



**AN ANALYSIS ON INTEGRATED DEVELOPMENT PLANNING: A CASE STUDY OF
MOPANI DISTRICT MUNICIPALITY**

BY

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DECLARATION OF ORIGINALITY

I, Matshankutu Timothy Maake, declare that the study on

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is my own work. All the resources used for this study are cited and referred to in the list of references by means of a comprehensive referencing system. I declare that the content of this thesis has never been used before for any other qualification at any tertiary institution.

Matshankutu Timothy Maake

19 March 2016

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LIST OF ABBREVIATIONS

- ANC – African National Congress
- BPM – Ba-Phalaborwa Municipality
- CBO – Community Based Organisation
- CoGHSTA – Cooperative Governance Human Settlement and Traditional Affairs
- CoGTA – Cooperative Governance and Traditional Affairs
- ES – Equitable Share
- FMG – Financial Management Grant
- GGM – Greater Giyani Municipality
- GLM Greater Letaba Municipality
- GTM – Greater Tzaneen Municipality
- IDP – Integrated Development Plan
- IGR – Intergovernmental Relations
- INEP – Integrated National Electrification Programme
- KMO – Kaiser-Meyer-Olkin Measure
- MDG – Millennium Development Goals
- MDM – Mopani District Municipality
- MEC – Member of the Executive Council
- MFMA – Municipal Finance Management Act
- MIG – Municipal Infrastructural Grant
- MLM – Maruleng Local Municipality
- MPAC – Municipal Public Accounts Committee
- MP – Member of Parliament
- MPL – Member of Provincial Legislature
- MSIG – Municipal Systems Improvement Grant

NGO – Non Governmental Organisation

NHG – Neighbourhood Grant

RBIG – Regional Bulk Infrastructural Grant

RDP – Reconstruction and Development Programme

SCOPA – Standing Committee on Public Accounts

SDBIP – Service Delivery and Implementation Plan

VIP – Ventilated Improved Pit

WSOG – Water Services Operating Grant

SUMMARY

The transformation of local government in South Africa has resulted in a shift in terms of the approach to community development. The provisions of the 1996 Constitution of the Republic of South Africa refer to the “establishment of a developmental local government with a mandate to plan and manage the development of its own communities”. In this regard, innumerable legislation was promulgated to give effect to the constitutional mandate. Amongst the promulgated legislation is the Local Government: Municipal Systems Act, 56 of 2000, which requires a municipal council to develop and adopt an integrated development plan for the area of jurisdiction. The main purpose of the integrated development plan of a municipality is to ensure that there is an integrated approach when providing services which must result in the upliftment of the socio-economic status of communities. This research considers how the implementation of the Integrated Development Plan (IDP) has an impact upon sustainable service delivery in the rural areas.

The development patterns in South Africa prior to the transformation of local government were based upon the policy environment applicable at that time, which resulted in the rural areas being largely under developed. In simple terms, when considering what goes into the IDP of a municipality, the reality, when it comes to development, cannot be ignored. Access to basic services such as water, sanitation, electricity, refuse removal, roads and housing in rural areas is still at a low level when compared to urban areas. The challenges confronting urban communities may not be similar to the challenges facing rural communities. As a result, communities have a critical role to play during the process of developing and approving the IDP as required by legislation.

For a municipality to finally approve the IDP, there must be sufficient community consultation, and this is one of the achievements of the transformation of the local government in South Africa. The development of the IDPs involving communities is done simultaneously with the funding of the plans through an approved budget. Whereas municipalities have complied with the provisions of the 1996 Constitution of the Republic of South Africa, the Local Government: Municipal Finance Management Act, 56 of 2003 and the Local Government: Municipal Systems Act, 32 of 2000, challenges still remain in the provision of basic services such as water, electricity, sanitation, roads, refuse removal and housing.



The purpose of this study is to explore, understand and gain insight on how the IDP has an impact upon sustainable services, with specific reference to rural settlements. The findings of this research project are that the development and the implementation of the IDPs did not result in sustainable services within the rural areas of the municipalities in the case study. The implementation of the IDPs was also marred by the level of grant dependency by municipalities, instead of generating their own income through the trading services to fund the identified programmes and projects. The case study considered is Mopani District Municipality (MDM) constituted by five local municipalities, namely Ba-Phalaborwa Municipality (BPM), Greater Giyani Municipality (GGM), Greater Letaba Municipality (GLM), Greater Tzaneen Municipality (GTM) and Maruleng Municipality (MLM).

CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 Introduction

The South African Government introduced the integrated method of planning in 1996, and this is centred on the provisions of the Constitution of the Republic of South Africa, 1996. According to Section 153 of the 1996 Constitution, “a municipality must 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”. This implies that municipalities that have been established through the Constitution of the Republic of South Africa must be developmental in nature, as opposed to only focusing upon rendering services.

The White Paper on Local Government, 2000, states that “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”. This statement seeks to remind municipal officials and councillors of the need to do integrated planning, wherein the views of the community and other stakeholders are very important for the successful achievement of a better life for all.

The Local Government: Municipal Systems Act, 32 of 2000, as amended, stipulates that “a municipality must undertake developmentally-oriented planning so as to ensure that it –

- Strives to achieve the objects of local government set out in Section 152 of the Constitution;
- Gives effect to its developmental duties as required by Section 153 of the Constitution; and
- Together with other organs of state contributes to the progressive realisation of the fundamental rights contained in the Constitution”.

Various policies have been formulated to enable municipal planning in order to achieve the needs of the citizens. The policies focus on how to deal with the effects of the past planning method and approaches, thereby creating dignity amongst all citizens.

1.2 Motivation of the Study

According to the Local Government: Municipal Systems Act, 32 of 2000, integrated development planning is an important aspect in the transformation of the local sphere of government in South Africa. Even the White Paper on Local Government, 2000, confirms that municipalities in South Africa are confronted with the legacy of the apartheid manner of development and a very limited tax base, particularly in the rural municipalities. As per the municipal demarcation, MDM is one of the five districts with five local municipalities that are found in the Limpopo Province, which is also predominantly rural. The socio-economic status of the people living in MDM places the municipality under scrutiny when it comes to improving the living conditions of the community.

In the 2011 Census Report, the community profile of the district was confirmed as more rural than urban. The rural nature of the municipality poses a challenge to the municipality to satisfy all members of the community alike, given the limited resources. Improving on the planning process and the implementation thereof by the municipality will largely contribute towards the impact of the integrated development plan on the livelihood of the entire society, thereby increasing the tax base of the municipality.

According to the Back to Basics Concept Document (2014:3–4), the development approach of communities in South Africa has been improved during the past ten (10) years of developmental local government. The planning process at a municipal level is governed by the legislation that has been promulgated since the year 2000 to drive development. Accordingly, municipal councils are required by the Local Government: Municipal Systems Act, 32 of 2000 to adopt the integrated development plans for a period of not more than five (5) years after engaging the communities and stakeholders. In this regard, most municipalities have complied with the requirements of the law by adopting the IDPs after following the required processes, but the impact thereof has not been given much consideration. For instance, looking at the profile of MDM when it comes to matters of development, there has been a significant investment in infrastructure, particularly for water services, electricity and roads, as outlined in the IDP documents, but that did not translate into economic growth of the area, thereby creating more jobs. To this end, the municipality still depends largely upon government grants to provide basic services to the community, and most of the new extensions in villages are without access to basic services. This implies that for the

infrastructure investment programmes that have been implemented by the municipality, in line with the adopted IDPs, there has been no increase in revenue stream, a resource which is crucial for sustainability.

The approved IDPs should not only meet the requirements of the law in terms of the process followed, but should also take into consideration the desired impact upon the lives of communities. It is worth mentioning that the assessment of the IDP of MDM, conducted by the Member of the Executive Council (MEC) of the Limpopo Legislature responsible for Cooperative Governance Human Settlement and Traditional Affairs (CoGHSTA), rated it as “high” with regard to content, but “nothing done” with regard to the level of impact upon sustainable service provision, as required by the Constitution of South Africa, 1996. The adherence to the IDP process must not only demonstrate the level of compliance by MDM, but also the level of achievement of the required impact upon sustainable services. The implementation of the IDP must give rise to a better socio-economic level for MDM, as well as improved access to services in an uninterrupted manner within the rural areas.

There was a need to conduct this study, since information is required with regard to the impact of the IDP process upon sustainable services in rural areas. The aim of conducting the research was to identify the main reasons why the IDP’s of municipalities, particularly in rural areas, are not able to assist in growing the local economy, thereby increasing the revenue base of the municipality. Economic growth within a municipal context is important in the sense that it enables the municipality to leverage on the economic opportunities that increase employment opportunities and ensure expansion of businesses, which in turn will enable the municipality to collect more taxes from property rates and trading services such as water, electricity and refuse removal. The envisaged outcome of the research will highlight the importance of understanding the socio-economic status within a specified geographic area, in order to tailor make the IDP directly respond to the challenges within that area.

The purpose of the study will be to explore, understand and gain insight on how the existing IDP’s in MDM have an impact upon sustainable services in rural areas. In assessing the impact of the IDP’s of MDM, the following will be considered:

- (a) the process of developing the IDP;
- (b) the quality of the IDP in terms of content;
- (c) the implementation and monitoring of the IDP and;

- (d) the recommendations on the implementation of the IDP's in order to bring about sustainability in the future.

1.3 Literature Review

The provision of basic services is critical for community development and the lack of such services will certainly create social and economic challenges. The municipal officials and councillors have a responsibility to assist communities in ensuring appropriate development as required, now and into the future.

According to the Local Government: Municipal Systems Act, 32 of 2000, "a municipality exercises its legislative and executive authority by promoting and undertaking development". This implies that the development of the IDP is the responsibility of a municipal council as required by the legislative framework governing local government. In order to have a better understanding, the literature review will consider the global overview, the Southern African Region development perspective and the South African perspective on sustainable development.

1.3.1 The Global Overview: Integrated Planning for Service Delivery

It is indicated in the Millennium Development Goals (MDG) Report (2012:52) that in 2010, 89% of the world's population was using improved drinking water sources, up from 76% in 1990. This means that the MDG target of halving the proportion of the population without sustainable access to safe drinking water has been met. The report also confirms that if the trends continue, 92% of the global population will be covered in terms of the provision of safe drinking water through infrastructural development by 2015. The report further reveals that coverage with improved drinking water sources for rural populations is still lagging. The report confirms that the number of people without an improved source of water in rural areas decreased from 1, 1 billion in 1990 to 653 million in 2010, however the gap between urban and rural areas still remains wide.

It must also be indicated that the report confirms that in the developing regions, including sub-Saharan Africa, the poverty levels dropped from 47% in 1990 to 24% in 2008. The MDG Report further indicates that there was a decline of people living in slums from 39% in 2000 to 33%

in the year 2012. In terms of Goal Number 2 of the MDG Report (2012:17), the enrolment of children to primary education has increased from 58% in 1999 to 78% in 2010 in sub-Saharan Africa.

In this regard, the global trend on IDP for service delivery demonstrates that the impact of service delivery on sustainable livelihoods can be achieved. The rate of people staying in slums has decreased, while with the access to housing services a notable improvement was registered as well. With communities becoming stable, there was a need for education so as to create further opportunities for human development with the intention to boost the economy with appropriate skills.

The development trend as outlined above is relevant for the South African municipalities as part of the global community to realise how an integrated approach of service delivery can create sustainable communities. In this regard, the projects and programmes that are implemented must have a direct and indirect impact upon the various aspects of the social needs of the communities, such as good health, jobs, housing, education and basic services.

South Africa as part of the global community is obliged to contribute towards the MDG. In order for South Africa to make sure that such a responsibility is well carried out, the development of the IDP's at a local government level is vital so that when the country reports on the achievement of the MDG to the global community, the IDP's also become sources of information. In analysing the implementation of the IDP's in the context of South Africa, the global trends become very important to consider as well.

1.3.2 Southern African Region Development Perspective: The Lesotho Highlands Water Project

The Lesotho Highlands Water Project and Sustainable Livelihoods was conceived by the Lesotho Military Government in 1986 after signing a treaty with the then Republic of South Africa. In terms of the treaty, the Lesotho Military Government would sell water from its mountain to the Republic of South Africa in return of financial gain. According to Mashinini (2010:1), the project has remained a controversial and heatedly debated development project in Lesotho since its inception. The main reason for the debate is that some of the commentators agree that the implementation of the project will have the social, economic and

political improvement of the country of Lesotho (Mashinini, 2010:1). Similarly, there are views from other commentators to the effect that the landscape and the environmental impact suffered, particularly in the area where the dam was constructed, and this should not be ignored or disregarded. As a result, the arguments are strengthening the discussions around the need for sustainable development in any planning that has to be implemented.

According to Mashinini (2010:3), the Lesotho Highlands Project managed to create 9 000 jobs, particularly during the construction phase, as opposed to the 3 000 initially estimated in 1998. In this regard, it has assisted a number of communities with income generation, thereby improving the country's economic status. The other area of success as argued by Mashinini (2010:3) is in the infrastructure development. This was a major achievement for the project because many of its components, namely infrastructural projects such as dams, reservoirs and tunnels, have led to the improvement of the infrastructural capacity of Lesotho in the area of water provision. In addition, some of the roads within the area of the project were also improved.

Given the area where the dam was built, some of the informal settlements were falling into the dam basin and had to be relocated in order to make way for the project. According to Mashinini (2010:4) the implementation of the project also came with some resettlement arrangements for affected communities, whereby those relocated benefitted from the development of new houses and schools as a social intervention. In this regard, it can be argued that the project not only delivered water, but also brought about changes in as far as the socio-economic status of the communities are concerned, while noting that at the same time, vulnerability in the health sector will always creep in when major developments take place (Mashinini 2010:4). In terms of the global experience, any development that disregards the social security, environmental sustainability and social cohesion of the people, is meant to collapse. It was quite fascinating to learn about this phenomena. The vulnerability in the health sector is caused by the fact that when construction is taking place, there is a lot of movement by people. Thus there would be migrant workers coming from different areas and the spread of disease must be controlled, otherwise it impacts negatively on the community where the project is implemented. This implies that in any development that does not take into consideration the possible health risks that might arise as a result of bringing in people from different areas, one of the negative impacts that will remain with the community is the increase on spending on health services, which might require more resources from government.

The construction of the dam in Lesotho provided valuable experience for municipalities in South Africa to consider, particularly when it comes to approaching developmental projects. As outlined above, dealing with water provision was the most crucial aspect, however that also brought about issues such as social facilities, environmental issues and sustainable job creation. The IDP's that have been developed by the municipalities must take into serious consideration all these aspects that almost affected the Lesotho Dam project, hence the analysis on the IDP's must also take note of some of the regional experiences.

1.3.3 South African Perspective: Integrated Development Plan

According to Earle, Goldin and Kgomo (2005:3) under the apartheid regime, government policies were geared at advancing the needs of the selected few. The town planning approach used then is no exception to the apartheid way of approaching development within communities, which was then referred to by many as separate development. The spatial development approach in South Africa was more focused on the most affluent areas such as cities and towns, at the expense of rural areas. The newly elected government led by the African National Congress (ANC) in 1994 inherited a spatial planning approach which was not integrated and also not sustainable.

The Local Government: Municipal Systems Act, 32 of 2000 as amended states as follows:
“Each municipal council must within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which –

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

According to the legislative framework, the IDP of municipalities as a strategic plan must seek to link, integrate and co-ordinate planning within a municipal space. In this regard, the allocation of resources must flow from the strategic direction of the municipality as encapsulated in the IDP.

According to the research done by Gibbens (2008:121) one of the conclusions drawn shows that without properly situating integrated development planning within a broader spectrum of planning initiatives throughout the different government spheres, legislating for integrative planning will not necessarily result in 'meaningful' integrated development planning. This implies that the critical importance of achieving integration also rests on how much meaningful cooperation does exist between and amongst spheres of government. The Local Government: Municipal System Act, 32 of 2000 also highlights the issue of horizontal and vertical alignment. Horizontal alignment refers to the alignment of plans between the different types of municipalities, while the vertical alignment deals with the plans and programmes that might be implemented by either national and/or provincial government departments within a municipality, which need to be incorporated in an IDP of a particular municipality.

As required by the Local Government: Municipal System Act, 32 of 2000, municipalities in South Africa were able to put together the IDP's working closely with other spheres of government. The resultant factors of the IDP's are contained in the 2001 and 2011 Census, as conducted by Statistics South Africa. In the 2001 Census conducted by Statistics South Africa, access to electricity was 69.7%, while in 2011 it reflects 84.7% which is an improvement of 15%. Similarly, in the 2001 Census conducted by Statistics South Africa throughout country, the percentage of households with access to piped water inside dwellings was 32.3% and in the 2011 Census Report conducted by Statistics South Africa it was 46.3%, which represents an increase of 14%. The percentage of those with access to piped water inside the yard decreased from 29% in 2001 to 27.1% in 2011 according to Statistics South Africa. Considering Limpopo Province as one of the nine provinces in South Africa, in the 2001 Census conducted by Statistics South Africa, the percentage of households with access to piped water inside dwellings was 9.7% while the 2011 Census Report conducted by Statistics South Africa indicates 18.4% which is an increase of 8.7%.

In terms of sanitation, the percentage of households with access to the service in South Africa differed in terms of type of services. In the 2001 Census conducted by Statistics South Africa

when it comes to flush toilets, the percentage of households with access was 51.9% and in the 2011 Census Report conducted by Statistics South Africa it reflects 60.1% which is an increase of 8.2%. For Limpopo Province on the same type of service, the 2001 Census conducted by Statistics South Africa indicated an access of 16.8%, while in the 2011 Census Report conducted by Statistics South Africa it was 21.9%, thus an increase of 4.1%.

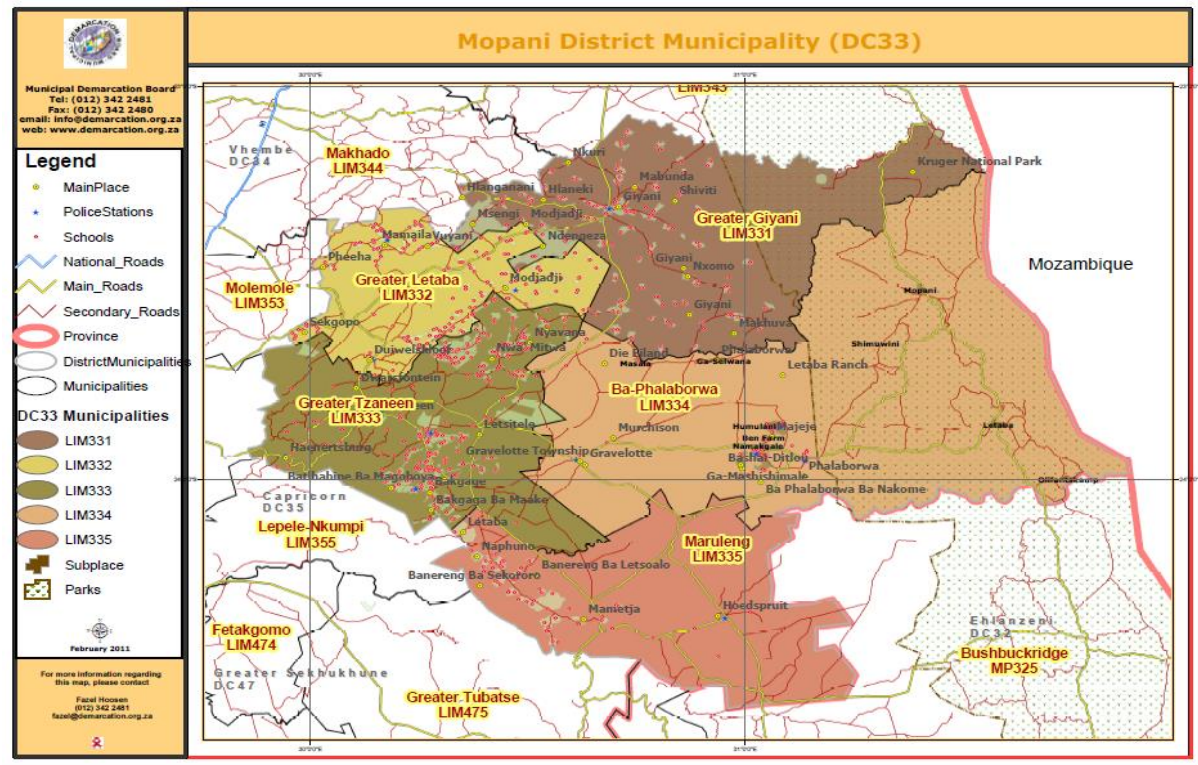
When it comes to those without sanitation service, the 2001 Census conducted by Statistics South Africa showed a percentage of 13.6% for South Africa and the 2011 Census conducted by Statistics South Africa indicated 5.2%. This means that the number of households without sanitation services had reduced by 8.4%. In terms of Limpopo Province for households without access to sanitation, the 2001 Census conducted by Statistics South Africa indicated 22.8%, while the 2011 Census conducted by Statistics South Africa confirmed 7.2% and this represents a decrease of 15.6%.

The statistics as provided above give a reflection on how South Africa has responded to the global mandate on sustainable development through the development and implementation of the IDPs. In this regard the IDPs have played an important role in the development agenda and ensuring that access to basic services does not discriminate against anyone.

1.3.4 District Perspective: Integrated Development Plan

According to the IDP (2013/14:30) MDM is situated in the North-eastern part of the Limpopo Province, 70 km and 50 km along provincial roads R81 and R71 respectively from Polokwane (main city of the Limpopo Province). It is located, on global view, between the Longitudes: 29° 52'E to 31° 52'E and Latitudes: 23° 0'S to 24° 38'S, with 31° E as the central meridian. It is located in the Degree square 2431 Topographical sheets.

Figure 1: Map of Mopani District Municipality



Source: MDM IDP Document 2014

The IDP (2013/14:30) further confirms that it is bordered in the east by Mozambique, in the north by Vhembe District Municipality through Thulamela and Makhado Municipalities, in the south, by Mpumalanga Province through Ehlanzeni District Municipality (Bushbuckridge, Thaba-Chweu and Greater Tubatse) to the west, by Capricorn District Municipality (Molemole, Polokwane and Lepelle-Nkumpi) and in the south-west by Sekhukhune District Municipality (Fetakgomo). The district spans a total area of 2 001 100 ha (20 011 km²), inclusive of the portion of the Kruger National Park from Olifants to Tshingwedzi camps or Lepelle to Tshingwedzi rivers. There are 16 urban areas (towns and townships), 354 villages (rural settlements) and a total of 125 wards.

MDM consists of five local municipalities, namely, BPM, GGM, GLM, GTM and MLM. The municipalities within MDM have developed, approved and implemented IDP's which are aligned in accordance with the legislative framework. In terms of the IDP of MDM, access to basic services by the communities since the year 2000 has improved to the extent that the only service that seems to be a challenge is waste management. While access to basic

services looks most impressive, the same cannot be confirmed when it comes to the financial viability of the municipalities within MDM.

According to the IDP of MDM (2013/14:48), “the majority of households in BPM (77.3%) have access to Reconstruction and Development Programme (RDP) standard water, GTM at 53.6%, GLM at 60.7%, GGM at 57.3% and MLM is the lowest at 49.9%. However, taking a look at the households’ access to the various sources of water per local municipality, as a percentage of the district, it becomes clear that the level of service is higher in BPM with 35.3% of the households within the district with access to water inside their dwellings, especially when taking into consideration that only 12.9% of the households in the district reside in BPM.

The IDP of MDM (2013/14:50) states that “most people use pit latrines, followed by those without any sanitation services at all. The situation is worse in GGM with 54% of the households not having access to sanitation. GLM has the highest usage of pit latrines at 51.5%, while flush toilets are more prevalent in BPM with 39.8%, which correlates with the availability of piped water within the houses”.

In terms of the provisions of energy, the IDP (2013/14:51) confirms that two local municipalities are providing electricity and they are BPM and GTM. In the areas of GGM, MLM and GLM, electricity is still provided by ESKOM. According to the IDP (2013/14:51) MDM has “a role of providing bulk electricity to the local municipalities”. However, this function is yet to be fully undertaken.

The debt book of the municipality in terms of water services over a period of five years is R 555 million, while the total in the entire district is R 1’1 billion. During the 2012/13 financial year, the municipality did receive an amount of R 375 million for the Municipal Infrastructure Grant (MIG), but the municipality does not have any reserves to augment the grant for purposes of infrastructural investment. In this regard, the municipality seems to be doing well on the eradication of backlogs, but that does not seem to have an influence upon the socio-economic status of the area, given the dependency upon grants, the high debt book and the required funding for future infrastructural investment.

According to the IDP (2013/14:29) the government sector is the largest employer in the district with 39% of the employed in GGM working for government. The second largest employer is

the farming sector, which employs 25.9% of the people. This is however not the case when considering the municipalities separately, with the mining sector employing the second largest portion of the BPM population (19.5%). GGM has the highest level of unemployment with 47% of the population not being employed. The number of people unemployed as a percentage of the total employable population of the district (287 405) is 39%. It is however important to note that of the unemployed people in the district, approximately 60% are women.

In terms of the IDP of MDM (2013/14:30), a notable percentage of people in the district have no income. In the labour force alone, 89.1% of the population in the GGM earns less than R 800 per month. In GLM the figure is 92.2% which is the worst situation, while it is much better in BPM with only 75% of the labour force earning less than R 800 per month.

The table below is an illustration of the condition of the road network in MDM as per the IDP Document (2013/14:54):

Table 1: Mopani District Roads

Municipality	Tarred roads (km)	% Tarred	Gravel roads (km)	% Gravel	Total (km)
BPM	211,37	46,3	245,3	53,7	456,67
GGM	173,75	25,4	509,01	74,6	682,76
GLM	194,13	29,8	457,26	70,2	651,39
GTM	419,6	40,7	611,85	59,3	1031,45
MLM	314,79	55,9	248,41	44,1	563,2
MDM	1313,64	38,8	2071,83	61,2	3385,47

Source: Adapted from MDM IDP Document (2014:54)

In terms of the table above, BPM has a total of 456.67 km of access roads with 211.37 km tarred, while 245.3 km are gravel roads. This translates to 53.7% of gravel road in BPM. GTM has a total of 1'031.45 km of access roads, with 419.6 km being tarred roads (40.7%) and

611.85 km (59.3%) being gravel roads, while GGM's access roads show a total of 682.76 km, 173.75 km (25.4%) are tarred and 509.01 km (74.6%) are gravel roads. A total of 651.39 km make up the access roads in GLM, of which 194.13 km (29.8%) are tarred, while 457.26 km (70.2%) are gravel roads. The road network of MLM has a total of 563.2 km, 314.79 km, (55.9%) are tarred roads while gravel roads amount to 248.41 km (44.1%). The total road network for MDM in terms of the ones that link the national and provincial road network with communities is 3'385.47 km for which 1'313.64 km (38.8%) are tarred and 2'071.83 km (61.2%) are gravel roads.

Within MDM in terms of the 2013/14 IDP, GGM has the highest percentage of roads that are still gravel at 74.6%, followed by GLM with 70.2%, while the lowest in the district is MLM with 44.1%. It must be noted that the above number of kilometres of roads do not include the internal streets.

MDM working with the Department of Transport commissioned a study which must culminate in the development of the Road Asset Management System. The report submitted by the consulting company appointed to assist in this regard dated 18th July 2014 has highlighted a number of critical aspects that would require the attention of all municipalities. The table below seeks to reflect the status of the entire road network of the district, including the internal streets and those leading to other municipal service points such as cemeteries.

Table 2: Road Asset Management Report 2014

Municipality	Road Visual Assessment Km		Totals
	Paved	Gravel	
BPM	45	817	862
GGM	70	1'730	1'800
GLM	60	1'287	1'347
GTM	170	3'611	3'781
MLM	38	741	779

Municipality	Road Visual Assessment Km		Totals
	Paved	Gravel	
MDM	383	8'186	8'569

Source: Adapted from MDM Road Assessment Report (2015: 8)

In terms of the table above, the extent of the road network in the form of internal streets in BPM is that there are 45 km of paved roads and 817 km of gravel roads, which give a total of 862 km of the municipal road network. GGM has 70 km of paved roads, 1'730 km of gravel roads and the total road network is 1'800 km. The road network for GLM consists of 60 km of paved roads, 1'287 km of gravel roads and this makes up a total of 1'347 km. In the case of GTM, it must be stated that it has proven to be the largest amongst all local municipalities within MDM. The municipality has 170 km of paved roads, 3'611 km of gravel roads which make up a total of 3'781 km of roads, while MLM has the smallest number of kilometres in terms of the road network. In MLM, 38 km of roads are paved, 741 km of roads are gravel and the municipal total is 779 km.

In terms of the table above, out of a total of 8'569 km of road network within MDM, 383 km are paved roads while 8'186 km of roads are gravel. This situation linked to the road network as outlined in Table 1 above, clearly confirms the challenges faced by communities when it comes to the conditions of the roads. This is a matter that requires good working relations between the municipalities and the other key stakeholders such as the Traditional Leadership. Owing to the continuous demarcation of sites for the expansion of settlements within the municipalities, the extent of the road network will keep changing and as such, the database must be updated periodically in order to reflect the state of affairs within communities.

Besides the road network, the report on Road Asset Management also reflected upon the number of bridges and culverts within MDM. In terms of the data collected, there is a total of 22 bridges and 102 culverts in MDM, for which 6 bridges and 22 culverts are in BPM. GGM has 2 bridges and 19 culverts, while 1 bridge and 13 culverts are found in GLM. For GTM there are 8 bridges and 24 culverts, while in MLM only 5 bridges and 24 culverts are found. This clearly gives an indication of how accessible the road networks are in terms of the rivers within MDM.

1.4 Problem Statement

The provision of sustainable services by municipalities is one of the cornerstones of the 1996 Constitution of the Republic of South Africa. In terms of the 1996 Constitution, municipalities are required to provide services to communities in a sustainable manner. The IDP's were developed and approved by councils with the intention to realise the constitutional obligation.

The state of service delivery within municipalities in the MDM, as outlined in the 2011 Census Report by Statistics South Africa, reflects a state of affairs that warrants some thought. The Census 2011 report by Statistics South Africa has confirmed that the majority of the population within the study area live in rural settlements. The RDP of the ANC (1994) which was also adopted by government as a policy, has outlined the standard of the envisaged services to be provided to communities. For example, in terms of water provision as contained in the RDP (1994), the stipulated standard is that households will be provided with 20 to 30 litres of water per day, and then at not more than 200 metres from the household. This implies that households will have a stand pipe not more than 200 metres away from the place of residence, which means that communities are sharing a water tap. Surely this approach is not sustainable, and hence the IDP was meant to take the policy imperatives further, in a quest to achieve the constitutional mandate.

The intention of the IDPs, as outlined in the Local Government: Municipal Systems Act, 32 of 2000, was to bring about integration and coordination of government services, in order to improve the standard of living. The district is still confronted with the challenges of service backlogs, unemployment, illiteracy levels and economic growth, as outlined in the IDP (2014:29-30), despite the development and implementation of the IDP's. In this regard, the thesis will evaluate and assess some of the critical factors that have affected the provision of sustainable services within communities. The problem statement therefore focuses upon the impact of the IDP on the provision of basic services in a sustainable manner, particularly in the rural areas. The following constitutes the research question:

“How does the implementation of the Integrated Development Plan in Mopani District Municipality have an impact upon sustainable service delivery in the rural areas?”

The study is empirical and explicitly exploratory. It embodies the research questions such as:

- What is the legal framework that municipalities must apply in the development of the integrated development plans?
- How do municipalities ensure that there is adequate stakeholder engagement during the development process?
- Is there any effect and impact upon the communities when it comes to the implementation of the integrated development plans in rural areas?
- What are the critical challenges confronting municipalities when it comes to achieving sustainable service delivery through the implementation of the integrated development plans?
- What kind of improvements are required for the planning framework, in order to ensure effective implementation of the integrated development plans in rural areas?

1.5 Research Objectives

The researcher is interested in investigating a real life situation which, according to Mouton (2006:51), is an object in World 1 and an empirical research problem. The objective of the study is to:

- Explain the legal framework for the development of the IDP and explore the approach used in engaging stakeholders in the development of the IDP;
- Analyse the implementation of the IDP in rural areas and determine how the municipalities in MDM have attempted to achieve sustainable service delivery;
- Analyse and describe how effective is the implementation of the IDP in rural areas and explore the impact, if any, upon communities;
- Describe the existing challenges on achieving sustainable service delivery through the implementation of the IDP and
- Develop a framework for the effective development and implementation of the IDP to impact upon sustainable service provision in rural areas.

1.6 Research Methodology

According to Creswell (2009:3) there are three types of designs that can be used in a research study. These are a qualitative approach, a quantitative approach and a mixed methods approach. Creswell (2009:4) defines the qualitative study “as a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem”. In this regard emphasis is on exploring and understanding the circumstances that make people behave in a particular manner. Creswell (2009:4) argues that “the process of research involves emerging questions and procedures, data typically collected in the participant’s setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of the meaning of the data”. This implies that the data already in place will be analysed in order to develop a conclusion, or the behaviour of individuals is observed in order to make a decision or a conclusion about the unfolding conduct.

Creswell (2009:4) contends that the strategies that are employed for the qualitative approach are “phenomenology, grounded theory, ethnography, case study and narrative”. Creswell (2009:4) explains phenomenology as the “study of consciousness and the direct experiences while a grounded theory focuses upon the documentation which includes reports that are available. Ethnography focuses upon the custom and characteristics of different people, as it relates to culture. A case study is a study of the development of an individual or group over a period of time”.

Yin (2014:16) asserts that “a case study is an empirical inquiry that investigates a contemporary phenomenon (“the case”) in depth and within its real-world context, especially when the boundaries between phenomenon and context may not be clearly evident”. Yin (2014:17) further argues that “a case study inquiry copes with the technically distinctive situation in which there will be many more variables of interest than data points, and as one result relies on multiple sources of evidence, another benefits from the prior development of theoretical propositions to guide data collection and analysis”. Furthermore there are variations in case studies as a research method (Yin, 2014:18) and case study research includes both single- and multiple-case studies. Therefore for the purposes of this study a multiple case study approach will be used, whereby each case will be analysed individually with each case report written in order to cross reference case conclusions.

A quantitative approach is defined as “a means of testing objective theories by examining the relationship amongst variables” (Creswell, 2009:4). A typical example of quantitative research is the experiments that are normally conducted in laboratories. In this regard the people working in the laboratory might be interested in determining the causes of a particular illness, and as a result, data will be collected and be analysed in a laboratory, in order to develop a conclusion. The strategies used in this type of an inquiry are surveys and experiments as already alluded to above.

Creswell (2009:4) defines “mixed method research as an approach to inquiry that combines or associates both qualitative and quantitative forms”. This implies that when using the mixed method of research, the researcher combines the strategies and approaches that are used when applying either qualitative or quantitative methods of research.

In this study a mixed method will be used. The decision of the researcher was based upon the fact that the research involves a case study and therefore subjective views must be brought under control. The research will be an empirical study, which is the use of primary and secondary data through case studies, interviews and existing reports. As a way of ensuring consistency, the qualitative approach was executed first and this was to enable the researcher to source more information from existing data and reports, so as to develop an effective questionnaire which was administered to the sampled population. As a result the quantitative approach was executed during the last stages of the research.

1.7 The Method of Data Gathering

According to Yin (2014:103) there are six sources of evidence in a case study and they are documentation, archival records, interviews, direct observation, participation-observation, and physical artifacts. Yin (2014:105 – 106) further explains that documentation can either be letters, emails, agendas, minutes of meetings, other written reports of events, administrative documents, formal studies and news clippings. Examples of archival records according to Yin (2014:109) are public use files such as census, service records, organisational records such as budgets or personnel records, maps and charts and survey data produced by others.

The third source of evidence, according to Yin, is interviews (2014:110). Yin (2014:110) contends that interviews is one of the important sources of case study evidence and there are

three types of case study interviews, namely the prolonged case study interview, the shorter case study interview and survey interviews. Yin (2014:110 – 112) outlines prolonged case study interviews as interviews that take place over two or more hours, either in a single sitting or over an extended period of time, covering multiple sittings. A good example of this type of interview is when police are pursuing a certain case where they will interview a person who may have insight into a particular incident, which might lead to other persons also being interviewed. In this instance, Yin defines the interviewee as an informant (2014:111). Yin further cautions about over-dependence on a key informant when using this type of interview. The shorter case study interview, according to Yin (2014:111), is more focused and only takes about an hour. This implies that the interview will be focusing on a specific area or matter and cannot go beyond the hour mark. An example of a shorter case study interview is during a recruitment process, where a candidate is invited to come and confirm what appears in the application documents that have already been analysed by the panel members. The last type of interview, according to Yin (2014:112), is called the survey interview. The survey interview involves a structured approach as opposed to the initial two types of interviews.

Yin (2014:113) states that the fourth source of evidence is direct observation, and the assumption is that the phenomena of interest have not been purely historical. A good example of direct observation will be an instance wherein a traffic volume count is conducted, in order to determine a particular scenario which might include the need to expand the road. Another source of evidence is participant-observation (Yin, 2014:115). In this form of study the researcher assumes the role of both participant and observer at the same time. The final source of evidence, according to Yin (2014:117), is the physical artifacts. Yin (2014:117) further states that the technological device, a tool or instrument, a work of art or some other physical evidence are examples of physical artifacts and these are used mainly in anthropological research.

In this case study three sources of evidence were used, namely documentation, archival records and survey interviews. In both the documentation and archival records, the integrated development plans, budgets, financial reports and surveys conducted by others and periodic performance reports were considered for all the municipalities. This approach has assisted in the qualitative method of research. It is also worth noting that the analysis of documents was done first so that some of the findings were able to assist in the formulation of the questions for the questionnaire. The survey interviews were conducted through a structured

questionnaire which was designed to establish more information using the quantitative method of research.

Following the field research work that took place in selected communities within the district municipality over a period of a month, the data was captured using the IBM – SPSS software meant to assist in data analysis. The participants were selected from 125 wards within the five local municipalities making up the district municipality, which includes Municipal Speakers, Mayors and officials to give a total of 84 participants. It is worth confirming that the eighty four (84) questionnaires administered were all returned for purposes of analysis. Except for Question 14 in the questionnaire, the requirements for the participants were as follows: please indicate your level of agreement by marking the appropriate box for Statements 1 to 13 in Sections A to E. The ratings are as follows:

- | | | |
|---|---|-------------------|
| 1 | = | strongly disagree |
| 2 | = | Disagree |
| 3 | = | Neutral |
| 4 | = | Agree |
| 5 | = | strongly agree |

The questions were meant to determine the understanding of the IDP processes, establish the extent of the effect of implementation of the IDP on communities, determine the level of service delivery in rural communities, establish the impact of the IDP in rural areas and check the status with regard to the governance and institutional capacity in rural areas. In terms of Question 14, the requirement for the participants was outlined as follows: Please rank the critical service delivery issues that your municipality is still facing in order of priority. Please rank them using a scale of 1 – 6 where a 1 indicates the most critical priority and 6 the least priority.

