 32 of 2000 introduced the concept of the Integrated Development Plan (IDP) which focuses on the importance of the development needs of communities.

As stated in the DPLG (2000:3) a municipality is confirmed developmental if it is able to deliver the following:

- “Provision of household infrastructure and services. This includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity; and
- Creation of liveable, integrated cities, towns and rural areas”.

Craythorne (2009: 140) adds that there are about ten ways for the development processes which include awareness, education and training, community development, networking, leadership, management, projects, growth, allocating and distribution of resources and monitoring and maintenance. Craythorne (2009:145) further states that the national government has a number of developmental funding programmes that government introduced to municipalities which included the following: funding for Local Government Infrastructure Grant for determining land development objectives, settlement planning grant, land acquisition for municipal commonages and project consolidate, which according to Craythorne, centres around the deployment of service delivery facilitators.
2.2.6.1 GOOD GOVERNANCE AND DEVELOPMENT

For development to be sustained, the principles of good governance should be borne in mind. Good governance is one of the cornerstones, both a component and a key developmental concept in a democratic country. Gildenhuys and Knipe (2009:91) see governance as good when government attains its ultimate goal or objective to improve the lives of citizens. In the case of development, Gildenhuys and Knipe (2009:124) state that organisational development aims at improving the performance of the bureaucracy through planned actions to improve structures and functioning of the public sector. That according to Gildenhuys and Knipe underlies democratic and humanistic values.

Furthermore, Gildenhuys and Knipe (2009:111) identify political, social and economic as the three principles of good governance and includes transparency, accountability, efficiency and effectiveness, and participation as some of the major characteristics of good governance. In taking participation as an example, the White Paper on Local Government (1998) mandates municipalities to involve communities in development, as public participation is directed by government to improve service delivery.

Gildenhuys and Knipe (2000:130) further state that transformation in the Developmental Local Government includes the launch of principles aimed at improving customer services that government institutions offer, and to hold the various levels of government accountable for the quality of services rendered to the population. However, as mentioned by Gildenhuys (1997:140), the eight Batho Pele principles should be the standards by which government employees commit themselves to quality service to the people of the country. The phrase ‘Batho Pele’ is a Sesotho word meaning ‘People First’. These principles are formulated with the aim of bringing about change in all spheres of government systems, procedures, behaviour and attitudes of public servants so that the citizens of the country could benefit from the basic services they are entitled to.
The principles are a means to engage public servants in continuous improvement of service delivery in which they put citizens’ needs before their individual ones, by specifying key things that can immediately improve the quality of services rendered to customers. In addition, these principles also mean to hold government officials accountable for the quality of service delivery. According to the White Paper on Transformation of the Public Service (WPTPS) (1997), participation is perceived as a cornerstone of good governance because of the mandate by the White Paper which states that all the vulnerable, previously disadvantaged have to be involved in decision-making processes. Their direct participation promotes transparency and access to developmental projects of the government. According to Gildenhuys and Knipe (2009:112), direct participation is about political empowerment of all citizens in a manner where they are allowed to voice out their needs directly to political representatives and government officials. On the other hand lack of transparency, non-accountability and corruption hamper development.

2.2.6.2 ENVIRONMENT AND THE DEVELOPMENTAL LOCAL GOVERNMENT

The development of local communities should address the environmental needs of the people. According to Reddy (1996:303), when planning for development, the mandate of the impact of investment on the environments has to be considered. Meiring (2001: 27) adds that any change in the environment has to meet the requirements of improvement of communities, hence government policies need to aim at eliminating poverty and other social problems by providing basic needs to communities. Meiring (2001), states that as the environment is dynamic, developmental policies have to on a continuous basis adapt to those environmental changes.

For Fox, Schwella and Wissink (1991:18-20) the environment incorporates the political, economic, socio-cultural and technological environment. These types of environments, according to Fox et al. (1991) have an influence on how the organisation is managed. For example, when officials are tasked to develop
communities, they have to understand the political environment of that particular community. That includes the structures, such as political parties and interest groups of that community. It is the case even with the economic environment.

According to Fox et al (1991:18), the economic environment of a particular community determines the level of development required in a community. The areas of economic environment included poverty, unemployment, jobs, resources such as land, water, roads, clinics, businesses amongst others. At the same time the socio-cultural environment also has to be taken into consideration. The population, beliefs, values and customs of communities determine the areas of development they call from the government.

2.2.6.3 COMMUNICATION AND THE DEVELOPMENTAL LOCAL GOVERNMENT

Communication of information is also important in Developmental Local Government. This is because communication is what is utilised the most when planning for development in a democratic country. This communication as earlier stated involves public participation where the views of communities are listened to so as to develop the developmental tool for municipalities. Section 18 of the Municipal Systems Act 32 of 2000 states that:

(1) A municipality must communicate to its community information concerning municipal governance, management and development.

The term communication means that the government is committed to consult with the citizens of the country on the intended service delivery matters. Where necessary, government would involve solving problems in a collaborative manner. As stated by Gildenhuys (2000:3), communication has to take place in different ways depending on the type of information that needs to be communicated. Meetings, questionnaires, suggestion boxes, telephones, surveys, community forums, road shows, focus groups, discussions, Imbizo’s, as well as reporting back to customers constitute forms of communication that is
required for service delivery. Therefore, citizens have to be consulted about the quality and quantity of services that are to be rendered to them because the issues they raise can contribute towards decision-making, as well as choices that could be made in the case of possible alternatives.

Gildenhuyys and Knipe (2000:131) explicitly state that constant consultation and communication must be effected in all spheres of government where citizens have to be informed about both existing and new basic services that the government is offering to citizens. Furthermore, communication and consultation has to be done in an intelligent manner to avoid deceptive expectations by people (Gildenhuyys and Knipe, 2000). Procedures and methods of communication must suit the specific community and must cover all issues that affect residents, citizens and employees.

**2.2.6.4 DEMOCRACY AND DEVELOPMENTAL LOCAL GOVERNMENT**

Gildenhuyys and Knipe (2009:148) refer to democracy as the registered voters of that country because the power to rule is vested in them. Bekker (1996:17) agrees with Gildenhuyys and Knipe (2009) that democracy at local government is concerned with the political system supported by citizen participation, consultation and leaders giving guidance to local communities. However, Bekker (1996) has contradictory views on the relationship between local government and democracy. These views describe local government as a government with the tradition of being in total opposition to the elected democratic principle. Further, it is argued that the principles of democracy cannot accommodate the traditional claims of local government and it has been noted that democracy and local government are not necessarily related, because as Hill (Bekker, 1996:18) maintains, liberty is strongly defended, taxpayers must be allowed a voice in government and be informed and consulted and people must be free to manage their own local interests.

Besides, Reddy (1996:4) states that local government democracy includes consultation, participation, competition, freedom of expression and equality. On the other hand, Bekker (1996:21-22) indicates that these machineries mentioned
before need to be practised in a democratic country, conditions in a true democracy have to include a situation of responsible giving and taking. Bekker also points out that tolerance of minority views is important and opportunities given for anyone to participate in a discussion provided if a country is to be termed democratic. Lastly, it is also important that the individual rights and freedom of speech as stated in the Constitution be respected (Bekker, 1996).

Craythorne (1990:75-76) maintains that democracy in local government should mean caring and working for development of citizens and involve citizens in participating in matters of developing their communities. This according to Bekker (1996:56) will continue a self-governing country which is the main purpose of democracy.

2.2.6.5 INTERGOVERNMENTAL RELATIONS AND THE DEVELOPMENTAL LOCAL GOVERNMENT

The White Paper on Local Government (1998) states that one of the purposes of Intergovernmental relations is to ensure a smooth flow of information within government, and between government and communities with a view to enhancing the implementation of policy and programmes. These programmes, however, are developmental programmes, such as the IDP. In addition, section 40 of the Constitution established three spheres of government, which are interrelated and interdependent from each other. This therefore means that the three spheres have to co-operate with each other and implement legislation to ensure development in government and communities.

In addition, Craythorne (2009:14) believes that all the spheres of government have to abide by section 152 and 153 of the Constitution which states that they have to comply with the objects of the Developmental Local Government within the co-operative government. Furthermore, all these spheres have to provide accountable, effective and transparent government for the development of the country. In all, the Intergovernmental Relations coordinate development in municipalities where the activities on service delivery progress are presented and
are a platform within which the challenges encountered in municipalities and lessons learnt can be used to transform other municipalities.

2.2.7 IMPORTANCE OF PLANNING IN LOCAL GOVERNMENT

Bekker (1996:133) states that anyone involved in planning wants to achieve something. It is, according to Bekker (1996) a way of translating a policy into programmes for actioning. Van Rooyen (2001:70) in addition states that the customary local government planning practices that were seen as important during apartheid years are now replaced by modern planning techniques to enable local government officials to respond effectively to changes in the municipal environment. This new type of planning is the Integrated Development Planning in the South African Local Government.

As stated in the Municipal Systems Act 32 of 2000, it is mandatory that municipalities possess the IDP because it serves as a collective vision of development that is imagined by municipalities.

However, meaningful planning according to Bekker (1996:133) is accomplished through co-operation between two parties, which in the case of local government is between municipalities and communities, and involvement of communities.

Based on the above, developmental planning according to Reddy (1996:168) is important as it includes the sustainability of development initiatives only when communities participate in projects and developmental programmes that are structured to improve the quality of their lives.

2.2.8 THE IDP PROCESS PLAN FOR CONSULTATION AND PUBLIC PARTICIPATION

A process plan is defined as a detailed statement outlining all the processes that the municipality incorporates to complete its IDP and budget cycle. It ensures proper management and coordination in the planning process. As stated earlier, it has scheduled events detailing all activities involved in the drafting and completion of the IDP (DPLG, 2000).
Drafting an IDP requires a planning process and the involvement of internal and external municipal stakeholders. The Municipal Systems Act 32 of 2000 states that at the beginning of each financial year a process plan has to be developed that guides the IDP budget review process. The IDP framework, which has a process plan, has to be submitted to council for approval. The process plan is a tool for each municipality to manage the IDP on a day to day processes as it has timelines that clearly indicate when the review activities are going to be undertaken, by whom and where. It has to be designed in a manner where it is simple and transparent.

However, in terms of section 28 (1) of the Municipal Systems Act 32 of 2000, each municipal council must adopt a process set out in writing to guide the planning, drafting, adoption and review of its IDP. Further to that, section 28 (2) provides that municipalities must through appropriate mechanisms, processes and procedures established, in terms of section 4, consult the local community before adopting the process.

According to DPLG (2000), the process plan has to include the following:

- A programme specifying the time frames for the different planning steps;
- Institutional structures, roles and functions to link the IDP with the budget;
- Processes for consultation of communities, government sector departments and other role players in the planning of the IDP; and
- Monitoring of the process.

### 2.2.9 COMMUNITY-BASED-PLANNING (CBP)

Community – Based – Planning (CBP) according to Goldman, Chimbuya and Muthala (2005:4) is a specific form of ward planning which involves everyone in the ward. It is designed to promote public participation and promote a community-centred IDP. CBP is a mini IDP as it enables the local community to be actively involved in the affairs of the local municipality for the purpose of benefiting in service delivery.
Section 152(1)(e) of the Constitution and Chapter 4 of the Municipal Systems Act 32 of 2000, state that one of the objectives of local government is to encourage the involvement of communities and community organisations in the development of their localities. The municipality therefore has to foster participation in its Integrated Development process and has to enable participation through capacity building in the community and among staff and councillors.

Goldman et al (2005:10) state that CBP aims to improve public participation in the IDP and thereby meet the demands of communities. Communities therefore have to be actively involved in the implementation and management of its individual planning and development.

Four objectives have been identified by Goldman et al (2005:10):

- To improve the quality of the IDP;
- To improve the quality of services;
- To improve the community’s control over development; and
- To increase the community’s action and reduce dependency.

Goldman et al (2005:17) further state that for the objectives to be achieved, some of what the municipality has to do is commit itself to supporting and empowering the planning process, and thereafter support the wards to implement. Also, councillors needed to be trained so as to understand what role they have to play in CBP. Likewise, the ward facilitator (one from each ward) also needs to be trained to facilitate ward planning. Lastly, meetings are to be held by facilitators with ward committees, traditional leaders and other role players to explain their role.

The service delivery protests that have engulfed the country are clear manifestation of a lack of collective ownership of the priority needs for development. The Handbook for Municipal Councillors (2006:16) cites different reasons why community based planning is promoted, namely;
To improve the quality of plans;
To identify community needs and generate mutual understanding between stakeholders;
To promote consultation to ensure collective ownership of local development needs;
To improve the quality of services in a way where all relevant priorities of all social groups are targeted; and
To improve the community’s control over development.

2.2.9.1 Principles of Community Based Plan

Community based planning is an approach which forms an integral component of a Developmental Local Government. In terms of the White Paper on Local Government (RSA, 1998), the central mandate of a Developmental Local Government is to develop service delivery capacity to meet the basic needs of the community. CBP is therefore used as a champion and a vehicle to enhance the quality of life of citizens, and increase their social and economic opportunities by promoting health and safety. In order to realise this, the delivery of services must be underpinned by the following: accessibility of services; affordability of services; quality of products and services, accountability for services and sustainability of services.

Sustainable livelihoods call upon local municipality to adhere to the Principles of the Community-Based Planning, which according to Goldman et al. (2005:10) and Handbook for Municipal Councillors, (2006: 24), entails the following:

- All groups within the community, including the disadvantaged, are to participate in the planning process;
- Planning has to be of the ward and supported by the ward committee;
- Planning has to be continuous and part of the long term process. It should include implementation, monitoring and annual evaluation and reviews.
- The plan has to focus on the community of a specific ward;
- The plan should build the capacity within the community to understand the situation, plan how to improve it and thereafter implement it;
- CBP has to build on strengths and opportunities in the area and not problems;
- Plans must cover all aspects of people’s lives;
- Planning should promote mutual accountability between community officials;
- Councillors and officials should be committed to the planning and implementation of the plan.
- The ward facilitator should lead in implementing the plan.
- Planning should be part of an ongoing process;
- Planning must be linked to ward committees;
- Planning must be people focused and empowering; and
- Planning must be holistic.

2.2.9.2 The Relationship between CBP and IDP

There is a close relationship between a Community Based Planning and the IDP. CBP is a ward based planning that breaks down IDP to reflect the needs of the wards so that the plans are relevant to local conditions. The IDP is a five year strategic plan of the municipality that responds to the needs of the community, and is reviewed annually in consultation with communities and stakeholders. Public participation forms an integral component in the drafting of both the CBP and the IDP. CBP, as an approach to service delivery, triggers community responses to IDP. The latter addresses inequalities between the rich and the poor, high unemployment rate, and inadequate housing.

2.2.9.3 Involvement and Role of Stakeholders in the Development of CBP

According to the Municipal Systems Act 32 of 2000, municipalities are expected to organise and manage their administration, and to adopt budgeting and planning strategies that give priority to the basic needs of citizens and promote
their socio-economic development. This is accomplished through following strict financial procedures. Ward Committees, which are constitutional structures established in terms of the Local Government Municipal Structures Act 117 of 1998, are expected to execute local government’s obligations in an unbiased manner. The role of a ward committee is to enhance participatory democracy in local government through the IDP process and municipality’s budgetary process. CBP provides Ward Committees with systematic planning and implementation processes to perform their roles and responsibilities through a ward plan.

Other stakeholders who play a pivotal role in CBP according to the Handbook for Municipal Councillors (2006: 87-91) include amongst others:

- Community members who are indispensable in the planning process;
- Facilitators (ward, municipal) whose role is to assist in the mobilisation of communities, facilitate community planning process, and document ward plans;
- Service providers (Non-Governmental Organisation (NGO), government, private sector, parastatals) which provide skills and expertise that the community may not have;
- Politicians and community leaders, councillors, traditional authorities, whose commitment to the process is vital, as they ensure follow-up and implementation of the plans. Although the role of traditional leaders is not clearly defined, they must serve as agents of change and an important entry point in the community as they command respect in the community and are able to engage and influence people; and
- Officials of the municipality.

2.2.9.4 Process map in the development of CBP

In crafting the ward based plans, community based plans employ the following processes until the plans reach finality namely;
• Preparation phase wherein a platform is established for community participation.
• Gathering and planning information which involves collating the needs of the community and assessing the available resources. This is administered through a checklist so that needs are prioritised according to their urgency and long term importance.
• Consolidating planning information. This involves a thorough analysis and consolidation of information collected in the preceding phase.
• Planning the future where the community crafts the vision statement as to where they intend to be in the foreseeable future.
• Preparing implementation. This entails development of priority needs that must be reflected in the IDP.
• Monitoring and implementation.

(Handbook for Municipal Councillors, 2006: 87-91)

2.2.9.4.1The Planning Process:

According to Goldman et al (2005:12), the planning process has to take at least six days of consultation with communities in a particular ward, whilst the crafting of the plan needs to take two to three days after the visit to the communities. The process has to be led by trained facilitators from the ward committee as well as the councillor and municipal facilitator. The plan has to be developed according to the needs of the people of that specific ward. Facilitators have to use a structured planning process in a participatory manner so as to help communities understand the situation, agree on their priorities and plan how these priorities can be addressed. The six days, include working with communities for the following:

• 2 days on analysing the situation in the community;
• 1 day on gathering information and deciding on priorities that the community wants;
• 2 days on planning how to achieve these priorities; and
• 1 day on implementation or what the community and the municipality needed to do to achieve that.

To add more on this, Goldman et al (2005:12) go on to state that there are participatory tools that have to be used with different groups so as to understand the differences within the community, to identify and prioritise the desired outcomes and thereafter plan how to address them. The group would sometimes comprise of:

• About 100-200 people who would be representing the ward to launch the planning, and agreed-on priorities for the ward;

• A mixed group of 15-25 people to analyse services and write up the history of the ward;

• A social group of 10-15 people with similar access to resources like a group of unemployed, business, farmers, single mothers with children and so forth, so as to see the resources and vulnerabilities of different groups in the community Goldman et al (2005:12).

2.2.9.4.2 Implementing the Plan

According to Goldman et al (2005:12) funds have to be devolved for each ward that has produced its plan so as to implement activities suggested in the ward plan. This type of funding is called discretionary as the ward is allowed to choose how the money would be spent to support the implementation process. Community-Based-Planning therefore has to assist communities in developing their wards with the assistance of municipal agencies. It is then the duty of ward committees to manage the implementation of voluntary action supported by the funding. Working groups would also be developed to take the planning forward by developing an action plan for implementation. In return, these groups have to report back to ward committees on the progress on a monthly basis. The ward committees then have to report to the community at large.
2.2.9.4.3 The Community Based Plan (CBP) Cycle

The CBP cycle according to Goldman et al (2005:13) should occur before the first steps in the IDP planning and review process. It starts in February where council and senior managers meet to discuss costs, benefits, and the conditions that must be fulfilled for undertaking CBP. In April – June for each year preparations take place for ward planning by developing the planning cycle, selecting wards to be covered in the first year and run training for CBP manager, specialists, councillors and municipal staff. The training of facilitators has to take place in May to July. The month of August is to be set aside for the IDP process plan which has to take place and be approved by the council. The appraisal of ward discretionary budgets linking them to IDP is done between August and September till the implementation of IDP, whilst council approval of IDP takes place in May and the feedback to communities in June.

2.2.9.4.4 Contents of the Ward Plans

The following have to be included in the ward plans:

- A description of the planning process;
- General background of the community and their livelihoods of the different socio-economic of social groups in the community. That also include the assessment of services provided in the wards;
- Priorities of different socio-economic or social groups in the ward;
- Vision of the ward;
- Action plan of the ward to implement projects and activities (Goldman et al, 2005:14).

2.2.10 THE INTEGRATED DEVELOPMENT PLANNING (IDP)

Kanyane (2008:512) indicates that the IDP is a product of the integrated development planning process in which municipalities prepare a strategic development plan for five years. Mashamba (2008) adds that the South African system of integrated planning is a process by which municipalities prepare a five year strategic plan that is revised annually in consultation with communities and
other stakeholders. The IDP influences and informs the process of budgeting, management and decision making in each individual municipality and has to contain the developmental vision of a municipality. Each municipality has to in its IDP identify the municipal developmental needs where it states what strategies the municipality will have to meet for its development. Again, each municipality has to identify projects and integrate these projects to fulfil the vision of its municipality. The municipality therefore has to develop a budget to implement its projects.

The Systems Act 32 of 2000 houses the IDP, meaning that it is the legislation used for the development and utilisation of the IDP. The IDP ensures that there is development in communities unlike at the times of apartheid where planning was done on a racial basis and certain groups were excluded from development. It is also through IDP where municipalities are informed about problems within the communities. On the other hand, the White Paper on Local Government 1998 defines Developmental Local Government as government committed to work with citizens within the community so as to find sustainable ways to meet the social, economic and material needs of communities.

In addition, van der Waldt, et al (2007:100) indicate that having an IDP as a planning and management tool assists municipalities to make decisions that would ensure a municipality’s realisation and timeous response to needs of communities. Van der Waldt et al (2007:100) goes further to state that a good IDP’s assists municipality management to improve and fast track delivery and development. The IDP then has to reveal the state of living of all the communities.

Although the primary role of the IDP is about the development of communities, participation by the communities is important. Chapter 4 of the Municipal Systems Act, 32 of 2000 and section 17(2) stipulate that a municipality has to establish appropriate mechanisms, processes and procedures to enable the local community to participate in the affairs of the municipality. That therefore means
that public participation has to be managed in a manner which ensures that all residents have an equal right to participate.

2.2.10.1 THE MAIN REASONS WHY A MUNICIPALITY SHOULD HAVE AN IDP

The IDP as a service delivery tool has some inherent benefits for the local communities. The IDP Guide Pack 1 (2001:13-16) highlights that the IDP ensures more efficient and effective resource allocation and utilisation, and is to be aligned with the municipal development key priorities. IDP therefore assists municipalities in prioritising the most important needs whilst maintaining the overall economic, municipal and social infrastructure already in use. Again, the IDP allows departments to coordinate their service delivery and development programmes in a municipal area based on local conditions and requirements. For an example, a municipality may decide to allocate resources in an area that does not require the type of development given to it, but using an IDP as a guide assists municipalities into exactly know what to take where and when.