1.8 Limitations

According to the Government Gazette Notice 1998 of 2005, there are a total of 283 municipalities in the Republic of South Africa. The capacity of the municipalities differs from one area to another and one province to another. The quality of the IDP's in municipalities is not of the same level, while the operating conditions are different as well. Therefore, the documents that will be analysed are for those municipalities within MDM. The observation

detected will be used in municipalities beyond the study area. The other limitation is that the survey conducted did not include the Traditional Leaders and that the level of capacity of the planners was also not highlighted in the study. The insufficiency of relevant sources and studies conducted in the area of focus is a limitation as well.

1.9 Concept Clarification

The concepts and terms that are used throughout the thesis are defined in this section. The purpose is to provide working definitions. This is done to ensure that there is clarity on the understanding of these concepts and terms. The concepts and terms are defined as follows:

1.9.1 Basic Services

According to the Local Government: Municipal Systems Act, 32 of 2000 “a basic service refers to a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment”.

1.9.2 Community

A community is defined by Edwards and Jones (1976:12) as a grouping of people who reside in a specific locality and who exercise some degree of local autonomy in organising their social life in such a way that they can, from that locality base, satisfy the full range of their daily needs”.

1.9.3 Councillor

According to the Local Government: Municipal Structures Act, 117 of 1998 “a councillor is a member of the municipal council and is elected by the communities either as a ward councillor or a representative of a political party or an independent candidate”.

1.9.4 Developmental Local Government

In terms of the White Paper on Local Government (1998:17), developmental local government is defined as “a local government committed to working with citizens and groups within the community to find a sustainable way to meet their social, economic and material needs and improve the quality of their lives”.

1.9.5 District Municipality

According to the Local Government: Municipal Structures Act, 117 of 1998, “a district municipality means a municipality that has municipal executive and legislative authority in an area that includes more than one municipality, and which is described in Section 155 (1) of the Constitution as a Category C municipality”.

1.9.6 Integrated Development Plan

The Local Government: Municipal Structures Act, 117 of 1998 defines an integrated development plan as “a plan aimed at the integrated development and management of a municipal area”.

1.9.7 Local Municipality

According to the Local Government: Municipal Structures Act, 117 of 1998, a local municipality means “a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area it falls, and which is described in Section 155 (1) of the Constitution as a Category B municipality”.

1.9.8 Municipal Infrastructure Grant

The Municipal Infrastructure Grant is a conditional grant allocated to municipalities for purposes of developing the required infrastructure to deliver services.

1.9.9 Municipal financial year

According to the Local Government: Municipal Structures Act, 117 of 1998, the municipal financial year means “the financial year of a municipality commencing on 1 July each year and ending on 30 June of the following year”.

1.9.10 Municipal Water Infrastructure Grant

Unlike the Municipal Infrastructure Grant, the Municipal Water Infrastructure Grant is a conditional grant meant to improve the level of maintenance and operation of the water infrastructure and it is only allocated to the Water Services Authority.

1.9.11 Public Administration

Public Administration is defined as the subject or discipline in which public administration is studied (Venter and Landsberg, 2011:84).

1.9.12 Public administration

According to Venter and Landsberg (2011:84) public administration is the process by which the entire state apparatus is organised, managed, administered and controlled.

1.9.13 Regional Bulk Infrastructure Grant

The Regional Bulk Infrastructure Grant is a conditional grant set aside to develop, upgrade and extend the water schemes that provides the bulk water services with a spread to more than one area tapping of beneficiaries.

1.9.14 Stakeholder

A stakeholder is defined as anyone that is directly or indirectly influenced by the acts of an organisation. Stakeholders usually have divergent goals and are driven not only by profit or

other financial aspects of the organisation, but also by social responsibility, media relations, community services, government relations and the like (Ehlers and Lazenby, 2004:3).

1.9.15 Sustainable Development

According to Munslow, FitzGerald and Mc Lennan (1995:4), “sustainable development is concerned with improving the overall quality of life as well as satisfying human needs”.

1.9.16 Water Service Authority

According to the Water Service Act, 108 of 1997 a water service authority “means any municipality, including a district or rural council as defined in the Local Government Transition Act, 209 of 1993, responsible for ensuring access to water services.

1.10 Framework of Chapters

Chapter One provides an introduction to the study, a motivation for conducting the study, a literature review focusing upon the international, regional, national and local trends in sustainable development and the problem statement. With the problem statement outlined, the research objectives and question were also discussed, leading to the identification of the research methodology. As there are a number of concepts that are used throughout the research, the clarification of concepts and terms are provided in this chapter and it concludes with an overview of each chapter of the thesis.

Chapter Two outlines the theoretical framework that underpins Public Administration with specific reference to the local sphere of government. An analysis of the transformation of the sphere of local government in relation to municipalities will provide useful information that makes it easier to understand the evolution of a developmental local government. The establishment of municipalities with specific focus upon the structures, the envisaged systems to achieve a developmental local government and the mechanisms to implement and monitor the performance thereof will also shed some light upon the kind of challenges confronting this sphere of government.

The legal framework guiding the development of the IDP's is discussed in **Chapter Three**. The focus of the discussion is on the mandate of local government as enshrined in the Constitution of the Republic of South Africa, with regard to a developmental local government. Other legislation that requires municipalities to develop the IDP's, will also be scrutinised and that forms the basis of a legal understanding in terms of the obligations facing municipalities. The other critical aspect is to examine in detail the approaches used by municipalities in ensuring that the stakeholders are engaged during the process of developing the IDP's. In this regard the role of the community in the development and the approval of the IDP's is outlined.

Chapter Four provides an outline on how MDM has implemented their IDP over a period of time. The critical focus in this chapter is on the projects and programmes that have been implemented, together with the resources that were utilised specifically in the rural parts of the district municipality. The importance of this chapter is such that the relationship between prioritised needs and the allocation of resources was put to the test.

Chapter Five of the thesis reflects the presentation, analysis and interpretation of collected data from the selected participants made up of municipal officials, councillors and community members within MDM. The researcher provides the findings that arise from the primary and secondary data, as analysed accordingly. With regard to the primary data, the IDP, budget, audited financial statements and the annual performance report are analysed, while on the secondary data, the questionnaire that was administered to the selected participants is analysed. This enables the researcher to outline the findings.

Chapter Six of the thesis provides for the conclusion and the proposal of a framework for the effective development and implementation of the IDP's. The framework outlines the measures that must be taken in order to ensure meaningful engagement of the community, with the sole purpose of instilling ownership of the IDP and affording the municipalities with an opportunity to consider other mechanisms to improve on the maintenance of existing infrastructure. The framework also outlines the approach to implement cost recovery in areas where services are rendered. In this regard, the municipalities will then be able to improve upon the quest to provide sustainable services in the rural areas.

CHAPTER 2

THEORITICAL FRAMEWORK THAT UNDERPINS PUBLIC ADMINISTRATION WITH SPECIFIC REFERENCE TO LOCAL GOVERNMENT

2.1 Introduction

The evolution of Public Administration has come a long way. Many scholars and practitioners have written about Public Administration and the debate thereon will still continue. Coetzee (2012:16) argues that public administration as a particular kind of administration is concerned with the execution of laws, rules and regulations of the government of a country. This implies that public administration as a practice is concerned with ensuring that the community needs are achieved through the implementation of policy. The practice of public administration started during the ancient period of emperors and monarchies, and has evolved over time with the United States of America taking the lead.

The focus of this chapter is on public administration in South Africa, with specific reference to the local sphere of government. In order to provide more clarity on the concept of public administration, the historical evolution of public administration will be outlined. Given the fact that the focus of the study is on local government, a reflection on the structure of the South African Government will be undertaken, while intergovernmental relations will be examined. The nature, character and the mandate of local government will be analysed as well.

2.2 The Historical Evolution of Public Administration

According to Coetzee (2012:30) public administration as a practice is as old as man himself and has developed since the Fifth Century BC, while the academic discipline is of fairly recent origin. In this regard the discussions on the concept of public administration must be able to distinguish between the practice and the academic discipline, based upon the fact that the one area is more of ancient times and the other has evolved over time.

2.2.1 Development of Public Administration

According to Coetzee (2012:32) public administration has a longer history and a wider geographic range than almost any other aspect of government. It has been the instrument of

ancient empires, monarchies, democracies and dictatorships, of both developed and developing countries. During 1900 public administration as a discipline originated from the United States of America through the publication of an article by former President Woodrow Wilson in 1887 entitled *The Study of Administration* (Coetzee, 2012:30). Wilson's argument is that administration lies outside the proper sphere of politics and administrative questions are not political questions. According to Wilson (Coetzee, 2012:34), the study of administration was a necessity, given the complexity of running a government. Historically it was always felt that public administration is a fairly easy job, however the argument presented above surely gives a better environment for human development. Coetzee (2012:34) contends that the argument by Wilson in the article is that the executive functions of government are so complex that it is impossible for a public official without special training, and equipped with only a lay knowledge of state activities, to cope successfully with executive functions.

Borick, Russell and Shafritz (2014:35) state that Wilson was concerned with overall organisational efficiency and economy. In this regard emphasis was on what government can do to achieve its objectives, while utilising the limited resources at its disposal. In essence, this can be achieved in an environment where there is a strong balance between knowledge and capability of those tasked with the responsibility at hand. Borick, Russell and Shafritz (2014:35) further argue that the other view as presented by Wilson in the article is the existence of a major distinction between politics and administration. The critical argument by Wilson in the article on the appointments of civil servants was also articulated by Borick, Russell and Shafritz (2014:35). In this regard the argument was on ensuring that public appointments are done based upon merit as opposed to loyalty to a particular political party.

The argument presented by Wilson is such that it illustrates the danger of a public administration that is based upon party political appointments, disregarding the required competencies. As a result it became necessary for every person aspiring to be a public servant to be well equipped so as to be equal to the task, despite their political affiliation.

According to Coetzee (2012:35) the argument by Wilson was further developed by Frank J. Goodnow in an article called *Politics and Administration: a Study of Government*, published in 1900. Goodnow enriched the argument presented by Wilson, by identifying two distinct government functions. Henry (2013:37) states that "the argument by Frank J. Goodnow was that politics has more to do with the expression of the will of the state, while administration

has to do with the execution of these policies”. In simple terms these arguments suggest that politics and administration are two distinct and separate things and should be treated as such. Henry (2013:37) further contends that “the basis of Goodnow’s argument is that elected politicians and appointed public administrators do different activities”.

During the period 1927 – 1937, what became more central was the new discipline of Public Administration which was based upon the assumption that there are certain principles of administration. According to Henry (2013:38) this new paradigm was uncovered by W.F Willoughby in the book entitled *Principles of Public Administration* in 1927. In this regard, the argument was more about ensuring that the public administrators are well developed in order to be able to meet both the public and private sector needs, when it comes to the administration of the goods and services (Coetzee, 2012:36).

According to Coetzee (2012:36) Willoughby did not find it difficult to divide the functions of government, that is, decision and execution. Making decisions was seen as the realm of politics and policy decision making – the area in which the processes of democracy are relevant and which, *inter alia*, include aspects such as expression of opinion, voting and organisation of political parties. With regard to execution, this was the area of administration which presented its own problems and needs of other criteria, such as the criteria for economy and efficiency.

In order to take the issue of principles further, two confidantes of former President Franklin D. Roosevelt; Luther H. Gulick and Lyndall Urwick expressed the perspective of the principles of administration in a singular volume that has come to be called the field’s “high-noon of orthodoxy” in 1937 (Henry, 2013:38). According to Henry (2013:38) Gulick and Urwick’s Papers on the Science of Administration were a report to the President’s Committee on Administrative Science. The argument presented by Gulick and Urwick is that there are principles that can be applied in administration without the due consideration of the type of an institution, the functional area and the policy environment. In this regard, Gulick and Urwick formulated the acronym POSDCORB which represents Planning, Organising, Staffing, Directing, Co-ordinating, Reporting and Budgeting (Coetzee, 2012:37).

Just like any developing practice, there were those who disagreed with the views held by Wilson, Goodnow, Willoughby, Gulick and Urwick. This became evident during the period

1938 – 1950 when some of the public administration authors such as Chester I. Barnard, Herbert A. Simon and Dwight Waldo objected to both the notion that politics and administration could be separated, and also the issue of principles (Henry, 2013:39). This led to the abandonment of the politics/administration dichotomy and the principles of administration thereby paving the way for a new public administration (Coetzee, 2012:38).

According to Coetzee (2012:39-41) the concept of public administration expanded just after World War II, and the resultant factor is that public administration was now viewed as part and parcel of Political Science, and also as an administrative science. Coetzee (2012:39) further argues that the new dimensions were added to administration as a process, particularly in the areas of decision making and communications. Coetzee (2012:41) contends that, “administrative science in this context referred to studies in organisation theory and management science”. In order for the administrative science to provide a focus, the understanding of public must not be reduced to referring to institutions, however to the understanding that public becomes that which affects public interest (Coetzee, 2012:41).

It is clear that the period 1950 – 1970 also presented its own dynamics when it comes to the evolution of public administration as a study and as a practice. However the period from 1970 also became an interesting moment in the field of public administration. According to Shafritz, Russell and Borick (2014:45) central to the changes during 1970 is the resurrection of the politics/administration dichotomy that defined public administration’s origin, but the dichotomy re-emerged in a significant form as a political/administrative continuum, rather than as a political/administration division that furnishes the field with an intellectual gravitas that is sensible, understandable and workable. In this regard the understanding is that there is no separation between politics and administration, however the two function in an interchangeable but complimentary way.

The 1990 period added another new lease of life to the field and practice of public administration. Borick, Russell and Shafritz (2014:48) indicate that globalisation, internet and related developments pressure governments to reduce their sovereignty. Borick, Russell and Shafritz (2014:48) further argue that American governments are relinquishing, by design or default, the traditional responsibilities to: individual citizens; groups of citizens; public-private partnerships; the non-profit sector; the private sector; public authorities; associations of governments and other governments. In simple terms this infers that government will now

move away from a control and delivery of public goods and services, to an institution that focuses more upon governance. This is done to ensure that the state of governance makes it possible for stakeholders to make a contribution to the implementation of government social programmes for social improvement.

2.2.2 Public Administration in Context

Public Administration is the use of managerial, political, and legal theories and processes to fulfil legislative, executive, and judicial mandates for the provision of governmental regulatory and service functions (Rosenbloom and Kravchuk, 2009:5). The argument presented by Rosenbloom and Kravchuk (2009:5) is that public administration differs from private administration in significant ways, and this is supported by the fact that the public entities are governed largely by the Constitution and must act in the public interest, rather than the individual or personal interest. Another distinction, according to Rosenbloom and Kravchuk, is the issue of the market. The price tags attached to governmental operations are established through budgetary routines, rather than fixed at the market through free transactions between buyer and seller. Revenues are largely generated through taxation, although in some cases user fees are a substantial source of operating budgets, and bonds are sold to pay for capital projects (Rosenbloom and Kravchuk, 2009:8-9).

Although quite often public administration is thought of in terms of providing services to the public, it is also true that public administrators are engaged in regulation of the public. Political conservatives opposed to governmental administration have long charged that the public service or the civil service is not a “service,” but rather an authoritarian regulatory force used to place constraints on the public (Rosenbloom and Kravchuk, 2009: 13-14). Indeed the services that are provided by government are highly regulated and require the public administrators to implement the regulation through policies approved by the legislature. A typical example is the requirement for citizens to pay for taxes from the income generated in order to raise revenue for the country, which is then distributed through the Division of Revenue Act, 2 of 2013.

2.2.3 The Generic Functions of Public Administration

For the public institutions to achieve the set strategic objectives, the generic functions which are also referred to as administrative functions play a central role. In this regard public administration refers to the activity hence the discussion around the generic functions while Public Administration refers to the discipline. These generic functions have been outlined by Hughes (2003:31) as planning, organising, staffing, directing, coordinating, reporting and budgeting. It must be noted that there is a distinction between these generic functions as outlined above and what Cloete refers to the generic administrative process. In the case of the generic functions as listed above, the focus is on the activities whereas in the case of Cloete it is more on the discipline. The generic functions as listed above are important to the area of the study in the sense that planning for the utilisation of scarce resources at a municipal level is crucial. Equally important, there is a need to organise these scarce resources including making sure that the staff with the requisite skills are appointed while there is a need for directing, coordinating, reporting and budgeting in the IDPs. Each of these functions is outlined in detail below.

2.2.3.1 Planning

According to Hughes (2003:31) planning refers to goal setting techniques/methods applied by executives, as a means of preparing future courses of organisational action. This implies that the senior management of a public institution will prepare the future course of action that will have to be implemented, in order to achieve set objectives. In this regard the integrated development planning process embarked upon by municipalities is a good example of what planning entails. During this process the municipalities develop the future plans of an area in order to bring about an improvement over a particular period of time. This process is often led by the municipal managers as delegated by municipal councils.

In the case of national and provincial government, planning takes place as directed by policy pronouncements such as the National Development Plan 2030 (2013). In this regard the national priorities are outlined so as to inform the key functions of the various government departments, given the state of socio-economic reality in the country. In terms of the National Development Plan, government has identified limitations in the area of nutrition, transport,

housing, water, sanitation, electricity, education and skills, safety and security, health care, employment, recreation and leisure and clean environment.

2.2.3.2 Organising

According to Thornhill (2012:166) organising consists of classifying and grouping functions as well as allocating the groups of functions to institutions and workers in an orderly pattern, so that everything the workers do is aimed at achieving predetermined objectives. In simple terms this implies that for an organisation to achieve its predetermined objectives, it needs to put together a team of individuals that will oversee the actual implementation of all plans. Following the previous example provided on the National Development Plan 2030, the state will organise the political and administrative structure to ensure that the plan has respective drivers.

One of the typical illustrations of organising is the establishment of an organisational structure of a government institution. In this regard the state will establish a structure which will further demonstrate the focus area of internal operations of the institution. A distinctive example is the Department of Cooperative Governance and Traditional Affairs (CoGTA) in South Africa. The department is made up of units focusing upon supporting provinces, municipalities and traditional leaders. Thornhill (2012:168) further argues that organisational structures are also created to suit particular political philosophies, for example in a dictatorial state, structures are likely to be strictly hierarchical, whereas in a democratic set-up, there may be more flexible interrelationships. This means that the determination of an organisational structure also depends upon the leadership system that is in operation within such institutions.

2.2.3.3 Staffing

According to Thornhill (2012:227) it goes without saying that there must be personnel available to undertake the staffing functions in central personnel institutions, and personnel offices or divisions of administrative executive institutions such as state departments and provincial administrations. Thus once the organisational structure is in place, what becomes important is to acquire the human capital with the requisite knowledge and skills associated with that functional area. In this case, once the legislature, or a council in the case of municipalities,

approves the staff establishment, it becomes the responsibility of the political head and the administrative head to ensure that there is personnel to execute particular responsibilities.

The responsibility of the political head in the form of the President, Minister, Premier, MEC and Mayor is to appoint the head of administration regarded as the municipal manager, who in turn appoints staff into different functional areas. It must be stated, however, that the process of staffing must not be taken to be a fairly easy one, because in some instances it gets complicated by the philosophy of the various political parties with a majority control.

2.2.3.4 Directing

Once staff has been appointed into various positions, there must always be a leader in a team. In this regard the head of the administration becomes the immediate leader supported by numerous divisional heads. Borick, Russell and Shafritz (2014:385) define leadership as the exercise of authority, whether formal or informal, in directing and coordinating the work of others. In this regard it is the responsibility of the head of administration to ensure that the goals set by the legislature or council are achieved without failure or compromise. In order to achieve that, the head of the administration as a leader will be directing the entire staff on what must be done, how it must be done, when it must be done and with what resources.

In the case of realising the objectives of the National Development Plan 2030, the Director General in the Office of the President is the responsible person to ensure that the plan is implemented, in order to derive the benefits as contained in the plan. If government fails or struggles in the implementation of the plan, the foremost thing to look at is the person charged with the responsibility of implementation. This is based upon the fact that the function of directing lies squarely with that person. Surely there must be reasons or corrective measures put in place to correct the situation. Without a plan, the responsible official would fail to do anything. Similarly, if the structure that informs the human resources is also not in place, no corrective action can transpire. The situation is similar with municipalities whereby the municipal manager has been delegated responsibilities by the municipal council, to develop an effective and efficient administration, as envisaged by the Local Government: Municipal Systems Act, 32 of 2000.

2.2.3.5 Coordinating

In order for any structure to function effectively and efficiently, there must be some form of coordination. Thornhill (2012:180) in supporting the need for coordination, argues that each separate activity aimed at achieving the objective should therefore be brought into line with every other such activity. In other words the machinery must operate in such a way that the activities of one unit or one individual must be able to compliment the others, in order to achieve the set objectives. By ensuring proper coordination, this will enable the system to operate in an integrated manner whereby each unit understands the implication of poor performance on the broader organisational goals.

By ensuring proper coordination, the administrative head will be eliminating the spirit of competition and silo mentality, but building the spirit of teamwork. No teamwork can succeed if there is no proper coordination or clarity of minds in terms of the level of responsibility from one team member to the other. A good example is in the finance unit of any department or municipality, whereby for a payment to be generated, one of the important activities is that the payment request with supporting documents must be supplied to the office responsible for generating payments. Once the verification and checking of the documents has been completed, the supervisor must then approve the payment request which will then enable those responsible for capturing to go ahead with the payment process. The payment will go through the appropriate levels of supervision until a final payment is approved for a creditor or individual. In this instance, if coordination did not exist, the wrong people would be paid, or the payments may not be effected at all, which would affect the achievement of any objective related to that payment.

2.2.3.6 Reporting

Thornhill (2012:272) states that one of the components of formal control measures is written reports. This implies that for the organisation to know how it is doing against the predetermined objectives, there must be some form of monitoring, and in this regard, the presentation of a report serves that purpose. Within the institutions of government, it is a requirement for respective units and departments to report periodically to the legislature and councils.

In the case of municipalities, there are monthly reports that are submitted to council committees for scrutiny and advice, so that at the end of every quarter such reports are then presented to councils with corrective measures implemented. Once the reports have reached the legislature, the Standing Committee on Public Accounts, known as SCOPA at a National and Provincial level, will assess and evaluate the report, in order to ensure full accountability. At a municipal level the reports are examined by the Municipal Public Accounts Committee referred to as MPAC. In this regard, no state institution can claim to be achieving the predetermined objectives if there is no reporting.

2.2.3.7 Budgeting

Thornhill (2012:191) argues that finance is often regarded as the lifeblood of any institution. It is further argued that without money, no government policy can be implemented. This statement is also relevant in the argument presented above about the generic functions of public administration. According to Borick, Russell and Shafritz (2012:465) a public budget has four basic dimensions. The first dimension is that public budget is a political instrument that allocates scarce public resources amongst the social and economic needs of the jurisdiction. This implies that when policy decisions are made by public representatives, for the outcomes to be realised there must be financial allocations. A good example is the decision by government to implement the National Health Insurance, and as such, more financial allocations had to be channelled to the implementing department, in this case, the Department of Health.

The second dimension, according to Borick, Russell and Shafritz (2012:465), is that a budget is a managerial instrument. This implies that a budget assists in ensuring that any programmes and services are well resourced, if the ultimate goals are to be achieved within a specified period of time. The third dimension is that budget is an economic instrument that can direct a jurisdiction's economic growth and development. In this regard, when government allocates more money to infrastructural development, the intention is to encourage investment, thereby creating more jobs. The fourth and last dimension is that budget is an accounting instrument that holds government officials responsible for the expenditure of the funds. In this regard, the report by the Auditor General serves that critical purpose of ensuring that reporting does take place in all public institutions on an annual basis.

In the earlier discussions, it is quite clear that the state may not be able to develop the organisational structure and even to fill it, given financial constraints. Funding of projects and programmes by the South African Government is done through the distribution of nationally raised revenue by way of the equitable share, as published in the Division of Revenue Act, 02 of 2013. The decision to allocate financial resources to various programmes and projects across all government units largely depends upon the strength of the plan. In this regard, for the National Development Plan 2030 and the integrated development plans to be successfully implemented, funding is of critical importance.

Within a municipal environment, a budget becomes an instrument to ensure that all the strategic plans, as outlined in the IDP, are realised. This in turn is directly linked to the performance monitoring through the quarterly performance, mid-year performance and the annual reporting, whereby the Office of the Auditor General conducts a periodic audit. When the IDPs are developed, there is an alignment with the municipal budget. In simple terms a budget within municipalities plays a crucial role in the implementation of the IDP.

2.3 Political and Administrative Structure of the Republic of South Africa

According to Thornhill, (2012:4) the world currently comprises more than 200 states, each of which represents a unique society with its own physical and social characteristics; including a system of government that has its own peculiar public institutions. In this regard South Africa as a country has established its government that is responsive to the needs of society. There is a constitution and national legislature which prescribes what further legislatures shall follow. All the legislatures will be given specific powers by the constitution and the top legislature.

The Republic of South Africa underwent fundamental constitutional transformation in terms of the provisions of the Constitution of the Republic of South Africa, Act 200 of 1993, which repealed the Republic of South Africa Constitution Act, 110 of 1983. Act 200 of 1993 came into effect on 10 May 1994, and was repealed by the Constitution of the Republic of South Africa, Act 108 of 1996 which was later corrected through the Citation of Constitutional Laws Act, 5 of 2005 by deleting the number assigned to it (Thornhill, 2012:8). In terms of the 1996 Constitution of the Republic of South Africa, the government consists of the national, provincial and local spheres.

2.3.1 National Government

According to Section 42 of the 1996 Constitution of the Republic of South Africa, “the South African government is made up of Parliament which consists of the National Assembly and the National Council of Provinces”. The major role of the National Assembly, as outlined in the Constitution, is to choose the President, provide a national forum for public consideration of issues, pass legislation, and scrutinise and oversee the actions of the executive. In this regard, the National Assembly is required to govern the country on behalf of the people of South Africa, and this is done through an election of the representatives coming from different political parties and formations. In terms of the National Council of Provinces, its main focus is upon ensuring that there is a fair representation of provincial interest during the process to consider legislation and also to public consideration of issues affecting the provinces. In this regard, for any law that Parliament would like to pass, the National Council of Provinces must ensure that the cultural diversity in the country is preserved. In order for the preservation of different cultures within our national legislative framework to occur, each province is represented in the National Council of Provinces.

At a national level, the President and the Cabinet are the political executive institutions supported by the Auditor General, the Commission for Gender Equality, the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities, the Electoral Commission, the Financial and Fiscal Commission, the Human Rights Commission and the Public Protector (Thornhill, 2012:12-17). In this regard, the governmental structure consists of the President and the Cabinet, with all the supporting institutions. The legislative authority vests with Parliament, while the executive authority is in the President who is the leader of Cabinet. Similarly the state departments and parastatals make up the administrative institutions of government (Thornhill, 2012:22-23).

The national sphere of government is further constituted by the judicial institutions which act independently from the legislature and the executive. The judicial institutions are made up of the Judicial Service Commission, the Supreme Court and Court of Appeal and the Constitutional Court. The Supreme Court and Court of Appeal work closely with the Chief Justice, the Deputy Chief Justice, the Judges of Appeal, the High Courts and the Magistrates’ Courts, who are supported by the National Director of Public Prosecutions and the Directors of Public Prosecutions (Thornhill, 2012:27-28). The Constitutional Court consists of the

President, the Deputy President and nine other judges as outlined in Section 167 of the 1996 Constitution.

2.3.1.1 Functions of the State

According to Venter and Landsberg (2011:84), one can distinguish between two types of state, namely the interventionist state and the non-interventionist state. They indicate that the state in this context is both the government and the entire public administration apparatus. When the state decides to intervene in the affairs of society, it does so through the formulation and approval of certain policies or legislation. The role of the state as compared to the private sector is basically to provide goods and services without being motivated by profit margins, while the private sector is largely influenced by the profit margins for it to provide the service. The focus of the next discussion is on the three main functions of the state.

Venter and Landsberg (2011:85) outline the three functions of the state as follows, starting with the power function. They argue that these state functions primarily involve the maintenance and projection of the power of the state, and tend to reside at the national level. In this regard there is no state that can allow a situation whereby its powers are easily eroded by other countries. A typical example is the reluctance by the Zimbabwean Government to take any form of proposal from other countries on how to handle political and economic issues (Financial Times, 3 April 2011).

The second power of the state, according to Venter and Landsberg (2011:86), is the security and protection function. The security and protection function of the state relates primarily to the most basic of human needs – protection. In this regard Venter and Landsberg (2011:86) argue that protection is not only limited to protection against hostile aggressors or against criminal activities, but also includes protection of the environment. It must be noted that every state has an obligation towards its citizens to protect its sovereignty, whilst providing for their economic needs. In the South African context the protection function is found in all the spheres of government, but will only differ in terms of the magnitude. The function dealing with defence and policing is located only at the national level, while the ambulance services, fire services and traffic control are found at both the provincial and local levels.

The economic functions of the state relate predominantly to the creation of wealth within it. The degree of state intervention on the economic front is a source of considerable debate, and has given rise to political ideologies such as communism, socialism and capitalism (Venter and Landsberg, 2011:86). In South Africa the majority of the commentators in the public discourse have strongly argued about the role of the state in the economy, to the extent that some are calling for a radical change on how government is driving economic issues. In this regard some political parties have emerged to take the central stage on this matter and are putting a lot of pressure on government.

The last function of the state is the redistribution function. This function is focused upon the state making sure that society is not deprived of the right to basic services such as health, housing and education, to mention but a few. The provision of health services is not a favour to the communities, but is a social right, as are education and housing. The issue of raising revenue through tax is clear enough to confirm the intervention of the state to ensure that there is a redistribution of wealth (Division of Revenue Act, 2 of 2013). This function is located in both the national and provincial sphere of government.

In this regard, when the state promulgates the Division of Revenue Act on an annual basis, it also has a presence within local government. When municipalities embark upon the IDP processes, there is full awareness in terms of how the state will redistribute the nationally raised revenue to various service delivery areas. In most municipalities the funding for infrastructure is derived from the various grants set up by the national and provincial government. The intention of the IDP Guidelines when it relates to vertical alignment is to ensure that there is participation in the IDP processes by both the national and provincial government departments. As an example, the Department of Water and Sanitation will set aside money to assist municipalities in the provision of clean water. Even if the department has money to allocate, the proper channel to avail such a critical resource is through the IDP processes.

2.3.2 Provincial Government

The Republic of South Africa has nine provinces as established through Section 103 of the 1996 Constitution. According to the 1996 Constitution, the legislative authority of a province is vested in the provincial legislature. The provincial legislature has the power to pass legislation

and to assign any of its legislative powers to a municipal council in that province, in terms of Section 104 of the 1996 Constitution. The members of the provincial legislature are elected by the people during an election process, as per the national elections.

Section 125 of the 1996 Constitution stipulates that “the executive authority of a province is vested in the premier of that province. The premier is supported by members of the executive council in exercising the executive authority”. The premier and the executive council constitute the governmental/political executive institution of the province (Thornhill, 2012:29–30). Cloete and Thornhill argues that the administrative executive of the province consists of departments/institutions and other institutions.

2.3.2.1 The Role, Powers and Functions of Provinces

Besdziek and Holtzhausen (2011:105) contend that there are eight (8) roles to be played by the provincial administration. The first role is referred to as a strategic role and it requires the province to develop its long terms goals and vision in the form of a growth and development strategy. This role is more about effective planning.

The developmental role of the state, according to Besdziek and Holtzhausen (2011:105), requires that the provincial government must ensure that municipal planning and budgetary processes give rise primarily to the basic needs of the community and that they promote social and economic development. In this context it means that whatever government plans to do, must be done in response to the basic needs of the communities, rather than in response to the voice of the few. The other roles such as the intergovernmental, regulatory, fiscal and monitoring role and the intervention role have been described as well. However those that are mentioned above are more relevant to the study.

2.3.3 Local Government

The domain into which the study falls is local government. Local government in South Africa prior to the 1996 Constitution of the Republic of South Africa was merely structures created through the provincial statutes. These structures did not have any power to execute, except with the permission granted by the legislature of that province. The turning point came when the process of democratisation started in South Africa, through the unbanning of liberation

movements and the release of prisoners such as the late Dr Rolihlahla Nelson Mandela in 1990.

According to Swilling and Boya in Fitzgerald (1995:168), the negotiated settlement at national level created an interim constitution that provided for a completely reconstituted governmental system at national, provincial and local level. Local government moved from a transitional phase to a developmental phase, through the constitutional democracy enjoyed by the communities. The pre-1995 local government was based upon the foundations laid through legislation such as the Native Areas Act, 1923 which later became the Group Areas Act of 1952.

According to Swilling and Boya in Fitzgerald (1995:170) the entire structure of the apartheid city was governed by the racial regulations of urban space via the Group Areas Act of 1952. Swilling and Boya in Fitzgerald (1995:170) observed that the structure of the cities and local government were based on racial divide of Whites, Africans, Coloureds and Indians. In this regard there were the Black Local Authorities, meant to serve the interests of Black communities, with little or no tax base, and the White Local Authorities designated to serve the interests of the White communities with a high tax base.

As a result of the political developments in South Africa, it was imminent that local government required a serious transformation, hence the introduction of legislation called the Local Government Transition Act, 209 of 1993. The main aim of the act was to provide for revised measures with a view to promoting restructuring of local government. In this regard the focus would be on three critical phases that made it possible for local government to reach the stage where it is currently. These three phases are the Pre-Interim Phase, the Interim Phase and the Final Phase.

2.3.3.1 The Pre-Interim Phase: 1993 – 1995

According to the Local Government Transition Act, 209 of 1993 the administrator shall recognise any forum that has been established before or after the commencement of the Act, whereupon such forum shall be deemed to be a negotiating forum. In this regard all the provinces established a negotiating forum to spearhead the negotiation process on a variety of issues, as identified in the Act.

According to Section 7 (1) of the Local Government Transition Act, 209 of 1993, “the following are the matters for negotiation by the forum:

- the area of the forum, the establishment of any transitional local council for a non-metropolitan area of local government,
- the establishment of any transitional metropolitan council with transitional metropolitan substructures for a metropolitan area of local government,
- the establishment of a local government co-ordinating committee, the power and duties of a local co-ordinating committee,
- the approval of the budget,
- the number of seats in such local co-ordinating committee,
- the nomination of persons for appointment as members of the local co-ordinating committee, and
- to investigate the rationalisation of the administration and personnel of the individual local government bodies”.

Given the fact that the negotiations involved historical structures that existed prior to the 1990 political era, it was important to ensure that first and foremost, the negotiation forum at a local sphere defined its area of operation, so as to ensure that no other structure was left out. In simple terms, this was meant to ensure that the former Black Local Authorities and the former White Local Authorities in a given geographic space were able to champion the future of the new envisaged area to be demarcated, once the Demarcation Board had been established by the Minister, as required by the Local Government Transition Act, 209 of 1993. In the case of MDM, there were three main towns that were amalgamated with the five former R293 towns, popularly known as townships, and the rural villages to constitute the respective negotiating forum; and one former R293 town amalgamated with the rural areas.

The three towns referred to above were Duiwelskloof, which engaged Kgapane Township and the surrounding villages, Tzaneen which engaged with Haenertsburg Town, Letsitele Town, Nkowankowa Township, Lenyenye Township with surrounding villages and lastly Phalaborwa which engaged the townships of Lulekani and Namakgale with the surrounding villages. The only area which was peculiar in nature was Giyani as a R293 town under the former Gazankulu Administration, which had to be engaged with the surrounding villages only. This implies that

the tax base in Giyani was too little to assist in achieving the aims behind amalgamation of the town and the rural villages. In this regard the amalgamation of Giyani as a town was not going to bring about the envisaged expectation due to the limited resources.

The negotiations between the political structures and existing structures of government that took place throughout the country on matters of the establishment of the local government co-ordinating committees were a success and led to the establishment of the local government co-ordinating committees. The principle of moving towards a unified society was taken into serious consideration. The other critical matter which was agreed upon at various forums was the issue of the approval of the budgets. In this regard, all the structures had to bring together the available budgets to constitute one budget to be coordinated and managed jointly during the transitional period, while accessing other government funding. Towards the end of 1994, the negotiation processes were concluded with the appointment of members to serve on the various local government co-ordinating committees as agreed.

2.3.3.2 The Interim Phase: 1995 – 1999

During the interim phase, the demarcation process was undertaken by the Municipal Demarcation Board and led to a total of 843 transitional local councils. The majority of the transitional local councils were established on the basis of ensuring that those with a strong tax base were combined with those that did not have any tax base. It must be noted that in metropolitan areas, a two tiered system of metropolitan governments was established, and these are predominantly found in bigger cities such as Cape Town, Durban, Johannesburg and Pretoria. The district councils were also established to provide administrative services to more than one transitional local council as envisaged by the Local Government Transition Act, 209 of 1993.

According to Section 9 (2) of the Local Government: Local Government Transition Act, 209 of 1993 “the Administrator may by proclamation in the Official Gazette make regulations regarding determination of wards and polling districts, voters and voters’ lists, members of the transitional council, the conducting and procedures at the election”. This implies that the Member of the Executive Council in a province was required to issue a proclamation which outlined the wards within a municipality, the polling districts, the voters roll, the list of candidates to become councillors within a transitional local council and the electoral process.

This resulted in the local government elections held in the country in 1995 and 1996 for the transitional local councils.

2.3.3.3 The Final Phase: 1999 – December 2000

The final phase of the local government transformation took place between 1995 and 2000. The most noticeable transformation started with the repeal of a number of laws such as the Black Local Authorities Act, 27 of 1982, which were in contrast to the 1996 Constitution. In this regard, new legislation was introduced to cement the final phase of the local government transformation. Examples of the new legislation are the Local Government: Municipal Structures Act, 117 of 1998 which replaced the Local Government Transition Act, 209 of 1993, the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Finance Management Act, 56 of 2003.

The local sphere of government was established through Section 151 of the Constitution of the Republic of South Africa and consists of municipalities covering the territory of the Republic. Unlike the national and provincial government where there is proper separation of powers between the executive, legislature and the judiciary, the legislative and executive authority of a municipality is vested in a municipal council. Section 151 (3) of the Constitution further stipulates that “a municipality has a right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution”. In this regard, municipalities function independently but taking into consideration the national and provincial legislative imperatives. This means that a municipality may not operate outside the parameters of the laws of the country.

Section 155 of the Constitution of the Republic of South Africa has outlined the three categories of municipalities and they are Category A, which represents the Metropolitans, Category B, which shares the municipal executive and legislative authority with a Category C municipality within the area and Category C, referred to as district municipalities, who have the municipal executive and legislative authority in an area with more than one municipality. According to Section 155 referred to above, there are different types of municipalities within each category. Given the size of a municipality, particularly within Category B, a municipality will either be a plenary, collective or executive system. The plenary system of a municipality exists in very small municipalities whereby the mayor as elected also assumes the

responsibility of the chairperson of council. In this regard, the council will perform even responsibilities that were to be done by a committee of council.