Also, the existence of an IDP not only assists in coordinating service delivery programmes but supports the speeding up of service delivery, whilst on the other hand it helps attract additional funds. Another benefit the IDP brings to municipalities is that of promoting co-ordination between the three spheres of government where it encourages working together for the development of local government. As stated in the Guide Pack (2001), the IDP supersedes all other municipal plans that guide development in the municipalities.

The Constitution of 1996, states that all spheres of government are required to promote co-operative governance meaning the government which involves participation of communities in decision making. Decision making means government is under obligation to initiate of the empowering and informing of communities about issues that need to be addressed in their communities. Similar to what is stated in the Constitution, the IDP Guide Pack 1 (2001:3) indicates that the IDP promotes the involvement of stakeholders hence it is also termed ‘participative planning’. 
Public participation according to the Local Government Municipal Systems Act 32 of 2000 is a culture of local government to encourage the involvement of communities and community organisations to participate in local government. However, participation can be in different forms like meetings, Imbizo’s, workshops, summits and focus groups. When communities do not participate then the IDP is not functional or properly implemented. Sampson and Lle (2010:129-130) indicate that public participation can be seen as far back as during the time of Plato’s Republic where Plato’s articulation of freedom of speech and representation formed the foundation upon which many democracies were established.

Within the developmental framework, Tshabalala and Lombard (2009:397) state that community participation is an essential aspect of democracy and forms an important element of South African policies. In defining participation by the public, Tshabalala and Lombard (2009:397) maintain that community participation is a means of empowering people by creating the space for communities to engage in developing their skills and abilities to negotiate their needs face–to–face. In order for this to happen, all stakeholders including politicians, government officials and community members need to ensure that everyone is involved and that his or her participation is meaningful.

If participation is active at ward level then communities are able to identify their development needs. Thereby, communities become the primary owners of the decision about development. Friedman (2011:59) states that a society would only achieve its goal if the standard by which progress is measured is through the quality of participation and democracy.

Such empowerment and informing communities therefore would be communicated to all through the IDP process. The results of empowerment and cascading information to communities would not only assist in speeding up service delivery but would also strengthen coordination and promote democracy. By that, communities and stakeholders would be able to understand what their
development needs are, so as to know which areas need urgent development, whilst at the same time attracting investors to invest in the municipalities. Investors would then make a decision with regard to areas they prefer to invest in whilst the process would assist communities to take responsibility for the future of their municipalities.

2.10.2 PLANNING ACTIVITIES AND PUBLIC PARTICIPATION PROCESS

Chapter 4 of the Municipal Systems Act 32 of 2000 and section 17(2) stipulates that a municipality has to establish appropriate mechanisms, processes and procedures to enable the local community to participate in its affairs. That means public participation has to be managed in a manner which ensures that all residents have an equal right to participate.

In addition, there are mechanisms that need to be used for participation which include media such as newspapers and municipal newsletters which inform communities of the progress of the IDP. The website is also a tool as people are able to download copies of the IDP and budget.

There are four major functions as stated in the Municipal Systems Act 32 of 2000 that could be aligned with the public participation process like: needs identification, identification of appropriateness of proposed solutions, community ownership and buy-in and empowerment.

Planning consists of five phases (DPLG, 2000) which are:

- **Phase 1 – ANALYSIS:** The aim of the analysis phase is to understand the existing situation within the municipality. The community and stakeholders meetings are held as organised by the councillors to unpack the conditions and later action the findings.

- **Phase 2 – STRATEGIES:** The stage has to do with holding strategic workshops with the IDP representative forums of all municipalities, sector provincial and national departments and selected representatives of stakeholder organisation and resource people.
• **Phase 3 – PROJECTS**: After developing strategies, a series of projects have to be identified to give effect to the strategies. The purpose therefore of this phase is to develop project proposals and to undertake sufficiently detailed planning to ensure that there is a link between planning and delivery. Task teams, professionals and stakeholders form the team that develops projects. Projects have to detail those categories that are supposed to benefit from the project, how much it is going to cost and the procedure of funding the project, duration and who is to manage the project. It was therefore important that targets and indicators be clearly set out to measure performance as well as the impact of individual projects.

• **Phase 4 – INTEGRATION**: After identifying the projects, the municipality draws the outcomes of previous phases to check that project proposals are in line with the vision, objectives, strategies and resources. Likewise, projects have to be refined and drawn into programmes that work well in terms of their contents, timing and location.

• **Phase 5 – APPROVAL**: This stage ensures that all interested parties and stakeholders are given a chance to comment on the drafting of the IDP before adoption by the council.

### 2.2.10.3 Barriers to effective implementation of the IDP

Throughout this paper, emphasis has been put on consultation, transparency and public participation as hallmarks that underpin the development of an IDP. Equally, there are hindrances that could compromise the smooth implementation of an IDP. Mapped here under are some of the potential handicaps, which could render the process futile:

- Poor communication and accountability;
- Problems with political administrative interface;
- Corruption and fraud;
- Insufficient municipal capacity due to lack of scarce skills;
- Lack of political leadership due to infighting and
• Objectives of the programme not implemented correctly.

2.2.11 STAKEHOLDERS TO BE CONSULTED WHEN DRAFTING AN IDP AND BUDGET

An IDP and budget are developmental tools that are applied by municipalities to assist development. Both IDP and budgets assist municipalities to develop a coherent, long-term plan so as to co-ordinate all development and delivery in the individual municipality. However, stakeholders are all delineated to a greater or lesser extent within a legislative and policy framework dealing with the IDP process at local government. For the crafting of an IDP to be effective, stakeholders are to be involved in the drafting of IDP and budget.

The South African Constitution of 1996 and the Systems Act 32 of 2000 specify that a municipality has to mobilise the involvement and commitment of its stakeholders by establishing an effective participation, especially by the previously disadvantaged. The Executive Mayor or the Executive Committee has a legal responsibility to manage the preparation and revision of IDP. However, the overall responsibility including the final decision-making and approval of IDP is assigned to the Municipal Manager as the IDP is the Council’s strategic planning document guiding all planning, budgeting, management and decision-making.

As the IDP guides the development plans of the municipality, it is important that it deals with the integration and coordination of all development functions of a municipality and has therefore to be managed at the strategic level. The daily coordination, implementation and monitoring of the IDP also lies within the Municipal Manager but can be delegated to an IDP official for actioning. The IDP official then allocates duties to other individuals, departments and agencies in a municipality.

However, Oranje, Harrison, van Huyssteen and Meyer (2000:27) state that the legislation does not prescribe as to how the manager should allocate functions as it takes into account the institutional differences across the country like the size of
the municipality together with the divisions of responsibilities within municipalities. In the case of NGO’s, they have to take part in having their voice heard by influencing the interests of their existence. In all, the IDP process has to allow all stakeholders who reside or have businesses within the municipal area contribute to the preparation and implementation of the IDP.

The IDP Steering Committee is composed of a team of officials working together with the Municipal or IDP Manager to ensure smooth compilation and implementation of the IDP. Amongst the couple of things expected from them, the team has to also define and facilitate the control mechanisms regarding the effective and efficient implementation, monitoring and amendment of the IDP. The compilation of the municipal budget and ensuring that it is in line with the IDP is to be amongst the duties to be performed by the committee. Moreover, the committee has to prepare, facilitate and minute meetings and thereafter has to submit a prepared report to the IDP representative forum.

In the case of the IDP representative forum, it has to facilitate and coordinate participation in the IDP process. However, the main role of the forum has to be the representation of interests of the constituencies on the IDP process where they formed a structured link between the municipality and representatives of the public. Besides ensuring proper communication between all stakeholder representatives, the forum has to in addition warrant that the annual business plan and municipal budget are linked and based on the IDP (Oranje et al, 2000:28).

Oranje et al (2000:28) further state that it is in the ward committees where representative participation in the IDP process takes place. The committee therefore identifies the critical issues facing its area and thereafter provides a mechanism for discussion, negotiation and decision–making between stakeholders and the municipality. Furthermore, the committee has to form structure links between the IDP representative forum and the community of each area. Lastly, it has to monitor the performance of the planning and implementation process concerning its area.
Both the Municipal Systems Act 32 of 2000 and the Department of Provincial and Local Government (2002a:4-6) state that councillors, municipal officials which include the chief financial officer and municipal manager, other staff members and head of town planning have a huge role to play in terms of driving the whole process of preparing an IDP, but guidance from the mayor or executive council is crucial so as to encourage political support and participation by political interest groups.

On the other hand, councillors also have to develop working relations with academics and individuals who have an understanding of how the three spheres interact with each other. It has to be the same with other municipal officials like the mayor and chairperson of the executive council and chief executive officers, the councillor has to liaise so as to understand where they need assistance and try and solve problems when possible. Further to this, the councillor has to ensure that there is proper communication by the municipality and other stakeholders involved in the IDP process. By doing that, community members would have access to correct information involving their community.

As the IDP guides the development plans of the municipality, it is important that it deals with the integration and coordination of all development functions of a municipality and therefore has to be managed at the strategic level. The daily coordination, implementation and monitoring of the IDP also lies with the Municipal Manager but is delegated to the IDP official for actioning. The IDP official then allocates duties to other individuals, departments and agencies in a municipality.

**2.2.12 DEFINITION OF BUDGET**

According to Combs (2003:1) a budget should set goals and formulate a plan to achieve them. A budget should also establish priorities in the selection of city programmes to help achieve those goals. Furthermore, it should determine the level of tariffs necessary to finance city programmes and estimate the city's income and expenditure. Besides serving as a day to day operations guide, a
budget should also serve as a short and long term planning tool, describe activities and expenditures that would be undertaken during the next fiscal year and monitor the municipality’s resources. In addition, Gildenhuis (1997:115) defines a budget as a financial statement containing estimates of revenue and expenditure over a period of time, an instrument at the disposal of the council enabling it to guide the economic, social, political and other activities of its community in order to realise predetermined goals and objectives. Gildenhuis and Knipe goes on to say that when tabling an annual budget, not only figures have to be presented, but information has to be in accordance with the Municipal Finance Management Act (MFMA), including measurable objectives, proposed amendments to the IDP, and the proposed salaries and allowances of political office bearers and councils, municipal manager, chief financial officer and other senior managers.

Budget therefore had to firstly be funded and thereafter prioritise basic needs of communities in a sustainable manner. Section 153 of the Constitution declares that municipalities have to structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community, and participate in national and provincial development programmes. Municipalities therefore have to ensure that their spending is aligned to the priorities of the IDP. Moreover, budget users have to avoid irregular, unauthorised, fruitless and wasteful expenditure.

2.2.12.1 MUNICIPAL BUDGET PROCESS

Section 53 of the MFMA 56 of 2003 requires that the mayor of the municipality provides general political guidance in the budget process and sets priorities that guide the preparation of the budget. Therefore, the budget steering committee has to ensure that the process followed to compile the budget complies with legislation and good budget practices. Since there are politicians involved, political input is required at the inception of the budget process. However, given
that the municipal budget has to be aligned to the relevant municipality’s IDP, there has to be appropriate alignment between policy and service delivery priorities set out in the IDP and the budget. The budget also needs to consider to the protection of the financial sustainability of the municipality. Still, the municipality’s revenue and tariff setting strategies has to ensure that the cash resources needed to deliver services are available and that spending priorities of different municipal sections are properly evaluated and prioritised in the allocation of resources.