The collective system exists in municipalities whereby an executive committee which elects the mayor is collectively accountable to the municipal council, while the executive system is predominantly in bigger municipalities that possess the capability to become a metropolitan. This is also similar in all the district municipalities within the Republic wherein the executive mayor as elected by the municipal council will appoint members to assist in the execution of responsibilities on behalf of the municipal council. In this regard, the executive mayor is directly accountable to the municipal council. The executive or other committees are regarded as the governmental/political executive institutions, while the administrative institutions consist of the departments/divisions and other institutions (Thornhill, 2012:32).

The Republic of South Africa is made up of two hundred and seventy-eight (278) municipalities, as established by the Local Government: Municipal Structures Act, 117 of 1998 as amended. Eight (8) of these are metropolitans, forty-four (44) are districts and the local municipalities account for two hundred and twenty-six (226). Within the total number of municipalities in the Republic, Limpopo Province accounts for thirty (30) municipalities with five (5) districts and twenty-five (25) local municipalities. MDM is one of the districts comprising five (5) local municipalities established through the Section 12 Notice as per the Local Government: Municipal Structures Act, 117 of 1998 as amended.

2.4 Powers and Functions of the Different Spheres of Government

According to Schedule 4 (A) of the 1996 Constitution, “the following are the functional areas of concurrent national and provincial competence: administration of indigenous forests, agriculture, animal control and disease, casinos, gambling, racing and wagering, education at all levels, health services and housing” to list a few. This implies that these functional areas are only for the national and provincial governments to exercise. Schedule 5 (A) of the Constitution of the Republic of South Africa further highlights “the functional areas of exclusive provincial legislative competence which are as follows: ambulance services, libraries, liquor licences, provincial roads and traffic”. In terms of the matters that require the attention of local government, the functional areas are listed in Schedules 4 (B) and 5 (B) of the Constitution of the Republic of South Africa and are outlined as follows: beaches and amusement, cemeteries

and funeral parlours, markets, municipal abattoirs, municipal parks and recreation, refuse removal, refuse dumps and solid waste disposal, street lightning, air pollution, building regulations, fire-fighting and water and sanitation services.

2.5 Intergovernmental Relations

The relations amongst the organs of state are determined by the 1996 Constitution of the Republic of South Africa. Section 151(4) of the Constitution states that “the national or a provincial government may not compromise or impede a municipality’s ability or right to exercise its powers or perform its function”. Similarly Section 151(3) of the Constitution requires municipalities to exercise their right to govern, taking into consideration the national and provincial legislation.

Section 41 of the Constitution of the Republic of South Africa has outlined the principles of co-operative government and intergovernmental relations. According to this section, all spheres of government are required to preserve the peace, national unity and the indivisibility of the Republic. It further states that the spheres of government must co-operate with one another in mutual trust and good faith by fostering friendly relations, assisting and supporting one another, informing one another of, and consulting one another on matters of common interest and avoiding legal proceedings against one another. In this regard the Constitution encourages a very close working relationship and maximum effort in resolving inter-governmental disputes. The Intergovernmental Relations Framework Act, 13 of 2005 was promulgated to put in place mechanisms to encourage the spirit of co-operative government and intergovernmental relations.

The intention of the Intergovernmental Relations Framework Act, 13 of 2005 is to forge close working relations, given the scarce resources at the disposal of the state. In this regard, municipalities engage with communities regarding the decisions that affect them, particularly on matters of development. Since municipalities do this following the provisions of the law, there must also be an understanding and collaboration on matters of resource allocation. For the IDP to be realised, the President and the Cabinet must be fully aware of the plans to improve the lives of the communities by the various municipalities, and that is done through the structures created to support intergovernmental relations and the coordination of planning.

2.5.1 Statutory Structures Supporting Intergovernmental Relations

Various mechanisms have been established since 1994 to co-ordinate the actions of the three spheres of government. In order to achieve more effective and efficient intergovernmental relations, government agreed on the enactment of legislation that focuses directly on the matter in question, namely the Intergovernmental Relations Framework Act, 13 of 2005. In terms of the Act, there are national, provincial and district structures that support intergovernmental relations. At the national level, the structures responsible for promoting intergovernmental relations are the Presidential Coordinating Council and the Ministers and Members of the Executive Council Committees. Apart from the forums, the focus hereafter will be upon the structures as established through the Intergovernmental Relations Framework Act, 13 of 2008.

2.5.1.1 The Presidential Co-ordinating Council

The Presidential Co-ordinating Council consists of the President, the Deputy President, the Minister in the Presidency, the Minister or Cabinet Member responsible for Finance, the Cabinet Member responsible for Public Service, the Premiers of the nine provinces and the municipal councillor designated by the national organisation representing organised local government. In terms of the Act, the President is the Chairperson of the Council and may invite any person not mentioned to attend. Section 7 of the Intergovernmental Relations Framework Act, 13 of 2008 outlines the roles and responsibilities of the council as being “to raise matters of national interest with provincial government and organised local government, to consult with provincial government and organised local government on the implementation of national policy, amongst other things, to discuss performance in the provision of services and to consider reports from other intergovernmental forums”.

2.5.1.2 Minister and Member of Executive Council Committees

The Ministers and MEC’s Committees are made up of the various Ministers and MEC’s from the provinces that are responsible for the respective legislative competencies. A good example is a meeting of the Minister of Treasury who meets with all the MEC’s from the various provinces dealing with Treasury matters. In this regard, a representative from the municipal councillor designated by the national organisation representing organised local government

attends these meetings as well. According to Section 10 of the Intergovernmental Relations Framework Act, 13 of 2008, “the Minister responsible for the function is the chairperson of the forum”. The key role of the forum as outlined in Section 11 of the Intergovernmental Relations Act is “to raise matters on national interest within that functional area, to consult provincial government and organised local government and to discuss the performance in the provision of services, thereby considering other avenues to improve the delivery thereof”. The reports as discussed during the forum are then tabled at the Presidential Coordinating Council.

2.5.1.3 Premier’s Intergovernmental Forum

According to Section 16 of the Intergovernmental Relations Framework Act, 13 of 2008, “the premier of a province must establish the Premier’s Intergovernmental Relations Forum made up of the MEC responsible for local government, any other MEC designated by the Premier, district mayors, mayors of metropolitans, an administrator in case a municipality has been subject to Section 139 of the Constitution of the Republic of South Africa and a municipal councillor designated by the national organisation representing organised local government”.

The premier is the chairperson of the forum and may invite any other person not listed above. The main purpose of the forum is to discuss and consult on matters of mutual interest and to consider reports from other intergovernmental forums and the district forums. All the reports that are discussed are focused upon the provincial activities and matters of mutual interest, without ignoring the imperatives as set out by national government for any province or the local government sphere. In terms of the act, provinces can also establish interprovincial forums and all reports are presented at the Presidential Coordinating Council.

2.5.1.4 District Intergovernmental Forum

The executive mayor of a district has a responsibility to establish an intergovernmental forum with the municipalities within the demarcated area. In terms of Section 24 of the Intergovernmental Framework Relations Act, 13 of 2008, “the district together with the municipalities in the jurisdiction constitutes an intergovernmental forum and mayors of the municipalities are members of the forum as well. The forum is chaired by the executive mayor or the administrator if the municipality is under intervention”. The main role of the forum is consultation in matters such as the draft national and provincial policies, integrated planning,

matters discussed at the other intergovernmental forums and the provision of services within the district. The forum may refer any matter to the Premier's Intergovernmental Relations Forum for consideration. The act also allows for an inter-municipality forum between two or more municipalities.

2.5.2 Technical Intergovernmental Forum Structures

In terms of Section 30 of the Intergovernmental Framework Relations Act, 13 of 2008, “an intergovernmental forum may establish an intergovernmental technical support structure”. In other words, for the forums as outlined above to function efficiently and effectively, there must be people who are responsible for the thorough preparatory work prior to all meetings. Section 30 (2) (a) of the act further stipulates that the technical structures must consist of officials representing the governments, or organs of the state participating in intergovernmental forums which established the technical support structure”. For example, the technical support structure will be established by the district mayors’ forum made up of all municipalities within a district plus sector departments.

The level of the involvement of the municipal officials at a national level is done through the officials from a designated national organisation representing organised local government. The main function of the technical structures is to prepare and consolidate all the reports for submission to the chairperson for sanctioning and to prepare any item as directed by the chairperson of the forum. The structures are established in line with the government clusters at national, provincial and local government. In this regard there will be a technical committee dealing with financial management, economic development, infrastructural development, social services, crime and justice, to mention but a few. Given the capacity constraints of some of the technical committees, at a municipal level they may be amalgamated with other related committees. A good example is the crime and justice technical committee which would fit into the social technical committee.

2.6 The Categories and Types of Municipalities

Municipalities are established once the Municipal Demarcation Board has determined the municipal boundaries in terms of Section 21 of the Municipal Demarcation Board Act, 27 of 1998. In terms of the act this Board must determine the municipal boundaries in the Republic of South Africa. During the process of determining municipal boundaries, there are factors that

are critical for the Board to consider, as outlined in the 1996 Constitution of the Republic of South Africa. The most critical factor is the one that underpins the constitutional arrangements in South Africa. South Africa is a democratic state where the views of the people are vital. In this regard the Board is required to consult all stakeholders before making the final determination on municipal boundaries.

This principle was evident during the determination of the municipal boundaries in 2011 wherein some communities, such as in Merafong, were not willing to accept incorporation into North West Province and this led to violence and protests in the area. In this regard the people of Merafong felt that they were not adequately consulted. During the month of July 2013, there was a protest in the area of Malamulele within the Vhembe District in the Limpopo Province. The biggest issue was the fact that the community wished to have its own municipality, which in terms of the draft at the disposal of the Board, was not possible, as the input submitted by the community was turned down. Presently, with the intervention of the Premier, the Board is looking into the matter. These are just examples of democracy. No matter how hard it may seem, the Constitution of the Republic of South Africa guarantees that communities will be heard or their views taken into consideration when making decisions. Once the boundaries are determined, the municipal electoral prepares for the local government elections, whereby the voting districts and stations are published in a Government Gazette. The work of the Board also influences the category of municipalities in a province, which then guides the electoral processes.

2.6.1 Categories of Municipality

The categories of municipalities in South Africa are provided for in the 1996 Constitution and are discussed in detail below.

2.6.1.1 Category A Municipalities

In terms of Section 2 of the Local Government: Municipal Structures Act, 117 of 1998, an area must have a Category A municipality if that area can be regarded as an area of high population density. The City of Johannesburg, the City of Cape Town and the City of Durban are just a few of the Category A municipalities in South Africa. These municipalities are often referred to as the Metropolitans and also have a very large economic base dominated by industrialisation.

In South Africa there are eight (8) Category A municipalities. There are three (3) in Gauteng Province, two (2) in the Eastern Cape Province, and one (1) each in the Free State, Kwazulu Natal and the Western Cape Provinces.

2.6.1.2 Category B Municipalities

Category B municipalities are often a combination of areas within a municipal boundary that have been brought together to maximise the economies of scale. In this regard the combination will consist of rural and urban areas in order to achieve the requirements of Section 24 of the Local Government: Municipal Demarcation Board Act, 27 of 1998. South Africa has a total of two hundred and twenty-six (226) Category B municipalities found in all nine (9) provinces.

2.6.1.3 Category C Municipalities

A combination of Category B municipalities in a given area constitutes a district municipality which is then referred to as a Category C municipality. South Africa has a total of forty-four (44) Category C municipalities in all nine (9) provinces. The districts are established in order to coordinate and support the local municipalities within the demarcated area.

2.6.2 Types of Municipalities

Section 7 of the Local Government: Municipal Structures Act, 117 of 1998, makes reference to the different types of municipality that may be established within each category. This implies that each category of municipality will have a different type of a municipality. The types of municipality have been outlined in the Local Government: Municipal Structures Act, 117 of 1998 and are as follows: “collective executive system, mayoral executive system, plenary executive system, sub council participatory system and ward participatory system”.

The collective executive system, according to Section 7 (a) of the Local Government: Municipal Structures Act, 117 of 1998, “allows for the exercise of executive authority through an executive committee and the executive leadership is collectively vested”. This implies that the mayor as the chairperson of the executive committee may not take a decision without the involvement of the committee. The mayoral executive system as defined in Section 7 (b) of the Local Government: Municipal Structures Act, 117 of 1998, indicates that “this type of

system allows for the exercise of authority through an executive mayor who is assisted by the mayoral committee”. In this case the executive leadership is vested in the executive mayor. This implies that the executive mayor has the authority to take executive decisions in between committee meetings and council meetings as per the delegation system.

Section 7 (c) of the Local Government: Municipal Structures Act, 17 of 1998, refers to “the plenary executive system which limits the exercise of executive authority to the municipal council itself”. In this regard, council as a whole is the only body that can take decisions and this applies predominantly in smaller municipalities. The sub council participatory system as outlined in the act allows for delegated powers to be exercised by sub councils established for parts of the municipality. This type of municipality is mainly applicable in the Category A municipalities as discussed above. The ward participatory system allows for the matters of local concern to wards to be dealt with by committees established for wards.

All of the above are the types of municipalities that are found in the different categories as discussed. What is of primary importance is to note that within each category of municipality, there is further delimitation of the level of authority a municipality would have, in order to execute the mandate as bestowed by the Constitution. A municipality may be in a similar category with others, but may differ in terms of the authority to exercise over municipal matters. In South Africa, the majority of the municipalities have the collective executive system followed by the mayoral executive system, with the sub council executive system and plenary executive system also featuring. Currently in South Africa there is no municipality that is exercising the ward participatory system, except for the ward committees being established in all the wards chaired by the ward councillor.

2.7 The Mandate for Local Government

Section 151 (2) and (3) of the 1996 Constitution states that “the executive and legislative authority of a municipality is vested in a municipal council”. It further states that “a municipality has a right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation”. The implication of these provisions is that a municipality is legally required to administer all matters within its authority, without failure. Section 152 of the Constitution provides further details on the reasons for the existence of municipalities, in the form of objects of local government which are outlined in detail below.

2.7.1 Provide Democratic and Accountable Government for Local Communities

Section 152 (1) (a) of the 1996 Constitution of the Republic of South Africa requires municipalities “to provide democratic and accountable government by way of ensuring the representatives of the municipalities are those that have been duly elected by the communities where they live”. In this regard, a municipal councillor must be elected by the community, either as a ward councillor or a councillor representing a particular party. In terms of accountability, the elected representatives are required by the 1996 Constitution to take responsibility for the decisions taken on behalf of the community and must therefore provide reports accordingly.

When it comes to the aspect of accountability, municipalities are required to report to the communities annually, as per Section 46 of the Local Government: Municipal Systems Act, 32 of 2000. These reports deal specifically with the performance of the municipality against the key performance areas and targets. The reports must be subjected to an audit process by the Internal Audit Unit of the municipality and the Office of the Auditor General of South Africa. In so doing, the elected representatives will be providing an account on how they have utilised the allocated resources in implementing the programmes of the municipality.

2.7.2 Ensure the Provision of Services to Communities in a Sustainable Manner

The provision of services to communities in a sustainable manner is a constitutional obligation of local government. This implies that the municipalities must render services to the communities continuously without failure, but at the same time the service must be paid for in order to have adequate resources to employ staff and to maintain the infrastructure meant to deliver the service. It is against the spirit of the 1996 Constitution of the Republic of South Africa to find communities still without services, and that is a matter that requires urgent attention by local government.

According to Elliot (2013:8) sustainable development was defined in the report of the World Commission on Environment and Development in 1987 as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. This implies that whatever development plans have to be implemented, serious consideration

must be given to the impact upon the ecosystem now and in the future. If government wants to create new jobs by developing new infrastructure, such plans must not ignore the environment, hence an environmental impact assessment must be done first in line with the National Environmental Management Act, 107 of 1998.

According to Elliot (2013:19) the attractiveness of the concept of sustainable development may lie precisely in the varied ways in which it can be interpreted, enabling diverse and possibly incompatible interests to 'sign up to' sustainable development and to support a wide range of practical initiatives and causes. In simple terms, Elliot acknowledges that in trying to define sustainable development there is some element of ambiguity, which is regarded as constructive.

In the context of the 1996 Constitution of the Republic of South Africa it can be argued that the word sustainable is used to try and place an emphasis upon increasing the provision of basic services to the communities such as water, as an example, while making sure that there will be adequate resources to ensure that the service is still provided in the future. In this regard, the resources mentioned above will include, amongst others, the financial resources used for the production of goods and services and the adequacy of water from the river system. If there is limited water from a particular catchment area that supplies a particular river system, any development initiative must take that reality into consideration. Secondly the service must be paid for in order to ensure that it is continuously available without any interruptions, as a result of infrastructure that is not reliable or not able to cope with an increasing demand.

2.7.3 Promote Social and Economic Development

Historically municipalities were more concerned with the provision of services such as water provision, refuse removal, storm water management and many other similar services. The new mandate, as per the 1996 Constitution of the Republic of South Africa, requires municipalities to have plans to deal with social development of the community and economic development. It is expected by the legislation that the municipalities must have local economic development plans which outline the strategies to be employed by the municipalities to eradicate unemployment, thereby creating local jobs. Thus, when jobs become available for the community, the poverty levels also reduce, thereby creating a community which is capable

of providing for social needs such as education and health. This implies that the efforts by the municipalities to create jobs will also have an impact upon the level of crime within the community.

2.7.4 Promote a Safe and Healthy Environment

The environment constitutes an integral part of the community, and as such it plays a vital role in ensuring sustainable livelihood. By safe environment the expectation is that the municipality must take into consideration the impact of the development plans upon the environment. This is in line with the 1996 Constitution of the Republic of South Africa as outlined in the objectives of local government. In this regard, the municipality is required to make sure that the planned developmental projects do not pose a risk to the communities. On the issue of a healthy environment, the municipality must have appropriate plans to deal with issues such as air pollution, wherein the economic activities within the area should not pose a health hazard to the community. A good example is the activities that are taking place in mining, which must not supersede the health of the community, because these institutions create jobs.

2.7.5 Encourage the Involvement of Communities and Community Organisations in the Matters of Local Government

The Constitution requires municipalities “to provide democratic and accountable government by way of involving the communities when dealing with matters that affect them”. This is done through the ward committees that have been established in order to provide a link between council and the community at large. In order for the involvement of the community to be effective, the municipalities are expected to convene periodic meetings to provide feedback on matters discussed and agreed to with communities.

Section 18 (2) of the Local Government: Municipal Structures Act, 117 of 1998 states that “a municipal council must meet at least quarterly”. This implies that a municipality can convene four council meetings in a year or more. Section 19 of the Local Government: Municipal Systems Act, 32 of 2000 stipulates that “the municipal manager of a municipality must give notice to the public, in a manner determined by the municipal council, of the time, date and venue of every ordinary meeting of the council and special or urgent meetings”. The fact that the municipal council meetings are open to the public is one of the measures to ensure the

involvement of communities, even though at that level members of the public are only observing the proceedings.

2.8 Conclusion

The transformation and debates about public administration can be traced back since the 18th Century and it is quite clear that they will continue. What is worth noting is that the discussion on the concept of Public Administration has clearly distinguished between the practice and the academic discipline. In this regard the indication has been that the two can be distinguished by how they are written, namely the first one with small letters while the second has capital letters. Another critical point observed is that there is a need to develop public administrators in order to meet the challenges of both the public and the private sector.

As a result, the transformation of the public service discourse in South Africa is not immune from the global trends. It is evident that as a country, the evolution of our public administration has learnt lessons from what has transpired in the global community. The focus of the discussion in the preceding paragraphs was more upon the evolution within public administration as a practice, without ignoring the academic discipline. The discussion also highlighted how South Africa has transformed public administration from exclusive to inclusive through the development of a legislative framework in the Constitution, followed up by the regulations. This has allowed for the clear separation of powers between the executive and the legislature at both national and provincial spheres of government.

The discussion also provided the rules of engagement across the three spheres of government through the Intergovernmental Relations Framework Act, 13 of 2008. In this regard the interaction between and amongst spheres of government was outlined, with roles well defined. Similarly it is clear that there is no sphere of government that exists without the other, given the fact that all institutions of the state have only the community to serve and are expected to complement one another. In this regard, local government as discussed is at the heart of the communities and therefore it is the government closest to the people.

It was apparent that the shape and form of South African public administration has transformed over a number of years. The South African local government has through the legislative provisions been given a clear meaning and mandate, considering how it is structured. It is

clear that the different types of municipalities that have been established are informed by the geographic spread and the economic status of the area. Those areas found to be economically viable have been given a higher status, with the appropriate level of authority, while those regarded as not economically viable were also duly classified. This has made it possible for the respective municipalities to perform according to the expected level of authority, mindful of the constitutional obligation or mandate. Despite the category or the type of municipality, all municipalities are required to achieve the mandate as bestowed by the 1996 Constitution of the Republic of South Africa.

The effectiveness and efficiency of the state in this regard clearly depends upon the interrelation that is outlined in terms of legislation. However, the discussion was able to depict the enormous challenge facing local government as a sphere of government. The role to be played by local government is clearly articulated in the discussion above, with specific reference to the legislative imperatives. These legislative imperatives do not accommodate or apply in consideration of the type and category of municipality, but are factors that every municipality, as established in terms of the law, must fulfil.

The mandate of local government, as enshrined in the 1996 Constitution of the Republic of South Africa, has set the tone for what this sphere of government should do. At the top of the agenda is the achievement of a developmental local government through the formulation of an integrated development plan. However, the process must also ensure that it provides the platform for communities to participate. Considering the mandate for local government as per the Constitution, municipalities are no longer expected to focus their attention only upon the provision of services, but also on the economic development of their areas and environmental management. This is one obligation that has certainly stretched a number of municipalities, because there must be a shift from the traditional way of doing things to a new way.

The Constitution also requires the services that are to be provided to be carried out in a sustainable way. Historically, local government would merely provide a service without placing an emphasis upon sustainability. The new dispensation is quite clear on this area of service provision. The fact that the local sphere of government is still relatively new, particularly in the post-apartheid era, does provide the municipalities with an opportunity to disregard the laws of the country. It is therefore necessary and very important to ensure that the systems are adequately put in place, in order to improve the performance of the municipalities. This implies

that the public administration in South Africa has improved in both shape and form, thereby assuming a much more responsive approach, rather than a reactionary approach. These developments enable local government to perform much better and more consistently in the provision of basic services.

CHAPTER 3

THE LEGAL FRAMEWORK GUIDING THE DEVELOPMENT OF THE INTEGRATED DEVELOPMENT PLANS AND THE APPROACHES USED BY MUNICIPALITIES IN STAKEHOLDER ENGAGEMENT

3.1 Introduction

Following the establishment of the developmental local government through the provisions of the 1996 Constitution, the role of local government was redefined in order to be responsive to the needs of the community. This infers that municipalities are expected to conduct the business of providing services to the communities in line with what legislation requires. In other words, the existence and the programmes of municipalities are regulated by legislation and it therefore becomes a violation of the law if certain aspects are not seriously considered. This is the same for how municipalities plan to provide services to the community, in that there are specific legislative requirements that must be fulfilled.

When it comes to the role of communities during the apartheid era, the policies that were used did not recognise the role of communities in matters of governance, but only recognised their role where they were related to the provision of labour, in some instances. The legislation separated communities in terms of race, colour and language and the chief legislation in this regard was the Group Areas Act, 41 of 1950. In terms of the White Paper on Local Government issued by the Ministry for Provincial Affairs and Constitutional Development in March 1998, the Group Areas Act, 41 of 1950 was an instrument used to forcefully remove people from the areas of settlement that were close to the White municipal areas. The removal in terms of the Group Areas Act, 41 of 1950 was done to minimise the financial burden to the White municipalities of servicing the disadvantaged Black areas.

Through the Group Areas Act, 41 of 1950, there were management committees that were established to serve the Black communities. The management committees differed from one area to the other in the sense that those in the former Bantustan areas had limited authority as compared to the established local government in the White and Coloured communities, as highlighted by the White Paper on Local Government issued by the Ministry for Provincial

Affairs and Constitutional Development. This implies that the local government structures established had limited authority and fully depended upon the central government for decision making and regulation. In this regard the White Paper on Local Government further states that “the Traditional Leaders were given power over land allocation and development matters in areas with communally owned land, while the former R293 towns referred to as small rural townships were also given their own administrations, but with no real powers”. In this regard the regime created these structures merely as another way of micro managing the affairs of Black people so that there was no way that there could be an encroachment into the White municipalities.

The then apartheid government introduced legislation to further strengthen the policy of segregation. The Native Administration Act, 38 of 1927 known as the Bantu Administration Act, which was promulgated was meant to establish and appoint administration boards that removed the responsibility for townships from the White municipalities. This new arrangement did not yield any intended results as envisaged, but continued to escalate the strained relations as all this happened without the involvement of the affected people.

Given the tensions that continued to exist in South Africa, the White Paper on Local Government issued by the Ministry for Provincial Affairs and Constitutional Development further indicates that new arrangements were introduced to accommodate the Coloureds and Indians in the local government sector. In this regard the ‘Coloured’ and ‘Indian’ management committees were established in 1960. The main purpose of the establishment of these committees was to serve as advisory bodies to White municipalities. This new arrangement paved the way for the introduction of the community councils in 1977 that had no political credibility and meaningful power, and few resources, as outlined in the aforementioned White Paper on Local Government.

According to the White Paper on Local Government (1998:12) the Black local authorities were established in 1982 through the Black Local Authorities Act of 1982. Even though this was regarded as an achievement, the White Paper on Local Government highlighted that the structures had no significant revenue base. Accordingly, the structures were regarded as politically illegitimate, hence communities took to the streets in protest of the policies of segregation and to a large extent the attitude of government to introduce new matters that affected communities without the voice of the same communities. This state of affairs clearly

demonstrates that during the apartheid era planning was not an inclusive matter as compared to the current legislative environment post democracy.

As a way of reversing the apartheid policies, the democratic government introduced legislation such as the Local Government: Municipal Structures Act, 117 of 1998 and the Local Government: Municipal Systems Act, 32 of 2000 that guide the development of the IDP's and also encourage community involvement in decision making. This legislation will form the basis of the analysis below, while there will also be consideration of how communities take part in the matters that have an effect upon them, with specific reference to the approaches used by municipalities to ensure that the stakeholders are taken on board. This will include highlighting the tools for developmental local government, and focusing upon the process to be followed by municipalities when developing the IDP's, as per the IDP Framework. The development outcomes of local government will also be examined.

3.2 The Legal Framework for the Development of the IDP

Local government in South Africa is required to function within the parameters of legislation to support the sector in achieving its goals. In this regard the focus in this section is mainly going to be upon all the legislation that requires a municipality to develop and approve an IDP for its area of jurisdiction. The legislation that will be focused upon is as follows: the 1996 Constitution of the Republic of South Africa, the Development Facilitation Act, 67 of 1995, the Local Government: Municipal Demarcation Board Act, 27 of 1998, the Local Government: Municipal Structures Act, 117 of 1998, the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Finance Management Act, 56 of 2003.

3.2.1 Constitution of the Republic of South Africa of 1996

When the 1996 Constitution of the Republic of South Africa was finally adopted in December 1996, it was based upon the principle of equality and democracy for all. In this regard it replaced all the laws that did not promote equality amongst members of society. The 1996 Constitution promotes equal treatment of citizens in the country irrespective of colour, creed and religion. According to Section 9 of the 1996 Constitution of the Republic of South Africa "everyone is equal before the law and has the right to equal protection and benefit of the law". Thus everyone is entitled to basic services as provided for in the law.

In order to achieve this fundamental right, Section 153 of the Constitution further stipulates that “a municipality must 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”. The main aim in this regard is that municipalities must take full responsibility to organise how the basic services will be provided through the administration structures. It therefore implies that national and provincial government will not be responsible for the administrative activities at the local government sphere.

For the municipalities to succeed in achieving the constitutional mandate, there is a need for a budget which is accompanied by the proper plan. The main objective is to ensure provision of basic needs to the community such as water, electricity, sanitation and roads, in order to promote social and economic development. In doing all of the above, municipalities will be advancing the developmental duties as required by the 1996 Constitution of the Republic of South Africa. This implies that Section 153 of the Constitution requires an integrated approach in ensuring development of the communities.

3.2.2 The White Paper on Local Government of 1998

There are four key characteristics of local government as outlined in the White Paper on Local Government issued in 1998. The first key characteristic is maximising social development and economic growth. The White Paper on Local Government (1998:46) argues that local government has great influence upon local economy in the sense that the municipalities collect rates and taxes, employ a lot of people, determine the price on the services provided and the quality of services, and also set the agenda for local politics. The argument above clearly strengthens the critical importance of an integrated approach, since local government is not only concerned about one single aspect of its mandate, but it must handle every situation that exists in the local sphere. This should be achieved by meeting the requirements of the 1996 Constitution of the Republic of South Africa. It must also be highlighted that under the same key characteristic, the White Paper on Local Government (1998:47) acknowledges that “local government is not directly responsible for creating jobs, but rather responsible for the creation of conditions for job creation”. This implies that when there are no jobs created within a local space, what must be of great concern is the role of other social partners and whether

conditions do exist for job creation, rather than to apportion the blame entirely on local government.

Integrating and co-ordinating is the second key characteristic of local government, as outlined in the White Paper on Local Government (1998:47). There are three critical aspects that have been identified by the White Paper on Local Government for this characteristic. The need for ensuring that all efforts work together for common goals, IDP's and the necessity for co-ordination and integration are the aspects as contained in the White Paper on Local Government (1998:47-48). In simple terms the three aspects seek to encourage municipalities to work together with other stakeholders, such as national and provincial government, the private sector, trade unions and the community, in order to maximise the limited resources at the disposal of various institutions. The three aspects also demonstrate the importance of integration and co-ordination, which will assist in ensuring that there is integrated human settlement that will lead to improved and sustainable communities.

The third key characteristic, as outlined in the White Paper on Local Government (1998:48) refers to “democratising development, empowering and redistributing”. Thus, the White Paper on Local Government recognises the critical role of municipal councils in promoting local democracy. Accordingly, municipal councils must promote the involvement of citizens in determining municipal programmes, harnessing the creative energy of citizens and including the marginalised and excluded groups in community processes. In simple terms this entails that a municipal council must involve communities in matters that affect the people within that jurisdiction. Moreover, the White Paper on Local Government (1998:49) strongly supports an inclusive participatory approach wherein any member of the community has to be heard or given an opportunity for representation on matters of interest.

There is also a caution by the White Paper on Local Government regarding the obstruction of service delivery. In this regard the White Paper states that “the participatory process must not become an obstacle to development, and narrow interest groups must not be allowed to ‘capture’ the development process”. This simply means that while everyone in the community has a right to participate in the affairs of the community that right must not be used to stall developmental programmes. For example, the interests of a small group of people regarding the location of the construction of a community hall must not derail the progress of the project.

In other words there must be mechanisms put in place to guard against such occurrences by the municipality.

The final characteristic outlined in the White Paper on Local Government (1998:51) is leading and learning. The emphasis in this regard is on the need for good and sound relations to exist within local communities. This can only happen if there is adequate capacity. Therefore there is a need to build capacity of the community to be able to understand the new role of local government, so that there can be a proper integration of minds as well. At the same time municipalities must also work on getting ready to play a strategic role, as opposed to the role played in the past. Thus it is important for learning to be highly considered, so as to build appropriate leadership acumen amongst the community members and the municipal council.

3.2.3 Development Facilitation Act, 67 of 1995

The main aim of the Development Facilitation Act, 67 of 1995 (1995: ix) is to introduce extraordinary measures to facilitate and speed up the implementation of the RDP and projects in relation to land. Given the fact that land is one of the critical resources for the development of communities, as required by the 1996 Constitution, the act places strong emphasis upon how land should be used in order to achieve developmental local government.

Under the general principles of the Development Facilitation Act, 67 of 1995, Section 3 (1) (c) (i) supports the need for integrated development planning in the sense that it is required of local government and any other institution to have policies, administrative practices and laws that should encourage integration of the social, economic, institutional and physical aspects of land development. This implies that any policy and/or administrative practice that does not take into consideration the integration aspects of land development, will be considered illegal. Section 3 (h) (ii) and (iv) state that “policy, administrative practices and laws should promote sustainable land development to the required scale, in that they should promote the establishment of viable communities and meet the basic needs of all citizens in an affordable way”. The simple interpretation to the section as outlined above is that for sustainable land development to take place, there has to be an integrated approach that must ensure the establishment of viable communities. The word viable in the context of local government means that the community must have access to basic services which they can afford, and that

issues of the environment are taken into consideration, so as to have a guarantee that the same or better living conditions will always be available.

In terms of the Development Facilitation Act, 67 of 1995, the way to ensure that integrated development planning occurs, is by way of setting land development objectives. Section 28 (1) (a) stipulates that land development objectives shall relate to the objectives of the relevant authority in relation to access to and the standard of services for land development, including public transport and water, health and education facilities. It further states in Section 28 (1) (b) (i) that land development objectives shall relate to the objectives regarding urban and rural growth and form in the relevant area, including objectives in relation to the integration of areas settled in low-income communities into the relevant area as a whole. In a nutshell the Development Facilitation Act, 67 of 1995 strongly requires an integrated approach towards land development, with the sole purpose of improving the social and economic situation of the communities. In other words, local government is required to have set the land development objectives well, in order to ensure development of the communities. The land development objectives are then incorporated into all the plans existing in the municipality. For example, the Land Use Management Scheme and the Spatial Development Framework of Municipalities must be developed to direct and guide the growth and development of the municipality. This is in line with the act as stated above.

3.2.4 Local Government: Municipal Demarcation Act, 27 of 1998

The decision by the government of South Africa to promulgate the Local Government: Municipal Demarcation Act, 27 of 1998 was largely influenced by the need to provide for criteria and procedures for the determination of municipal boundaries by an independent authority, and to provide for matters connected hereto. In this regard there was an acknowledgement of ensuring that the spirit of the 1996 Constitution be realised in terms of a developmental local government, as set out in the objects of local government. The Local Government: Municipal Demarcation Act, 27 of 1998 also sets out clear legislative provisions that support or enhance the need for the development of integrated development plans by municipalities.

Section 25 (a) of Local Government: Municipal Demarcation Act, 27 of 1998 states that “in order to attain the objectives set out in Section 24, the Board must, when determining a

municipal boundary, take into account the interdependence of people, communities and economics as indicated by existing and expected patterns of human settlement and migration, employment, commuting and dominant transport movements, spending, the use of amenities, recreational facilities and infrastructure and commercial and individual linkages”. In simple terms the boundaries to be demarcated must take into consideration settlement patterns, given the historic past, the issue of employment, access to transportation and the availability of infrastructure in order to promote sustainable communities. Furthermore, Section 25 (b) of the Local Government: Municipal Demarcation Act, 27 of 1998 also requires the Board to take into account the need for cohesive, integrated and unfragmented areas, including metropolitan areas.

The issue of the fragmented areas of communities was analysed previously when dealing with the evolution of local government. However, for the sake of clarity of mind, the fragmentation referred to above happened as a result of the separate development policy informed by the Group Areas Act of 1950. According to the Group Areas Act of 1950, the Natives Administration Act of 1927 and the Bantu Authorities Act of 1951, there was an area specifically meant for White community members and Black community members. However, within the same patterns there was also further fragmentation, in that there were areas meant for Sotho, Tsonga, Venda and Zulu speaking people only. This means that Sotho speaking people would not live in an area where Tsonga speaking people were found, as the policies did not allow for that to happen through the powers bestowed upon the traditional leaders on land administration. Therefore integration was not a possibility, hence the Local Government: Municipal Demarcation Act, 27 of 1998 to assist in overcoming that situation and stipulating how space must be utilised.

3.2.5 Local Government: Municipal Structures Act, 117 of 1998

The primary objective of this act was to establish structures that had to be put in place in the various municipal councils, once the electoral process had been concluded. Each structure would be allocated the relevant powers and functions to perform within the area of jurisdiction.

According to Section 83 (3) (a) – (b) and (d) of Local Government: Municipal Structures Act, 117 of 1998, “a district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of the area as a whole”. This is done by ensuring

integrated development planning for the district as a whole, leading to the promotion of bulk infrastructural development and services. Similarly this will enable promotion of equitable distribution of resources between the local municipalities in the area of jurisdiction to ensure appropriate levels of municipal services. In this regard the act places a lot of emphasis upon the need to have IDP's that will assist in administering the limited resources with the intention to unlock development opportunities.

3.2.6 Local Government: Municipal Systems Act, 32 of 2000

The most important aspect to highlight in relation to the Local Government: Municipal Systems Act, 32 of 2000 is that "it provides for the necessary systems required to ensure that the structures of council are able to meet the developmental objectives as outlined in the 1996 Constitution of the Republic of South Africa. In this regard the focus is more upon the systems that a municipal council must put in place to achieve the constitutional obligations, and the integrated development plan is one amongst those systems desired to achieve integration as outlined in Section 23 of the Local Government: Municipal Systems Act, 32 of 2000. This section further confirms the critical role of some of the provisions in the Development Facilitation Act, 67 of 1995 on ensuring an integrated approach to development, as opposed to a fragmented one. In this instance municipalities are required to undertake a developmental approach when performing their powers and functions.

In terms of Section 25 (1) of Local Government: Municipal Systems Act, 32 of 2000, "each municipal council must, within a prescribed period after the start of the elected term, adopt a single, inclusive and strategic plan for the development of the municipality". Accordingly the adopted plans must seek to link, integrate and co-ordinate plans, taking into account the proposals for the development of the municipality. The section further emphasises the need to align the resources and capacity of the municipality with the implementation of the plan, and forms the policy framework and general basis upon which annual budgets must be based. This implies that a council has an obligation to adopt an IDP for its full term and must be done once the structures of council are in place in terms of the Local Government: Municipal Structures Act, 117 of 1998. Once again, the legislative framework has taken into consideration that society is not static, hence it allows for the review of the IDP once the circumstances require such changes to be effected. For this to take effect, Section 25 (2) of the Local Government: Municipal Systems Act, 32 of 2000 must be fully followed by any

municipality. This is done purely to accommodate the ever changing conditions that are found within communities.

3.2.7 Local Government: Municipal Finance Management Act, 56 of 2003

The Local Government: Municipal Finance Management Act, 56 of 2003 was promulgated in order to specifically improve financial management in municipalities. Since local government management must take an integrated approach, financial management also becomes a key aspect towards achieving a developmental local government. The allocation of financial resources for identified priorities has to be done in line with the provisions of the Local Government: Municipal Finance Management Act, 56 of 2003.

Section 21 (1) (a) of the Local Government: Municipal Finance Management Act, 56 of 2003 stipulates that “the mayor of a municipality must co-ordinate the processes for preparing the annual budget and for reviewing the municipality’s IDP and budget related policies, to ensure that the tabled budget and any revisions of the IDP and budget related policies are mutually consistent and credible”. This simply implies that there must be full alignment between the budget, the IDP and any budget related policy. In this regard, the allocated financial resources must be informed by what the municipality plans to do in responding to the needs of the community, while following the relevant budget related policies. The provision as outlined above clearly demonstrates the expectation of legislation when it comes to the allocation of financial resources for development purposes. Similarly this means that any budget that does not comply with the requirements for the approval of the IDP will be regarded as not credible and unlawful.

3.3 The Process of Drafting the Integrated Development Plan

In order for a municipality to claim having successfully adopted an integrated development plan, there are processes that must be conducted in a systematic and structured manner and these are classified as the phases of the integrated development plan. There are six phases in integrated development planning as outlined in the IDP Guide Pack – General Overview issued by the then Department of Provincial and Local Government (2000:4) that must be followed by municipal councils. The phases to be followed are the planning phase, the analysis phase, the strategies phase, the project phase, the integration phase and the approval phase.

Each phase of the process requires municipalities to engage the communities before the IDP is considered by council.

3.3.1 Planning Phase

Section 27 of the Local Government: Municipal Systems Act, 32 of 2000 requires “the district municipalities to, after consultation with the local municipalities, adopt a framework for integrated development planning in the area as a whole”. This implies that the district has a responsibility to co-ordinate the development of the integrated development plans for its area of jurisdiction. It further states that the framework binds both the district and the local municipalities and must at least identify the plans and the planning requirements, identify matters to be included in the IDP of the district, and the local municipalities that require alignment., The framework must also specify the principles to be applied and determine procedures for consultation between the district and the local municipalities during the process of drafting the respective IDP’s.

Besides the framework, each municipality is required in terms of Section 28 of the Local Government: Municipal Systems Act, 32 of 2000 to adopt a process plan that guides the planning, drafting, adoption and review of the IDP. This implies that the municipality must be able to outline what will be taking place during which period informed by the district framework. The process plan will enable reflection upon the critical milestones and the timelines required to achieve the envisaged goal of adopting and reviewing the IDP.

3.3.2 The Analysis Phase

The analysis phase is also regarded as Phase I of the IDP process. In terms of the IDP Guide Pack III issued by the Department of Provincial and Local Government (2000:48), during this phase an analysis of the existing problems in relation to challenges facing the communities is conducted. During this phase the following analyses are carried out: a legal framework analysis, a leadership guidelines analysis, a community and stakeholder analysis, a municipality technical analysis, an institutional analysis, an economic analysis, a socio-economic analysis, a spatial analysis, an environmental analysis and an in-depth analysis. The findings of each analysis area build up to the next phase.

3.3.2.1 Legal Framework Analysis

In terms of the IDP Guide Pack III issued by the Department of Provincial and Local Government (2000:49), the municipality is required to conduct a full analysis on the legislation that is crucial to the process of drafting the integrated development plan. In this regard the municipality is required to identify relevant legislation and ensure that there is a full understanding of the expectation coming from that piece of legislation. As an example, a municipality must be able to understand the requirements of the Local Government: Municipal Finance Management Act, 56 of 2003 on funding of the budget. This is important in the sense that the municipality will then be able to decide on the projects/programmes that may be delayed in terms of implementation.

3.3.2.2 Leadership Guideline Analysis

According to the IDP Guide Pack III issued by the Department of Provincial and Local Government (2000:49), integrated development planning requires that all stakeholders within a municipal area participate in the process. It is however the primary responsibility of council, councillors, officials and staff to ensure that the IDP process is undertaken. In simple terms this implies that council takes full responsibility for the IDP process and council refers to elected representatives and the administration.

The leadership guideline is critical for the integrated development planning process, in the sense that the executive mayor or mayor in the case of an executive committee system of local government, must provide political leadership to inform the development of the municipal area. Political leadership in this context will refer to an instance wherein the executive mayor or mayor of a municipality must be able to understand the service delivery challenges, in order to advise on an approach to be taken in eradicating the backlogs. If for instance there is more than one settlement with a dire need of water and the bulk infrastructure is not adequate, the desired political leadership will be required to guide the prioritisation in terms of the provision of water and thereby also engage with communities for buy-in considering the available resources, in line with the IDP Guide Pack III. In this regard the executive mayor or mayor must be able to articulate clearly the constraints and approach to be implemented, in order to achieve the ultimate goal.

Moreover, there is also a serious need for administrative leadership which is vested in the municipal manager, as highlighted in the IDP Guide pack III. Given the example stated above, the municipal manager must ensure that a proper investigation is conducted in terms of the technical issues surrounding these in order to provide the financial implications on the implementation of the water project in those areas, or one of the areas. The information gathered will assist the political leadership to take effective action. In simple terms there will be no effective analysis without the leadership role being visible throughout the process, starting with the analysis phase.

3.3.2.3 Community and Stakeholder Analysis

The importance of community cannot be over emphasised, as it is a constitutional requirement. This is supported as well in terms of Section 72 (3) of the Local Government: Municipal Structures Act, 117 of 1998 and Section 16 of the Local Government: Municipal Systems Act, 32 of 2000. In order to realise community involvement, it is important firstly for municipalities to have a better understanding of the communities and other stakeholders within the area of jurisdiction. This is important in the sense that during the analysis phase, there is a need to work with communities and stakeholders within a specific area, for purposes of confirming the level of the services available. The legitimate structure established to assist in ensuring that there is meaningful involvement of communities on matters that affect society, is the ward committee, while structures such as non-governmental organisations (NGO) and community based organisations (CBO) also compliment that role.

For the municipality to be able to know which areas need additional infrastructure for water, in line with the example discussed previously, the community will have a major role to play, otherwise the infrastructural analysis will mainly be desktop and might lack the latest data pertaining to a particular service. In this regard the community will not get the service and there will be little or no information available to the municipality on the state of basic services within that location, which then makes it impossible to allocate resources.

3.3.2.4 Municipality Technical Development Analysis

In terms of the IDP Guide Pack III issued by the Department of Provincial and Local Government (2000:52) the purpose of this analysis is to evaluate and determine the

development status of the municipality, and to provide basic facts related to the current situation, trends and dynamics. This infers that a technical assessment will be conducted by the municipal manager and the team of technical managers, to determine aspects such as the level of water provision, the state of infrastructure and the level of payment for service delivery. This information will assist the municipality to know exactly which type of projects and programmes need to be put in place and to what extent. The analysis will also include the basic demographic data in order to determine the number of households that require a particular service.

3.3.2.5 Institutional Analysis

During this stage of the IDP process as outlined in the IDP Guide Pack III (2000:52), the capacity of the municipality is scrutinised in order to determine the strengths and weaknesses that might affect the performance thereof. Once the level of service has been determined, the machinery to respond to the situation is equally very important, hence the capacity of the municipality to deliver on promises must be established at an early stage. For the municipality to be regarded as well equipped, the effectiveness and efficiency of the internal systems and functions is crucial.

One of the critical aspects to be verified is the existence of an organisational structure. In this regard the availability of the human resources to respond to the needs of the communities is very important. If there is no organisational structure within a municipality, it becomes very difficult if not impossible for the municipality to meet the needs of the community. For projects and programmes to be implemented within a municipal set-up, there must be financial resources. Therefore for the municipality to deliver on the mandate of the electorate, the availability of finances is crucial, hence an analysis must be conducted to determine the rate of collecting revenue against services provided and compared with the expenditure levels within the municipality. The other areas that are assessed in order to determine the capacity of the municipality are communications, public relations, decision making, equipment and policies and procedures. The ultimate results will then inform the kind of structure, the amount of money and the policies that will support the successful implementation of the IDP.

3.3.2.6 Economic Analysis

South Africa has become a member of the global community and therefore it is important to take into consideration things that happen globally that have an effect upon the planned operations. Municipalities are not immune from the impact of decisions taken elsewhere. In order for the IDP of municipalities to be realistic and credible, the importance of economic activities cannot be underestimated.

According to the IDP Guide Pack III (2000:53-54) municipalities must conduct an economic analysis in order to identify and assess the contribution of the key economic sectors within the municipal area. The municipal development strategies must take into consideration the opportunities and threats that are brought about by the economic activities within the municipal area. During this stage the municipality will be able to assess the extent of the economic data, trends, opportunities and constraints available within the area. As part of the process of gathering the economic data, the municipality will be able to ascertain the active economic sectors within the municipal area, the number of jobs that are being created, gross domestic product for the area compared with neighbouring establishments, the unemployment rate and the informal sectors operating within the municipal area. All the above factors will assist the municipality to be able to determine the competitive edge and to put in place the kind of services that will support the growth of those businesses. In order for job opportunities to be created, there is a need for a thriving economy, thus it is important to conduct an analysis of the economic activities within a municipal area.

3.3.2.7 Socio-economic Analysis

The IDP Guide Pack III (2000:54) states that the purpose of the socio-economic analysis is to ensure that the municipality's strategies and programmes duly consider the needs of disadvantaged and marginalised population groups, in order to deal effectively with poverty reduction and gender equity. The fundamental principle for this analysis is to try and strike a balance between the different communities that have been merged together. This will assist municipalities to bridge the gap of the past, while ensuring that there is maintenance of the existing rate of development.

Some of the factors that will be considered during the socio-economic analysis, are gender statistics, age statistics, economically active population, income distribution, indigent's percentage of the population, per capita income and HIV/Aids statistics. In terms of gender statistics, it is important to know the number of male versus female, so as to ensure that the developmental plans to be put in place take care of the needs of women. Obviously society has a different range of ages, and that must also be considered when providing a service to the community. In cases where there are older people, the type of services will not be the same as one where there are only young people.

It is important to know the number of economically active people, because this assists in determining the level of services required. Where the economically active people in terms of numbers are very low, the kind of service to be provided must be commensurate with that situation within the area in question. The impact of HIV/Aids on society cannot be ignored, hence it is also important to understand the health situation in order to put in place appropriate measures to deal with this matter.

3.3.2.8 Spatial Analysis

In conducting the spatial analysis the municipality will be reinforcing the aspirations of the Development Facilitation Act, 67 of 1995, with regard to the land development objective. The spatial analysis in terms of the IDP Guide Pack III (2000:55) will entail being aware of the spatial constraints, problems, opportunities, trends and patterns. It further enhances awareness of the necessity for spatial restructuring, the need for land reform and the spatial dimension of development issues.

In a nutshell, the spatial analysis will enable the municipality to develop a base map which outlines land usage, transport routes and significant obstacles to development. It will also assist the municipality to better understand the demographic trends, to identify areas with no access to basic services, or those areas that are strained in terms of services. It will enable the municipality to understand the physical environment, including the natural features, soil conditions and conservation and recreation areas. In the final analysis the information will assist the district to develop the Spatial Development Framework which will direct how development should take place within the district area.

3.3.2.9 Environmental Analysis

Environmental analysis is also conducted in line with the IDP Guide Pack III (2000:58). This entails understanding the environmental factors that have the potential to either hamper or support development within the municipal area. In this regard the factors such as the description of climate in an area, topography, geology, surface water, ground water, water quality, air quality, soils and land, flora, fauna and water pollution are relevant. These factors have an influence upon the development approach in the sense that certain projects and programmes will not be of good quality under certain climate conditions, and the topography of an area determines the amount to be spent for infrastructure in a particular area. The information assists municipalities to make sure that whatever plans are in place, the environment must be taken into serious consideration.

Supposing there is development of a housing project in an area with mountains. The topography of the identified land is not flat and, as a result, the building of the houses will not cost the same amount as when building in a flat area. Each land space has its own kind of environmental conditions. These require the municipality to be aware of them from the start, rather than to discover them as a surprise package. That is the basis for doing an environmental analysis, even prior the identification of strategies and projects to address basic service needs of communities.

3.3.2.10 In-depth Analysis

When conducting an in-depth analysis, the municipality must take into consideration all the information gathered during the previous stages, in order to formulate alternative ways to ensure that development is achieved. In contrast to how the initial stages of analysis were conducted, in this case everything will be consolidated to produce the correct state of affairs within the municipality, when it comes to different disciplines.

3.3.3 Strategies Phase

The next phase of the IDP process is the strategy phase, as outlined in the IDP Guide Pack III (2000:61). This phase links directly to the analysis phase in the sense that once all aspects affecting the communities have been identified, there is a need for the municipality to work out

the strategies to ensure that the development plans are realised. During this phase, the municipality will develop the vision, mission and value system. This is done by taking into consideration the information collected during the analysis phase, which is also used to conduct a gap analysis. In this regard a vision is the destination of where the municipality would like to be over a period of time, while the mission represents why an organisation exists.

The gap analysis involves the assessment of the current reality against the envisaged destination. In simple terms this implies that the municipality will assess the current state of affairs in terms of service delivery, and where the municipality wants to be in line with the vision and mission statement as developed. Furthermore, during this phase the municipality will be able to identify the key performance areas and development objectives, and to determine the key performance indicators, set the targets and the action plan and identify projects and programmes.

3.3.4 Project Phase

During the project phase the municipality must establish the performance management system. According to the IDP Guide Pack III (2000:69), the performance management system is a strategic approach to management that equips leaders and managers at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of an organisation, in terms of indicators and targets. This implies that a municipality must establish a mechanism that will assist in achieving the Constitutional obligations. By putting in place mechanisms to monitor and evaluate the work of the municipality, it will lead to effectiveness and efficiency in rendering basic services.

Once the municipality has adopted the performance management framework during the project phase, it will then consider a number of projects as submitted by various sectors or departments. What is crucial during this stage is the prioritisation of the identified projects in line with the identified development priorities. The importance of prioritisation is that the municipality will focus first upon the projects that have a high level of impact, followed by those with a minimum impact. According to the IDP Guide Pack III (2000:69) municipalities must compile five year operational business plans. The purpose of the operational business plan is to outline the project outputs, locations, timing, cost, budget estimates and sources of funding.

In this way the implementation of the projects becomes manageable and appropriate to measure performance.

3.3.5 Integration Phase

The integration phase of the IDP process involves the integration of all identified projects, programmes and plans, as articulated in the IDP Guide Pack III (2000:82). The municipality is required to develop a financial plan which outlines how it will fund the projects and programmes and the sources of revenue. Similarly a capital investment programme must be developed, which also reflects all the infrastructural plans as contained in the IDP document and how such will be funded, including the envisaged project completion. This assists the municipality in determining the prioritisation thereof. Once the IDP has been developed, there must be adequate communication to the stakeholders and communities on how it will be rolled out. Implementation will either be carried out by its own municipal staff, or by an external service provider. The amount allocated to the projects must also be specified. This is referred to as the integrated communication plan and it assists in ensuring that appropriate information is disseminated at the right time to the relevant audience.

As part of the integration process, it is required of municipalities to have integrated sector programmes whereby the aspects that require the attention of a particular sector are dealt with by that specific institution. The various national and provincial departments and parastatals will be able to easily identify the programmes and projects that relate to their areas of operation. If the sector programmes are strictly adhered to, there should not be any programme or project that has been identified in the IDP that is not implemented. Examples of the sector programmes are the water services plan, the transport plan and the environmental management plan, to mention but a few. During the integration phase, the municipalities are also required to formulate 5 year action programmes. These will enable the municipalities to outline the major activities emanating from the IDP. In this regard implementation must follow the 5 year action programme and shall be reviewed on an annual basis. Performance monitoring will be enhanced by the 5 year action programme which will serve as a basis for the formulation of the performance management system. The performance management system shall be utilised to monitor the performance of the municipalities against the set targets.

3.3.6 Approval Phase

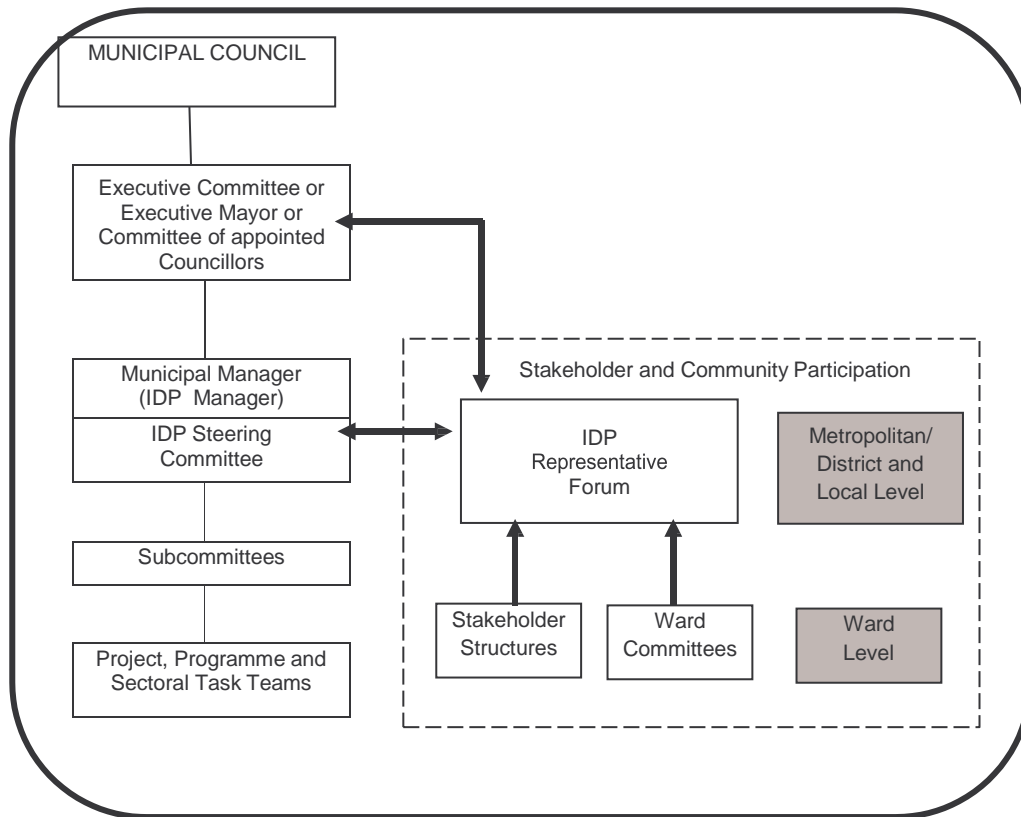
Once the draft IDP has been finalised by the structures established to support the IDP processes, it will then be presented to council for noting and allowing it to be published for public comment, as per the IDP Guide Pack III (2000:103). It must also be noted that in all the phases, community engagement has taken place, but at this stage the consolidated document is presented for comments and inputs. The council will also embark upon public participation sessions, wherein additional comments and inputs will be received.

At the end of the period allowed for comments and inputs, the municipality will convene a formal sitting of council to approve the IDP document as the strategic document for the next five years. The final approval of the IDP will also incorporate the comments received from the communities. Thereafter the document is forwarded to the Department of Cooperative Governance, Human Settlement and Traditional Affairs in each province for assessment by the member of the executive council.

3.4 The IDP Structure

The development of the IDPs follows the six phases as outlined above. Similarly the process of developing the IDP is overseen by the IDP structure, as per the IDP Guide Pack. In terms of the IDP Guide Pack, the structure is more of a proposal which means that municipalities can follow it to the letter or improve on it for the purpose of management processes.

Figure 2: The IDP Structure



Source: IDP Guide Pack II (2000:25)

In terms of the figure above, the municipal council has a responsibility to drive the development of the integrated development plan of its own area of jurisdiction, as expressed in the Local Government: Municipal Systems Act, 32 of 2000. The Local Government: Municipal Systems Act, 32 of 2000 further states that the municipal council can delegate the responsibility to the mayor or executive mayor who shall then further delegate to the municipal manager as the head of the administration.

The municipal manager of a municipality is also allowed by the Local Government: Municipal Systems Act, 32 of 2000 to delegate to the IDP manager where necessary. Whether the municipal manager has delegated or not, the accountability still remains with the administrative head of the municipal council. The municipal manager will then establish the IDP Steering Committee which will then be supported by the various subcommittees relevant to the powers and functions of that particular municipality. According to the structure above, the subcommittees will then be supported by the various project, programme and sectoral task

teams. In simple terms, given the nature and type of the projects and/or programmes to be implemented by the municipalities, task teams relevant to that function will be established so that all the technical aspects are considered during the planning phase.

The structure above has taken into consideration the principles of a constitutional democracy as espoused in the 1996 Constitution of the Republic of South Africa, which allows communities to participate in matters that affect their lives. In this regard the structure proposed the establishment of the IDP Representative Forum as a way to solicit stakeholders and community views when developing the IDPs. Further than the IDP Representative Forum, the stakeholder structures and ward committees will also be involved. The stakeholder structures will include amongst others health care groups, religious groups and traditional healers as examples.

3.5 The IDP Roles and Responsibilities of the Three Spheres of Government

According to the IDP Guide Pack (2000:7) the local government sphere has the responsibility to prepare and adopt an IDP. This means that the local, district and the metropolitan municipalities are required to develop and approve the IDPs for their areas of jurisdiction. In other words, the national and provincial sphere of government may not develop and approve the IDPs, but can play a role in the process. In terms of the Local Government: Municipal Systems Act, 32 of 2000, the district municipalities must provide support to the poorly capacitated local municipalities within their areas, and also facilitate the compilation of the framework. Section 3.3.1 of the thesis outlined the rationale behind the development of the framework by the district municipality.

According to the IDP Guide Pack, the provincial department of local government currently known as the Department of Cooperative Government, Human Settlement and Traditional Affairs must coordinate training, provide financial support and provide general IDP guidance. This implies that the training of councillors, officials and community members is a support service that the provincial government can give to municipalities, in order to enhance capacity to run with the process. The IDP Guide Pack further requires the department to monitor the process in the province, facilitate coordination and alignment between district municipalities, facilitate disputes between municipalities and facilitate alignment of IDPs with provincial sector department policies and programmes. In terms of monitoring the process in the province, the

department is required to ensure that all critical stakeholders are involved in the process of developing the IDPs. Where there are gaps, an appropriate solution must be implemented. An example of such a gap would be one sector department not participating in the IDP process at a municipality in the province. The Department of CoGHSTA will assist to ensure that this is corrected. Besides the role of the Department of CoGHSTA, other sector departments in the province have to provide relevant information on sector departments' policies, programmes and budgets. In other words, the Department of Health, for example, must be able to indicate how many hospitals it plans to build in which municipality and how much money this will require. In this regard the municipalities affected will be able to develop the land where the project will be constructed. The sector departments according to the IDP Guide Pack are also required to contribute sector expertise and technical knowledge to the formulation of municipalities' policies and strategies. For the municipalities to be able to develop HIV/AIDS policies and strategies, they will depend upon the expertise and technical knowledge of the officials within the Department of Health, as this is their area of operation. Failure to do so might result in the municipal policies and strategies contradicting those at the national and provincial sphere of government.

At the national level, the Department of CoGTA has a responsibility to issue legislation and policies in support of IDPs, as outlined in the IDP Guide Pack (2000:7). This infers that CoGTA must from time to time issue legislation and policies meant to support the process of developing the IDPs. The other key role of CoGTA is to provide financial assistance and a national training framework. Therefore the department must make available any financial resources that might be required by municipalities in their quest to implement the provisions of the law when it comes to the IDP process, and to ensure that there is a proper training framework on the IDP. When it relates to the sector departments at national level, the IDP Guide Pack reiterates the same responsibilities, with the exception of the instance where it requires sector departments to be guided by the municipal IDPs in the allocation of resources at the local level. In simple terms the sector departments are supposed to be informed by the municipal IDPs when deciding upon budgets and staff compliments to intervene in a particular municipal area. Unfortunately this is one of the things that has contributed negatively to the development of communities in municipalities, as there is no meaningful alignment.

3.6 Developmental Outcomes of Local Government

The 1996 Constitution of the Republic of South Africa states very clearly that the new local government must be developmental in nature. The discussions outlined previously have reiterated the need for local government to be developmental and also highlighted the mechanism through which this will be achieved. There are four developmental outcomes that have been flagged in the White Paper on Local Government issued by the Ministry for Provincial Affairs and Constitutional Development. The four outcomes are provision of household infrastructure and services, creation of liveable, integrated cities, towns and rural areas, local economic development and community empowerment and redistribution.

Similarly the National Development Plan (2012:16) issued by the National Planning Commission also identified six interlinked priorities which are relevant to local government. The six priorities as identified by the National Development Plan (2012:16) are “uniting all South Africans around a common programme to achieve prosperity and equity, promoting active citizenry to strengthen development, democracy and accountability, bringing about faster economic growth, higher investment and greater labour absorption, focusing on key capabilities of people and the state, building a capable and developmental state and encouraging strong leadership throughout society to work together to solve problems”. These principles are identical to what the then Department of Provincial and Local Government (2000:4) issued in the IDP Guide Pack. The analysis below will draw from the provisions as outlined in the IDP Guide Pack issued by the then Department of Provincial and Local Government in 2000 and the National Development Plan issued by the National Planning Commission in 2012.

3.6.1 Provision of Household Infrastructure and Services

According to the White Paper on Local Government (1998:53-54), there are three focus areas for this outcome and they are basic services, extension of basic services and affordable and sustainable levels of service. In terms of the 1996 Constitution of the Republic of South Africa it is the responsibility of local government to provide for basic services such as water, electricity, roads and sanitation. However, in so doing, the municipality must ensure that even the new areas that are without those basic services are provided with the required infrastructure. In this regard priority must be given to those who never had the service. On the

issue of affordability and sustainability, the municipality must make sure that the communities are receiving service as stated without failure.

3.6.2 Creation of Liveable, Integrated Cities, Towns and Rural Areas

The White Paper on Local Government (1998:53-54) noted that “apartheid planning has left deep scars on the spatial structure of cities, towns and rural areas, and the lives of millions of individuals and households”. In simple terms this means that the way communities are structured from a spatial point of view is a reflection of the past, which cannot be erased from human kind without an effort. According to the White Paper on Local Government (1998:53-54) some of the realities of bad spatial planning include “poor economic development, unaffordable services, high costs of commuting by households and poor social development.”

As part of the outcome for developmental local government as outlined in the White Paper on Local Government (1998:55), once the process of the IDP has been concluded, it is envisaged that it will enable the municipality to move towards the eradication of the apartheid spatial manner of development. In terms of this outcome, the challenges facing the urban areas in ensuring that there is affordable mobility between the area of work, home and recreation are reduced or eliminated. The same challenges apply, even when it comes to rural areas, but with a different scenario in the sense that in rural areas there were no sustainable services provided, hence the outcome as outlined above will assist in reversing that policy environment.

In responding to the requirements of the White Paper on Local Government (1998:54) on creation of liveable, integrated cities, towns and rural areas, the National Development Plan (2012:22) states that “there is a need to closely observe the demographic trends which include the reduction of people in rural areas that have fallen by 10% since 1994, due to urbanisation”. This implies that the creation of liveable cities, towns, urban and rural areas as envisaged by the 1996 Constitution of the Republic of South Africa must take into consideration the fact that people are gradually moving closer to the areas of work.

3.6.3 Local Economic Development

The importance of local economic development is crucial in that the municipalities must be very aware of the importance attached to it. The White Paper on Local Government (1998:56)

requires municipalities to have a better understanding of the economic activities within and around the area of jurisdiction, thereby developing appropriate programmes and projects to ensure the social upliftment of the communities. In so doing the local economy will grow, thereby facilitating job creation. In order for this to be achieved there is a need for local government to review some of the policies to support the growth of small businesses in the area.

According to the White Paper on Local Government (1998:57) municipalities must provide special economic services such as marketing and investment support, small business support, research and technology support and training and placement services. Municipalities must thus create an environment conducive for investment by ensuring that there is proper marketing of the municipal area, availability of appropriate skills for the potential investors and a thriving small business enterprise sector to support international investment. Municipalities must also encourage continued investment in relevant and appropriate technology. In this regard the municipalities will then be playing a crucial role as envisaged by the 1996 Constitution of the Republic of South Africa in changing the livelihood of the communities.

3.7 The Legal Framework for the Involvement of Communities

The role of communities in South African politics has taken a different approach altogether. The democratic dispensation has made it possible for the people to be regarded as key role players in all matters to be processed by government, hence it is not a surprise that legislation had to be promulgated to regulate the involvement of communities, and not to treat this involvement as a matter of little importance. While all legislation in South Africa may have a clause specifically dealing with community involvement, for the purpose of the discussion the focus will only be upon the 1996 Constitution of the Republic of South Africa, the Local Government: Municipal Electoral Act, 27 of 2000, the Local Government: Municipal Structures Act, 117 of 1998, the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Finance Management Act, 56 of 2003.

3.7.1 Constitution of the Republic of South Africa of 1996

The founding provisions of the 1996 Constitution of the Republic of South Africa place emphasis upon equality and the rights of citizens, amongst the issues highlighted. Section

3(1) of the 1996 Constitution states that “there is a common South African citizenship”. This implies that all the policies of the past dealing with segregation are no longer lawful and a new community which is shared by everyone has been established. The Constitution clearly demonstrates from the outset the critical importance of a united society.

Section 19(3) of the Constitution states that “every adult citizen has the right to vote in elections for any legislative body established in terms of the 1996 Constitution of the Republic of South Africa and to stand for public office and, if elected, to hold office”. This section confirms the fact that every person of a particular age will have an opportunity to elect and be elected into office. In this case the involvement of community starts from the moment when leaders are to be chosen, and by casting a vote, the voice of the community as a whole is being recognised and respected by the Constitution. Therefore the issue of community involvement is of crucial importance.

One of the objects of local government as contained in Section 152(1) (e) of the Constitution is “to encourage the involvement of communities and community organisations in the matters of local government”. A question might be asked as to what those local government matters are. The answer, according to the 1996 Constitution is “the provision of basic services and the approval of the developmental plans to improve the welfare of the community”.

3.7.2 The Local Government: Municipal Electoral Act, 27 of 2000

The Local Government: Municipal Electoral Act, 27 of 2000 was promulgated for the purpose of regulating the electoral process at a local government level. Some of the matters being regulated include amongst others the voters roll, the nomination of candidates, voting stations, ward candidates, voting procedure, vote counting and other related matters. In an election, people are afforded an opportunity to participate in decision making with regard to the elected representatives at all spheres of government. In this case the elected representatives are for the local sphere of government.

In terms of Section 13 (1) of the Local Government: Municipal Electoral Act, 27 of 2000, “only registered parties may contest an election, and may contest the election by either submitting a party list containing the names of candidates to stand as its representatives for the election of members of the council to proportionally represent the parties in council, or by nominating

ward candidate to stand as a representative of the party in a ward, or by doing both as stated above". In simple terms any person has a right to identify with any political party during and after an election process, as a platform to influence the names of elected representatives. However Section 16 (2) (b) of the Local Government: Municipal Electoral Act, 27 of 2000, "allows for candidates to stand for ward councillor as independent". This infers that for the ward candidate, a person not belonging to any party who is a registered voter in that particular ward may stand for election subject to all requirements being met. The entire preceding discussion is crucial in ensuring an effective and efficient involvement of communities in matters of local government.

3.7.3 Local Government: Municipal Structures Act, 117 of 1998

The establishment of the structures follows immediately after the municipal elections have been declared free and fair by the Independent Electoral Commission, in line with the Local Government: Municipal Electoral Act, 27 of 2000. The establishment of a council is one of the major activities, with the election of the speaker and mayor or executive mayor at a district level. All the candidates that have made the final list as per the outcome of the election have an equal opportunity to be elected to occupy such offices. In the context of the discussion, the focus is upon the provisions that require community involvement and areas highlighted in the previous discussions will not be repeated.

Section 72 (1) of the Local Government: Municipal Structures Act, 117 of 1998 stipulates "that only metropolitan and local municipalities of the types mentioned in Sections 8 (c), (d), (g) and (h) and 9 (b), (d) and (f) may have ward committees". This implies that only Category A and B municipalities may establish ward committees, but not Category C, namely the district municipalities. In terms of Section 72 (3) of the Local Government: Municipal Structures Act, 117 of 1998 "the object of a ward committee is to enhance participatory democracy in local government". Participatory democracy simple refers to an instance whereby communities are involved in the matters that affect the area through elected representatives and/or by way of direct engagement.

The duties of the ward committee are outlined in Section 74 of the Local Government: Municipal Structures Act, 117 of 1998. The ward committee is entitled to make recommendations on any matter affecting the ward to the ward councillor, or through the ward

councillor to the metro or local council, the executive committee, the executive mayor or the relevant metropolitan sub council. In this regard the ward committee serves as the link between the community and the council within that area.

3.7.4 Local Government: Municipal Systems Act, 32 of 2000

Section 16 of the Local Government: Municipal Systems Act, 32 of 2000 states that “a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose encourage and create conditions for the local community to participate in the affairs of the municipality”. This implies that the municipality must ensure that it consults with the communities within its jurisdiction on all the matters that concern it, as a way of deepening participatory democracy. This legislation also provides for mechanisms and considerations to be made by municipalities when involving communities. These are explored below.

In terms of Section 17 (1) of the Local Government: Municipal Systems Act, 32 of 2000 “participation by the local communities must take place through political structures for participation in terms of the Local Government: Municipal Structures Act, 117 of 1998, mechanisms and procedures established in terms of the Local Government: Municipal Systems Act, 32 of 2000, other appropriate mechanisms, processes and procedures established by the municipality and councillors”. This implies that the mechanisms for community participation, as recognised in terms of the law, will take place through the ward committees, the councillors in particular Ward Councillors but it also allows for any appropriate mechanism that may be developed by the municipality.

The Local Government: Municipal Systems Act, 32 of 2000 in Section 17 (2) (a) indicates that “the municipality must provide for the receipt, processing and considerations of petitions and complaints lodged by members of the local community”. Therefore the council must allow for petitions submitted by members of the community to be debated during the formal sitting as an item on the agenda. In this regard the council will deliberate upon the petition and thereby formulate a response back to the affected community and/or group of affected individuals. Sub-section (b) further states that the municipality must provide for notification and public comment procedures, when appropriate. In this regard the municipality will issue a public notice inviting members of the community to submit a written comment on any matter that

council might be considering at that point in time. A typical example is when a municipality must pass a budget and approve the integrated development plan.

The municipalities are also required by Section 17 (2) (c) of the Local Government: Municipal Systems Act, 32 of 2000 “to provide for public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate”. A public meeting in this regard refers to one that can be convened by council in a particular settlement, other than the normal council sittings, which are also open to members of the public. When it comes to hearings, this implies an instance wherein a council is considering or debating a certain matter before reporting to municipal council, and it is done openly in the presence of the community or affected stakeholder that will be required to submit written inputs for consideration during the session.

Provision for consultative sessions with locally recognised community organisations and traditional authorities where appropriate, must be done by municipalities in terms of Sub-section (2) (d) of the Local Government: Municipal Systems Act, 32 of 2000. In this case the municipal council will convene a consultative session with any group within society on a specific and direct matter that may affect the operations and functioning of such a structure. A typical example occurs when the municipal council would like to consider a policy dealing with cemeteries. In this regard it will be imperative for the municipal council to consult with the traditional leaders as the custodians of custom in rural settlements. This is done to eliminate and minimise conflict between the royal councils and the municipal councils on matters of common interest.

A report-back to the local community is one of the mechanisms that the municipality must provide for, as required by Section 17 (2) (e) of the Local Government: Municipal Systems Act, 32 of 2000. The report-back sessions must be convened for purposes of providing the communities with feedback on matters that may have been processed by the municipal council dealing with development and/or any other matter.

All of the above are obligatory on the part of the municipalities and cannot be ignored when making decisions. However, one important aspect that the Local Government: Municipal Systems Act, 32 of 2000 raises in Section 17 (3) is that “when establishing the mechanisms for community participation, the municipality must take into consideration special needs of

people who cannot read and write, people with disabilities, women and other disadvantaged groups”. In other words there must be due consideration of the literacy levels, language, accessibility of the venue and the circumstances surrounding women in society.

3.8 Approaches used in Stakeholder Engagement

The meaning of stakeholder engagement in this context refers to community involvement. According to Section 73 of the Local Government: Municipal Structures Act, 117 of 1998, municipalities must establish ward committees for each ward. It further stipulates that the possible number of members of the committee should not exceed 10, and that it must be chaired by the ward councillor. The main function of the ward committee, according to Section 74 of the Local Government: Municipal Structures Act, 117 of 1998 is to make recommendations on any matter affecting the community to the ward councillors, who in turn have an obligation to forward said recommendations to the ward councillor. This approach requires the ward councillor to have monthly meetings with members of the ward committee, and to periodically report to the community. It is through these report-back meetings that the ward councillor is able to pick up on matters of interest to the community and make sure that they receive the attention of the municipal council.

Besides the engagement with communities through the ward committee and ward councillor, the municipalities are required in terms of Section 17 (2) (a) of the Local Government: Municipal Systems Act, 32 of 2000 to provide for “the receipt, processing and consideration of petitions and complaints lodged by members of the community”. In this instance, members of the community with specific problems will have an opportunity to petition or lodge a complaint over matters that require the attention of the municipal council. Such a petition or complaint shall form part of the agenda for the council meeting. The municipal council may invite any member of the community who has petitioned or lodged a complaint to address the council, but this is something that will largely depend upon the extent of the matter and how it has been presented.

Section 17 (2) (b) of the Local Government: Municipal Systems Act, 32 of 2000 further stipulates that municipalities must provide for “notification and public comment procedures, when appropriate”. When a municipal council is to consider issues such as the By-Laws, tariffs and the integrated development plan, it must invite members of the community to submit their

inputs for consideration, allowing for reasonable time for deliberation. The notification shall be published in the media and on the website of the municipality. The requirement on the part of the municipality will be to make available such documents to members of the community.

As part of realising the requirements of Section 17 (2) (b) of the Local Government: Municipal Systems Act, 32 of 2000, the municipality must provide for “public meetings and hearings when appropriate” in line with Section 17 (2) (c). This section infers that besides the notification for the submission of comments, the municipal council may still embark upon public meetings and hearings to solicit the necessary inputs from the communities. In other words, the municipal council will utilise the two mechanisms as a complementary approach.

In terms of Section 17 (2) (d) of the Local Government: Municipal Systems Act, 32 of 2000, a municipality must provide for “consultative sessions with locally recognised organisations and, where appropriate, traditional authorities”. The act allows for the municipalities to identify locally recognised organisations for purposes of consultation. A typical example of such locally recognised organisations would be the non-governmental organisations and community based organisations dealing with certain aspects of society. The act further highlights the need to engage with traditional authorities as well, given their responsibilities in society.

The last mechanism as outlined in Section 17 (2) (e) of the Local Government: Municipal Systems Act, 32 of 2000 is that of report-back to the local community. In this instance the municipal council shall convene periodic meetings to provide a report-back to members of the community on the implementation of the programmes and projects of the municipality. The report-back sessions must not be confused with public meetings and public hearings, because they all serve the same purpose but from a different context.

Given the requirements of legislation as highlighted above, in the next section consideration will be focused upon what the municipalities within MDM have done in ensuring that members of the communities are engaged during the formulation of their IDPs. From the documents that have been analysed, the municipalities have established the structures that are required to drive the IDP processes. In this regard, the IDP steering committees have been constituted and are made up of the municipal managers who chair all the meetings, and all the directors, together with the IDP Unit. The municipal managers have also delegated the responsibility to the senior managers responsible for planning in the municipalities. Furthermore, the IDP

Representative Forum has been established in all the municipalities, whereby stakeholders and community organisations are registered to represent the different constituencies or disciplines.