Section 15 of the MFMA deals with the budget process of the municipality In terms of section 21 of the MFMA, the mayor is required to table budget in council ten months before the start of the new financial year. The budget preparation process that includes the IDP has to involve community inputs, encourage discussions and promoted a better understanding of community needs so as to improve accountability and responding to needs of communities.

Furthermore, Golembiewski and Rabbin (1997:192) indicate that the budget process describes not only the role of the accounting officer and decision makers but also the way spending was done. Similarly, Bland and Rubin (1997:34) state that the budget process is an integral part of a well-functioning budget system because it shapes decision-making throughout the budget cycle, and it includes preparing and updating revenue and expenditure projections, developing budget guidelines, requesting estimates from the departments, reviewing departmental estimates for accuracy and conducting executive budget hearings to decide what to recommend for funding.

However, in Afrec (2005:31) the budget process is seen as an important instrument for translating municipal priorities and strategic plans into goods and services. Therefore, when preparing a budget, a set of goals have to be established so as to guide decision-making, assess community needs, priorities, challenges and opportunities, creating a calendar and specified when each task was to be completed (Combs, 2003:3).
Besides the MFMA, the National Treasury Circular for 2011/12 Medium Term Revenue and Expenditure Framework (MTREF) provide guidance to municipalities and municipal entities for the preparation of the 2011/12 budget and MTREF. The circular also listed the six stages of the budget preparation process which are to be used when preparing budget. Those steps according to Craythorne (2009:274-275) and MFMA include:

- **Planning**: section 21 of the MFMA requires the mayor to coordinate the process for preparing the annual budget and for reviewing the IDP and budget related policies. Key dates have to be scheduled, established consultation forums and previous processes reviewed.

- **Strategising**: the internal strategic consultation had to commence between September and October with the mayor convening the meeting of the executive and senior managers. Municipalities have to assess and regularly re-examine their needs and priorities to adjust to changing conditions. The systems Act 32 of 2000 and chapter 4 of the MFMA require that a revised IDP be adopted at the time of budget adoption. The process leading to the adoption of the budget and IDP has to be incorporated into one process so as to ensure credible, authentic and implementable plans and budgets.

- **Preparing**: the budget preparation process is an ongoing function with processes like annual reports, revenue and expenditure projections, draft budget policies and provincial and national priorities operating in parallel throughout.

- **Tabling**: the revised IDP and draft budget have to be tabled in council between January and March together with the draft resolutions and budget-related policies. Hard copies of budget are to be made available by the accounting officer and send them to national treasury and other relevant departments. Local communities have to be invited after tabling so as to give a written submission to council on budget and to make representation at the council hearings. On the other hand, the council is
required to have hearings on the budget before it considers the budget for adoption. That process includes the national and provincial departments submitting a written comment on hearings. Lastly, the mayor has to be given an opportunity to respond to the recommendations to make revisions and amend the tabled budget.

- **Approving:** it is the task of the council to approve budget and related policies no later than May. Failure to approve a budget before the start of the new financial year would pose serious challenges in implementing service delivery plans. On the other hand, if the municipality fails to approve budget before the beginning of the financial year, the mayor has to inform the Member of the Executive Council (MEC) for Finance that the budget in his or her municipality had not been approved.

- **Finalising:** the stage of finalising is about concluding plans to implement the budget and the approval of Service Delivery and Budget Implementation Plan (SDBIP) and the performance agreements for the municipal manager and other senior managers.

- **On the other hand,** it is important that the budget process and the IDP process be integrated. That is noted in the Municipal Systems Act 32 of 2000 which establishes a link between the municipalities’ IDP and its budget. The Systems Act 32 of 2000 requires that all councils adopt an IDP that formed the policy framework and general basis on which annual budgets are based. The municipal IDP therefore has to reflect a financial plan with budget projections that covered a period of at least three coming years. Those projections have to cover the two types of budget in the municipality which were operational budget and capital investment.

### 2.12.2 ALIGNMENT OF ANNUAL BUDGET WITH IDP

The Constitution of 1996 mandates local government to be responsible for development in communities. Section 16 and 17 of the Municipal Systems Act (MSA) 32 of 2000 indicates that residents, community organisations and other stakeholders have to participate in the budget process. Also, the Constitution
requires that local government relates its management, budgeting and planning functions to its objectives. The municipality therefore has to align its budget priorities with that of national and provincial government. The IDP and budget constitutes the planning components of municipal performance management. Through the IDP process, the strategic objectives, strategies and Service Delivery and Budget Implementation Plans are developed.

Furthermore, the IDP enables municipalities to align their financial and institutional resources behind agreed policy objectives and programmes. Also, a municipal IDP has to be linked to financial planning. A financial plan involves producing a medium-term projection of capital and recurring of expenditure.

2.12.3 CONCLUSION

The IDP is a guide for the development of municipalities. It has been stated in the background that during the apartheid years municipalities were dominated by fragmentation which was influenced by apartheid. That led to municipalities not prioritising the development of communities and the improvement of socio-economic conditions of communities.

Democracy, however, brought changes in Local Government which were supported by the introduction of a series of legislation to guide the development of municipalities, such as the White Paper on Local Government (1998) and a strategic document called the IDP that guides municipalities in its planning.

Even though government has taken strides in guiding municipalities, to an extent of legalising the utilisation of the IDP, there are still service delivery backlogs. For development to be effective in municipalities it is important that the municipal managers and the relevant mayors be thorough in their job especially capacitating councillors and monitoring the implementation of developmental projects, as well as the utilisation of budget for accountability purposes.

The next chapter deals with the methodology in which the study was undertaken and is linked to chapter 1 and 2 of this research work.
CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

Chapter 2 discussed at length the topic of the study and the main discussion was based on the developmental local government and the IDP. The purpose of this chapter is to gather information, outline, explain and examine the problem statement in relation to the conceptual framework, as explained in chapter 1.

Chapter 3 consists of two phases, which are theory and field work. The area of the study was the Amahlathi municipality.

The Amahlathi municipality was chosen as an example amongst other municipalities that share similar challenges in their development. The following formed the integral part of the research: permission to conduct the study, scope of the study, research design, data collecting methods including tools and techniques, data analysis and the ethical considerations that would be used.

A qualitative approach was used so as to give thorough and absolute reliability and validity of both the primary and the secondary data.

3.2 PERMISSION TO CONDUCT THE STUDY

Permission to conduct the study was recommended by the Development and Planning Manager, and approved by the Acting Municipal Manager on the 11th June 2012.

3.3 SCOPE OF THE STUDY

This Municipality was allocated in terms of the Amahlathi Municipality Development Plan (2012/16:8) and is a Category B Municipality which forms part of the Amatole District Municipality. Amahlathi Local Municipality is situated in the Northern part of Amathole District Municipality and covers the following Clusters: Tsomo, Cathcart, Kei-Road, and Keiskammahoek. Stutterheim and Cathcart are located along the N6 road with access to the rail and road network. Keiskammahoek and Tsomo were the agricultural hub with the majority of the population active within the agricultural sector. The Amahlathi Local Municipality comprises of 20 wards and is characterised by a range of settlement patterns
and associated land uses, including formal urban areas, formal and informal rural settlement areas, and extensive, privately owned farmland.

Despite the initiative to introduce the IDP to support this Local municipality in fulfilling its mandate of taking services to communities, there were still major backlogs in terms of basic services. As stated in the Mayor’s foreword, the infrastructure backlogs are still visible in the municipality to an extent that there are “areas where there are no operations at all”. (Amahlathi Municipality Development Plan:2012/16).

This study therefore details these challenges and places particular focus on the utilisation of the IDP as a developmental tool for Amahlathi Local Municipality.

![Map of Amahlathi Municipality](image)

Figure 3.1: Map of Amahlathi Municipality from source: Amahlathi Municipality IDP 2012/17

3.4 RESEARCH DESIGN:

According to Babbie and Mouton (2011:74) a research design is a plan of how the researcher intends conducting his or her research. It represents different pieces of patterns that have to be assembled so as to get the final product. Just like any product to be designed, Babbie and Mouton (2011:74) state that it has to start with an idea of how one prefers the product to shape, the size, colour,
methods and tools to be used and other features that would attract beauty and sustenance of the product. The research design focuses on the end-product, meaning what kind of study is being planned and what kind of results is aimed at. Babbie and Mouton (2011) also highlight it is the logic of the research that determines what kind of evidence is required to address the research question adequately. The point of departure therefore is the research problem or research question.

De Vaus (2001:9) concurs that as the research design is a design and an approach of trying to find answers to a problem, the answers obtained have to then be authentic and have to answer the research questions clearly without bringing any confusion. The research design stipulates the respondents that will be used, their relevance in the study and where they are located. For an example, in the case of this study, the respondents are senior officials in the Amahlathi municipal office and ward committees, ward councillors, political party members found in the wards and community members of the selected wards.

The best technique to extract data when interviewing the respondents is the questionnaire (De Vaus, 2009:9). The questionnaires were ethically designed so as to not offend any respondent. The information that is required from the questions meets the aims and objectives of the study.

The key research objective of the study is to assess and evaluate the extent to which the IDP is utilised in Amahlathi Local Municipality, and also explore strategies that would address the service delivery issues adequately. This includes identifying how much knowledge communities have about the IDP, the extent to which service delivery issues are addressed and their levels of participation in the IDP process.

Collins and Hussey (2003:173) and Mama (2008:67) both describe a questionnaire as a tool and method of collecting primary data where lists of pre-structured questions are given to a chosen sample to elicit reliable responses. Just like other techniques, the questionnaire has its advantages and
disadvantages. Some of the advantages and disadvantages as stated by Milne (1999:1) include the following:

- The responses are gathered in a standardised way, so questionnaires are more objective.
- Generally it is relatively quick to collect information using a questionnaire. However in some situations they can take a long time not only to design but also to apply and analyse;
- Potential information can be collected from a large portion of a group in a short period of time. This potential is not often realised, as returns from questionnaires are usually low. However return rates can be dramatically improved if the questionnaire is delivered and responded personally;
- Questionnaires are practical;
- The results of questionnaires can usually be quickly and easily quantified by either a researcher or through the use of a software package and
- Can be analysed more scientifically and objectively than other forms of research.

Milne (1999:1) indicates that the following are some disadvantages of questionnaires:

- Respondents may answer superficially if the questionnaire takes a long time to complete;
- It is not easy to say how truthful a respondent is, and there is no way of telling how much thought a respondent has put in responding to the questionnaire;
- It is likely that a respondent can forget or not think within the full context of the situation;
- Respondents at times read and interpret the questions their own way. Their interpretation therefore is based on their level of understanding.
Further to what has been stated above this study used a combination of open and closed questions. According to Vinten (1995:27-31), open-ended questions are questions that implore additional information from the researcher. These types of questions are sometimes called infinite response or unsaturated type questions. They are structured in a way that requires more than one or two words as response. As Vinten (1995) suggests, open-ended questions function to develop trust between the respondent and the researcher. However, they may also be seen as intimidating. Open-ended questions are useful for identifying a range of possible responses where no previous data exist and also give people an opportunity to state their own views about a topic. The detriment of open-ended questions is that they take longer to complete, particularly for less articulate subjects, and this may mean that they are left unanswered. It is also more difficult to code the responses for your analysis than closed questions.

Vinten (1995:27-31) describes the closed questions, saturated type questions or dichotomous as questions which are restricted by either “yes” or “no” answer. These type of questions use less time, but have a feature of leading the respondent and are also seen as restrictive because they are only answered very quickly using a few words. As stated earlier they are leading questions, bring discomfort in some respondents in that the respondent is strictly restricted in the short answer where he or she cannot expatiate in the response given. Closed questions are quicker to complete and easier to code. According to Bowling (1997:145), responses can be presented as simple yes/no choices; multiple tick boxes or, alternatively, subjects may be invited to rank choices by order of preference or to complete a Likert scale. In a Likert scale, the subject is asked the extent to which they agree or disagree about an issue. For an example, the strongly agree, undecided, disagree, responses may be given in the form of a usually 5-point scale.
On the other hand, there are different approaches used in research like the qualitative and quantitative approaches. As opposed to quantitative research, Babbie and Mouton (2011:270) describe qualitative research as the type of research that focuses more on the process than the outcomes and is conducted in a natural setting of social actors, meaning that qualitative research is well suited to the study of social processes over time. Babbie and Mouton (2011) further affirm that the inductive approach is used in research process which needs to generate new suggestions and theories. It is therefore seen by Babbie and Mouton (2011) as the “main instrument” in the research process.

In addressing the developmental issue in Amahlathi Municipality, the qualitative approach was used. This is because, as Babbie and Mouton (2011:271) have stated, qualitative researchers are primarily interested in describing the actions of the research participants in great detail, aiming to understand these actions in terms of one’s own beliefs, history and context.

3.5 RESEARCH METHODOLOGY

Unlike the research design, Babbie and Mouton (2011:75) state that the research methodology focuses on the research process, the types of tools to be used, and the procedures to be followed. This section is broken down into three major subsections which are: research instruments, data, and analysis.

3.5.1 Research Instruments

Collecting data is about putting the design for collecting information into operation. According to Hofstee (2009:115), a research instrument is anything that was used by the researcher to gather the data the researcher would analyse. In this study, only one research tool was used in collecting data, which was a questionnaire. The questionnaire was used to address the critical issues stated in both the research problem and the research questions. Strydom, Fouche and Delport (Befile, 2009:51) define a questionnaire as a set of questions on a form which is completed by the respondent in respect of a research project.
The questionnaires contained between 1-11 questions and were designed by the researcher to answer the research questions and resolve the research problem. In order to get authentic responses, the researcher decided to design three different sets of questionnaires that would ask each group of respondents similar questions. For example, the Executive Management Committee (EXCO) of the Amahlathi municipality including the Municipal Manager and the Strategic Plan Manager had their set of questions to respond to. Another category of respondents, which was selected randomly from 2 wards included ward councillors and ward committee members and the last group which had their own questionnaire, were the community members and political parties in the selected wards.

The researcher decided to design and used questionnaires to draw out information of how residents of the Amahlathi municipality felt about the specific issues of development in their municipality. Moreover, the researcher believed that the questionnaire would gather information, attitudes, opinions, facts and also measure how developmental issues in the Amahlathi municipality are addressed. More importantly, this tool also assisted in obtaining standardised results because responses were strictly confidential, which allowed respondents to be open when responding without fear or prejudice.

In order to have assurance on the results of the study it was important to design the question consistently so as to measure what it was supposed to measure. Hofstee (2009:116) affirms that the two important and fundamental characteristics of any measurement procedure are reliability and validity and have to form the basis of any research.

3.5.2 Data Collection

The way the researcher collected data had to relate to how he or she planned to analyse and used it. The data that was analysed was received from the respondents by means of a questionnaire. In order to test the validity of the questionnaire, a sample was done before distributing the questionnaires.
Sampling means the process of selecting observations (Babbie and Mouton, in Mfenguza, 2007:66). In the case of this study, two procedures to conduct sampling were used. They were:

1. Purposive or judgemental sampling: This type of sampling, according to Babbie and Mouton (2011:166), is about selecting the sample on the basis of the researcher’s own knowledge of the population, its elements, and the nature of the researcher’s research aims and the purpose of the study. In all, the researcher used this sampling method because of the belief that the respondents have more knowledge about the problem. For example, the executive management of the Amahlathi municipality was aware of the developmental problems experienced by the communities (Amahlathi IDP: 2012:16).

2. Random sampling: As stated in the research instruments that the community members were interviewed, they too were selected and interviewed because they were part of community development programmes, and were assumed to know exactly what was taking place in their communities. The researcher in this study used the simple random sampling. Simple random sampling is defined by Babbie and Mouton (2011:190-191) as seldom used in practice and that of ensuring a degree of representativeness. Wards that are particularly dominated with poverty and unemployment and are underdevelopment were chosen for this study.

In addition, the data that was analysed was based on the responses of the selected wards and municipal officials only. The types of questions asked to the respondents were designed in a manner where they avoided biasness. The questions were constructed in way where they answered the research problem and research questions. For an example, the questionnaire to the municipal officials can be summarised as follows:
The first three questions were about the existence of the IDP in the municipality, the programmes and projects for developing communities as well as the beneficiaries;

The following questions were about community participation in the IDP process.

However, in the case of the questionnaire to the ward councillors and ward committee members, the questions revolved around them and the communities they were leading. That included meeting with their communities to utilise their IDP for community development purposes. Some questions specifically asked whether there had been any improvements since the introduction of the IDP in municipalities, and what challenges community leaders experienced in their positions.

The last set of questions, designed for different political parties and community members in the selected wards, was based on participation in service delivery programmes through the existing structures using their IDP.

These questions were chosen because of the different stages that are involved in the drafting and utilisation of the IDP.

### 3.5.3 Data Analysis

When analysing information, it was important to look at ways that revealed relationships and styles found within it in order to ensure responses are authentic. To achieve this, the researcher compared the information of one ward to that of another ward. In the process of exploring and evaluating the data, the researcher was able to accurately measure and draw conclusions regarding the overall situation brought up by the responses.

Creswell in Befile (2009:56) states that qualitative research analysis starts with coding the data which means the grouping together of evidence and labelling ideas that are similar so that the researcher gets a wider perspective of the responses. In the case of this study, questionnaires constituted the data that was
analysed. With reference to the research questions contained in chapter one, they contained the focal point of research data of the study.

Firstly the researcher made photocopies of all the forms to avoid loss or other problems; gathered together the information from each set of the questionnaires, and entered the information into a table to arrange it. Data was thereafter coded in a manner where it was translated, especially in the case of qualitative data since it is not expressed in numbers.

3.6. LIMITATIONS

The limitations of the study are those characteristics of design or methodology that impacted or influenced the application or interpretation of the results of the study. This study depended on having access to people. So, the most important limitation that the researcher experienced in this study was not getting feedback from all the respondents.

3.7. ETHICAL CONSIDERATION

According to Cooper and Schindler (2003:121) the design of the research should foster confidentiality and so names of respondents must be kept anonymous in order for respondents to not be discriminated against, intimidated or harmed physically or emotionally. Respondents were informed about the contents of the study especially its objectives. Moreover, their identities were kept secret as they were not asked to put their names on their recording sheets.

3.8. CONCLUSION

This chapter is about the research design and its methodology. Firstly, the study was conducted in the Amahlathi Municipality with the aim of finding out how the municipal IDP is utilised. The respondents were comprised of two wards that were selected randomly. The municipal officials also formed part of the respondents. However, the theoretical part was detailed for the reader whilst the research tools, the questionnaires were distributed and later received from
respondents. Questionnaires were designed in a manner where they respond to the problem statement. In addition, the different methods of collecting data were stated including ways of analysing data. The next chapter analyses the data comprehensively.
CHAPTER FOUR: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter aims to present the analysis and findings of the data that was generated through the distribution of questionnaires to two randomly selected wards, and EXCO members of Amathole Municipality. According to Mouton (1996:108) data analysis is the systematic process whereby a researcher uses logic to describe and illustrate compressed information of the collected data for evaluation. The practice of data analysis makes it possible for the information gathered to be extracted from the questionnaires and examined from the responses and then analysed.

The study is about the Integrated Developmental Plan as a Developmental Tool in Amahlathi Municipality. The analysis and interpretation are categorised into three parts, namely: Part A- considers the responses from EXCO Members, Part B, looks at responses from ward committee members and ward councillors and Part C- deals with responses from community members and political parties. Extensive data analysis of the responses has been conducted through the use of qualitative data analysis which forms the bulk of the interpretation.

4.2 QUANTITATIVE DATA ANALYSIS

According to Miles and Huberman (1994:270), quantitative data analysis is a process of presenting and interpreting data in numerical order. This means that data is presented in numbers and graphs rather than narratively.

4.3 QUALITATIVE DATA ANALYSIS

Generally, qualitative research starts with the assumptions that individuals have an active role in the construction of social reality and that research methods that can capture this process of social construction are required. According to Babbie and Mouton (2011:490) qualitative data analysis involves examining the
assembled relevant data to determine how respondents answered the questions. They further state that qualitative data analysis provides ways of discerning, examining, comparing, contrasting and interpreting meaningful patterns or themes (Babbie and Mouton, 2011:490). Patton (Muronda, 2010:53) states that qualitative analysis transforms data into findings because it is aimed at producing findings. Dey (2005:11) believes that qualitative data analysis is quality that is used as a measure of relative worth as when referring to quality performance. Similar to what Dey stated, Sayer (1992) indicates that it is in qualitative data analysis where concepts are constructed in terms of an inter-subjective language which allows one to communicate intelligibly and interact effectively. Qualitative data analysis is carried out in several forms and the common ones include questionnaires, interviews, case studies and observations.

Chapter 3 showed that questionnaires were distributed to 19 respondents from two randomly selected wards of the Amahlathi Municipality. The respondents comprised of the Mayor, Municipal Manager, IDP Manager, Councillor for Development and Planning, Councillor for Service Delivery and Development and Planning Manager. In addition, 3 different Political Party Members from each ward, 2 Community Members from each ward, 1 Ward Committee and 1 Ward Councillor from each of the two wards were also issued with questionnaires.

4.4 THE INTEGRATED DEVELOPMENT PLAN AS A DEVELOPMENTAL TOOL FOR SOUTH AFRICAN MUNICIPALITIES

As stated in Chapter 1 of the study, the South African Constitution, Act 108 of 1996 brought major shifts in Local Government in that, it gave a mandate to municipalities to take responsibility for the development of local communities. It also provided for a democratic and accountable government for local communities and encouraged local communities to participate in decision making on issues that affect them. The Constitution further mandated municipalities to play a meaningful role in addressing the socio-economic and infrastructural backlogs that were inherited from the apartheid government by taking services to
the people. This was to be done through the IDP. The Local Government White Paper (1998) defines the IDP as a process through which a municipality could establish a developmental and management plan for the short, medium and long-term.