3.8.1 Ba-Phalaborwa Municipality

The number of wards in the municipality has increased from sixteen (16) in 2001 to eighteen (18) wards in 2014. During the development of the IDP, the municipality conducted ward committee meetings chaired by the ward councillor to determine the needs of the area, for submission to the municipal council. Since the year 2001, the municipality has engaged the community, following the mechanisms as outlined in the Local Government: Municipal Systems Act, 32 of 2000. Table 3 below provides the details in terms of the number of sessions conducted for the ward committees, IDP Representative Forum and community meetings, as mechanisms provided for in the legislation for ensuring community involvement. The information collected from the municipality focuses upon the financial years starting from 2006/07, being the second term of the democratic local government, until 2013/14.

The data for the first term from the 2000/2001 until the 2005/06 financial years could not be included in the table, as it was characterised by a lot of inconsistencies and incompleteness. The target outlined in the table for the ward committees is informed by Clause 11 (2) (d) of the Local Government Notice: Guidelines for the Establishment and Operation of Municipal Ward Committees of 2005. In terms of the notice, the meetings of the ward committees must take place on a quarterly basis, and in this regard the number of quarterly meetings per ward in a financial year were added to the overall wards in the municipality to reach the target for the municipality.

Table 3: BPM community participation records

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	64	58	06	0	04	01

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2007/08	64	58	06	06	04	01
2008/09	64	58	06	06	04	01
2009/10	64	58	06	06	04	01
2010/11	64	58	06	06	04	01
2011/12	72	66	06	06	04	01
2012/13	72	66	06	06	04	01
2013/14	72	66	06	06	04	01
Overall Total	536	488	48	42	32	08

Source: Adapted from BPM IDP document (2014:74-86)

According to the table above, community participation in the municipality has been invariable owing to the fact that not all meetings were successfully held for both the ward committees and the IDP Representative Forum throughout the financial years. It is also quite interesting to note that the number of community meetings held are exactly as per the expected target. In terms of the data above, not all the ward committees in the municipality have fulfilled the legislative obligation, because, out of a total of five hundred and thirty-six (536) meetings required for the ward committees, only four hundred and eighty-eight (488) meetings were held. This implies that there are some ward committees that could not hold the four (4) meetings per year as required. Even though the number of wards increased from sixteen (16) to eighteen (18) in the 2011/12 financial year, the situation continued as it was in the previous financial years.

On the part of the IDP Representative Forum, it can be observed that out of a total number of forty-eight (48) meetings, only forty-two (42) were held. In this case the data does not outline which of the phases of the IDP process was affected, but it is a matter that will be revealed when dealing with the impact of the IDP. Regarding community meetings, the municipality did not do enough, since of the thirty-two (32) meetings required, only eight (8) were held.

3.8.2 Greater Giyani Municipality

The number of wards in the municipality have been constant at thirty (30) since 2001, and as such there was no increase. During the development of the IDP, the municipality has conducted the obligatory ward committee meetings chaired by the ward councillors. Table 4 below provides the details of the number of sessions conducted for the ward committees, IDP Representative Forum and community meetings. The information collected from the municipality focuses upon the financial years 2006/07 until 2013/14.

The data for the first term from the 2000/2001 until 2005/06 financial years could not be included in the table, for the same reason as that in the BPM, namely that it was characterised by a lot of inconsistency and incompleteness. The target outlined in the table for the ward committees is informed by Clause 11(2) (d) of the Local Government Notice: Guidelines for the Establishment and Operation of Municipal Ward Committees of 2005.

Table 4: GGM community participation records

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	120	338	06	02	04	04
2007/08	120	338	06	02	04	04
2008/09	120	338	06	02	04	04
2009/10	120	338	06	02	04	04

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2010/11	120	338	06	02	04	04
2011/12	120	338	06	02	04	04
2012/13	120	338	06	02	04	04
2013/14	120	338	06	02	04	04
Overall Total	960	2'640	48	16	32	32

Source: Adapted from GGM IDP document (2014:38-61)

According to the table above, community participation in the municipality has been invariable owing to the fact that not all meetings were successfully held for both the ward committees and the IDP Representative Forum throughout the financial years. As previously observed with the same data from BPM, it is noteworthy that the number of community meetings held are exactly as per the expected target.

In terms of the data above, not all the ward committees in the municipality have fulfilled the legislative obligation, yet the target was exceeded. Out of a total of nine hundred and sixty (960) meetings required, two thousand six hundred and forty (2'640) were held. This implies that the ward committees together with the council had adopted a principle of holding one (1) meeting per month, instead of the standard required number of meetings. On the part of the IDP Representative Forum, it can be observed that out of a total number of forty-eight (48) meetings, only sixteen (16) were held. In this case the data does not outline which of the phases of the IDP process was affected, but it is a matter that will also be revealed when dealing with the impact of the IDP. It is worth indicating that in terms of the community meetings, the municipality conducted thirty-two (32) meetings as required.

3.8.3 Greater Letaba Municipality

The municipality is currently made up of 29 wards, which is an increase from 26 wards in 2001. During the development of the IDP, the municipality conducted ward committee meetings chaired by the ward councillor as required. Table 5 below provides the details in terms of the number of sessions conducted for the ward committees, IDP Representative Forum and community meetings, as mechanisms provided for in the legislation for ensuring community involvement. The information collected from the municipality focuses upon the financial years starting from 2006/07 until 2013/14.

The data for the first term financial years from the 2000/2001 until the 2005/06 financial years could not be included in the table due to inconsistency and incompleteness. Given that the Local Government Notice: Guideline stipulates that the meetings of the ward committees must be on quarterly basis, the number of quarterly meetings per ward in a financial year were added with the overall wards in the municipality to reach the target for the municipality.

Table 5: GLM community participation records

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	104	104	06	04	04	11
2007/08	104	104	06	04	04	13
2008/09	104	104	06	06	04	09
2009/10	104	104	06	06	04	11
2010/11	104	104	06	06	04	13
2011/12	116	116	06	06	04	14

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2012/13	116	116	06	06	04	12
2013/14	116	116	06	06	04	11
Overall Total	868	868	48	44	32	94

Source: Adapted from GLM IDP document (2014:124-138)

According to the table above, community participation in the municipality has been great throughout the financial years, except on the IDP Representative Forum, where two (2) meetings were not held in the 2006/07 and 2007/08 financial years. It is also most interesting to note that the number of community meetings held far exceed the expected target, and this is due to the fact that the municipality has convened monthly community meetings instead of the requisite quarterly meetings.

Again the ward committees in the municipality have fulfilled the legislative obligation whereby all wards have to hold the required four (4) meetings per year. For the period 2006/07 until 2010/11, all twenty-six (26) wards held the required number of meetings. As a result the total number of ward committee meetings for the municipality was one hundred and four (104). When the number of wards increased in the municipality from 26 to a total of 29 in 2011/12, the same performance was observed, since a total of one hundred and sixteen (116) meetings were held, which gives an overall total of eight hundred and sixty-eight (868) ward committee meetings held. On the part of the IDP Representative Forum, it can be observed that out of a total number of forty-eight (48) meetings, only forty-four (44) were held. In this case the data does not outline which of the phases of the IDP process was affected, but as abovementioned with the preceding municipalities, it is a matter that will be revealed when dealing with the impact of the IDP.

3.8.4 Greater Tzaneen Municipality

The number of wards in the municipality has been constant at thirty-four (34) since 2001 and thus there was no increase. During the development of the IDP, the municipality has conducted the mandatory ward committee meetings chaired by the ward councillor to determine the needs of the area for submission to the municipal council.

Table 6 below provides the details in terms of the number of sessions conducted for the ward committees, IDP Representative Forum and community meetings. The information collected from the municipality focuses upon the financial years 2006/07 until 2013/14. The data for the first term from 2000/2001 until 2005/06 financial years could not be included in the table, due to inconsistency and incompleteness, similar to its neighbouring municipalities.

Table 6: GTM community participation records

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	136	396	06	04	04	04
2007/08	136	396	06	0	04	04
2008/09	136	396	06	01	04	04
2009/10	136	396	06	03	04	04
2010/11	136	396	06	08	04	04
2011/12	136	396	06	03	04	04
2012/13	136	396	06	04	04	04
2013/14	136	396	06	04	04	04

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
Overall Total	1'088	3'168	48	27	32	32

Source: Adapted from GTM IDP document (145-166)

According to the table above, community participation in the municipality has been invariable owing to the fact that not all meetings were successfully held for the IDP Representative Forum throughout the financial years. It is also noteworthy that the number of community meetings held are exactly as per the expected target. In terms of the data above, the ward committees in the municipality were held on a monthly basis, except for two wards in the urban settlements. However, that did not affect the achievement of the required target. Out of a total of one thousand and eighty-eight (1'088) meetings required, three thousand one hundred and sixty-eight (3'168) meetings were held. The main reason behind this total, is that all thirty-four (34) wards were holding meetings on a monthly basis, for the period under review. On the part of the IDP Representative Forum, it can be observed that out of a total number of forty-eight (48) meetings, only twenty-seven (27) were held. As with the other previously mentioned municipalities, in this case the data does not outline which of the phases of the IDP process was affected. Community meetings were conducted on a quarterly basis as required, hence the overall total of community meetings held by the municipality stands at thirty-two (32).

3.8.5 Maruleng Municipality

The municipality is made up of fourteen (14) wards, which is an increase from twelve (12) wards in 2001. During the development of the IDP, the municipality conducted the ward committee meetings as required. Table 7 below provides the details in terms of the number of sessions conducted for the ward committees, IDP Representative Forum and community meetings. The information collected from the municipality focuses upon the financial years from 2006/07 until 2013/14.

The target outlined in the table for the ward committees is informed by Clause 11(2) (d) of the Local Government Notice: Guidelines for the Establishment and Operation of Municipal Ward Committees of 2005, as previously mentioned.

Table 7: MLM community participation records

Year	Ward Committee		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	48	33	06	03	04	04
2007/08	48	39	06	05	04	04
2008/09	48	28	06	05	04	04
2009/10	48	33	06	05	04	04
2010/11	48	39	06	05	04	04
2011/12	56	47	06	05	04	04
2012/13	56	37	06	05	04	04
2013/14	56	39	06	05	04	04
Overall Total	408	295	48	38	32	32

Source: Adapted from MLM IDP document (2014:30-46)

According to the table above, community participation in the municipality was invariable, owing to the fact that not all meetings were successfully held for both the ward committees and the IDP Representative Forum, throughout the financial years. It is also significant that the number

of community meetings held are exactly as per the expected target, similar to neighbouring municipalities.

In terms of the data above, not all the ward committees in the municipality have fulfilled the legislative obligation, because out of a total of four hundred and eight (408) meetings required, only two hundred and ninety-five (295) meetings were held. This implies that there are some ward committees that could not hold the four (4) meetings required. Even though the number of wards increased from twelve (12) to fourteen (14) in the 2011/12 financial year, the situation continued as it was in the previous financial years.

On the part of the IDP Representative Forum, it can be observed that out of a total number of forty-eight (48) meetings, only thirty-eight (38) were held. Community meetings were conducted on a quarterly basis as required, hence the overall total of community meetings held by the municipality being thirty-two (32).

3.8.6 Mopani District Municipality

The district municipality is made up of five (5) local municipalities with a total of one hundred and twenty-five (125) wards, which is an increase from one hundred and eighteen (118) wards in 2001. Since the municipality does not have its own constituency, except for the population that is found in the different local municipalities, the community engagement approach will differ slightly with the one at the local municipal levels. During the development of the IDP, the municipality conducted ward committee forum meetings chaired by the Speaker. The district municipality resolved to establish a Mopani District Ward Committee Forum in 2005, with the sole purpose of enhancing community participation. This structure is not provided for in the legislation, but it was a creative idea from the district, given the need to strengthen community involvement. Since the year 2001, the municipality has engaged the community following the mechanisms as outlined in the Local Government: Municipal Systems Act, 32 of 2000. Table 8 below provides the details in terms of the number of sessions conducted for the District Ward Committee Forum, the IDP Representative Forum and community meetings. The information collected from the municipality focuses upon the financial years from 2006/07 until 2013/14.

The data for the first term from the 2000/2001 until 2005/06 financial years could again not be included in the table, due to inconsistency and incompleteness, as was the case with all the

previously mentioned municipalities. The target outlined in the table for the District Ward Committee Forum is similar to the principle applied in the case of ward committees, as per the Local Government Notice: Guidelines for the Establishment and Operation of Municipal Ward Committees of 2005. It must be noted that the data provided below is for the district as an institution, but not as a total area.

Table 8: MDM community participation records

Year	District Ward Committee Forum		IDP Representative Forum		Community Meetings	
	Annual target	No of meetings held	Annual target	No of meetings held	Annual target	No of meetings held
2006/07	04	04	06	06	04	05
2007/08	04	04	06	06	04	05
2008/09	04	03	06	06	04	05
2009/10	04	04	06	06	04	05
2010/11	04	03	06	06	04	05
2011/12	04	04	06	04	04	05
2012/13	04	03	06	04	04	05
2013/14	04	03	06	04	04	05
Overall Total	32	28	48	44	32	40

Source: Adapted from MDM IDP document (2014:64-141)

In terms of the district ward committee meetings, the municipality managed to have twenty-eight (28) meetings out of the thirty-two (32) required, even though district municipalities do not have wards. However, this attempt and creativity created a platform of engagement at that

level. When it comes to the IDP Representative Forum, forty-four (44) meetings out of a possible forty-eight (48) meetings were held. In respect of community meetings, the approach adopted by the municipality was to convene one (1) meeting per municipal area, hence the number of meetings per financial year are equal to the total number of the local municipalities within the district. In this regard the total number of meetings required was thirty-two (32) and given the explanation above, forty (40) meetings were held.

The tables above seek to illustrate the extent to which there was community or stakeholder engagement during the development of the IDPs. Furthermore, the needs that were raised by members of different communities during the development of the IDPs were recorded in all the municipalities, and there are some basic services that seem to be more in demand than others in all the communities. The existence of the abovementioned information assisted the researcher to ascertain the extent of legal compliance when it comes to the role of communities in the process of developing the IDPs. Emanating from the deliberations it is apparent that these municipalities complied with the prescripts of the law on ensuring community participation. What remains to be discovered is the resultant outcomes of those engagements on sustainable service delivery.

Considering the information provided above with regard to the involvement of the communities in the IDP processes, it can be concluded that there has been a significant effort made by the municipalities within MDM to ensure community participation in different forms. The approach by all the local municipalities within MDM was convening ward committee meetings by ward councillors, the IDP Representative Forum and community meetings. These meetings have assisted the local municipalities to actually determine their needs. At the district level, an innovative idea was introduced, namely the establishment of the District Ward Committee Forum, to create a platform for the various representatives from different wards to share experiences. In this regard the consultative process involved the District Ward Committee Forum, the IDP Representative Forum and community meetings per local municipality, convened at a central place. As outlined in the objectives of the study, this information on community involvement is important for the study.

3.9 Conclusion

The development of integrated development plans is a constitutional requirement for all municipalities as mentioned previously. The main objective of the Constitution of the Republic of South Africa is to transform the South African society into one where everyone is equal before the law. It was necessary and important for the Constitution to direct and instruct the South African citizenship as to how the effects of the past regime would be reversed, as this has afforded the country the requisite stability, while advocating for transformation. The provisions of the Constitution of the Republic of South Africa when it comes to development were clearly articulated when dealing with local government. The local government in South Africa prior to 1994 was based upon separate development, which caused a lot of damage in society. As a result of the decisiveness of the Constitution, all legislation that followed had to echo the sentiments as outlined in the 1996 Constitution of the Republic of South Africa.

Emanating from the Constitution, a variety of legislation was promulgated to give effect to the aspirations of the Constitution, with regard to local government. This legislation as discussed above has greatly supported the Constitution in ensuring that a developmental local government is realised without failure. Such legislation includes the Development Facilitation Act, 67 of 1995, the Local Government: Municipal Demarcation Act, 27 of 1998, the Local Government: Municipal Structures Act, 117 of 1998, the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Finance Management Act, 56 of 2003. These pieces of legislation have greatly strengthened the provisions outlined in the Constitution. The legislation makes stipulations around the issue of land, it illustrates how the structures of a municipal council will ensure that integrated development takes place, including the systems to be utilised. Lastly it defines the allocation of financial resources for the achievement of developmental local government.

The process of developing the integrated development plans has also demonstrated that achieving a developmental local government can be realised, if the process as outlined both in the legislation and the guiding frameworks is followed by municipalities. In this regard the process is structured and has recognised the importance of public participation. Key in the discussion is that the issue of leadership has a direct implication upon the quality of the IDP in the sense that it must have a political vision and community buy-in. Interestingly enough,

the legislation supports the role played by communities in the planning process, through the ward committees, IDP Steering Committee and the Integrated Development Planning Forum.

For a municipality to have a very good integrated development plan document, it must first conduct the analysis of the municipal area, so as to have a better understanding of the capabilities of the institution, the economic status, the socio-economic conditions, spatial arrangements and the environmental conditions that prevail within the municipal area. With the profile of the municipality well captured, the municipality is then able to strategise as to how it will achieve the developmental objectives. This is done by way of identifying the vision, mission and value system of the municipality. In the end the strategic planning must lead to the key performance areas, key performance indicators, performance targets and the resources identified. Certainly a municipality with that enormous amount of data will then develop the performance management system, which provides for an opportunity to monitor and review the performance of the municipality against set objectives. This is regarded as the project phase, during which the project prioritisation is conducted. During the project phase as mentioned previously, it was highlighted that project proposals are considered in order to have the necessary project plans in place. The municipality will then put everything together in order to ensure integration and co-ordination before the council adopts the IDP document with comments from the communities. The integration phase provides for a platform to ensure that whatever the programmes and projects that are to be implemented by the sector departments and parastatals, they must be included in the integrated development plans. This is achieved through the formulation of the integrated sector programmes. Similarly, the integration phase will result in the formulation of the 5 year action programme which outlines what is to be done over a period of time. This is then accompanied by the formulation of the 5 year financial plan and the 5 year capital investment plan. In simple terms the integration phase has provided a good platform for government to utilise limited resources in an appropriate manner.

Therefore there is no municipality in South Africa that will function without having an approved integrated development plan, which has been developed by following all the legislative requirements which include community participation. Again the integrated development plans may be similar in terms of the structure, but will differ in terms of content. This is informed by the fact that the environment in which municipalities operate will differ from one municipality to the other, but the framework remains the same.

In conclusion, given the abovementioned tables, it is quite clear that municipalities have made it a priority to engage communities in matters that also affect society. However, it must also be stated that the data as provided also proves that in implementing the legislative requirements, municipalities are confronted with different challenges. This analysis is informed by the fact that where the target was not achieved, it is as a result of the ward committees not being fully functional and such cases are applicable in the urban towns within the municipalities. In most urban settlements, the challenge is not the development of the infrastructure, but the operation and maintenance thereof, hence there will be some apathy in terms of participation. The data provided above was only meant to illustrate the fact that communities were involved in the development of the IDP's, but did not assess the quality of inputs against just compliance. That is a matter for consideration in the next chapters. Given the five mechanisms for community participation as outlined in Section 3.6 above, it has been observed that municipalities within MDM have utilised all the mechanisms except for that of petitions and complaints. In this regard, municipalities were never petitioned by members of the communities and there were no complaints lodged. As a result this mechanism was never activated. Whether this was out of ignorance or deliberate intention is a matter that will need scrutiny in further studies that might be conducted.

One of the observations that requires highlighting, is the fact that from a statistical point of view, the numbers are not the same, owing to the issue of the number of wards in a municipality, against the principle adopted by that municipality, on how to engage with ward committees and communities. It is for that reason that even the target for ward committee meetings is different. Despite all of the above, what is worth noting is the fact that in those types of meetings, except for the IDP Representative Forum, the attendance by community members ranges from between three hundred (300) to six hundred (600), depending upon the venue and time of the meeting.

In terms of the participation through the submission of inputs after a notice was issued by the municipal council to members of the community, the observation made is that in most cases members of the community did not submit their written inputs, but always opted to present them during the public meetings and hearings. This kind of approach is understood in the context of rural municipalities, where literacy and limited technological facilities might be an impediment. The most popular mechanisms that seemed to have enjoyed much attention were the public meetings, public hearings and report-back sessions. In a nutshell, it can be

concluded that there was public participation during the formulation of the IDP's by municipalities within the study area. The next chapter will provide a platform to analyse how the contribution by communities has been translated effectively and efficiently into the resource allocations. In this regard there will be a focus upon the spending of municipalities against the key priorities, as highlighted by communities.

CHAPTER 4

IMPLEMENTATION AND IMPACT OF THE IDP IN RURAL AREAS

4.1 Introduction

Since the establishment of municipalities in the year 2000 from the transitional local councils, the integrated development approach became a matter of reality. The first municipal election took place in 2001 under a high level of expectation from the communities and a high level of zeal from those who wanted to be elected into office first in a democratic process. In this regard, the first democratic local government elections were characterised by a high level of excitement from the electorates and political parties as well. Over the years to come, that proved to be one of the greatest challenges encountered by communities and political leaders equally, because at that time the focus was not upon the impact of the decisions they were making as electorates and political parties, but more on the sentimental aspects of the situation. This implies that the implementation of the IDP during the first years of democratic local government elections was not so effectively carried out, because all stakeholders were still excited about the dawn of a new democracy.

The Local Government: Municipal Systems Act, 32 of 2000 was very clear about what a developmental local government was required to do, hence municipalities embarked upon the development of the integrated development plans once the municipal councillors had been elected into office. According to the Local Government: Municipal Systems Act, 32 of 2000 as amended, “each municipal council, within a prescribed period after the start of its elected term, must adopt a process set out in writing to guide the planning, drafting, adoption and review of the integrated development plan”. This implies that after the election of the municipal councillors, the municipal council has a responsibility to determine the development programme through the IDP. It also means that the municipal council must make it very clear as to how the process will unfold, including activating participatory democracy.

According to the speech by Minister Sydney Mufamadi (2001:3) on the occasion of the budget vote for the Department of Provincial and Local Government “to date over 220 professional planners have been trained throughout the country at various centres. Over the next three

months 560 councillors will be trained, 284 managers, 850 local government sector specialists and 300 national and provincial sector specialists”. This infers that municipalities in the country were taken through the process of training during the financial year 2000/01, so as to enhance the fulfilment of the legislative imperatives. This training was conducted by the University of Pretoria and the Institute of Democracy in South Africa throughout the country. It was facilitated by the then Department of Provincial and Local Government, which is currently known as the Department of CoGTA. As per the speech by Minister Sydney Mufamadi (2001:3) the first training focused initially upon senior councillors and officials, before rolling out to other councillors and members of the top management in municipalities. Just after the conclusion of the first training programme, municipalities were then expected to embark upon a process to develop the IDPs. Thus municipalities within MDM commenced the process during the 2001/02 financial year.

The focus of the analysis below will be upon the implementation of the IDPs within municipalities in MDM. The main focus will be upon the impact of the IDPs on access to basic services such as water, sanitation, electricity and refuse removal. Equally important is the impact of the IDPs upon economic development, which also includes income per household and unemployment rate. These will be considered as well. In this case the IDPs as approved by the respective municipalities will be examined in comparison with the 2011 Census by Statistics South Africa in relation to basic services.

In order to conduct an appropriate analysis on the implementation of the IDP within MDM, the IDPs of the local municipalities that constitute the district will be analysed individually. Thereafter, the district as an institution, rather than as an area, will be considered. The analysis will consider the approach utilised by the municipalities in resourcing the implementation of the programmes and projects outlined in the IDP of that municipality, with the sole purpose of determining the impact thereof in terms of sustainability. In the previous chapter the approach to community involvement was outlined, whereby it was observed that all municipalities did engage communities during the process of developing IDPs. What needs to be done now is to contextualise and translate those meetings into the actual inputs by the communities, and trace them back into the IDPs. In order to trace the impact of the IDP, particularly upon basic services, the financial management reports and the 2011 Census Report will be outlined.

4.2 Implementation of the IDP in Ba-Phalaborwa Local Municipality

In order to be precise when it comes to the implementation of the IDP of the BPM, it is crucial to have a better understanding of the powers and functions assigned to the municipality. Table 9 below outlines the powers and functions performed by the municipality as per the 2011/12 Municipal Demarcation Board Capacity Assessment Report (2011:5).

Table 9: BPM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Electricity and Gas Reticulation	9,7
Waste Management	16,2
Roads and Storm Water Systems	7,0
Community and Social Services	41,4
Planning and Development	3,6
Emergency Services	1,0
Municipal Health	0,5
Economic Development	0,5
Housing	1,7
Traffic and Policing	4,8

Source: Adapted from the Municipal Demarcation Board Report (2011:7-8)

According to the table above, the allocation of staff against the allocated powers and functions by the municipality reflects that a high percentage of staff had been provided for community and social services at 41.1%, followed by waste management at 16.2% with the lowest being municipal health and economic development, both at 0.5%. This implies that the strategic focus of the municipality in terms of the table above is community and social services. In this regard, the distribution of human resources did not take into consideration the key strategic objectives of the municipality, as outlined in the IDP.

The distribution of the human resources within BPM does not assist the municipality in ensuring that basic services are provided in a sustainable manner. In this regard, municipal trading services will not be given the due consideration they deserve, leading to some inconsistent supply. This will in turn affect the revenue of the municipality, as even the paying customers might neglect their timeous payment, bearing in mind the limited capacity of the municipality to even enforce credit control. It is therefore important to ensure that there is a proper balance between what a municipality is required to do by law, and the resources that are meant to deliver such a service or function. The distribution of the human capital in BPM will certainly affect the implementation of the IDP, unless proven otherwise.

4.2.1 Services Required as Identified by Communities - BPM

The municipality embarked upon a process of community consultation prior to the final approval of the IDP and budget by the council for all the financial years, as outlined in Table 10 below. The 2014/15 financial year was not included in the table, due to the fact that the IDP's and budget are still being implemented, therefore the current status will not have an effect upon the outcome of the study. The services as identified by communities constituted the IDP document of the municipality, which in turn has an influence upon the allocation of resources either capital, human or financial.

Table 10: BPM public participation report 2006 - 2014

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Grading of roads, bridges and access streets	23	23	23	23	23	23	23	23
Shortage of electricity	05	05	05	05	05	0	0	0
Refuse removal	25	25	25	25	25	25	25	25
	25	25	25	25	25	25	25	25

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Limited services provided by clinics								
Poor communication when sites demarcation are done by tribal authorities	23	23	23	23	23	23	23	23
Crime committed by youth and foreign nationals	23	23	23	23	23	23	23	23
Incomplete RDP houses and cracks	05	05	05	05	04	04	03	03
Shortage of schools	05	05	05	05	05	04	04	03
Library services	25	25	25	25	25	25	23	23
Community hall	25	25	25	25	20	20	20	15
Fencing of graveyards	25	25	25	25	25	25	25	25
Apollo lights	25	25	22	21	20	17	17	10
Shortage of water	25	19	12	09	05	05	05	05

Source: Adapted from BPM IDP document (2014:74-86)

In terms of the table above, there were a large number of communities that identified all the services as listed above between the years 2006/7 and 2011. The exceptions were electricity and RDP houses that were only required in not more than 5 settlements. Again during the period 2006/7 to 2010/11, water services were a problem in 25 settlements, which was high, but was reduced to 5 settlements in 2010/11. From the 2011/12 period onward, electricity was

never raised as an issue in any of the settlements of the municipality, which means that there was 100% provision of electricity within BPM from the end of 2011/12 through until the 2013/14 financial years.

Emanating from the table above, it is evident that the BPM has managed to improve the provision of electricity, housing, schools and water services, as per the needs of the communities, but not the services such as roads, refuse removal, health, site demarcation by local authorities, crime, library, community hall, fencing of graveyards and street lighting. Given the understanding of what basic services are, it can also be argued that only roads and refuse removal remain as challenges for the municipality.

Similarly the 2011 Census by Statistics South Africa also confirmed that access to water inside the dwelling was at 37.1%, inside the yard was at 45.5%, at a distance less than 200m from the dwelling was at 8.5%, at a distance between 200m and 500m from the dwelling was at 2.7%, at a distance between 500 m and 1 km was at 1.6%, at a distance greater than 1 km was at 1.6% and no access was at 3%. Considering the issues that the communities have raised over a period of time, and the outcome of the Census in 2011 over water, it can be concluded that the implementation of the IDP has been in line with the needs of the communities. However, what still remains to be seen on water provision is the extent to which the service has become sustainable. This is a matter to be considered when analysing the financial data.

Access to sanitation at or above RDP level was 58.9% and below RDP level was 41.1%. The access at or above RDP level simply refers to where there are waterborne sewers and the Ventilated Improved Pit (VIP), while below RDP level refers to a situation where there is no VIP, but the household has a pit for purposes of sanitation. In a nutshell the situation in the municipality when it comes to sanitation was a worrying factor, although as at the 2013/14 the situation seemed to have improved. According to the Annual Report for MDM for the 2011/12 financial year, the sanitation backlog in BPM was reduced to zero. This implies that at the end of June 2012, there was no sanitation backlog within BPM, which means that all households had received sanitation at or above RDP level.

The area of electricity is one of the success stories happening in the BPM. In terms of access to electricity, as per the Census 2011 by Statistics South Africa, access to electricity was

90.8% while the backlog was 9.2%. This is the service that is provided in collaboration with Eskom, owing to the license arrangements in the area. The municipality was responsible for the provision of electricity only in the Phalaborwa town, while the other settlements were being serviced by Eskom. Given the fact that Eskom was involved in the rural areas and urban settlements of the municipality, there was not much financial pressure upon the municipality.

According to Statistics South Africa (Census 2011), access to refuse removal within BPM was at 49.4%, while those without access were at 50.6%. In this regard the provision of refuse removal within the municipality is still a serious challenge, which ultimately has a negative impact upon the environmental management. This state of affairs is directly aligned to the number of settlements that have been demanding the service in their areas.

Given the 2011 Census Report by Statistics South Africa, it can be argued that out of the four basic services, BPM still has to deal with the challenge of refuse removal, just to eradicate the backlogs. What has not been proven throughout the analysis of the reports, is the maintenance of existing infrastructure. The municipality does not seem to have put any effort into maintaining the infrastructure that it owns, so as to ensure that there is no disruption of service. This is a worrying factor considering the need for sustainability as required by the legislative framework. For as long as there is no adequate maintenance of the infrastructure, there is no assurance that the provision of the service will not be affected.

In considering the example of water and sanitation services, if the pipelines and the meters are not maintained, it will result in disruption of water provision and incorrect billing, which will result in non-payment of services. On the other hand with sanitation, the sewer will spill into the streets and flow into the river systems, thereby causing serious environmental concerns. In the instance of the VIPs, the pit will become full and the household may not be able to utilise the facility anymore, and they will require a new one. In this regard the conclusion that can be made is that the impact of implementing the IDP in the municipality seems to have been positive only when it comes to the number of people benefitting, while the issue of sustainability was not considered. This conclusion will be well observed when dealing with the financial matters.

4.2.2 Actual Expenditure against Revenue Collected - BPM

In terms of Section 16 of the Local Government: Municipal Finance Management Act, 56 of 2003 “the council of a municipality must for each financial year approve an annual budget for the municipality before the start of the financial year”. This implies that for the five year period of the IDP, the council must make funds available in the form of a budget to implement and realise all the planned programmes and projects. As a result of public engagement as outlined in Paragraph 5.1 in Chapter 3, the municipality consolidates the inputs in order to align the planned projects and programmes for inclusion in the budget.

In terms of the budget implemented by the municipality, the focus will be upon the actual figures from the 2007/08 to the 2013/14 financial years. Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003, states that “an annual budget may only be funded from realistically anticipated revenues to be collected, cash-backed accumulated funds from previous years, surpluses not committed for other purposes and borrowed funds, but only for the capital budget”. In simple terms the annual budget must be funded from the money collected out of the trading services such as water, electricity, refuse removal and property rates, while to an extent the council can borrow, but only for capital funding.

Section 18 (2) of the Local Government: Municipal Finance Management Act, 56 of 2003 further states that “the revenue projections in the budget must be realistic, taking into account projected revenue for the current year, based upon collection levels to date and actual revenue collected in previous financial years”. Logically this means that the council will make revenue projections, based upon the previous year’s performance with regard to the collection of revenue against the services rendered. This reality becomes a matter for serious introspection when it relates to rural communities where there are no proper systems for managing the trading services. The tables below outline the operating expenditure, operating revenue and the capital expenditure of the municipality.

Table 11: BPM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Electricity bulk purchases	Water bulk purchases	Other	Repairs and maintenance	Interest and redemption	Bad and doubtful debt	Provisions for working capital	Total operating expenditure
2007/08	56 146	19 590	47 886	55 579	8 274	3 408	-	18 980	209 863
2008/09	56 146	21 745	53 153	61 693	9 184	3 783	-	21 067	226 771
2009/10	118 398	59 329	38 000	69 130	14 755	2 700	-	-	302 312
2010/11	82 692	53 175	20 000	182 299	-	867	-	-	339 033
2011/12	98 246	72 829	22 000	142 468	-	945	-	-	336 488
2012/13	88 620	80 000	-	175 341	-	1 140	2 300	-	347 401
2013/14	111 154	82 060	-	246 329	-	803	29 913	-	470 259
TOTAL	611 402 000	388 728 000	181 039 000	932 839 000	32 213 000	13 646 000	32 213 000	40 047 000	2 232 127 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

According to Table 11 above, the municipality has spent a total of R 932'839'000 on other expenditures which include recreation and parks, cemeteries and public safety, while the second largest expenditure is on salaries and wages at R 611'402'000. It has also been observed that only R 388'728'000 was spent on the purchase of bulk electricity, while water accounted for R 181'039'000. In other words more money was spent on operational expenditure from the 2007/8 until the 2013/14 financial years. In order for the municipality to continue to generate revenue, the maintenance of the current infrastructure is of vital importance, however the spending on repairs and maintenance is still very low at R 32'213'000, as compared to salaries and wages.

In terms of the information as outlined in the table above, the municipal spending is not in line with the key trading services such as electricity and water. The municipality is spending more money on social services than on basic services. This approach by the municipality is not sustainable in the sense that the more it spends upon social services, the more it has to have a strong surplus to continue subsidising such services. Similarly the capacity of the municipality to ensure sustainable services such as water and sanitation is heavily

compromised, given the R 32'213'000 that it spends on repairs and maintenance. The ultimate result of this approach at the level of communities is service delivery protests and non-payment of such services. In this regard the municipality needs to explore other avenues to deal with this area of concern from the IDP point of view.

Table 12: BPM income report 2007 - 2014

Financial year	Property rates	Electricity	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2007/08	22 000	31 459	38 908	8 670	5 109	45 480	33 330	184 956
2008/09	24 420	34 919	43 188	9 624	5 671	50 483	36 996	205 301
2009/10	30 470	62 508	93 847	10 682	6 295	35 206	63 304	302 312
2010/11	33 212	68 134	71 853	7 729	4 939	94 998	58 168	339 033
2011/12	36 200	74 266	78 320	8 425	5 383	58 954	43 811	305 359
2012/13	55 000	92 000	-	-	7 500	95 539	97 362	347 401
2013/14	65 100	92 002	-	-	9 513	74 154	94 021	334 790
TOTAL	266 402 077	455 288 000	326 116 000	45 130 000	44 410 000	454 814 000	426 992 000	2 019 152 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In terms of the revenue collected, electricity has contributed the highest amount of R 455'288'000, followed by subsidies and grants with R 454'814'000, while other revenue streams such as the sale of tenders, building plans, traffic fines and reconnection fees have contributed R 426'992'000 over the period 2007/8 until 2013/14. In this regard revenue for water as a trading service has only contributed R 326'116'000, while the lowest contributors are sanitation (which refers to waterborne sewers) at R 45'130'000 and refuse removal at R 44'410'000.

According to the table, more money was generated from the provision of electricity, for which spending on the purchase of bulk electricity, as outlined in the previous section, was lower than that on social services. Thus the spending trend in the municipality does not demonstrate

the alignment between the IDP and the budget, which ultimately compromises implementation. The municipality might be seen to be doing well on the provision of services, but this must also be reflected in the money spent and received, for this is in serious doubt.

The ideal situation which would illustrate a direct relationship between planning and implementation is a situation whereby the municipality would spend more money in the trading services, thereby generating more income, which subsequently provides a platform to cross subsidise other services. However, given the situation as outlined above, the cross subsidisation is happening at the expense of maintaining a high quality of service. In this instance, a reduction in the quality of service has a direct negative impact upon revenue, a matter that the IDPs are required to provide solutions to through the approval of the five year capital investment plan and the five year financial plan. The other reality which the situation is exposing is the danger of developing the IDP and budget for the sake of ensuring the meeting of the legislated deadlines and processes. The IDP as a strategic document of a municipality in this regard was supposed to provide a clear picture of where the municipality is prepared to invest more money in order to create financial viability and sustainability. The situation alluded to above is neither viable nor sustainable.

Table 13: BPM capital expenditure report 2007 - 2014

Financial year	Land and buildings	Water, reservoirs and reticulation	Roads, pavement, bridges and storm water	Electricity reticulation and street lightning	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	3 500	23 374	8 000	7 907	9 470	6 888	59 139
2008/09	1 500	-	8 500	200	7 373	2 550	20 123
2009/10	-	-	22 812	-	-	18 500	41 312
2010/11	-	-	24 817	-	-	55 679	80 496
2011/12	-	1 000	21 269	7 572	-	15 500	45 341
2012/13	-	-	26 778	23 000	-	4 339	54 117
2013/14	-	-	22 120	20 000	1 500	17 000	60 620

TOTAL	5 000 000	24 374 000	134 296 000	58 679 000	18 343 000	120 456 000	361 148 000
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Source: Adapted from National Treasury Local Government Database (2007 – 2014)

Given the needs as identified by the communities during public participation, as outlined in Section 4.3.1 above, the amount spent on road infrastructure was R 134'296'000, from 2007/8 until 2013/13, as compared to community assets and specialised vehicles, at R 120'456'000, while electricity spent R 58'679'000 out of the allocated money over the period in review. Mindful of the fact that the community needs water services, it has been observed that in this municipality only R 24'374'000 was spent upon water infrastructure, while land and buildings only accounted for R 5'000'000, which is the lowest amount spent, second only to other infrastructure at R 18'343'000. The specialised vehicles within the community assets refer to emergency vehicles for fire services and traffic policing.

Again the high spending on road infrastructure clearly demonstrates the misalignment between strategy and resource allocations which has a huge influence upon what gets done. Despite the high spending on roads, the communities are still raising the issues of roads and stormwater during public participation. Reflection in this regard would suggest that there was no capital investment plan or five year financial plan, because the funding of the roads does not necessarily lead to return upon investment. It is also evident that given the involvement of other institutions such as Eskom on the electricity, and MDM on the water provision as the water service authority, the municipality did not put enough effort into electricity and water, hence the misalignment between its plans and resources.

The main reason could be that the identification of these issues is well recorded in the municipality, but the allocated resources are not transferred to the municipality for implementation but rather take place within those institutions. Considering this aspect, it remains to be seen as to how has the municipality transferred revenue for such services to the relevant institutions or the bulk purchases was supposed to be in line with the revenue which unfortunately it is not.