However, it was only after South Africa obtained its democracy in 1994 and after the White Paper on Local Government was published in 1998, when municipalities were ordered to transform and a vibrant and developmental approach towards development was introduced. In an attempt to put government proposal into action, the IDP was then introduced as the key tool that would assist in accelerating development. Mashamba (2008: 421) defines the IDP in the South African context as an integrated planning where municipalities prepare a five year strategic plan that is reviewed annually in consultation with communities and other stakeholders. Similarly, Phago (2009:484) indicates that the IDP is a comprehensive planning process used by individual municipalities where the needs of communities are prioritised to accelerate service delivery.

The IDP, according to the Municipal Systems Act (MSA) 32 of 2000 and IDP guide pack (2000:5), is a key instrument and a service delivery tool which municipalities can adopt to provide vision, leadership and direction for all those that have a role to play in the development of a municipal area. They go on to state that the planning aims at integrating strategies in order to support the optimal allocation of scarce resources between sectors and geographic areas, and across the populations in a more sustainable way. However, the Municipal Systems Act, 32 of 2000 states that planning has to be developmental. That means planning has to support the role of local government as an agent of development, and has to take place within the framework of co-operative governance. Municipal planning cannot take place in isolation. It has to be aligned with the plans and strategies of national and provincial government as well as other municipalities.

Both the White Paper on Local Government (1998) and DPLG (2001:2-3) agree that Developmental Local Government is meant to attend to the following:
Maximising social development and economic growth: much effort should be on the social development of an area where basic services that meet the needs of the poor are provided.

Integrating and coordination: direction and guidance should be provided to all stakeholders and agencies that play a role in the development of local communities.

Democratising development: Municipalities should direct their support to community initiatives in a manner that benefits every community member.

Leading and learning: Each municipal leadership should be able to strategise, develop visions and policies and gather together resources to meet basic needs of communities.

Create jobs and advance the local economy, and also contribute to enhancing sustainable local economic development.

The IDP planning process starts with the drawing of a Process Plan which assists in the administration of the entire planning process.

4.5 SUMMARY OF RESPONSES

The details of the responses by respondents are tabled as follows:

Table 4.1: Respondent responses

<table>
<thead>
<tr>
<th>Respondent</th>
<th>Number of questionnaires distributed</th>
<th>Number of questionnaires received</th>
<th>Response rate per percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mayor</td>
<td>01</td>
<td>0</td>
<td>0percent</td>
</tr>
<tr>
<td>Municipal Manager</td>
<td>01</td>
<td>0</td>
<td>0percent</td>
</tr>
<tr>
<td>Councillors</td>
<td>02</td>
<td>02</td>
<td>100percent</td>
</tr>
<tr>
<td>IDP Manager</td>
<td>01</td>
<td>01</td>
<td>100percent</td>
</tr>
<tr>
<td>Ward Councillors and Ward Committee Members</td>
<td>04</td>
<td>04</td>
<td>100percent</td>
</tr>
<tr>
<td>Community Members and Political Parties</td>
<td>10</td>
<td>7</td>
<td>70percent</td>
</tr>
<tr>
<td>TOTAL</td>
<td>19</td>
<td>14</td>
<td>73.7percent</td>
</tr>
</tbody>
</table>

Out of 19 questionnaires distributed, only 14 were completed and returned.

Bailey (Muronda, 2010:45) states that “a response figure of at least 50 percent
should be sufficient for analysis of data, a figure of 60 percent can be seen as
good and a figure of 70 percent can be seen as very good”.

4.5.1 PERCEPTIONS OF RespondENTS REGARDING THE UTILISATION
OF THE IDP

According to van Rooyen (2001:61), Section 25 of the Municipal Systems Act of
2000 mandates Local Government to submit their IDP’s that set out authorities’
envisaged development strategies for the future. These IDP’s are to be
“submitted within a prescribed period after the start of its elected term, adopt a
single, inclusive and strategic plan for the development of the municipality”.

The IDP’s are to also be compatible with the national and provincial development
plans and planning requirements binding on the municipality in terms of
legislation. Linked to the statement above, the DPLG handbook (2005:33) states
that the IDP is a five-year plan that ensures effective and efficient use of the
municipality’s scarce resources, target priorities by helping the most
impoverished areas, attract other levels of government and strengthen
participation by communities.

The analysis and findings thereof of each questionnaire labelled Annexure 3 are
explained as follows:

1. Responses from the Councillor responsible for Service Delivery,
   Councillor for Development and Planning, Municipal Manager and
   Development and Planning Manager
With regard to the availability of the IDP, all participants agreed that the municipality possessed an IDP.

**STATEMENT 1:**

The IDP was implemented from 2007 to 2011. An IDP Steering Committee comprising of departmental heads was formed to implement the identified projects. That was to be followed with guiding and monitoring communities before the committee could report back to the IDP representatives and stakeholders of the municipality. The following projects were implemented: construction of sports fields, day care centres and internal roads through funding from the Municipal Infrastructure Grant.

As can be seen from the responses, all the Amahlathi Municipality community members benefited from the developmental projects and their lives were improved through jobs that were created.

**STATEMENT 2:**

With regard to who was meant to benefit in the programme or project and levels of benefiting, the respondents indicated that the community members benefited from the developmental programmes.
STATEMENT 3:
Respondents appeared satisfied about the level of community participation. One of the respondents said the, “ward councillor coordinated ward meetings where community members participated fully and articulated their needs which lead to the development of a priority list.

STATEMENT 4:
Respondents had to reflect the most effective methods the municipality used to involve communities in the IDP process. They indicated that there was a unique agreement which comprised of a strategy of ward committees and ward councillors engaging fully with communities, and all relevant stakeholders through community meetings.

STATEMENT 5:
When analysing the challenges or shortcomings experienced by the municipality in the implementation of the IDP, respondents raised the issue of insufficient funding given to the municipality as a matter of concern in the implementation of IDP projects. They further revealed delays in approving submissions and applications by the cooperative government that resulted in delays in project delivery.

STATEMENT 6:
Whilst some indicated that the issue of not having enough funds to run the projects and cooperative governance delayed approval of submissions, some respondents mentioned that these challenges impacted negatively on the IDP objectives because the municipality was unable to reach all of the community’s needs. Another issue was that of the financial year which was a challenge to the municipality because the municipality’s financial year differed to those of other departments. Another respondent mentioned that the challenges mentioned above did not have an impact on its IDP’s objectives.
STATEMENT 7:

With regard to the developmental strategies created by the municipality to minimise or alleviate the challenges, the respondents indicated that the municipality had assisted the funds going further by collecting revenue and utilising funds not used in the previous year to speed up service delivery in the Improvement of infrastructure.

STATEMENT 8:

Whilst some respondents praised the municipality for spending the municipal infrastructure grant, some suggested that the intergovernmental relations needed to tighten its budget and share information with the communities.

2. Responses from questionnaire for Ward Committees and Ward Councillors

STATEMENT 1:

Regarding knowledge of IDP by ward councillors and ward committee members, all the respondents agreed that they had a full knowledge of the IDP.

STATEMENT 2:

All the respondents agreed that their communities have full knowledge about IDP.

STATEMENT 3:

From the question wanting to know whether communities participate in the IDP process, the respondents indicated that their communities participate in the IDP process. This is because respondents agreed that there is an IDP representative forum that provides an opportunity to all stakeholders to discuss the interest of their communities. Respondents went further to state that their communities participated in the community-based planning which is a preparatory phase of the IDP process.
STATEMENT 4:

Il the respondents agreed that it was vital for ward councillors and ward committees to meet with their communities so as to update them on crucial matters about their communities. Moreover, to listen to the community needs would assist the ward councillors and ward committees in knowing exactly what their communities require from the municipality.

STATEMENT 5:

All respondents agreed that they held meetings with their communities once a month for information sharing.

STATEMENT 6:

It can be deduced from the responses that the introduction of the IDP in the municipalities brought developmental changes, and services were delivered in the form of projects, like building of toilets, installation of electricity, construction of roads and maintenance of roads.

Diagram 4.2: Services delivered to communities
The graph above indicates the responses on whether services are delivered to communities. Except for a few respondents, most felt that the services rendered to them were the ones they had raised and decided on with their communities.

**STATEMENT 7:**

All respondents agreed that the IDP was a useful tool for service delivery and further gave examples of the effective results it brought to the communities. These included the speeding up of service delivery, utilisation of scarce resources and attracting additional funding.

**STATEMENT 8:**

Respondents acknowledged that there were service delivery challenges in their municipalities like shortage of houses, non-availability of clinics, water and sanitation, lack of employment, skills shortages, and bad conditions of roads and bridges. These according to the respondents are caused by the fact that the municipality depends on other spheres and other departments for additional funding.

**STATEMENT 9:**

All the respondents identified the challenges stated in statement number 9 as a matter of concern because they all agreed that measures had to be taken to reduce the service delivery backlogs in their communities, especially regarding the lack of adequate housing. They want the municipality to hold a community Indaba with the Department of Human Settlements and all relevant stakeholders in order to receive funds from the national treasury to implement the projects and get the municipality to develop a clear development plan that would attract additional funds from other government departments and private investors.

**STATEMENT 10:**

Whilst some respondents felt that they have to monitor the wish list that was crafted with their communities so that the community goals or objectives could be realised, others highlighted that working together with politicians and other municipal officials would improve conditions for poor communities. They went
further to suggest that politicians and municipal officials do away with infightings and put service delivery at the forefront.

3. Responses from questionnaires for Community Members and Political Parties

STATEMENT 1:

With regard to participants indicating that they had a right to participate in the IDP, all the respondents indicated that they were aware that they had a right to participate in the IDP process.

Diagram 4.3 Schedule of meetings

The graph indicates how many times the developmental meetings are held in their wards.

With regards to respondents holding meetings for the IDP process, it emerged from the responses that they had differing ideas as to when community IDP meetings were held. Some respondents indicated that in their wards meetings were held 4-5 times a year where they list and prioritise their needs which are later tabled at the IDP representative forums and thereafter to IDP clusters per
different representatives. Some said meetings were held once a year whilst some indicated that meetings were held on monthly basis.

Diagram 4.4: Community Consultation

The graph above indicates percentage of respondents that there is consultation for priority needs of communities by the municipality.

A significant portion felt that the municipality does not consult community members to determine what their priority needs are. However the majority indicated that the municipality does discuss the community’s needs with them. These needs are listed in a meeting situation by community members in the presence of ward councillor and ward committee member.

**STATEMENT 2:**

Whilst some respondents indicated that that they feel the municipal officials do not impart enough knowledge when planning their IDP which resulted in service delivery protests by some communities, other respondents did not agree and indicated that they as communities were adequately informed.
Diagram 4.5: Transfer of information

The graph above indicates the transfer of information by municipal officials to communities.

Diagram 4.6: Level of participation

The graph above is illustrating the level of participation in the IDP process.

Quite a number of respondents appeared unsatisfied with the level of participation in the IDP process. They listed the following as the main factors that caused dissatisfaction:
- Municipality does not supply enough knowledge when planning IDP hence service delivery protests by some communities;
- Community not given an opportunity to give input because the meetings were about them being informed and not giving their suggestions. Instead they are just informed of which projects are to take place within their community. That is reflected by the fact that they as communities do not understand the process. As can be seen, that was the main cause of continuous disputes in municipalities.

**Diagram 4.7: Impact of IDP on individuals and communities**

The graph above indicates the impact the IDP has on individuals and the community at large.

Four respondents spoke well of the municipality in terms of the impact the IDP has had on them as individuals and communities. One respondent saw the IDP as having a negative impact whilst other respondents saw it as having a sluggish impact as some programmes were left incomplete.
The graph above represents mechanisms put in place by the Amahlathi municipality to assist communities. All the seven respondents agreed that there were structures put in place in assisting communities in the municipality.

**STATEMENT 3:**

Responding to the question on what was done to attend to the development backlogs, five respondents stated that the municipality had introduced mechanisms to address the backlogs in the communities by following up with the provincial and national departments regarding the project’s progress. The ward councillors and ward committees then reported back to communities trying to explain the situation. Meanwhile communities were still waiting for projects to be implemented both the ward councillors and ward committees encouraged communities to maintain the existing projects.
Diagram 4.9: Progress on development

The graph above is about the community’s views on the level of development at present compared to five years previous.

When asked to comment about development in their communities presently comparing to the situation 5 years ago, quite a number of respondents felt that development in their communities was better when compared to levels 5 years ago; whilst some respondents disagreed by stating that their town’s condition was deteriorating.

Diagram 4.10: Services delivered to communities

Except for a few respondents who showed dissatisfaction, most respondents indicated that they were satisfied with the services in the Amahlathi Local Municipality.
The graph shows the level of satisfaction of the communities on services delivered to them.

STATEMENT 4:

Responding to a question as to what the respondents would do to develop communities if they were holding a mayoral of municipal manager’s position in Amahlathi Municipality, some respondents felt that it was important to firstly encourage discipline in communities where the community members take ownership of their communities and continue to maintain their towns. Secondly, respondents said that communities have to be encouraged to be creative in their thinking so that they do not only rely on municipalities to be develop their communities. Another idea was that of getting qualified personnel to run the municipalities.

5. CONCLUSION:

This chapter presented data that was garnered and analysed through questionnaires distributed in the Amahlathi Municipality area. Respondents were extracted from two randomly selected wards which comprised of a ward committee member, ward councillor, and political parties and community members, Municipal Councillors and included the Development and Planning Manager. Part of the study used the method of quantitative data analysis, which
was presented in graphs and the bulk of the analysis was presented qualitatively. The main reason behind using both approaches was to try to understand whether the IDP was actually seen as a Developmental Tool in Amahlathi Municipality or not.
CHAPTER FIVE: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This is the final chapter of the study which presents and scrutinizes the findings emanating from the questionnaires administered in the Amahlathi Municipality. Chapter 4 disclosed four main arguments which formed the basis for the discussion of the findings, namely, the effectiveness of the IDP in Amahlathi Municipality; Implementation of the IDP between 2007 to 2011 and programmes and projects the municipality and communities had highlighted for development; Communication; Community Participation and Consultation and Challenges/shortcomings experienced by the municipality in implementing the IDP, and finally their impact on IDP objectives.

This chapter answers the research questions and the problem statement, and further provides a summary of the recommendations based on the findings. The research study is concluded thereafter.

5.2 FINDINGS OF THE STUDY

- The general utilisation of the IDP in Amahlathi Municipality:
  - The data that was collected and analysed revealed that participants were aware of the existence of the IDP in Amahlathi Municipality and could agree that they were the recipients of the projects.
  - Respondents saw the IDP as the best way of alleviating poverty especially regarding previously disadvantaged communities.
  - The IDP was recognised as addressing a particular community’s needs in the post–apartheid South Africa even though some services rendered were not the ones communities agreed with the municipality.
  - From the analysis, it was revealed that the municipality considered the IDP a strategic plan for the development of the municipality, and aimed at integrating and aligning local, provincial and national development strategies to avoid fragmentation. The projects cited included projects like
the building of toilets for communities, installation of electricity, and the construction and maintenance of roads.

- However, it was not possible that all community members had knowledge about the IDP because it is understandable that there would be a portion of people in the community that may not be present when these meeting are being held. It is vital, however, that it be clear that this group should be in the minority.

- Most community members should attend and participate in their development. The impact the IDP had on the communities had its good and the negative sides, because some communities did indicate that the IDP had a sluggish impact as some programmes were not completed. That then led to some participants feeling that they were not generally satisfied with the way the municipality delivered its services, which meant the reliability and credibility of the IDP was jeopardised. Whatever the responses were regarding the utilisation of IDP, it was evident and clear that strengthening service delivery and building democracy remained ongoing challenges for the local authorities.

- **Implementation of IDP projects between 2007 and 2011**

  - With regard to the IDP being implemented from 2007 to 2011, the Development and Planning Manager in the municipality indicated that there was no IDP department in the municipality, but that the municipality was in possession of a five year plan.

  - Data analysis also showed that there were community development projects implemented by the municipality during that period, with the assistance of the IDP Steering Committee, comprising of departmental heads. This committee was formed to implement the identified projects together with guiding and monitoring communities before the committee could report back to the IDP representatives and stakeholders of the municipality. The impact was felt in the following projects: the construction
of sports fields, day care centres, and internal roads through funding from the Municipal Infrastructure Grant.

- As can be seen from the responses, the Amahlathi Municipality community members benefited in the developmental projects but the shortfall of the Municipality was that of being entirely dependent on the IDP Steering Committee for their projects to be implemented.

- As stated above, the committee was comprised of departmental heads which were officials in the municipality. The same officials had to multi-task. To the researcher, what was an alarming factor was that the municipality did not have an originator who would conceptualise the idea and refer it to the Steering Committee. In simpler terms, the municipality depended on the second level of the hierarchy to attend to the developmental problems.

- The municipality had overlooked the fact that the IDP department had to be the one informing the Steering Committee about the developmental challenges because utilising officials from other departments in the municipality did not have much clout as if there was an existing office with a specific function.

- It was evident that the municipality was in dire need of an IDP specialist who could establish an IDP department from scratch, and who would build it to greater heights.

- The non-existence of the IDP department as one of the respondents indicated also meant to the researcher that the municipality lacked the capacity to carry out the essential and crucial tasks which would lead to some projects not being implemented.

- At the same time, IDP implementation does not mean that the municipality is seen as being credible. To the researcher, the response of 100 percent sounds unrealistic seeing the comment of the mayor in the foreword of the IDP where it is stated that there is no sign of development in some wards of the municipality. This is supported by the statement uttered by the mayor in the foreword of the municipal IDP where it was stated that though
the Municipal Infrastructure Grant was doing having a positive effect on the community, there were areas where there were no operations, hence the proposal of acting proactively to meet the challenge of infrastructure faced by the people and raised by the mayor.

- IDP credibility does not mean effective implementation. Service delivery is still a challenge in municipalities and Amahlathi is not immune to these challenges.
- The State of Local Government in South Africa identified the Amahlathi Local Municipality as being amongst the 57 most vulnerable municipalities nationally (COGTA:2009:77).

**Communication, Community Participation and Consultation**

- From the analysis, it was evident that ward councillors played as links between the municipality and the communities by addressing the needs, aspirations, potentials and problems of the communities.
- In addition, the municipality established an IDP representative forum which was a vehicle to allow community members to participate in the IDP processes.
- It was also evident that the municipality held meetings on different occasions with the communities where communities shared their developmental needs with the ward councillors and ward committee members.
- The researcher also found out that some participants did not feel that they were involved enough in the process because they as community members have other needs they wanted to reveal to the meeting, but were ignored and not given an opportunity to verbalise their needs.
- There were respondents who showed dissatisfaction with the level of participation in the IDP process because they complained that they were not informed or kept up to date with development. They indicated that as a result some community members held service delivery protests. In all, the
role of ward communities was negatively affected because of their failure to keep community members updated on community issues.

- It also came as a finding that limited consultation on the implementation phase resulted in problems in the legitimacy of the services. It was important to notice that even though ward committees and ward councillors involved communities in the IDP process, a few people felt sidelined. Different reasons raised by participants established a sense as to why some communities participated less than others.

- Quite a number of participants felt that the municipality did make enough of an effort and impart enough information regarding the drafting of the IDP. For instance, the respondents indicated that the IDP steering committee drafted a schedule which outlined the types of meetings to be held and that schedule was advertised in the local newspaper and local radio stations.

- On the other hand, it also arose in the findings that some participants complained of municipal officials who did not display enough knowledge when planning for the IDP; to the extent of not informing the communities of the IDP processes.

- **Challenges / shortcomings experienced by the municipality in implementing the IDP and their impact on IDP objectives**

  - Insufficient funding, delays in approving submissions and applications by cooperative government, and differences in financial years were found to be a hampering factor in the implementation of IDP. That resulted in identified projects not being implemented, or if the municipality decided to take a risk and implement them, it was also found that the projects would not be completed in the allocated time.

  - It was also established that the municipality came up with a strategy to save the fund by collecting revenue and utilising funds not used in the previous year to speed up service delivery.
It was confirmed that the respondents required intergovernmental relations to tighten up and more funds be requested from national treasury to prevent further delays in service delivery.

Furthermore, communities noticed that working together with municipal officials and politicians could curb the infighting that often plagues the municipality and thus put service delivery at the forefront of the municipality’s actions.

There was also a mixed reaction that development in the communities was better as compared to the previous 5 years but an important point was raised that in whatever the municipality had done unsatisfactorily, discipline and creative thinking were to be put at the forefront for community development.

5.3 RECOMMENDATIONS

With regard to the findings drawn from the study, the researcher made the following recommendations.

The IDP should empower communities to prioritise their needs strategically. Therefore, planning should be approached strategically and comprehensively, and the planning should assist in aligning the municipality and community’s scarce resources to match the approved policy objectives and so ensure that the programmes are translated into projects. This would assist in guaranteeing that actions are prioritised against urgent needs.

The strategic plan of the Amahlathi municipality should help the municipality utilise any available resource and solve any critical problem the municipality is presented with. That therefore means the IDP should be fully functional and focus on its objective.

It is also important that district municipalities provide support to local municipalities to build their capacity. This would assist in ensuring that coordination and alignment between both the district and local municipality is strengthened. The municipality requires officials who can organise
communities around key local concerns, explain their various interconnections, and mobilise participation across widely different constituencies. It also requires more constructive engagement from civil society organisations. More challengingly, there is a need of mechanisms for identifying and reaching the ultra-poor, those isolated, impoverished and alienated individuals who need to know and benefit from government delivery and services.

- The lack of flow of information from the ward committees to the community members created disappointment of community members to an extent that some communities lost confidence in the municipality. It was therefore recommended that information be accessible to communities at all times. Lack of communication could influence the service delivery decision making process. Even though the municipality has formal structures assisting in communicating the municipal matters, it was clear that monitoring has to take place. These factors include the availability of human and financial resources. The more informed people are the better because they are able to make informed decisions based on the availability of resources the municipality has in that financial year and creatively decide which projects are realistically implementable for the development of the community.