Table 14: BPM grants and subsidies report

Financial Year	ES R(m)	INEP R(m)	FMG R(m)	MIG R(m)	MSIG R(m)	NHG R(m)	TOTAL R(m)
2010/11	47'605	6'000	1'000	14'242	750 000	10'000	79'597
2011/12	53'751	5'000	1'250	17'129	790 000	7'000	84'920
2012/13	61'461	4'000	1'500	20'778	800 000	0	88'539
2013/14	69'433	0	1'550	25'614	890 000	0	97'487
2014/15	83'256	0		29'769		0	113'025
TOTAL	315'506	15'000	5'300	107'532	3'230	17'000	463'568

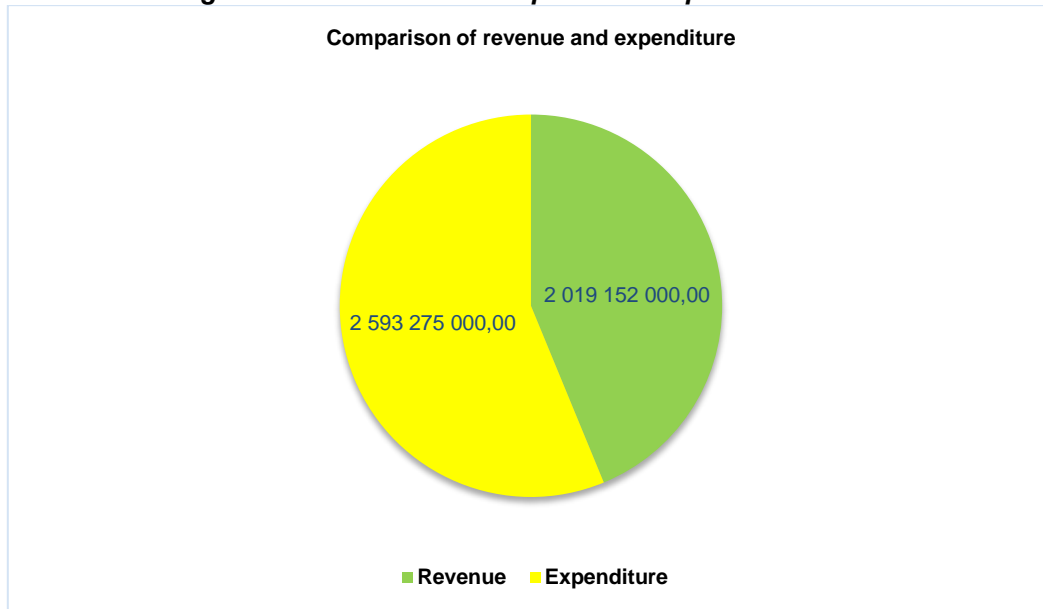
Source: Adapted from National Treasury Local Government Database (2010 – 2014)

Table 14 above provides information on all the grants and subsidies received by BPM, as per the Division of Revenue Act for the 2010/11 to 2014/15 financial years. In terms of the table above, equitable share allocations are the highest at R 315'506'000 as compared to the Municipal Systems Improvement Grant (MSIG) with R 3'230'000. The MSIG is meant to assist municipalities in putting appropriate systems in place, in order to manage the finances and other resources well. It is clearly evident that the infrastructural development programme of the municipality largely depends upon grant funding. The total allocation received by BPM for the Municipal Infrastructural Grant (MIG) is R 107'532'000 over the period mentioned above.

Except for the equitable share, all other grants are conditional, which means that the money can only be spent for the purpose for which it was intended by the municipality. The Integrated National Electrification Programme (INEP), which received an amount of R 15'000'000, is meant to implement the electrification programme in rural areas, while the Financial Management Grant (FMG), at an amount of R 5'300'000, is directed at employing interns in the finance section of the municipality. The Neighbourhood Grant (NHG) has an amount of R 17'000'000 directed at the development of the neighbourhood. If all these grants were to be closed down, it is quite clear that the municipality would have to shut down, as it could not

afford any service. For obvious reasons this will have a negative impact upon sustainable service delivery.

Figure 3: BPM income vs expenditure report 2007 - 2014



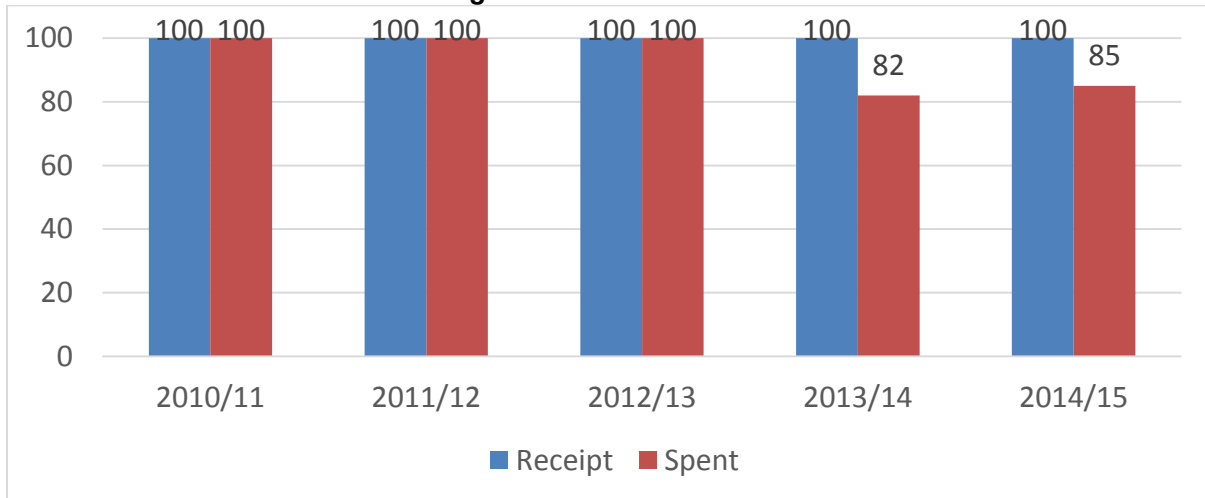
Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The chart above outlines the total expenditure of R 2 593 275 000 against the total revenue collected from the 2007/08 to the 2013/14 financial years of R 2 019 152 000, which is also inclusive of subsidies and grants from National Treasury. In this regard the total expenditure is more than the actual revenue collected, which is a contradiction to Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003 which stipulates that “an annual budget may only be funded from realistically anticipated revenues to be collected, cash-backed accumulated funds from previous years’ surpluses not committed for other purposes and borrowed funds, but only for the capital budget”.

4.2.3 Spending Trends on the MIG - BPM

Given the amount of money received by BPM as conditional grants for various infrastructural projects, it remains to be discovered if indeed all the allocations were spent accordingly. This is one area that will reflect upon the alignment between planning, allocation of resources and implementation. The graph below will outline the amount of money spent per grant in a specific financial year.

Figure 4: BPM MIG trends



Source: Adapted from National Treasury Local Government Database (2010 – 2014)

According to the graph above, BPM spent all of its allocated MIG during 2010/11, 2011/12 and 2012/13. The situation changed in the 2013/14 financial year, where only 82% of the received MIG allocation was spent. The same situation applies for the 2014/15 financial year, with an expenditure of 85%. This implies that the municipality could not spend its entire allocated MIG, whilst there is an IDP which informs the allocation for dealing with service delivery.

On the 11th August 2015, the Portfolio Committee on CoGTA visited Limpopo Province where the state of Limpopo Municipalities was presented by the MEC. In the report, the MEC highlighted the status as related to the projects for service delivery and their stage of implementation. In the case of BPM, there is a total of 5 projects and they are all under construction. This means that up until the end of the 2014/15 financial year, there is no project that has been completed in the municipality.

The communities within BPM seem not to be bothered much about the state of the road networks, but the reality is that there are still gravel roads within the municipality in the form of internal streets. According to the Road Asset Management Report submitted in August 2015 by the consultants assisting MDM to develop the Rural Road Asset Management System, there are roads that require rehabilitation, special maintenance, regravelling and upgrading. In terms of the report, 29.25 km of roads need some rehabilitation, which will cost the municipality an amount of R 43'375'000, while 15.75 km of roads need special maintenance at a cost of R 5'197'000. A total of 245 km of roads in BPM require regravelling, which will cost

the municipality an amount of R 269'210'000, whereas 572 km of roads will need some upgrading from gravel to tar at a cost of R 629'000'000.

Having assessed how BPM has implemented the IDP, coupled with some of the reports pertaining to basic services such as electricity, roads and water, it can be concluded that electricity does not seem to be a challenge, given the fact that Eskom as a parastatal is managing a large part of the network and has done well, but water services and roads will always remain an issue with communities. In order for the municipality to improve the condition of the roads, which includes rehabilitation and maintenance, it will require a total amount of R 946'782'000 as per the Road Asset Management Report. This is the reality that unfortunately is confronting BPM and will require some action.

4.3 Implementation of the IDP in Greater Giyani Municipality

In order to comprehend the intricacies of the implementation of the IDP of the GGM, it is critical to have a better understanding of the powers and functions assigned to the municipality. Table 15 below outlines the powers and functions performed by the municipality as at 2011/12, confirmed by the Municipal Demarcation Board Capacity Assessment Report (2011:5).

Table 15: GGM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Governance and Administration	49.7
Electricity and Gas Reticulation	3.4
Waste Management	17.5
Roads and Storm Water Systems	20.3
Community and Social Services	No data
Planning and Development	0.6
Environmental Management	No data
Economic Development	3.4

FUNCTION	PERCENTAGE STAFF
Housing	No data
Traffic and Policing	5.1

Source: Adapted from Municipal Demarcation Board Report (2011:7-8)

In terms of the table above 49.7% of staff have been allocated for the governance and administration function, which is more of a support service, while roads and storm water has an allocation of 20.3%, followed by waste management at 17.5%, traffic and policing at 5.1%, and economic development and electricity and gas with 3.4%. Planning and development has the lowest percentage of allocated staff at 0.6%, while there was no data provided to the Municipal Demarcation Board on community services, environmental management and housing. This implies that the strategic focus of the municipality is upon governance and administration, while little or nothing at all has been allocated for trading services. It must also be noted that while electricity and gas has a staff allocation of 3.4%, the service in the entire municipal area is provided by Eskom, starting from bulk until reticulation to the end user.

The capacity of the municipality to raise revenue largely depends upon the performance of powers and functions that are regarded as trading services. In this regard, the allocation of human resources in terms of the powers and functions will not lead to the provision of basic services such as water, sanitation and electricity.

4.3.1 Services Required as Identified by Communities - GGM

The municipality embarked upon a process of community consultation prior to the final approval of the IDP and the budget during all the financial years, as illustrated in the table. Given the powers and functions as allocated to the municipality, the community needs were identified through a public participation process and included in the IDP, as required by legislation. In this regard the table below will reflect the services against the total number of settlements that have raised the same matter with specific reference to rural wards from 2006/07 until 2013/14. The municipality has a total of one hundred and one (101) villages, as per the Spatial Development Framework of Mopani District Municipality (2014:6).

Table 16: GGM public participation report 2006 - 2014

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Shortage of water	80	65	53	35	30	23	23	23
Grading of roads, bridges and access streets	100	100	100	100	100	100	100	100
Refuse removal	100	100	100	100	100	100	100	100
Poor communication when sites demarcation are done by tribal authorities	100	100	100	100	100	100	100	100
Crime committed by youth and foreign nationals	100	100	100	100	100	100	100	100
Library	100	100	100	100	100	100	100	100
Community hall	100	100	100	100	100	100	100	100
Fencing of graveyards	100	100	100	100	100	100	100	100
Apollo lights	100	100	100	100	100	100	100	100

Source: Adapted from GGM IDP document (2014:38-61)

In terms of the table above, the communities of GGM have identified all services including basic services such as water and refuse removal, with services such as roads, demarcation of sites by traditional leaders, crime, library, community hall and street lightning also featured as the most needed since the 2006/07 financial year. The only service that seems to be showing a decline in the number of settlements that raised it, over the review period of 2007/08 to 2013/14, is water.

In terms of the allocation of staff, the municipality did not have personnel to perform the function, so MDM was providing the service from bulk distribution up to reticulation to end users, namely communities. Even though the signed agreement between the municipality and the district on the provision of water service stipulated the roles and responsibilities of each party, the implementation, which included staff allocation, did not demonstrate that arrangement. Therefore the decline in the number of settlements raising the issue of water

suggests that the implementation of water projects, as gradually raised by communities, was done by MDM in the same way that Eskom implements electricity projects.

The 2011 Census results by Statistics South Africa for GGM on the status of access to water, sanitation, electricity and refuse removal, demonstrated the nature of the challenges still lying ahead. Access to water inside the dwelling as per the 2011 Census results stood at 13.4% of the households, access to water inside the yard was at 30.5%, at a distance less than 200m from dwelling was at 20.7%, at a distance between 200m and 500m from dwelling was at 8.7%, at a distance between 500 m and 1 km from dwelling was at 6.1%, at a distance greater than 1 km from dwelling was at 5.5%, while 15% of the households had no access to water. In this regard the provision of water services still does not reflect a position that would support sustainability, because even though there is a substantial percentage of households that receive water, only 13.4% can be considered metered, while the rest are more at RDP standard level.

Access to sanitation as per Census 2011 results showed that 29.5% of the households have access at or above RDP level, while 70.5% of the households have access to the service below the RDP level. This implies that a high percentage of households in GGM were not connected to the waterborne sewer, or were not provided with a VIP toilet. However, according to the 2012/13 Annual Report of MDM, the implementation of some of the sanitation projects, particularly the VIP toilets, had resulted in an increase of access to sanitation at or above RDP level to 65.5%, while access below the RDP level had dropped to 34.5%. Considering the results of the 2011 Census Report, this was a huge increase in terms of the provision of sanitation.

On the provision of electricity, the 2011 Census Report revealed that 89% of the households within GGM have access to electricity, while only 11% have no access. In this regard, the implementation of the identified projects, as per the needs of the communities on electrification, have led to the service not being raised over and over again at public participation. As a result, the additional number of connections also had a direct impact upon the customers for Eskom, which translates into more responsibilities, but at the same time more revenue. Refuse removal as one of the basic services seems not to have improved at all within the municipality. This is confirmed by the 2011 Census Report which indicates that access to refuse removal was at 12.2% while 87.8% of the households do not have access to

refuse removal at all. In this regard the public participation outcome demonstrates that the communities did raise it throughout the period under review, but nothing was done about this.

The condition of the roads in GGM have proved to be a serious challenge. This was also confirmed by the Road Asset Management Report of MDM. In terms of the report, 49 km of roads require some rehabilitation at a cost of R 73'500'000, 21 km need some special maintenance which will cost R 6'930'000, regravelling of 519 km at a cost of R 570'900'000 is necessary, while R 1'332'100'000 will be required for the upgrading of 1'211 km of roads within MDM.

4.3.2 Actual Expenditure against Revenue Collected - GGM

GGM approved the budget and the IDP informed by public engagement, as outlined in Paragraph 5.2 in Chapter 3. The municipality consolidated the inputs in order to align the planned projects and programmes for inclusion in the budget. The annual budget may only be funded from realistically anticipated revenues to be collected, cash-backed accumulated funds from previous years surpluses not committed for other purposes and borrowed funds, but only for the capital budget, as required by legislation. The tables below outline the operating expenditure, operating revenue and the capital expenditure of the municipality, as per the approval by council.

Table 17: GGM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Other	Repairs and maintenance	Interest and redemption	Bad and doubtful debt	Total operating expenditure
2007/08	51 842	19 324	1 520	-	-	72 686

Financial year	Salaries, wages and allowances	Other	Repairs and maintenance	Interest and redemption	Bad and doubtful debt	Total operating expenditure
2008/09	56 773	15 816	1 533	-	-	74 122
2009/10	77 454	45 197	1 666	413	-	124 730
2010/11	66 829	56 746	-	137	11 559	135 271
2011/12	76 398	64 949	-	170	13 090	154 608
2012/13	73 736	75 506	-	-	13 090	162 333
2013/14	81 754	88 974	-	200	16 911	187 839
TOTAL	484 786 000	366 512 000	4 719 000	920 000	54 650 000	911 589 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In GGM the salaries, wages and allowances account for R 484'786'000 of the total operating expenditure for the period from 2007/8 until 2013/14 financial years, followed by other expenses such as public safety, parks and cemeteries at R 366'512'000, while bad debts account for R 54'650'000. For the repairs and maintenance the municipality only spent R 4'719'000. In this regard the municipality is spending more money on salaries, wages and allowances and nothing on basic services such as water, electricity and refuse removal. This situation is also fuelled by the fact that the municipality has only one urban settlement, while the rural areas dominate the settlement patterns.

Considering the information provided above, it is evident that the municipality will not be able to achieve sustainable service provision within its area of jurisdiction. As a result, this reflects badly upon the IDP of the municipality, in the sense that it will seem that it is not aligned with the allocation of resources, a matter that will still be observed throughout the analysis of the financial data. In simple terms, the IDP process should have flagged this reality, so as to enable the municipality to put plans in place to reverse the situation or to even take informed

decisions on the status of the municipality. The settlement patterns of a municipality should not encourage bad planning, but should have created an opportunity for sustainable planning, during the intense analysis that occurs during the IDP processes.

Table 18: GGM income report 2007 - 2014

Financial year	Property rates	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2007/08	3 000	15 500	75	1 783	48 397	3 932	72 687
2008/09	3 000	21 000	701	2 570	47 444	8 769	83 484
2009/10	14 200	15 300	1 270	5 579	79 468	4 361	120 178
2010/11	6 597	16 218	1 400	5 914	150 099	7 862	188 090
2011/12	13 533	9 741	1 801	4 049	98 289	12 494	139 907
2012/13	28 000	-	-	4 500	172 639	14 178	219 317
2013/14	30 000	-	-	2 500	151 959	14 876	199 335
TOTAL	98 330 000	77 759 000	5 247 000	26 895 000	748 295 000	66 472 000	1 022 998 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The revenue of the municipality is highly dependent upon subsidies and grants from National Treasury. This is the largest source of revenue received, at an amount of R 748'295'000, which is followed by property rates with an amount of R 98'330'000, while the amount received for water was R 77'759'000 for the period under review. An amount of R 66'472'000 was collected from other income sources, such as the sale of tender documents and traffic fines. Refuse removal, particularly for the urban settlements, generated an income of R 26'895'000, while the lowest contributor in the municipality was sanitation with a total amount of R 5'247'000. This type of a revenue base indicates a municipality with no capacity to raise additional revenue, even though water and sanitation are a trading service. GGM, unlike BPM, does not have a license to distribute electricity, hence there is no revenue for electricity.

Given the situation above, it can be concluded that the municipality does not have a stable revenue base, owing to the fact that the majority of its revenue comes from grants and subsidies. If the grants and subsidies were to be discontinued by the National Government, the continuous existence of the municipality would be in jeopardy. Once again this clearly reflects upon the status of the IDP document of GGM. Ideally the development of the IDP should have provided an opportunity through the five year financial plan and five year institutional plan to mitigate against being dependent upon grants and thereby allocating the human capital properly.

Table 19: GGM capital expenditure report 2007 - 2014

Financial year	Land and buildings	Water, reservoirs and reticulation	Roads, pavement, bridges and storm water	Electricity reticulation and street lightning	Housing	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	700	-	11 624	1 050	-	-	37 030	50 404
2008/09	1 613	-	21 877	-	1 800	-	8 707	33 997
2009/10	3 718	-	22 514	-	1 800	-	3 807	31 839
2010/11	11 302	-	27 098	10 000	-	13 926	6 000	68 326
2011/12	12 600	300	21 750	4 000	-	12 882	3 400	54 932
2012/13	17 300	-	27 300	-	-	13 540	15 415	73 555
2013/14	7 500	-	48 228	12 000	-	16 830	5 775	90 333
TOTAL	54 733 000	300 000	180 391 000	27 050 000	3 600 000	57 178 000	80 134 000	403 386 000

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

For the capital expenditure, the highest spending is on roads, pavement, bridges and storm water at R 180'391'000, followed by community assets and specialised vehicles with an amount of R 80'134'000. On the other infrastructure such as purchase of office furniture, the municipality has spent an amount of R 57'178'000, while on land and buildings expenditure was R 54'733'000. Despite the fact that the municipality does not hold a licence to reticulate electricity, the expenditure incurred for the period 2007/8 until 2013/14 was R 27'050'000, while on housing an amount of R 3'600'000 was spent. In terms of water services, an amount

of R 300'000 was spent, which is the lowest for the entire municipality. The spending patterns in the municipality demonstrate the need to focus upon the allocated powers and functions.

The absence of the capital investment plan is evident in this regard, which demonstrates that the development process of the IDP was just a matter of compliance, without clearly articulating the strategic position of the municipality on certain aspects. If a capital investment plan existed, the municipality would have avoided spending money on housing development, because that would have been captured properly as a social service, with no expectation on return on investment.

Table 20: GGM grants and subsidies report

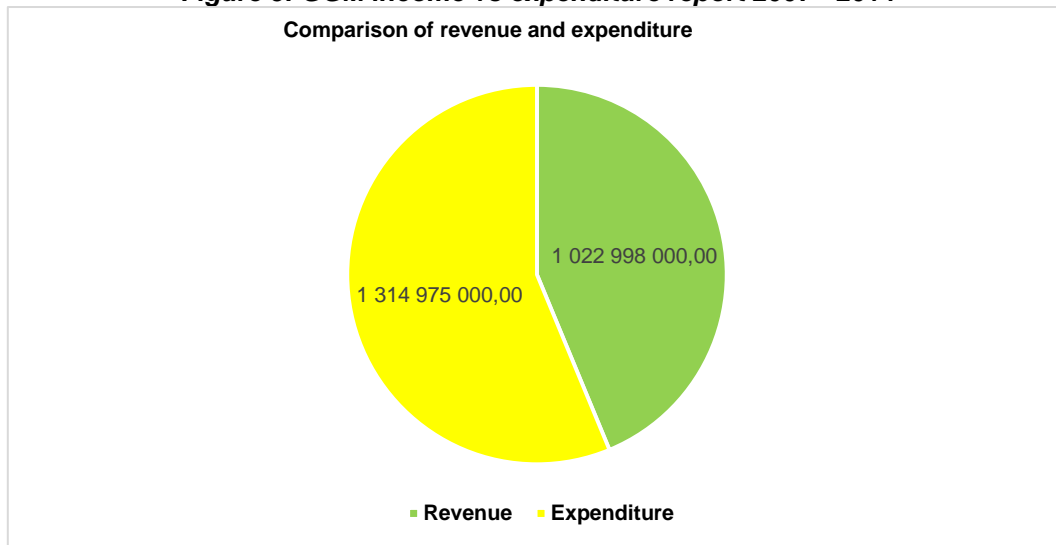
Financial Year	ES R'm	INEP R'm	FMG R'm	MIG R'm	MSIG R'm	TOTAL R'm
2010/11	100'047	10'000	1'000	24'902	750 000	136'699
2011/12	116'853	4'000	1'250	29'950	790 000	152'843
2012/13	132'615	0	1'500	36'331	800 000	171'246
2013/14	148'104	8'000	1'550	47'115	890 000	205'659
2014/15	173'816	0		56'046		229'862
TOTAL	671'435	22'000	5'300	194'344	3'230	896'309

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

The equitable share contributes the highest amount in terms of the grants and subsidies, with R 671'435'000 within GGM, followed by MIG with R 194'344'000 from the financial year 2010/11 until 2014/15. INEP as a conditional grant in the municipality makes up a total of R 22'000'000, FMG is at R 5'300'000 and MSIG is R 3'230'000. Equitable share is used by the municipality to fund operational expenditure such as salaries, telephone and councillors' allowances. It is for that reason that the sustainability of the municipality is at stake, given the high grant dependency.

Considering the information in the table above it could be concluded that grants and subsidies contribute more into the revenue of the municipality than the trading services. In actual fact the ideal situation is that the trading services are supposed to contribute more, so as to justify the subsidy from the national fiscals.

Figure 5: GGM income vs expenditure report 2007 - 2014



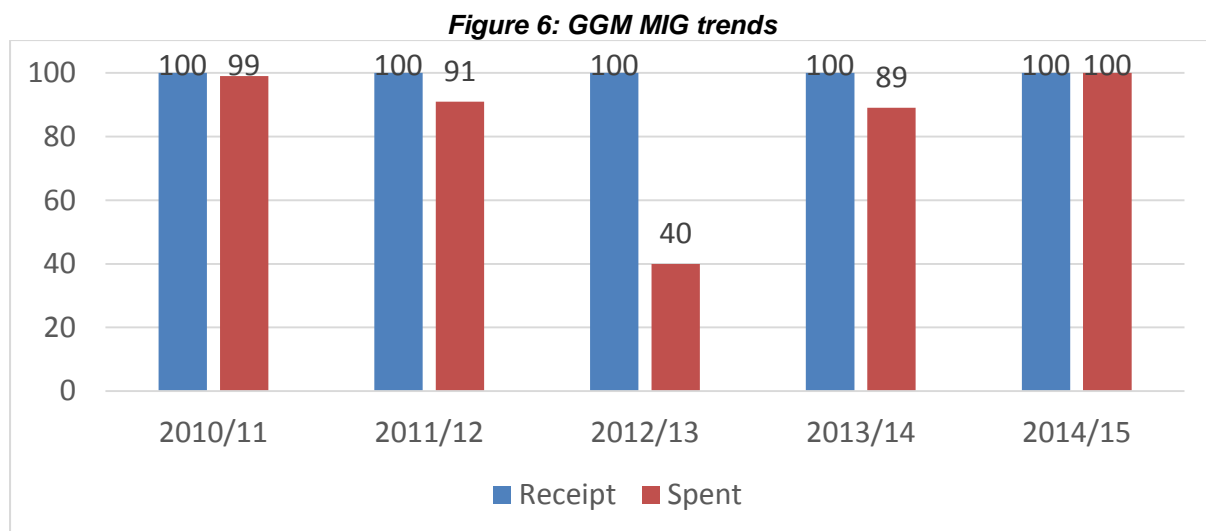
Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The figure above outlines the total expenditure of R 1'314'975'000, against the total revenue collected from the 2007/08 to 2013/14 financial years of R 1'022'998'000, which is also inclusive of subsidies and grants from National Treasury. In this regard the total expenditure is more than the actual revenue collected, which is a contradiction to Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003, as mentioned previously.

The figure above clearly illustrates the situation in the municipality when it comes to comparison between the revenue and expenditure over the period between 2007/8 and 2013/14. Considering the situation above, if the amount of grants and subsidies was to be removed from the total revenue, the municipality would not manage to implement any of its projects and/or programmes.

4.3.3 Spending trends on the MIG - GGM

For the period 2010/11 in terms of the MIG, GGM received an amount of R 24'902'000 and only managed to spend R 24'755'000. In 2011/12 R 29'950'000 was received, with R 27'341'000 spent, and R 36'331'000 was received in 2012/13 with R 14'727'000 expenditure. Whilst the MIG allocation has been increasing, the municipality has always struggled with the expenditure. In the 2013/14 financial year, R 47'115'000 was received for MIG, but only R 42'002'000 was spent at the end of the financial year. The increase continued in 2014/15, whereby the municipality was allocated R 56'046'000, which was adjusted to R 66'046'000 during the adjustment budgets by national, provincial and local government. In 2014/15 that GGM actually spent the allocated amount of R 66'046'000. The information is illustrated in the graph below.



Source: Adapted from National Treasury Local Government Database (2010 – 2014)

In terms of the graph above, the municipality was able to spend its allocated MIG at 100% only during the 2014/15 financial year, while in 2010/11 it was 99% spent, 91% in 2011/12, and the lowest was achieved in the 2012/13 financial year at 40%. It increased in 2013/14 to 89%. In simple terms the performance of the municipality on the MIG was not constant and it is a matter that should be worrisome, given the presence of the IDP.

The MEC for CoGHSTA in Limpopo Province presented a report before the Portfolio Committee on CoGTA on the 11th August 2015. In the presentation, the MEC highlighted the number of projects on the IDPs of municipalities and at which level of implementation each project was. For GGM, the report indicated that out of 8 projects, 3 were at the design and

tender stage, 4 were under construction and only 1 was complete. This situation raises a number of questions with regard to planning and resource allocations. If proper planning was done with appropriate resources allocated, including well trained personnel, the municipality would not have struggled to complete the projects on time and would have ensured maximum expenditure upon the allocated funds.

In reality, the challenges of basic service delivery in GGM when it relates to roads and water are huge. It will really require a greatly improved approach on dealing with matters of development. A typical example is the amount of money required to improve the conditions of the roads within the municipality, estimated at a total of R 1'983'430'000, which is even more than the revenue collected by the municipality. As a matter of reality, an aggressive approach may need to be developed before the communities begin to lose patience, as this might also affect any possible local economic development.

4.4 Implementation of the IDP in Greater Letaba Municipality

The powers and functions as performed by GLM will form the basis for a better understanding on the implementation of the IDP within the municipality. Table 21 below outlines the powers and functions performed by the municipality as at 2011/12 confirmed by the Municipal Demarcation Board Capacity Assessment Report (2011:5).

Table 21: GLM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Governance and Administration	48.5
Electricity and Gas Reticulation	2.9
Waste Management	8.1
Roads and Storm Water Systems	40.4
Planning and Development	No data
Emergency Services	No data
Primary Health Care	No data

FUNCTION	PERCENTAGE STAFF
Environmental Management	No data
Traffic and Policing	No data

Source: Adapted from Municipal Demarcation Board Report (2011:7-8)

The staff allocation within GLM, as informed by the powers and functions, is highest on the governance and administration at 48.5% as compared to 40.4% on roads. Waste management accounted for 8.1% while electricity received 2.9% of the staff compliment within the municipality. This allocation of human resources has a significant influence upon the provision of services within a municipality, thereby influencing the strategic direction. In the case of GLM it is quite clear that nothing was provided for the trading services such as water and refuse removal. The number of personnel allocated to electricity and gas only focuses upon the town of Modjadjiskloof because the municipality does not hold a reticulation license for the urban and rural settlements.

4.4.1 Services Required as Identified by Communities - GLM

The IDP and the budget of the municipality for all the previously mentioned financial years were approved and informed by the process of community consultation, embarked upon as per legislative requirement. As a result of the consultation process, the community needs were identified in line with the powers and functions. Table 22 below will reflect the services against the total number of settlements that have raised the same matter with specific reference to rural wards from 2006/07 until 2013/14. The municipality has a total of eighty-three (83) villages as per the Spatial Development Framework of MDM (2014:6).

Table 22: GLM public participation report 2006 - 2014

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Shortage of water	77	77	77	58	55	34	34	34
Grading of roads, bridges and access streets	80	80	79	79	75	75	75	72
Refuse removal	80	80	80	80	80	80	80	80
Library	80	80	80	80	80	80	80	80
Community hall	80	80	80	80	80	80	80	80
Fencing of graveyards	80	80	80	80	80	80	80	80
Apollo lights	80	80	80	80	78	76	73	70

Source: Adapted from GLM IDP document (2014:124-138)

According to the table above all settlements in the municipality have raised the issue of refuse removal, library, community hall and fencing of graveyards, without any implementation in the subsequent years. In simple terms, from 2006/7 until 213/14, the services above were never allocated resources in the IDP and budget of the municipality, which implies that there was never implementation. While the shortage of water, grading of roads and Apollo lights were also mentioned, it can be proven that the number of settlements raising these services declined from 2009/10 for water and 2010/11 for the other services.

Further than the public participation report of GLM, the 2011 Census Report also serves as a useful instrument to gauge the rate of eradication of backlogs, thereby moving towards sustainability. In this regard, the Census 2011 Report by Statistics South Africa confirms the access to water in the GLM as follows: Access to piped water inside the dwelling was at 10.2%, access inside the yard was at 34.9%, 29.7% of the households have access to piped water at a distance less than 200m from dwelling, 9.2% at a distance of between 200m and 500m from dwelling, 4.4% of households have access at a distance of between 500 m and 1 km from dwelling, 2.3% of the households get water at a distance of greater than 1 km, while 9.3% do not have access to water at all. In a nutshell the municipality has the potential to collect

revenue for water services from only 10.2% of its households where metering is done, while in the other areas the service cannot be regarded as sustainable.

Access to sanitation at or above the RDP level as per the 2011 Census Report stood at 29.8% of the households, while 70.2% only had access below the RDP level. In simple terms the majority of the households who had access at or above the RDP level are based in town and the urban settlements, with only very few benefiting from the VIP toilet. However, the 2011/12 Annual Report for MDM indicated that all households within GLM have access to sanitation at or above the RDP level, after an aggressive implementation of the VIP toilets in the rural settlements. Whilst this looks very good, the challenge is that the VIP toilets cannot be a sustainable service due to the chance that the pit might fill up and that communities are not expected to pay as it is not a waterborne sewer.

Even though electrification was not raised in any community meeting, it will be of great assistance just to project the status of the backlogs, as captured in the 2011 Census Report by Statistics South Africa. In GLM 90.8% of households have access to electricity, while 9.2% do not have access to electricity. The successful implementation is largely based upon the fact that it has taken place in the Eskom licensed areas, which are predominantly rural settlements. In this regard the implementation cannot be credited to the municipality, but to good project management within Eskom.

Similar to all the other municipalities mentioned above, the provision of refuse removal in GLM is also at the lowest level with only 9.3% of the households having access to the service, while 90.7% of the households do not have access to it. Part of the IDP requirement is for the municipality to take care of the environment, and the situation as reflected above clearly poses numerous challenges for the entire area when it comes to environmental management.

4.4.2 Actual Expenditure against Revenue Collected - GLM

For the municipality to spend money on any item, the expenditure must be informed by the approved budget, in terms of Section 16 of the Local Government: Municipal Finance Management Act, 56 of 2003. Council is required by law to approve for each financial year an annual budget for the municipality before the start of each financial year. This implies that it is

an obligation for the Council of GLM to develop and approve for the five year period of the IDP a budget to implement and realise all the planned programmes and projects.

In terms of the budget implemented by the municipality, the focus will be upon the actual figures from the 2007/08 until the 2013/14 financial years. The annual budget must be funded from the money collected out of the trading services such as water, electricity, refuse removal and property rates, while to an extent the council can borrow but only for capital funding. This is in line with Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003.

Section 18 (2) of the Local Government: Municipal Finance Management Act, 56 of 2003 further states that “the revenue projections in the budget must be realistic, taking into account projected revenue for the current year, based upon collection levels to date and actual revenue collected in previous financial years”. Logically this means that the council will make revenue projections based upon the previous year’s performance with regard to the collection of revenue against the services rendered. This reality becomes a matter for serious introspection when it relates to rural communities, where there are no proper systems for managing the trading services. The tables below outline the operating expenditure, operating revenue and the capital expenditure of the municipality.

Table 23: GLM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Electricity bulk purchases	Water bulk purchases	Other	Repairs and maintenance	Interest and redemption	Bad and doubtful debt	Provisions for working capital	Total operating expenditure
2007/08	25 412	2 412	6 100	13 025	5 534	2 054	-	-	54 537
2008/09	28 190	4 200	5 500	59 296	4 906	2 054	-	41 765	145 911
2009/10	27 324	6 505	5 446	93 768	-	150	-	-	133 193
2010/11	41 682	8 456	5 800	77 538	-	2 165	-	-	135 641

2011/12	52 530	10 180	6 206	65 778	-	1 773	-	-	136 467
2012/13	55 155	11 554	-	70 312	-	1 879	-	-	138 900
2013/14	58 525	12 478	-	75 064	-	1 985	2 526	-	150 578
TOTAL	288 818 000	55 785 000	29 052 000	454 781 000	10 440 000	12 060 000	2 526 000	41 765 000	895 227 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In terms of the operational expenditure, R 454'781'000 has been spent on other expenses such as cemeteries, parks, traffic and spares, while R 288'818'000 was spent on salaries, wages and allowances. The expenditure for bulk purchases of electricity and water is at R 55'785'000 and R 29'052'000 respectively, and the other significant expenditure item is the provision for working capital at R 41'765'000. As with BPM and GGM, repairs and maintenance has the lowest amount of R 10'400'000. From the information above it can be concluded that the municipality has spent a large amount of its budget on salaries, wages and other expenses such as cemeteries, parks, traffic and spares. This leaves the municipality with little money to implement the projects and programmes as outlined in the IDP. This is a matter that should concern the municipality very much, because it might soon lead to communities being unhappy with provision of basic services, but in terms of the study it assists in dealing with the research question and the main objectives.

Table 24: GLM income report 2007 - 2014

Financial year	Property rates	Electricity	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2007/08	3 359	6 540	9 899	1 436	2 100	36 875	11 746	71 955
2008/09	15 000	7 456	5 775	1 507	1 507	85 841	8 653	125 739
2009/10	2 456	8 017	4 786	1 285	2 552	63 913	15 306	98 315
2010/11	6 597	9 246	5 611	1 471	2 856	156 241	14 701	196 723

Financial year	Property rates	Electricity	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2011/12	7 523	12 353	5 243	1 574	3 056	138 991	16 385	185 125
2012/13	7 508	10 738	-	-	2 889	176 635	41 122	238 892
2013/14	5 984	14 812	-	-	3 854	150 056	94 706	269 412
TOTAL	48 427 000	69 162 000	31 314 000	7 273 000	18 814 000	808 552 000	202 619 000	1 186 161 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The revenue stream of the municipality is drawn from two of the urban settlements that are found within the municipality. Subsidies and grants contributed an amount of R 808'552'000 for the 2007/8 until the 2013/14 financial years. This is followed by other income with an amount of R 202'619'000, while from electricity the municipality generated revenue of R 69'162'000. Revenue from property rates generated an amount of R 48'427'000, revenue for water was R 31'314'000, as compared to R 18'814'000 for refuse removal, while sanitation only managed to generate R 7'273'000.

GLM according to the information above has found itself in a desperate situation, in the sense that the municipality is largely dependent upon grants and subsidies. For the municipality to be able to implement its IDP in order to achieve the strategic objectives, the availability of money becomes key. No matter how good or credible the IDP can be considered to be, with the above financial situation, doubt is cast upon on the credibility thereof. In order for the municipality to recover from this situation, it requires open and honest deliberation by the municipal council and the community at large. If the municipality could ensure that the money it spent on bulk water purchases would lead to at least more revenue, it therefore would mean that the municipality has the capability to turn things around.