- Community participation has to be improved by making draft planning documents accessible to every resident, and by informing representatives of the reasons behind decisions. This can be done by making a focused attempt to involve social groups that are not well organised, in order to encourage participation. Drastic improvement in public participation is required to fill the gap, and continuous monitoring of projects meant to improve people’s lives. That would prevent further criticism from those outside the process. During its planning, the municipality has to increase consultation for meaningful participation by the communities and also prioritise the community needs. Thus, municipal officials should commit themselves to continuous service delivery.
Participation in the IDP process, especially the initial stage, should not be decreased because it would be meaningless if the municipality did not stick to proper management procedure. Ward councillors should encourage the reporting back to communities on what has been approved by the municipality and avoid the top-down approach. Overall, community participation must not be a once-off experience but be continuous throughout the financial year. Therefore, a plan or schedule needs to be designed so that communities are aware as to when they are required to participate and why.

With regard to training and skills development of communities and councillors for monitoring the implementation of IDP, communities want to be well informed, and have a full understanding of the project. They have to be capacitated using different stakeholders such as, institutions of higher learning. Co-ordination between all spheres of government pending to what the Constitution mandated the other spheres of government to do to support Local Government needs to be improved. Also, intergovernmental relations which provide support to delivery of services need to be maintained and utilised.

The municipality has to establish an IDP office to serve as a link between the steering committee and the communities. If the municipality could establish within the premises an IDP department which would assiduously work on the developmental projects and report to the steering committee, then the developmental projects would have a greater chance of running smoothly. That means that there is also a need for continuous monitoring since there is no current IDP department.

IDP meetings should be structured in a manner where they are sensitive to popular needs and accommodate every community member no matter how poor the community member is. The Bill of Rights has to be used to guide the officials during service delivery as they need to address inequalities of the past.
Councillors have to make regular visits to wards so as to report decisions taken at the council meetings. Visiting communities is a mechanism of showing commitment to the work entrusted to them. By doing so, they will be showing that they are willing to be accountable.

5.4 CONCLUSION

Chapter one gave a brief introduction and background about the South African municipalities before and after 1994. The location of the municipality and scope of the study also formed part of the discussion in this chapter. Terms were defined to give meaning to the literature review and the theoretical framework of the study. With regard to the research objectives, the main aim was to assess and evaluate the extent to which the IDP was utilised in Amahlathi municipality. That included getting information on the communities’ knowledge regarding the IDP, and to what extent the communities participate in the IDP process. As the IDP is a developmental tool, one important and interesting concern were reasons for some planned activities not reaching communities on time or sometimes not being addressed properly.

The methodology used was also discussed in chapter 3. This included the limitations and challenges regarding setting appointments with the respondents. As part of chapter one, the ethical considerations were discussed and maintaining the confidentiality and anonymity of respondents, in order to protect respondents from discrimination or harm.

Chapter two reviewed the literature based on the IDP as a developmental tool in the South African local government. The following were the key topics of the discussion:

1. South Africa and the Developmental Local Government: which looked at the significance of local government in South Africa, the importance of local government, good governance and development, the environment and the developmental local government;
2. Communication and the developmental local government, democracy and the developmental local government, importance of planning in local government and the impact of intergovernmental relations and the developmental local government. The IDP process was also discussed including the process of Community Based Planning and how the budget links to the IDP process. Legislation, journals, books and other forms of literature were used to elucidate the arguments.

Chapter three presented the research design and methodology used in the chapter. It included how sampling took place and how the respondents were selected. The research tools of the questionnaire were discussed. These questionnaires assisted in analysing data that responded to the problem statement. Included in the discussion were the limitations and ethical considerations.

Chapter four puts forward the presentation, analysis and interpretation of data that was generated through the distribution of questionnaires to two randomly selected wards. Both the qualitative and quantitative data analyses were used. The quantitative data was analysed and interpreted using graphs. The results from the analysis indicated that the IDP was available in the municipality, and even though the developmental projects were beneficial to communities, there were still service delivery challenges experienced by the municipality which were caused by a number of factors. Not all respondents agreed that the level of consultation and participation was adequate and for them, that was the main cause of service delivery protests. However, responses showed that there were mechanisms put in place by the municipality to improve the receiving of services by its communities. Nevertheless, respondents identified gaps from the responses, findings and recommendations and these were then discussed in chapter 5.

In all, this paper outlined the utilisation of the IDP in the Amahlathi Municipality. Through the responses from the method used to gather data, the study revealed that consultation, community participation, and communication needed to be
encouraged despite the initiatives and efforts of the municipality. The concept of the IDP has not been in existence for long, and still required municipality officials, especially ward councillors, to educate communities about it as a developmental tool. The municipality has to strive to improve relations with other spheres of government because that remains a challenge and affects the delivery of services. The municipality has to push for the creation of an IDP department if these challenges are to be met, implemented and monitored in order for the municipality to be seen as relevant and credible by the community it claims to serve.
REFERENCES:


Befile, T. 2009. An investigation of the implementation of IDP as a mechanism to alleviate poverty in Port Elizabeth in the Nelson Mandela Metropolitan University


IDASA: Cape Town.


Mama, M.W. 2008. *An Investigation of the provision of the water and sanitation services after the devolution of powers and functions in 2003 to selected municipalities in the Eastern Cape Province*. Faculty of Management and Commerce: University of Fort Hare.


Muronda, B. 2010. An assessment of the impact of IDP in the Nkonkobe Local Municipality of the Amatole District Municipality. University of Fort Hare


**ANNEXURE 1**
11 June 2012

Attention: Ms B.A.P. Sokopo
125 Mdoda Street
Ginsberg
5600

Madam

RE: PERMISSION TO CONDUCT RESEARCH

Amahlati Municipality kindly accept your proposal to conduct your research in our municipal jurisdiction.

Hoping that you find this in order.

Yours faithfully

B. Ondala
DEVELOPMENT AND PLANNING MANAGER

A. AhsCHlager
Acting Municipal Manager
CONSENT FORM:

PERSONAL DETAILS OF THE RESEARCHER:

NAME OF INSTITUTION: NELSON MANDELA METROPOLITAN UNIVERSITY

NAME OF PRINCIPAL RESEARCHER: Bongiwe Annette Patience Sokopo

RESIDENTIAL ADDRESS: 125 Mdoda Street, Ginsberg, 5601

TELEPHONE NUMBER: 079 0433 072/076 894 8454


INVITATION TO PARTICIPATE:

You are requested to participate in this research because of the role you play in the Integrated Development Plan process of Amahlathi Municipality.

PURPOSE:

The key research objective of the study is to assess and evaluate the extent to which IDP is utilised in Amahlathi Local Municipality, and also explore the strategies that would address the service delivery issues properly. That is going to include checking how much knowledge communities have about IDP, the extent to which service delivery issues are addressed and their levels of participation in the IDP process. On completion, the study would assist by informing the municipality about the problems and disputes it faces. Further to that, the study would assist the municipality draw key problems that need urgent and further consideration and in a way utilising the IDP referring to the priority needs that are stated in the IDP document. Lastly, the study would serve as a point of reference for other municipalities who are faced with similar challenges as well as other researchers who are interested in IDP.

RISKS:

Efforts will be made by the researcher to minimise your discomfort. It is understandable that some of the questions that you will have to answer may touch on sensitive issues. You are encouraged to voice out any difficulties you will experience during the course of you participating in this research. If at any stage of
ANNEXURE 4

QUESTIONNAIRE 1:

(A) EXCO MEMBERS i.e. MAYOR, COUNCILLOR FOR SERVICE DELIVERY and COUNCILLOR FOR DEVELOPMENT and PLANNING.

(B) MUNICIPAL MANAGER AND DEVELOPMENT and PLANNING MANAGER.

1. Does the Amahlathi Local Municipality have the IDP?
   
<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
</table>

2. Does the Amahlathi Local Municipality have the IDP department?
   
<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
</tr>
</thead>
</table>

If YES, how has the IDP been implemented from the period 2007 to 2011 and what programmes and projects did the municipality have for the development of communities?

________________________________________________________________
________________________________________________________________
________________________________________________________________
________________________________________________________________
________________________________________________________________

3. Who was meant to benefit in the programme or project, in which level and why?

________________________________________________________________
________________________________________________________________

________________________________________________________________
4. Is there any authentic community participation in the IDP process? Motivate your answer.

5. What methods does the municipality have to involve communities in the IDP process?

6. What are the challenges or shortcomings experienced by the municipality in implementing the IDP? Motivate your answer.

7. How have the challenges mentioned above impacted on the IDP objectives?
8. What are the developmental strategies put up by the municipality to minimise or alleviate the challenges?
___________________________________________________
___________________________________________________
___________________________________________________
___________________________________________________

9. Please comment or suggest on any relevant issue you would like to share regarding IDP in Amahlathi Local Municipality.
___________________________________________________
___________________________________________________
___________________________________________________

THANK YOU FOR YOUR SUPPORT.

ANNEXURE 5

QUESTIONNAIRE: 2 FOR WARD COMMITTEES AND WARD COUNCILLORS.

1. Do you have any knowledge about the IDP?

   YES  NO

2. Do community members know anything about the IDP?

   YES  NO

3. Do communities in your ward participate in the IDP process? Motivate your answer.
4. Do you think it is important to meet with community members in your ward? Motivate your answer.

________________________________________________________________
________________________________________________________________
________________________________________________________________

5. How often do you meet with the communities in your ward and why?
________________________________________________________________
________________________________________________________________
________________________________________________________________

6. Do you see any improvements in development and service delivery since the introduction of the IDP? Motivate your answer.
________________________________________________________________
________________________________________________________________
________________________________________________________________

7. Are the services delivered to communities the ones they agreed on when they were doing the IDP? Motivate your answer.
________________________________________________________________
________________________________________________________________
________________________________________________________________

8. Do you think it is a good thing to have an IDP? Motivate your answer

________________________________________________________________
9. What are the challenges or problems faced by your ward in terms of service delivery and why?

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

10. What in your view can assist in reducing these problems?

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

11. Please comment or suggest on any relevant issue you would like to share regarding IDP in Amahlathi Local Municipality.

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

THANK YOU FOR YOUR SUPPORT
QUESTIONNAIRE 3:
POLITICAL PARTY MEMBERS and COMMUNITY MEMBERS.

1. Are you aware that you have a right to participate in the IDP?
   [ ] YES  [ ] NO

2. How often are meetings called for the IDP process?
   __________________________________________________________
   __________________________________________________________

3. Does the municipality consult the community members to determine what their priority needs are? Motivate your answer.
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

4. Do you think the municipal officials display enough knowledge to you when planning the IDP? Motivate your answer
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

5. Are you satisfied with the level of participation in the IDP process? Motivate your answer
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

6. How has the IDP impacted in you as an individual and the community at large?
   __________________________________________________________
   __________________________________________________________
   __________________________________________________________
7. What structures are there in your ward that assists in developing the community?

________________________________________________________________
________________________________________________________________

8. There are development backlogs in your ward that have not been attended to. What are the ward committees and ward councillors doing to attend to those backlogs?

________________________________________________________________
________________________________________________________________
________________________________________________________________

9. What can you say about development in your community presently comparing with the situation 5 years ago?

________________________________________________________________
________________________________________________________________
________________________________________________________________

10. Are you generally satisfied with the services of Amahlathi Local Municipality?

[ ] YES   [ ] NO

11. What would you do to develop communities if you were the Mayor or Municipal Manager in Amahlathi Local Municipality?

________________________________________________________________
________________________________________________________________
________________________________________________________________

THANK YOU FOR YOUR SUPPORT.