Table 25: GLM capital expenditure report 2007 - 2014

Financial year	Land and buildings	Water, reservoirs and reticulation	Roads, pavement, bridges and storm water	Electricity reticulation and street	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	3 500	120	13 350	4 770	350	9 482	31 572
2008/09	1 660	-	23 359	4 000	-	11 977	41 766
2009/10	-	-	35 357	5 180	445	9 120	50 102
2010/11	7 701	-	27 900	5 700	168	29 713	71 181
2011/12	4 416	-	44 027	9 000	-	23 800	81 243
2012/13	1 780	-	35 759	9 900	1 575	50 978	99 992
2013/14	27 870	-	75 770	7 200	1 000	53 943	165 783
TOTAL	46 927 000	120 000	255 522 000	45 750 000	3 538 000	189 013 000	541 639 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The focus of the capital budget of GLM from the 2007/08 financial year up to the 2013/14 financial year was predominantly upon roads, pavement, bridges and storm water and community assets and specialised vehicles. In this regard an amount of R 255'522'000 of the capital budget was spent on roads, pavement, bridges and storm water, while R 189'013'000 was spent on community assets and specialised vehicles. In the case of GLM the community assets include the sport fields and community halls. Spending on land and buildings constituted an amount of R 46'927'000 and electricity an amount of R 45'750'000. For the other infrastructure the municipality managed to spend an amount of R 3'538'000, while water was the lowest in terms of capital spent at R 120'000. The spending pattern demonstrated the lack of balance between income generating services and social services within GLM.

Table 26: GLM grants and subsidies report

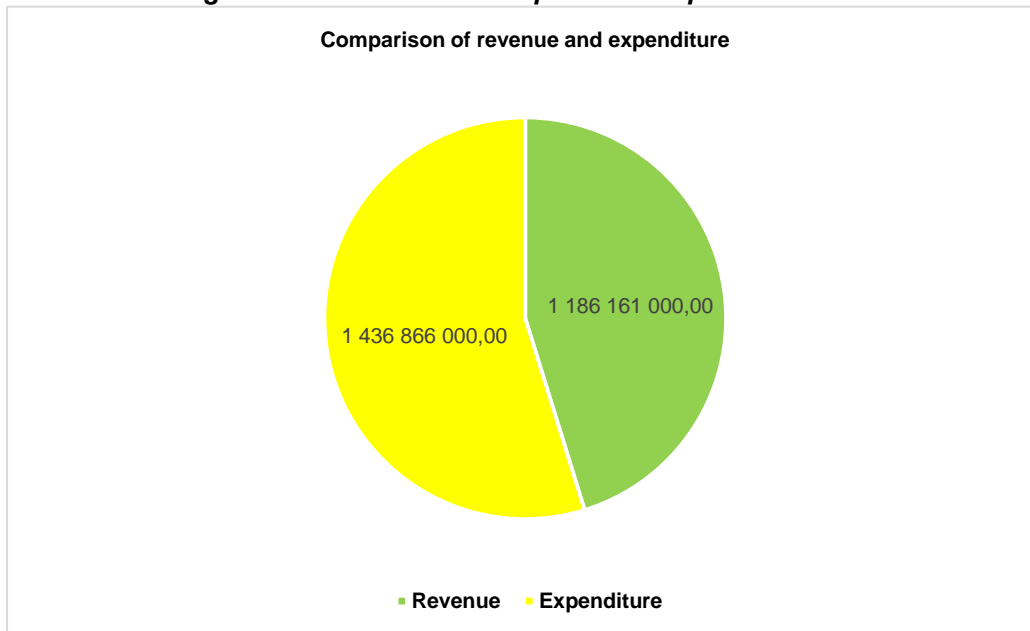
Financial Year	ES R'm	INEP R'm	FMG R'm	MIG R'm	MSIG R'm	TOTAL R'm
2010/11	100'445	9'000	1'000	27'435	750 000	138'630
2011/12	117'473	0	1'250	32'997	790 000	152'510
2012/13	133'166	0	1'500	40'027	800 000	175'493
2013/14	146'418	0	1'550	46'950	890 000	195'808
2014/15	167'589	0		53'440		221'029
TOTAL	665'091	9'000	5'300	200'849	3'230	883'470

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

According to the table above, MSIG has a total of R 3'230'000 received as a conditional grant from the 2010/11 until the 2014/15 financial years. This amount is the lowest amongst all other grants and subsidies. The amount received for the same period with regard to FMG was R 5'300'000, INEP was R 9'000'000 and MIG was R 200'849'000, while the equitable share got R 665'091'000. What has been observed throughout the statistics is that there has been an increase in the grants and subsidies, except for INEP, which was only made available for one financial year for GLM.

Similar to all the other municipalities as presented above, GLM is largely dependent upon grants and subsidies, a matter that warrants urgent attention if the municipal council wants to remain in operation. Following the principles that underpin business survival, it can be concluded that GLM is unable to break even. When a business is breaking even, it means that it is not making any profit or loss in income, but it is able to meet all of its obligations.

Figure 7: GLM income vs expenditure report 2007 - 2014



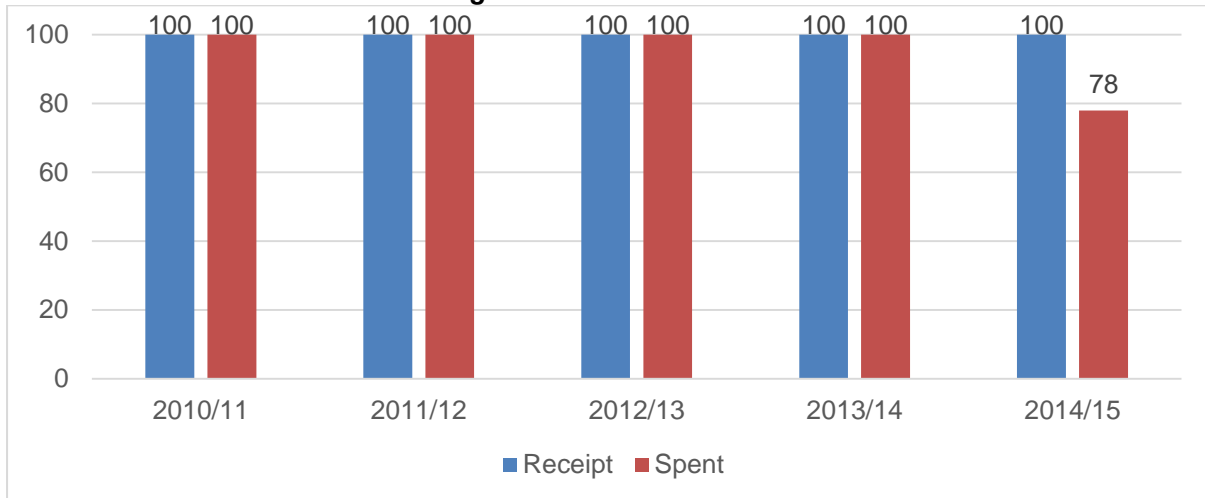
Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The chart above outlines the total expenditure of R 1 436 866 000 against the total revenue collected from the 2007/08 to the 2013/14 financial years of R 1 186 161 000, which is also inclusive of subsidies and grants from National Treasury. In this regard the total expenditure is more than the actual revenue collected, which is not in line with Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003. There is an opportunity for the municipality to reduce the dependency upon grants by intensifying the revenue collection and reduction on unnecessary spending items.

4.4.3 Spending trends on the MIG - GLM

Greater Letaba Municipality, just like all the other municipalities, did receive the MIG allocations for purposes of service delivery. These allocations are always contained in the Division of Revenue Act which is published annually by the National Treasury. Starting from the 2010/11 financial year, the municipality received an amount of R 27'435'000 which was spent in full. In 2011/12 it was allocated R 32'997'000 and again the municipality managed to spend it all. In the 2012/13 and 2013/14 financial years, R 40'027'000 and R 46'950'000 were spent in full respectively, while for the 2014/15 financial year, the municipality received R 53'440'000, but only managed to spend R 41'797'000. The graph below is a reflection of this performance.

Figure 8: GLM MIG trends



Source: Adapted from National Treasury Local Government Database (2010 – 2014)

The performance of GLM on the spending of the MIG has been consistent until the 2014/15 financial year. In this regard, it can be concluded that the municipality has been spending in accordance with what it has planned from the 2010/11 until the 2013/14 financial years. It is not clear as to what could have changed the situation in the 2014/15 financial year, but the issue of human capital may not be ruled out, since there were resignations of senior managers in critical positions between the 2011/12 and 2013/14 financial years.

For the 2014/15 financial year, the municipality planned to implement 18 projects, however 3 were in the design and tender stage, 11 were under construction and 4 were completed. The 14 projects that are still to be completed contribute towards the MIG expenditure for the 2014/15 financial year. This will have an impact in terms of the 2015/16 MIG allocation, because the municipality must spend the 22% for the 2014/15 allocation together with the planned estimations for the new financial year.

The conclusion that can be made with regard to the implementation of the IDP in GLM can best be explained through the conditions of the road networks as an example. The Road Asset Management Report of MDM has revealed that GLM will require a total amount of R 1'495'170'000 to improve its road infrastructure. The amount required for the rehabilitation of 51 km is R 76'500'000, an additional R 2'970'000 is required for special maintenance, regravelling of 193 km requires R 212'355'000, while for upgrading 1'094 km, it is estimated that R 1'203'345'000 is necessary. Considering the financial projections for fixing the roads

against the capacity of the municipality to generate revenue, it means that matters of the IDP require some serious introspection, whereby communities will own up to some of the problems and thereby contribute to finding solutions.

4.5 Implementation of the IDP in Greater Tzaneen Municipality

GTM is the largest municipality within the district, in terms of the population, spatial arrangements and financial capacity. The powers and functions as performed by GTM for the period in review are outlined below, together with the allocated staff. The Municipal Demarcation Board conducted an assessment on the capacity of municipalities and produced a report on the level of capacity, given the human resource allocation for each function. Table 27 below outlines the powers and functions performed by GTM as at 2011/12, confirmed by the Municipal Demarcation Board Capacity Assessment Report (2011:5).

Table 27: GTM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Electricity and Gas Reticulation	No data
Waste Management	No data
Roads and Storm Water Systems	No data
Community and Social Services	No data
Planning and Development	69'0
Emergency Services	No data
Municipal Health	No data
Economic Development	20'7

FUNCTION	PERCENTAGE STAFF
Housing	10'3
Traffic and Policing	No data

Source: Adapted from Municipal Demarcation Board Report (2011:7-8)

The allocation of the human resources in GTM against the functions performed is significantly dominated by planning and development with 69%, economic development at 20.7% and 10.3% going for housing. In simple terms the municipality has provided more human resources to planning and development functions, as opposed to other municipal functions.

4.5.1 Services Required as Identified by Communities - GTM

The provision of services within GTM was significantly influenced by the contributions as raised by communities during the public engagement sessions as outlined in Paragraph 5.4 in Chapter 3. Accordingly the IDP of the municipality has depicted the services that are essential in various communities, as required by the legislation. In this regard Table 28 below will reflect the services against the total number of settlements that have raised the same matter with specific reference to rural wards from 2006/07 until 2013/14.

Table 28: GTM public participation report 2006 - 2014

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Shortage of water	120	120	112	98	65	50	35	24
Sanitation	123	123	103	94	31	20	11	07
Grading of roads, bridges and access streets	125	125	125	125	125	125	125	125
Electricity	55	50	42	37	32	28	25	19

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Waste management/ Refuse removal	125	125	125	125	125	118	110	97
Health facilities	125	125	125	118	108	97	92	92
Land availability and site demarcation	0	0	0	06	0	0	05	0
Recreational facilities	125	125	125	125	125	125	123	120
Housing units	95	76	65	55	49	41	34	21
Educational facilities	125	108	88	79	61	23	18	11
Cemetery	125	125	125	115	95	82	82	82
Job opportunities	61	77	89	98	98	98	98	109

Source: Adapted from GTM IDP document (2014:145-166)

GTM has a total of 125 villages and the needs vary per community, although in some instances the challenges are the same. Grading of roads, recreational facilities and job opportunities were raised by more than 100 settlements within the municipality, while approximately 50 settlements also raised issues of refuse removal, health facilities and cemeteries. The provision of water, sanitation, electricity, housing and educational facilities were raised by less than 30 of the settlements within the municipality. This implies that the communities of GTM are still facing the challenges of roads, recreational facilities and job opportunities. This demonstrates a shift from the basic services to social services.

The other issue to be observed is that the matter of job opportunities seems to be gaining momentum, as opposed to the downward trend in other services. The number of settlements that have raised this matter have increased from 61 in 2007/8 to 109 in 2013/14, which demonstrates that the communities are now looking at conditions to secure their welfare, no longer at basic services.

In terms of the report of the 2011 Census by Statistics South Africa, the access to piped water inside dwellings within GTM was 16.1%, access inside the yard was at 29.4%, access at a distance less than 200m from dwelling was at 17.1%, access at a distance between 200m and 500m from dwelling was at 6.2%, access at a distance between 500 m and 1 km from dwelling was at 4.3%, access at a distance above 1 km from dwelling was at 2.7% and the households with no access were at 24.2%. The statistics as provided by Statistics South Africa clearly indicate that there is a low percentage of households that are contributing towards the revenue of the municipality on water. The proper arrangement should be that for every citizen who has access to water and can afford to pay, money should be passed over to the municipality in return for continuing to receive the service. This status raises a lot of questions on how the IDP has captured this reality and how this has been implemented throughout the years since the transformation of local government in South Africa.

Access to sanitation within GTM as per the 2011 Census Report for at or above the RDP level was 37.1%, while access below the RDP level was 62.9%. While GTM has the highest number of rural settlements, it can also be indicated that there are more than two urban settlements within the municipality, as compared to the other local municipalities within the district. This suggests that in terms of access, the municipality is supposed to be doing well, given its capacity. However the 2013/14 Annual Report of MDM has confirmed that the backlog on sanitation was eradicated in all the villages, except where there have been extensions which were not properly coordinated. Even though it sounds excellent, the question to be answered is how sustainable this provision of VIP toilets can be regarded to be.

On the provision of electricity, the 2011 Census Report confirms that 86.2% of the households within GTM have access to electricity, while 13.8% of the households do not have access to electricity. The institutional arrangement for the provision of electricity is that both GTM and Eskom have distribution licences to different customers. GTM is more concerned with the towns and surrounding farms, while Eskom is in charge in the rural settlements. Considering the differentiated capacities between the two institutions, it comes as no surprise to observe that the rate of reducing backlogs is not consistent enough.

GTM has been a recipient of the Cleanest Town Awards over a number of years, as confirmed by its annual reports. This picture is quite different to the state of refuse removal, as outlined in the 2011 Census Report. According to the 2011 Census Report, access to removal within

GTM was 15.6%, while those without access to refuse removal were at 84.4%. The situation as depicted by the report is such that the focus of the municipal council seems to be on the urban settlements, rather than both urban and rural. If the situation is not corrected through the IDP processes, it is bound to explode at a later stage to a level that it will not be possible to control. It is therefore highly necessary to review the manner in which the approaches have been implemented when it comes to service delivery in the rural areas.

4.5.2 Actual Expenditure against Revenue Collected - GTM

During the period in review GTM has developed and approved a budget informed by the IDP, in line with the Local Government: Municipal Finance Management Act, 56 of 2003 and the Local Government: Municipal Systems Act, 32 of 2000.

The tables below outline the operating expenditure, operating revenue and the capital expenditure of the municipality for the period 2007/08 to 2013/14.

Table 29: GTM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Electricity bulk purchases	Water bulk purchases	Other	Repairs and maintenanc	Interest and redemption	Bad and doubtful debt	Provisions for working capital	Total operating expenditure
2007/08	67 000	50 860	269	74 307	80 283	30 365	-	6 603	309 687
2008/09	144 386	83 000	880	18 120	26 508	38 527	-	10 230	321 651
2009/10	141 539	135 386	1 278	147 237	21 586	37 120	-	20 710	504 856
2010/11	162 677	171 882	778	221 979	-	14 373	11 815	-	583 504
2011/12	152 497	206 912	6 206	291 123	-	16 723	8 495	-	681 956
2012/13	172 327	231 845	-	304 893	-	23 884	9 004	-	741 953
2013/14	211 560	248 770	-	298 529	-	11 489	11 006	-	781 354
TOTAL	1 051 986 000	1 128 655 000	9 411 000	1 356 188 000	128 377 000	172 481 000	40 320 000	37 543 000	3 924 961 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In terms of the operational expenditure, R 1'356'188'000 has been spent on other expenses such as cemeteries, parks, traffic and spares, while R 1'128'655'000 has been spent on the bulk purchases of electricity, with salaries, wages and allowances taking an amount of R 1'051'986'000. The expenditure for bulk purchases of water was R 9'411'000 and R 128'377'000 was spent on repairs and maintenance.

From the statistics provided above it can be concluded that the municipality is also facing a challenge when it comes to salaries and wages. This situation makes it difficult, if not impossible, to achieve sustainability, because the huge expenditure only happened in the five urban settlements of the municipality. In this regard the service points were the two townships, namely Lenyenye and Nkowankowa, and three of the towns, namely Letsitele, Haenertsburg and Tzaneen. In simple terms from the information above, the municipality has directed its energy towards the paying customers, while doing too little in the rural settlements.

Table 30: GTM income report 2007 - 2014

Financial year	Property rates	Electricity	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2007/08	25 991	127 318	15 876	4 411	12 305	79 057	36 352	301 310
2008/09	45 133	155 739	17 146	5 369	14 000	75 538	24 759	337 684
2009/10	51 760	220 409	18 812	5 664	15 541	151 783	40 884	504 853
2010/11	44 964	259 297	19 896	6 004	16 427	264 564	41 355	652 507
2011/12	34 822	316 714	-	-	17 306	194 759	70 362	633 962
2012/13	47 220	342 749	-	-	19 527	273 584	74 133	757 213
2013/14	55 360	379 524	-	-	20 885	238 842	76 133	770 744
TOTAL	307 250 000	1 801 750 000	71 730 000	21 448 000	115 991 000	1 278 127 000	363 978 000	3 958 275 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The revenue base of the municipality is drawn from five of the urban settlements that are found within the municipality. The largest contributor of revenue for the municipality is electricity, with an amount of R 1'801'750'000, followed by subsidies and grants with R 1'278'127'000, while other income received an amount of R 363'978'000 of the municipal revenue. Revenue from property rates was R 307'250'000, refuse removal R 115'991'000, revenue for water was R 71'730'000 and revenue for sanitation was R 21'448'000. The statistics above reflect a municipality which has huge potential to improve upon the tax base, given the service backlogs as outlined above, but is still largely dependent upon grants and subsidies.

Table 31: GTM capital expenditure report 2007 - 2014

Financial year	Water, reservoirs and reticulation	Roads, pavement, bridges and storm water	Electricity reticulation and street lighting	Housing	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	2 600	19 611	13 119	-	610	1 790	37 730
2008/09	-	46 497	8 108	-	-	-	54 605
2009/10	1 000	67 712	67 829	5 000	12 163	1 000	154 704
2010/11	-	32 890	50 390	-	12 897	28 376	124 553
2011/12	1 900	81 476	31 500	-	-	3 500	118 376
2012/13	-	84 155	25 500	175	-	8 825	118 655
2013/14	-	102 903	38 460	-	100	24 167	165 630
TOTAL	5 500 000	435 244 000	234 906 000	5 175 000	25 770 000	67 658 000	774 253 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The focus of the capital budget of GTM from the 2007/08 financial year up to the 2013/14 financial year was predominantly on roads, pavement, bridges and storm water, as well as electricity reticulation and street lights. In this regard an amount of R 435'244'000 of the capital

budget was spent on roads, pavement, bridges and storm water, while R 234'906'000 was spent on electricity reticulation and street lights. In the case of GTM the community assets include the community halls, parks and recreations which have spent an amount of R 67'658'000, while only R 5'500'000 was spent on water services in terms of the capital budget. The municipality has spent a significant amount on provision of electricity, but only focusing on the towns of Haenertsburg, Letsitele and Tzaneen, and excluding the townships and villages that are catered for by Eskom.

In the case of GTM it can be argued that the capital spending followed the powers and functions, but with a reservation that this was only limited to the towns in particular. The other government organs have provided assistance, mostly in the rural areas. The availability of a proper capital investment plan would have directed the municipality in terms of the areas where there can be a huge return upon investment.

Table 32: GTM grants and subsidies report

Financial Year	ES R'm	INEP R'm	FMG R'm	MIG R'm	MSIG R'm	NHG R'm	TOTAL R'm
2010/11	154'949	10'000	1'000	38'839	750 000	15'000	220'538
2011/12	176'879	4'000	1'250	46'712	790 000	14'000	243'631
2012/13	195'684	13'000	1'500	56'665	800 000		267'649
2013/14	211'762	10'000	1'550	73'247	890 000	23'350	320'799
2014/15	235'717			87'083			322'800
TOTAL	974'991	37'000	5'300	302'546	3'230	52'350	1'375'417

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

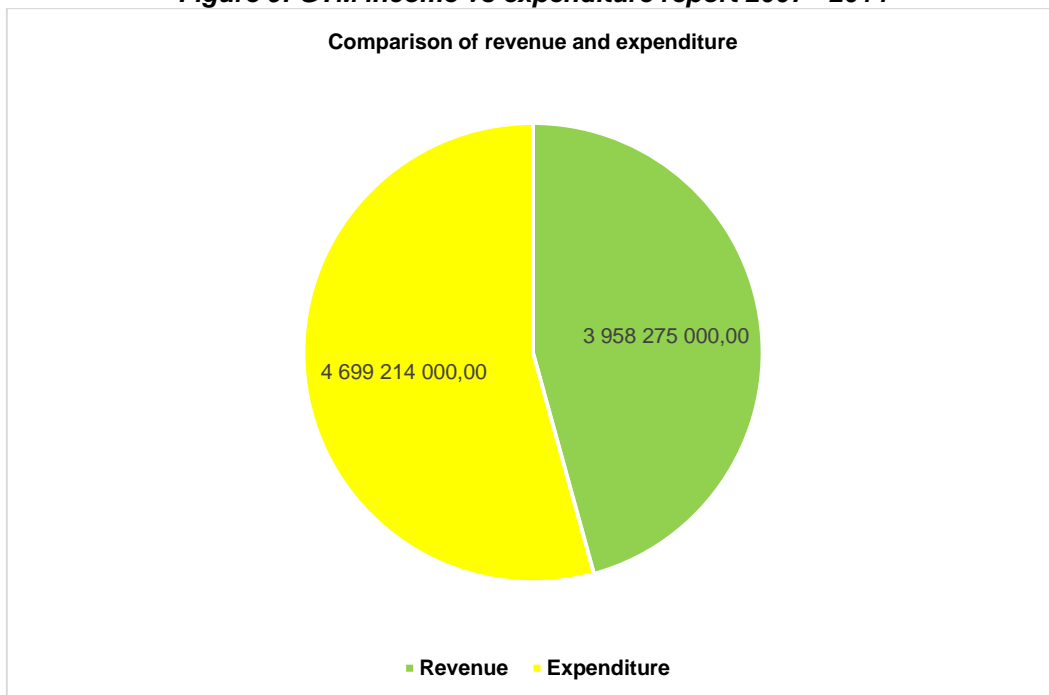
GTM is the largest in terms of population and revenue base within MDM. However the dependency upon grants and subsidies does not reflect the huge potential that exists within

the municipality. Given the total of R 1'375'417'000 in grants and subsidies, equitable share has the highest amount with R 974'991'000, followed by MIG with R 302'546'000, NHG with R 52'350'000 and lastly INEP with R 37'000'000. For the FMG and MSIG, the situation is similar to the rest of the municipalities within MDM.

It comes as no surprise to realise that GTM has the highest allocation in grants and subsidies, as compared to the other local municipalities within MDM. This is due to the fact that the municipality has the highest population, households and even rural settlements. On the other hand, the municipality also has the highest number of urban settlements, as compared to the other local municipalities within MDM.

It is in GTM where the systems are fully in place, but the level of capacity is dropping year in and year out as a result of either retirement or resignation by experienced personnel. A typical example of the strong systems was the credit control policy whereby the payment rate was always high. Of late it has dropped drastically, though.

Figure 9: GTM income vs expenditure report 2007 - 2014

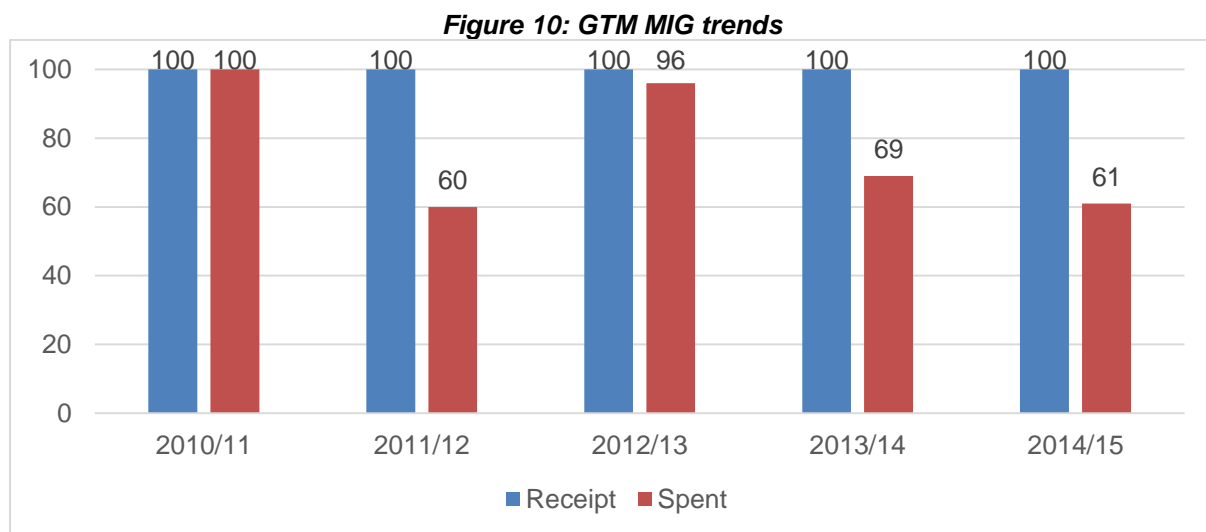


Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The chart above outlines the total expenditure of R 4 699 214 000 against the total revenue collected from the 2007/08 to the 2013/14 financial years of R 3 958 275 000, which is also inclusive of subsidies and grants from National Treasury. In this regard the total expenditure is more than the actual revenue collected, which is not in line with Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003. The municipality may need to put extra effort into reducing the grant dependency, by ensuring that property rates are sufficiently collected as one of the potential revenue bases.

4.5.3 Spending Trends on the MIG - GTM

GTM is the second largest recipient of the MIG allocations within MDM. The allocations have taken due consideration of the population and the state of municipal services. The graph below outlines the allocations received and the performance of the municipality.



Source: Adapted from National Treasury Local Government Database (2010 – 2014)

The only time that GTM performed well on the spending of the MIG was in 2010/11 where the spending was 100% (R 38'839'000) of the allocation. In 2011/12 the municipality received an amount of R 46'712'000 with only 60% (R 28'321'000) expenditure, while there was an improvement in the 2012/13 financial year wherein out of the allocated amount of R 56'665'000, 96% (R 54'470'000) was spent. In the 2013/14 financial year, the performance of the municipality dropped again after receiving an amount of R 73'247'000, and the expenditure was 69% (R 51'270'000). Despite the fact that the performance of the municipality dropped in

the previous financial year, the 2014/15 allocation was adjusted by the National Treasury from R 87'083'000 to R 111'083'000. In this instance the expenditure of the municipality was 61% (R 67'633'000) which shows another decline.

According to the presentation to the Portfolio Committee on CoGTA by the MEC for CoGHSTA in Limpopo Province, GTM planned to implement 13 projects, but in terms of the report, 8 were in the design and tender stage, 3 were under construction and only 2 had been completed. Given the capacity of the municipality against the service delivery backlogs, it remains a concern that spending does not seem to synchronise very well with what has been planned.

While the municipality could not adequately spend its allocated MIG funds, which ultimately resulted in some projects not being completed, the Road Asset Management Report of MDM provided a further insight on the level of implementing the IDP in GTM. The report highlighted the issue of rehabilitation, special maintenance, regravelling and upgrading as critical for the municipality to improve its road network. According to the report, 102 km of roads require rehabilitation at an estimated cost of R 153'000'000, 68 km require special maintenance at an estimated cost of R 22'440'000 and R 794'420'000 will be directed for regravelling, while 2'889 km will require some upgrading at an estimated cost of R 3'177'680'000. In a nutshell, the municipality will require an estimated total of R 4'147'540'000 to improve its road network.

4.6 Implementation of the IDP in Maruleng Municipality

MLM is the smallest municipality within the district, given the total number of the population and the households. The Municipal Demarcation Board conducted an assessment in terms of the capacity of the municipality on the assigned powers and functions. The 2011/12 report below as confirmed by the Municipal Demarcation Board Capacity Assessment Report (2011:5) will give a reflection of the human resources available for the municipality for each performed function.

Table 33: MLM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Electricity and Gas Reticulation	No data

FUNCTION	PERCENTAGE STAFF
Waste Management	2'9
Roads and Storm Water Systems	15'2
Community and Social Services	N/A
Planning and Development	2'0
Emergency Services	0'5
Municipal Health	N/A
Economic Development	1'0
Housing	2'0
Traffic and Policing	5'4

Source: Adapted from Municipal Demarcation Board Report (2011:7-8)

For the period under review, roads and storm water systems accounted for 15.2% of the staff, traffic and policing for 5.4%, waste management for 2.9% while planning and development and economic development have a staff compliment of 2% respectively. Housing has an allocation of 1% and the lowest is emergency services at 0.5%. In this regard the municipality has focused the human resources of the municipality on roads and storm water. MLM is the smallest within the district in terms of population and households, however there is huge potential for economic growth, given its strategic location and an airport that has international recognition, despite its categorisation.

4.6.1 Services required as identified by communities - MLM

The participation of communities during the development of IDP's is critical in the sense that people are given an opportunity to determine the developmental direction of communities.

Maruleng Municipality succeeded in developing the IDP due to the involvement of the communities, as outlined in Paragraph 5.5 of Chapter 3. In this regard the table below will reflect the services against the total number of wards that have raised the same matter with specific reference to rural wards from 2006/07 until 2013/14.

Table 34: MLM public participation report 2006 - 2014

Services	Total settlements that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Water	30	27	21	18	15	09	09	09
Grading of roads, bridges and access streets	33	30	27	25	23	20	18	15
Sanitation	33	25	15	10	05	0	0	0
Electricity	25	18	12	08	05	03	0	0
Waste management/refuse removal	33	33	33	33	33	28	25	21
Health facilities	33	33	27	21	16	09	07	07
Local economic development	33	33	33	33	33	33	33	33
Community facilities	33	33	33	33	33	33	33	33
Housing	21	18	11	07	05	0	0	0
Safety and security	11	07	07	04	03	0	0	0
Educational facilities	07	07	05	05	03	0	0	0
Land	05	05	05	05	05	05	05	05

Source: Adapted from MLM IDP document (2014:30-46)

The provision of basic services within MLM such as electricity, sanitation and housing has been to the satisfaction of the communities, while water and roads are still in demand. The social services such as health, education, safety and security are doing fairly well, given the representations by communities. There are two services that are still a matter of concern with

the communities, and those are refuse removal and community facilities such as library and community halls, while local economic development issues also require some attention.

The 2011 Census Report by Statistics South Africa provided a clear picture in terms of access to basic services within municipalities throughout the country. In this regard, the access to piped water inside the dwelling within MLM was at 10.9%, access inside the yard was at 36.8%, access at a distance less than 200m from the dwelling was at 20.4%, access at a distance of between 200m and 500m from the dwelling was at 8.5%, access at a distance between 500 m and 1 km was at 4.4%, access at a distance greater than 1 km was at 1.2%, while 17.9% of the households do not have access to water.

The institutional arrangements in the case of MLM particularly referring to the town of Hoedspruit, is such that the water scheme is owned by the Department of Public Works, who provide water to the South African Airforce. As such the municipality has too little if no control at all for the supply area in the town. When it relates to the other areas, the municipality does provide water on behalf of MDM as per the signed agreement.

Considering the situation above, it can be argued that until such time that the municipality can provide water to all sectors of society, without any impediment, planning for development will always be hampered. The main reason for this is that when developers want to invest in an area, they also request a guarantee that the services will not be disrupted without proper notice. As it stands, the municipality must first engage the Department of Public Works and the district municipality prior to confirming and committing on developmental initiatives. This arrangement compromises the effective implementation of the IDP within MLM.

The institutional arrangements for the sanitation service within the municipality are similar to those for water provision. However the progress registered towards the eradication of the backlogs was captured in the 2011 Census Report. In this regard access to sanitation at or above RDP level was at 42.6%, while only 57.4% have access to sanitation below the RDP level. Accordingly only the Hoedspruit and Kampersrus towns have sewerage infrastructure, which is very old, to connect the households to the waterborne sewer. According to the 2010/11 Annual Report for MDM the backlog for sanitation was reduced to zero (0) excluding the new extensions of settlements, particularly in the rural areas of MLM.

4.6.2 Actual Expenditure against Revenue Collected - MLM

As compared to all the other local municipalities within the district, the budget of MLM is the smallest commensurate to the powers and functions as performed. The approved budget of MLM has attempted to deal with the service delivery issues raised by the community members during the public engagement. The tables below outline the operating expenditure, operating revenue and the capital expenditure of the municipality.

Table 35: MLM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Electricity bulk purchases	Water bulk purchases	Other	Repairs and maintenance	Interest and redemption	Bad and doubtful debt	Total operating expenditure
2007/08	14 581	-	1 699	24 461	4 810	-	-	45 551
2008/09	23 442	2 110	1 044	14 427	2 793	-	-	43 816
2009/10	26 468	1 944	1 080	18 254	-	-	-	47 746
2010/11	27 963	-	-	31 714	-	-	-	59 677
2011/12	33 906	-	1 145	45 366	-	-	-	80 417
2012/13	39 515	-	-	44 366	-	-	3 500	87 381
2013/14	39 334	-	-	47 405	-	74	3 686	90 499
TOTAL	205 209 000	4 054 000	4 968 000	225 993 000	7 603 000	74 000	7 186 000	455 087 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In terms of the operational expenditure for MLM, R 225'993'000 was spent on other expenses, while R 205'209'000 was spent on salaries, wages and allowances from the 2007/8 to the 2013/14 financial years. The expenditure for bulk purchases of water was R 4'968'000 which confirms the earlier points raised on the institutional arrangements, and R 7'603'000 was spent for repairs and maintenance. Bulk electricity purchases also incurred an expenditure of R 4'054'000, while R 7'186'000 was reserved for bad and doubtful debts.

In terms of the spending patterns of the municipality, the information revealed the challenges with regard to the powers and functions. The main challenge is as a result of the fact that while the municipality exists, the irony is that most of the municipal services are performed by other government institutions such as the Department of Public Works on water and Eskom on electricity. This situation limits the municipality from increasing its tax base, as will be observed with the table on income.

Table 36: MLM income report 2007 - 2014

Financial year	Property rates	Water	Sanitation	Refuse removal	Subsidies and Grants	Other Income	Total revenue
2007/08	8 000	1 980	81	1 045	33 247	12 239	56 592
2008/09	5 200	4 159	-	1 126	38 362	11 000	59 847
2009/10	5 670	1 884	-	1 050	35 705	17 175	61 484
2010/11	5 341	-	-	-	65 505	14 246	85 092
2011/12	10 293	-	-	-	54 466	20 966	85 725
2012/13	12 000	-	-	-	91 987	33 125	137 112
2013/14	12 612	-	-	-	67 282	22 507	102 041
TOTAL	59 116 000	8 023 000	81 000	3 221 000	386 554 000	131 258 000	588 253 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The revenue base of the municipality is drawn from two urban centres that are found within the municipality, namely Hoedspruit and Kampersrus. The largest contributor of revenue for the municipality is subsidies and grants with an amount of R 386'554'000, followed by other income at R 131'258'000, while property rates accounted for revenue of R 59'116'000. Refuse removal contributed R 3'221'000, revenue for water was R 8'023'000 and sanitation generated an income of R 81'000 over a period of six years.

In terms of understanding the numbers above, it can be concluded that the municipality has generated very low income from the trading services as compared to the grants and subsidies

received. The grants and subsidies are made up of conditional and unconditional grants, therefore this is limiting on the part of the municipality. Using the process of the IDP development, the municipality should have put in place the appropriate plans such as the five year financial plan, which provides a picture going forward on finances. However the interpretation of the information above suggests that the absence of such a plan makes it impossible to achieve sustainability or to even extend high level services to communities in rural areas.

Table 37: MLM capital expenditure report 2007 - 2014

Financial year	Land and buildings	Roads, pavement, bridges and storm water	Electricity reticulation and street lighting	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	-	8 690	-	-	2 351	11 041
2008/09	3 600	6 091	-	-	6 360	16 051
2009/10	-	24 056	-	-	9 278	33 334
2010/11	-	19 556	-	300	5 558	25 414
2011/12	466	26 227	-	200	7 365	34 258
2012/13	6 207	23 375	5 000	-	13 308	47 890
2013/14	3 335	22 066	-	-	14 341	39 742
TOTAL	13 608 000	130 061 000	5 000 000	500 000	58 561 000	207 730 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The focus of the capital budget of MLM from the 2007/08 financial year up to the 2013/14 financial year was predominantly on roads, pavement, bridges and storm water, community assets and specialised vehicles. In this regard R 130'061'000 of the capital budget was spent on roads, pavement, bridges and storm water, while R 58'561'000 was spent on community assets and specialised vehicles. In the case of MLM the community assets include the sport fields and community halls. The municipality spent an amount of R 5'000'000 on electricity, while for land and buildings the capital expenditure was R 13'608'000. The municipality also spent R 500'000 on other infrastructure that may not directly relate to service provision.

The spending pattern on capital items also does not provide any strategic direction and might be regarded as an impulsive response to community dissatisfaction in one way or the other. An ideal capital investment plan for MLM would have prioritised projects with the potential to increase the tax base. There is a huge amount of money that was invested in the construction of roads. If the money had been utilised for water services, particularly in villages, metering could have commenced. This would have strengthened the ability of the municipality to become more financially viable, thereby advancing towards sustainable service provision as envisaged by the 1996 Constitution of the Republic of South Africa.

Given the fact that the municipality does not have a lot of urban settlements, some of the money spent on social services in particular, could have been utilised effectively by embarking upon a new township development as part of the human settlements integration. The establishment of a middle to low income township would have even attracted more people to the municipal area, thereby increasing the tax base.

Table 38: MLM grants and subsidies report

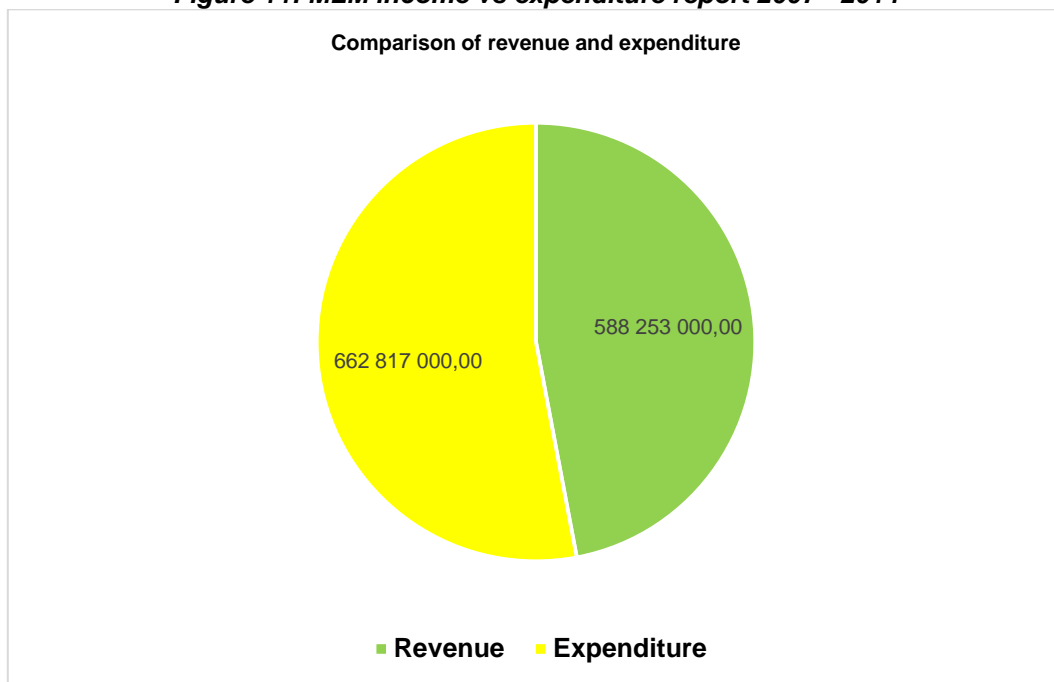
Financial Year	ES Rm	INEP Rm	FMG Rm	MIG Rm	MSIG Rm	TOTAL Rm
2010/11	39'323	0	1'250	20'682	750 000	66'914
2011/12	47'176	0	1'500	24'874	790 000	74'340
2012/13	53'513	5'000	1'500	30'174	800 000	85'987
2013/14	60'742	0	1'650	28'647	890 000	91'929
2014/15	71'904	0		25'309		97'213
TOTAL	272'567	5'000	5'900	129'686	3'230	416'383

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

In terms of the table above, MLM is clearly the smallest within MDM, as demonstrated by the allocation for the equitable share. The equitable share for MLM from 2010/11 until 2014/15 was a total of R 272'567'000 and for the MIG it was R 129'686'000. Besides these two major grants, the other allocations were very low as compared to other local municipalities, with the exception of the FMG, whereby the municipality received an amount of R 5'900'000 as compared to the R 5'300'000 that was received by BPM, GGM, GLM and GTM.

One observation regarding MLM is that it is surrounded by farming activities which include game farming. In this regard, the tax base of the municipality does not even make a fraction of what BPM is generating from the trading services. The conclusion that can then be made is that if grants and subsidies were to be discontinued, MLM would be one of the municipalities that would struggle to meet their obligations.

Figure 11: MLM income vs expenditure report 2007 - 2014



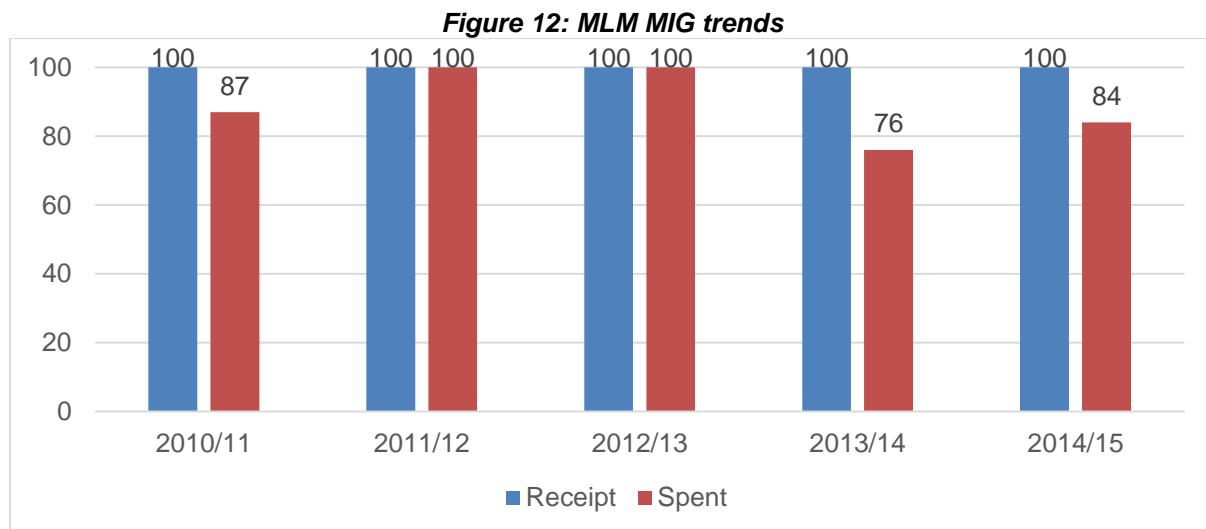
Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The chart above outlines the total expenditure of R 662'817'000 against the total revenue collected from the 2007/08 to the 2013/14 financial years of R 588 253 000, which is also inclusive of subsidies and grants from National Treasury. Thus the total expenditure is more than the actual revenue collected, which is not in line with Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003, as mentioned previously. The

municipality may need to put more effort into reducing the grant dependency, thereby ensuring that property rates are sufficiently collected and that a license to distribute electricity is acquired.

4.5.3 Spending Trends on the MIG - MLM

MLM is the smallest within MDM in terms of population and number of households, however the MIG allocation was better than BPM. In simple terms MLM received far higher allocations than BPM since the 2010/11 financial year, with the exception of the 2014/15 financial year where the margin was very small, as will be apparent on the graph below.



Source: Adapted from National Treasury Local Government Database (2007 – 2014)

Considering the size of the municipality against the allocations, it can be concluded that even though the performance on MIG expenditure was not consistent, it was encouraging, because in all instances it was above 75%. In 2010/11 the performance of the municipality was at 87% which is an expenditure of R 18'174'000 against the allocation of R 20'682'000. For the periods 2011/12 and 2012/13 the municipality did very well because there was an expenditure of 100% on the allocated amounts of R 24'874'000 and R 30'174'000 respectively. In terms of the expenditure for the 2013/14 financial year, the municipality spent 76% (R 27'869'161) from R 36'563'000 that was received, while 84% (R 25'528'000) of the amount received of R 30'309'000 was the expenditure at the end of June 2015.

The contributing factor for the municipality not to fully spend its allocation is the implementation of planned projects. This is according to the report presented by the MEC for CoGHSTA before the National Portfolio Committee on CoGTA on the 11th August 2015. According to the report, MLM planned to implement 9 projects for which 1 is in the design and tender stage and 8 are under construction. This situation will affect the municipality going forward if it does not get the attention it deserves.

In the case of Maruleng Municipality, the Road Asset Management Report of MDM has revealed that 22.8 km of roads require some rehabilitation at an estimated cost of R 34'200'000, while the special maintenance of 15.2 km of roads will require an estimated amount of R 5'016'000. In order to do some regravelling on 259 km of the road network, an estimated amount of R 285'285'000 will be needed, and for upgrading 482 km of the road network, an estimated amount of R 529'815'000 will be required from the municipality. Given the tax base of MLM, it is evident that the municipality will not have the capacity to sustain the service unless something drastic is done to turn the situation around. In the context of municipal administration, the only noticeable measure that can turn the situation around is the IDP which unfortunately seems not to have assisted much in ensuring a sustainable institution.

4.7 Implementation of the IDP in Mopani District Municipality

In order to understand the implementation of the IDP in MDM, it is crucial to have a better understanding of the powers and functions assigned to the municipality. Table 39 below outlines the powers and functions performed by the municipality as at 2011/12, confirmed by the Municipal Demarcation Board Capacity Assessment Report (2011:5).

Table 39: MDM Municipal Demarcation Board report 2011

FUNCTION	PERCENTAGE STAFF
Governance and Administration	11'3
Water Services	76'8
Electricity and Gas Reticulation	0'3

FUNCTION	PERCENTAGE STAFF
Waste Management	0'3
Municipal Transport	0'1
Roads and Storm Water Systems	0'6
Community and Social Services	0'1
Planning and Development	0'1
Emergency Services	8'9
Municipal Health	0'3
Economic Development	0'5
Traffic and Policing	0'1

Source: Adapted from Municipal Demarcation Board Report (2011:7-8)

The distribution of the human resources of MDM can be summarised as fairly good in the sense that as a water service authority, a high number of staff are in the water services at 76.8%, followed by governance and administration at 11.3%, then emergency services which covers both fire services and disaster management at 8.9%. The remaining functions were all below 1%, given the magnitude of the responsibility assigned to the district municipality. In simple terms the district did place more human capital towards the key focus area which is water services. The importance of this information is that it does provide a sense in terms of the capacity of the municipality to implement and monitor its IDP as approved by the council. From the information outlined above, the municipality should be able to provide for the basic services.

4.7.1 Services Required as Identified by Communities - MDM

MDM is responsible for supporting BPM, GGM, GLM, GTM and MLM in ensuring sustainable communities. This is informed by the fact that the district is made up of the local municipalities within the area of jurisdiction and does not have separate communities from those found in the local municipalities. When the district embarks upon public participation, the communities are represented by leaders coming from different structures of society led by the local municipality, hence the table below reflects community submissions as presented by the different stakeholders within a local municipal boundary. Table 40 below reflects the services against the total number of municipalities that have raised the same matter from 2006/07 until 2013/14.

Table 40: MDM stakeholder engagement report

Services	Total municipalities that have identified the service							
	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Water	5	5	5	5	5	5	5	5
Sanitation	5	5	5	4	3	2	2	2
Roads and bridges	5	5	5	5	5	5	5	5
Electricity	4	4	4	4	4	4	3	3
Waste management	5	5	5	5	5	5	5	5
Apollo lights	5	5	5	5	5	5	5	5
Site demarcation	5	5	5	5	5	5	5	5

Source: Adapted from MDM IDP document (2014:64-141)

Since the district municipality does not have wards, but the boundaries are made up of the five local municipalities as outlined above, the consultative process involved stakeholders instead of communities directly. In this regard the district invited stakeholders per local municipality to a common venue, rather than going to communities. The stakeholders engaged by the district municipality are the five local municipalities, the district ward committee forum,

the traditional leaders, the business community, the religious community, non-governmental organisations, community-based organisations and sports organisations. Simply put all organisations that have a district-wide presence managed to submit the inputs that informed the district IDP, reflecting the needs of the communities within the district area. In this regard water, roads and bridges, waste management, Apollo lights and site demarcation dominated the inputs by the stakeholders for six consecutive years from the 2006/07 financial year.

In terms of the issues raised with MDM, it can be concluded that the services constitute what can be regarded as district-wide service delivery challenges. This is based upon the fact that all the service delivery issues, which appear on the district report, were raised during the consultative process between communities and the local municipalities. What is also of interest is the fact that only sanitation and electricity were raised by fewer stakeholders than water, roads, waste management (which includes refuse removal), Apollo lights and site demarcation. As a result the successful implementation of the district IDP was measured by considering the main services stakeholders raised, even though some of the services are performed by the local municipalities and Eskom as a parastatal. It therefore goes without saying that MDM will have more projects that are dominated by water services than any other service. For the remaining services the role of the district will be more of support than anything else.

4.7.2 Actual Expenditure against Revenue Collected - MDM

In terms of financial resource allocation, MDM planned the budget as informed by the IDP, rather than an equitable distribution amongst the five local municipalities. In this regard the focus is not upon a local municipality, but on the services that are required within a given space. The tables below outline the operating expenditure, operating revenue and the capital expenditure of MDM as approved by the council.

Table 41: MDM expenditure report 2007 - 2014

Financial year	Salaries, wages and allowances	Electricity bulk purchases	Water bulk purchases	Other	Repairs and maintenance	Interest and redemption	Total operating expenditure
2007/08	51 299	-	-	272 516	2 379	-	326 193
2008/09	78 747	200	120	79 997	45 369	14	204 447
2009/10	83 854	-	-	77 050	177 281	-	338 185
2010/11	91 687	-	-	296 851	-	-	388 538
2011/12	120 432	-	-	213 218	-	-	333 658
2012/13	250 216	-	66 773	484 259	-	350	801 599
2013/14	306 138	-	69 081	397 652	-	650	773 521
TOTAL	982 373 000	200	135 974 000	1 821 543 000	225 029 000	1 014 000	3 166 141 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

In terms of the operational expenditure for MDM, the total expenditure over the six year period was R 3'166'141'000, and R 1'821'543'000 was spent on other expenses, which includes office buildings, community halls, crèches and roads. The spending on salaries, wages and allowances was also very high with an amount of R 982'373'000 spent. The expenditure for bulk purchases of water was R 135'974'000 for the entire district area, and for the repairs and maintenance an amount of R 225'029'000 was spent, while the bulk purchases of electricity came to R 200'000.

Given the challenges of water within the district, which is also a trading service, the capital investment plan of the municipality could have prioritised water as opposed to the services under other expenses. The amount spent under other operating expenditure is extremely high to even try to justify, because some of the water infrastructure is very old, to the extent that it would require a huge amount of money to bring the infrastructure up to standard. A proper analysis of the district area would have led to appropriate plans being put in place that would properly respond to the developmental challenges facing the district. The six year period clearly reflects that the planning was not well thought out and lacked strategic direction in

terms of policy formulation, implementation and monitoring. The amount of money being spent under other services could have been redirected to basic services, or at least what was causing the expenditure to rise could have been curbed at a very early stage.

Table 42: MDM income report 2007 - 2014

Financial year	Water	Sanitation	Subsidies and Grants	Other Income	Total revenue
2007/08	-	-	170 465	155 728	326 193
2008/09	-	-	204 250	1 235	205 485
2009/10	-	-	599 390	25 161	624 551
2010/11	-	-	698 589	7 532	706 121
2011/12	-	-	1 014 806	30 043	1 044 849
2012/13	86 159	14 992	834 679	33 552	969 382
2013/14	122 734	21 785	539 560	24 526	708 605
TOTAL	208 893 000	36 777 000	4 061 739 000	277 777 000	4 585 186 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The revenue of the municipality is drawn from trading services on water and sewerage in line with powers and functions. The largest contributor of revenue for the municipality was subsidies and grants with an amount of R 4'061'739'000, followed by other income with R 277'777'000 which includes the sale of tenders and interest received. An amount of R 208'893'000 was received from water provision, while from sanitation an amount of R 36'777'000 was received as well. Logically the municipality seems to be largely dependent upon grants, according to the information in the table above.

Given the legislative framework on local government, the revenue streams of rural district municipalities are more dependent upon the grants, except in the urban districts. In this regard MDM, as one of the rural district municipalities in the Limpopo Province, is not immune from the harsh reality of financial management. Given the coverage area, the municipality should

have been generating quite a large amount of revenue if there were sustainable services across all the local municipalities and also appropriate systems that accompany dealing with a trading service. From the situation as depicted above, it can be argued and concluded that the implementation of the IDP was not much of a success.

Table 43: MDM capital expenditure report 2007 - 2014

Financial year	Land and buildings	Water, reservoirs and reticulation	Roads, pavement, bridges and storm water	Electricity reticulation	Sewerage purification	Other infrastructure	Community assets and specialised vehicles	Total Capital expenditure
2007/08	-	103 121	48 100	-	-	81 150	5 300	237 671
2008/09	25 200	116 646	40 081	-	70 000	-	12 426	264 353
2009/10	58 849	138 062	36 800	-	-	2 800	49 855	286 366
2010/11	34 500	241 300	61 398	5 500	-	-	29 880	372 578
2011/12	79 640	725 747	98 000	15 300	-	-	19 141	937 828
2012/13	43 500	227 900	-	-	-	-	23 460	294 860
2013/14	74 000	449 271	-	-	-	20 422	-	543 693
TOTAL	315 689 000	2 002 047 000	284 379 000	20 800 000	70 000 000	104 372 000	140 062 000	2 937 349 000

Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The capital budget of MDM from the 2007/08 financial year up to the 2013/14 financial year was predominantly spent on water, reservoirs and reticulation and land and buildings. In this regard the amount of R 2'002'047'000 of the capital budget was spent on the provision of water, R 315'689'00 on land and buildings, R 284'379'000 on roads, pavement, bridges and storm water, R 140'062'000 on community assets and specialised vehicles and R 104'372'000 on other infrastructure. Expenditure on electricity reticulation was more on a support basis and the capital expenditure was at R 20'800'000, while an amount of R 70'000'000 was spent on sewerage plants. This makes up a total capital expenditure of R 2'937'349'000 over the six year period.

While the district has spent more money on its key function, that does not translate into a good revenue base, because the majority of the implemented projects are done in rural settlements without a cost recovery mechanism. For a service to be sustainable over a period of time, particularly if it is a trading service, the planning must also incorporate an element of cost recovery, which was not the case with the implementation of all the water projects in MDM. In this regard sustainable service provision then becomes a real challenge to achieve. Even though there is a high unemployment rate within MDM, this does not mean that rural communities cannot afford to pay. Some of the professionals employed in both the public and private sector reside in rural areas, including some councillors and municipal officials. Therefore pleading poverty may not be a continuously justifiable position by anyone.

Table 44: MDM grant and subsidies report

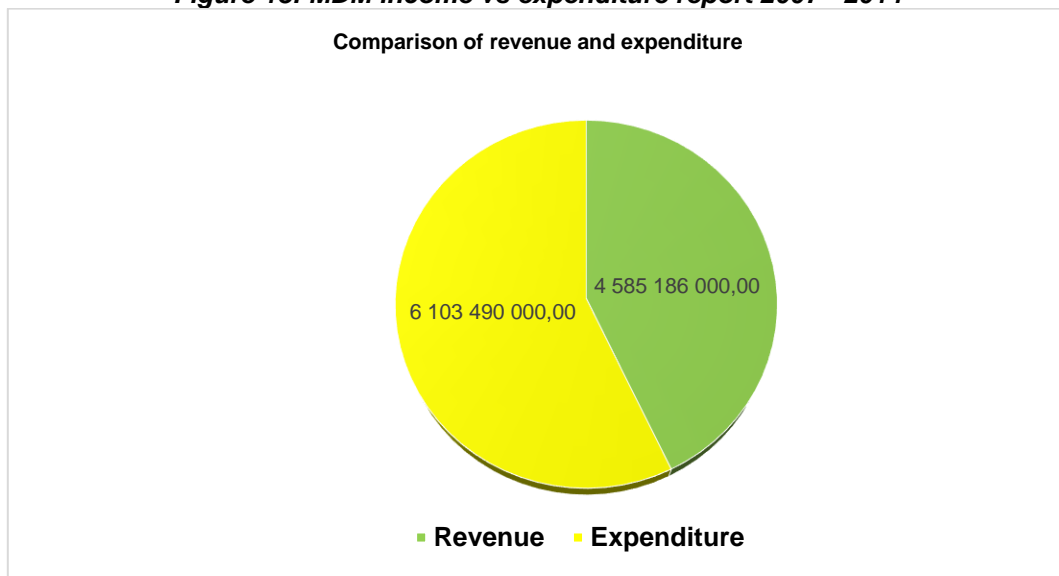
Financial Year	ES Rm	WSOG Rm	FMG Rm	MIG Rm	MSIG Rm	RBIG Rm	TOTAL Rm
2010/11	363'483	97'953	1'000	218'855	750 000	7'000	689'041
2011/12	419'718	69'678	1'250	263'219	790 000	77'000	831'665
2012/13	463'410	43'133	1'250	319'302	1'000	38'789	866'884
2013/14	504'909	18'000	1'250	375'582	890 000	80'689	981'320
2014/15	561'080	0	0	429'490	0	135'165	565'216
TOTAL	1'752'081'080	228'764	4'750	1'606'448	3'430	338'643	3'934'116'080

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

According to Table 44 above, MDM has a good budget on paper but a large amount of the revenue is from grants and subsidies. The overall total of the main grants and subsidies for MDM was R 3'934'116'080 for the period from the 2010/11 to the 2014/15 financial years. In terms of the information above with consideration of the municipal budget, it can be concluded that MDM survives on grants and subsidies. It is for that reason that the executive and legislative role of the MDM Council gets undermined by all and sundry.

Besides the equitable share with an allocation of R 1'752'081'080 received, the MIG also demonstrates that huge grant dependency, with an amount of R 1'606'448. The grants such as the WSOG and RBIG are meant to develop and manage the water infrastructure, since MDM is the water service authority. For the WSOG the municipality received a total amount of R 228'764'000, while for the RBIG it was R 338'643'000.

Figure 13: MDM income vs expenditure report 2007 - 2014

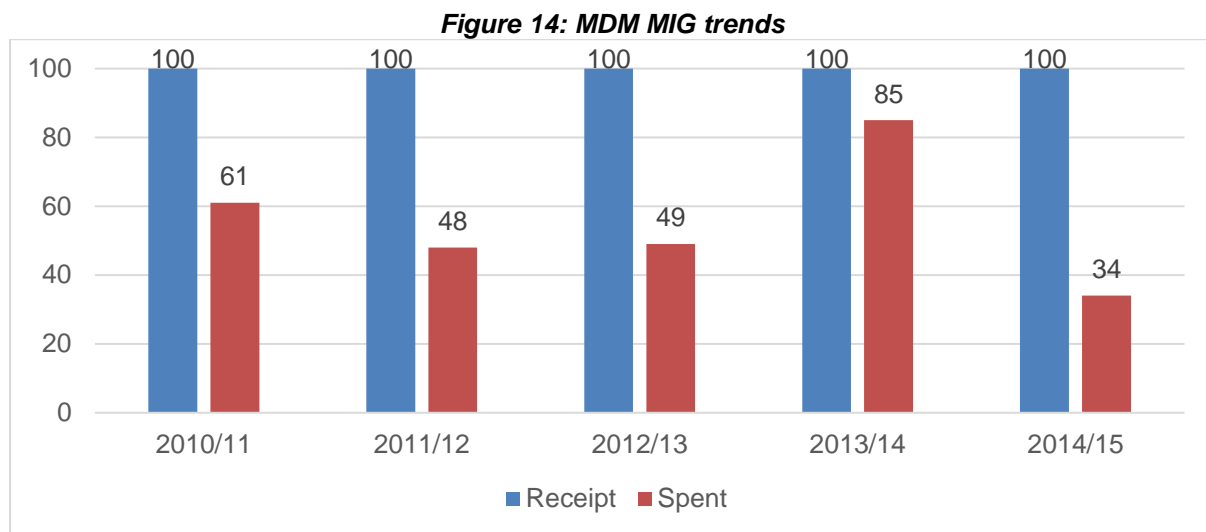


Source: Adapted from National Treasury Local Government Database (2007 – 2014)

The chart above outlines the total expenditure of R 6 103 490 000 against the total revenue collected from the 2007/08 to the 2013/14 financial years of R 4 585 186 000, which is also inclusive of subsidies and grants from National Treasury. In this regard the total expenditure incurred is more than the actual revenue collected, which is not in line with Section 18 (1) of the Local Government: Municipal Finance Management Act, 56 of 2003, which stipulates that “an annual budget may only be funded from realistically anticipated revenues to be collected, cash-backed accumulated funds from previous years surpluses not committed for other purposes and borrowed funds but only for the capital budget”. The municipality needs to put in more effort to reduce the grant dependency, thereby ensuring that revenue for water is sufficiently collected and that a license to distribute bulk electricity is acquired, while cutting out unnecessary operational expenditure items such as catering for meetings and high level travelling.

4.7.3 Spending Trends on the MIG - MDM

The allocation of the MIG to the MDM did acknowledge the fact that it is the water service authority. In this regard the allocation to the district was more for the provision of water services, and the IDP also catered for water projects in the main. In implementing the water projects, MDM was required to collaborate very closely with the Department of Water and Sanitation. The graph below depicts the performance of MDM from 2010/11 until 2014/15.



Source: Adapted from National Treasury Local Government Database (2010 – 2014)

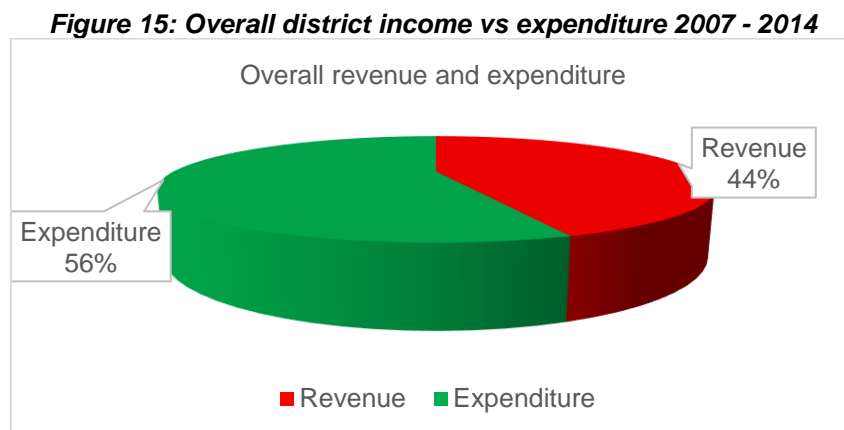
In terms of the graph above, from the 2010/11 until the 2014/15 financial years, MDM has not spent its MIG allocations in full. The spending in 2010/11 was at 61% (R 133'007'000) of an allocated amount of R 218'855'000, and it went down to 49% (R 127'330'000) in the 2011/12 financial year of the received amount of R 263'219'000. In the 2012/13 financial year, the municipality registered a slight improvement of expenditure of 49% (R 156'886'000) against R 319'302'000 received, while the biggest improvement was registered in the 2013/14 financial year where the municipality managed to spend 85% (R 320'880'000) of the allocated R 375'582'000. Unfortunately the situation reverted back to a decline in the 2014/15 financial year, wherein only 34% (R 47'614'000) was spent after the allocation was adjusted from R 429'490'00 to R 139'490'000.

Considering the fact that the municipality is a water service authority, the implementation of the identified projects was supposed to take precedence over any other related functions

within the municipality. The fact that the municipality did not manage to complete all the projects in the IDP clearly leaves communities with inadequate water service provision. In the report by the MEC for CoGHSTA to the Portfolio Committee in August 2015, the municipality planned to implement 12 water projects, but only 1 was completed with 1 in design and tender and 10 under construction. This situation has contributed largely to the inability of MDM to spend all of its MIG allocation.

4.8 District Wide Comparative Analysis

The performance of each municipality has a contribution towards the district as an area. In terms of the implementation of the IDP as per allocated financial resources, the comparison is on the revenue collected against the expenditure incurred, which includes spending on infrastructure. The graph below outlines the overall revenue, overall operational expenditure and capital expenditure which includes infrastructure.



Source: Adapted from National Treasury Local Government Database (2007 – 2014)

From the graph above R 13 360 025 000.00 has been collected as revenue, inclusive of the subsidies and grants in all the six municipalities from the 2007/8 to the 2013/14 financial years. Operating and capital expenditure was at R 16 810 637 000.00. Firstly, in this regard the municipalities have jointly suffered what we may refer to as a loss of R 3'450'612'000 due to the lack of proper alignment between what has been spent against what the revenue was supposed to be. The second element is the failure of the municipalities to apply proper strategic management when developing the IDP, in the sense that allocation of funds was done as a reaction to community pressure, as opposed to basing some of the allocations upon

the possible return on investment with some element of cross subsidisation on certain functions.

In order to be considered a viable business, the revenue must far exceed the expenditure, in order to be able to fund future operations. In the case of MDM, the expenditure far exceeds the revenue. The overall expenditure of the municipalities within MDM was 56%, while the revenue was 44%. Considering this situation, all the municipalities within MDM will have to contemplate drastic measures, not excluding implementing the austerity measures, so that sustainable provision of services is realised. It also goes without saying that for the municipality to be able to turn this situation around, strong governance becomes key, because when new policy proposals are made, the municipal councils will have to apply themselves properly. Otherwise, if the situation is allowed to carry on in this manner, there is a likelihood that there will be a serious collapse of services, a growing number of service delivery protests and a collapse in the local economies. That is the reason that there is a need to reconsider the IDP framework in order to increase the level of ownership by different communities, and to start treating these constituencies in a manner that relates to the circumstances of the area, as opposed to one size fits all.

As an example, the provision of water throughout the district proved to be a universal challenge, but according to the Water Master Plan for MDM (2014:2), the general findings on the *status quo* of water in all villages differ from the challenges of extension, replacing of old asbestos pipes and new villages that require new reservoirs. It is thus quite clear that to resolve the water challenges in MDM, more than one type of a solution is required. The Mopani Water Master Plan (2014:7) further states that most of the schemes were designed to RDP standards, which in some instances are no longer appropriate, hence the end users requests for higher levels of service. This statement supports the findings of the study in the sense that for sustainable services to be achieved, there is a need to review the planning approach and the policy framework. If the communities demand a higher level of service, it must be made clear that cost recovery becomes the order of the day, due to the resource requirement to provide such service.

Given the observation by the study as outlined above in terms of the implementation and funding of the IDPs, it can be concluded that more work still needs to be done in order to move towards the sustainable provision of water, as a good example. According to the Mopani Water

Master Plan (2014), the municipality requires almost R 1'594'000'000 to ensure that it is able to cater for the total scheme demand of 202'576 kl/day, demand of the unserved areas of 34'392 kl/day, reticulation requirements of 1'136 km of pipeline, replacement of asbestos pipes for 340 km and the storage requirements of 69'621 kl/day. Even though the master plan has demonstrated a full analysis of what causes water to not be provided in a consistent manner to the households, it did not highlight the return on investment in the form of payment of services. This will still leave MDM to struggle to meet its constitutional obligations. Considering the example provided on water, it can be argued that MDM still needs to ensure that the IDPs create a platform to become more sustainable in every service that is provided to households.

While revenue collection is regarded as a factor in the funding for the provision of sustainable services, the capacity to spend on the allocated funds becomes something that would be of great concern to any institution. The situation in MDM on the spending of MIG since the 2010/11 financial year has revealed that there has been an inconsistent performance by all municipalities within the area. The performance of the municipalities put together has produced the kind of results reflected in the table below.

Table 45: Overall District MIG trends report

Financial Year	Receipt	Expenditure	% Expenditure
2010/11	R 344'956'000	R 254'545'000	73
2011/12	R 414'882'000	R 257'991'000	62
2012/13	R 503'277'000	R 317'396'000	63
2013/14	R 618'889'000	R 520'696'000	84
2014/15	R 430'137'000	R 273'989'000	63
TOTAL	R 2'312'141'000	R 1'624'617'161	70

Source: Adapted from National Treasury Local Government Database (2010 – 2014)

In terms of Table 45 above, the total MIG allocation received for 2010/11 was R 344'956'000, with an expenditure of R 254'545'000, which represents an overall performance of 73%. This means that 27% of the money received from the MIG was not spent by the municipalities within the prescribed timeframe, which may have affected timeous service delivery. In 2011/12 a total amount of R 414'882'000 was received, which resulted in R 257'991'000 expenditure representing a performance of 62%, while in 2012/13 the municipalities spent 63%

(R 317'396'000) of their allocated amount of R 503'277'000. There was a great improvement on the spending of the MIG in 2013/14 with a performance of 84% (R 520'696'000) from the R 618'889'000 received. According to the table above, the expenditure for the 2014/15 financial year dropped to 63%, which represents an expenditure of R 273'989'000 out of R 430'137'000 which was received by all municipalities within MDM.

The performance of the municipalities in the MDM provided an opportunity to evaluate the amount of money injected into the area and how it was utilised. In terms of the MIG allocations to municipalities within MDM from the 2010/11 until the 2014/15 financial years, a total of R 2'312'141'000 was received jointly by municipalities and only R 1'624'617'161 was spent at the end of June 2014/15, which represents an expenditure of 70%. Considering the extent of the processes undertaken by municipalities when formulating the IDPs, the situation reflected in the table above should never have been allowed to happen. The effects of this kind of performance are felt by those communities who have been waiting in anticipation for the provision of basic services, but at the same time, the financial viability and sustainability of the municipalities becomes compromised or delayed. If the planned projects are not implemented or completed, communities will not draw a benefit from them, leading to tension between the municipalities and their communities. This will result in service delivery protests and illegal connections.

4.9 The Effects of Intergovernmental Relations on the IDP

In Section 3.5 reference was made to the purpose of intergovernmental relations, which amongst others includes matters of the IDP. In terms of the observation made above with regard to how the municipalities within MDM have gone about the aspects of the IDP, and considering the findings above, it is evident that certain aspects of the municipal IDPs were not taken into account by the national and provincial spheres of government. The first notable observation is that there seems to be an absence of sectoral presence in the municipal sphere. If the IDP processes were followed thoroughly, together with the IGR structures, there would be no municipality that would operate without the availability of sectoral plans. A good example is the absence of the Water Master Plan for MDM, an aspect that the Department of Water and Sanitation should have provided in terms of technical support to the district. This may have led to the kind of spending patterns that have been discovered within MDM.

The second observation is around the comments that are made in public by the public representatives in the form of MP's and MPL's on matters of local government, particularly the poor spending by municipalities on MIG. In most instances the municipalities are lambasted for not spending on the allocated MIG, but what remains a topical issue is the fact that the same public representatives are approving the budgets that get transferred to municipalities in the form of grants and subsidies. In this regard the expectation would have been that whatever the limitations, these would have been realised by the Members of Parliament (MP), and would have been discussed at the Intergovernmental Relations (IGR) structures whereby a joint solution should have been crafted. This would then make it easier for government to speak with one voice. Considering the performance of the municipalities as stated above, the solutions would have been discovered at the level of the IGR and some of them would have known not to increase the allocation of the conditional grant, unless there was a noticeable improvement on the spending. In this regard there would be no need for some of the public utterances about municipalities.

The third observation is the lack of cooperation between municipalities and is a matter that requires the attention of the IGR structures as well. According to the reports by the Office of the Auditor General of South Africa for MDM, for over a period of 5 years, the municipality was qualified repeatedly on matters of water related transactions which occur within the local municipalities. It seems as if this is a matter that is being attended to, given how many times it has affected the books of the district. In instances of this nature, municipalities are supposed to engage on it adequately at the district IGR structures, and if no solution is found, to try and elevate it to the Premier Intergovernmental Relations Forum leading up to the Presidential Coordinating Council.

Given the observations above, it can be concluded that the IGR structures are not effective enough to ensure that there is proper alignment of the plans as outlined in the IDPs and the resources that are allocated. If the IGR structures were effective, there would be no need for a public spat between the national, provincial and local spheres of government. Whatever concerns each sphere had over the other, the IGR structures should have been utilised effectively. Thus it must also be noted that the effectiveness of the IGR structures should not mean that other spheres of government may not enter the public debate on matters of local government, however the public comments this time around would be slightly different.

4.10 MEC Assessment of the IDPs in Mopani District Municipality

Section 32 (1) of the Local Government: Municipal Systems Act, 32 of 2000 states that “the municipal manager of a municipality must submit a copy of the IDP as adopted by council, and any subsequent amendments to the plan, to the MEC for Local Government in the province within 10 days of the adoption or amendment of the plan”. The purpose of the submission is to afford the MEC an opportunity to assess the IDPs, so that council can get the inputs for correction, if required. Section 32 (2) of the Local Government: Municipal Systems Act, 32 of 2000 allows the MEC to request any municipality to adjust their plan if it is not aligned with or negates any of the development plans and strategies of other affected municipalities or organs of state. The MEC for Local Government in Limpopo has conducted the IDP assessments and some of the findings with recommendations on MDM and its local municipalities are highlighted below.

The 2006/7 MEC assessment in MDM highlighted the challenge regarding the lack of sectoral plans, limited financial and project management skills and the limited attention given to the implementing structures. In terms of the lack of sectoral plans, the assessment by the MEC for Local Government in Limpopo Province discovered that none of the municipalities within MDM had an institutional plan, a 5 year financial plan, a risk management plan or a 5 year capital investment plan. Only GLM and GTM had spatial development plans. These plans are key in driving the IDP to success, and without them some of the functions will certainly be greatly affected, as was uncovered by the study. In simple terms the findings by the MEC for Local Government confirm the observations made throughout the study.

The lack of financial and project management skills is an area that was also reflected in this study. In this regard, some of these positions are filled, but the incumbents do not have the necessary skills to execute the responsibilities given unto them. Considering the spending patterns on the MIG allocations, there is no doubt that one of the causes for such a situation is the lack of skills by those charged with the responsibility to manage the finances allocated to projects and those who must manage the projects. This then leads to the last finding by the MEC’s assessment, that of limited attention to implementing structures. In other words, there is more attention given to the process of developing the IDP, but less focus upon the structures charged with the implementation of the IDP, hence the low level of successful project completion.

Another observation made by the study which agrees with the MEC's assessment is the issue around alignment. It has been observed throughout the study that the spending patterns of municipalities was not in sync with the IDPs, and the MEC's assessment for 2011/12 discovered that there was not alignment between the IDP and the Service Delivery and Budget Implementation Plan (SDBIP). The main purpose of the SDBIP is to outline the timing of activities as per the IDP and provide the projections on how the spending will unfold, leading to the last stage of the project. In simple terms the SDBIP is meant to harmonise the implementation plan and the financial resource allocation to enable the municipality to achieve its objectives on any programme or project. These misalignments are normally caused by poor planning, and in the study it was discovered that some of the projects get allocated finances even when certain planning requirements have not been concluded or agreed to with the respective sector or authority.

Given the findings, the MEC for Local Government also provided recommendations for consideration by the municipal councils during the process of review. For the 2006/7 financial year, the MEC recommended that municipalities without sectoral plans must develop them for approval by the councils. This was done for some of the sectoral plans such as the institutional plans, the spatial development plans, the 5 year financial plans and the disaster management plans. Problems continued with the plans that were not developed, right up until the 2014/15 financial year. A good example is the Water Master Plan for MDM which was only concluded in 2015, but was still to be tabled before the municipal council for approval.

With regard to the MEC's assessment for the two periods highlighted, it has re-affirmed the findings contained in the thesis and also illustrated the fact that these are matters that were being disregarded by municipalities when doing their IDPs. Even though some of the MEC's assessments improved in later years, the situation in certain areas continued.

4.11 Conclusion

According to the information provided above, it has been proven that when municipalities were planning for the allocation of human resources to different functions, the principles of the IDP were not taken into consideration. This is because all municipalities within the study area except for MDM have allocated more resources to their non-core functions, disregarding their

core business. For any organisation to achieve its strategic goals, it largely depends upon its human resources, so therefore people are the most important asset.

The other critical matter revealed by the information above has to do with reconsideration of the powers and functions, particularly when it comes to trading services. In the case of MLM, not even the MDM as a water service authority has got much control over the water services provision within that municipal area, because the water infrastructure is owned by another sphere of government. This situation leads to parallel arrangements which then defeat the intentions of the IDP when it comes to all spheres of government coordinating and integrating their interventions into the communities.

The Eskom arrangement as well deserves some reconsideration, given the fact that municipalities are not responsible to provide electricity to almost 87% of the households and this leads to households having to deal with more than one institution on various services.

With regard to the performance of the municipalities within the study area when it relates to their core business, it can be argued that the municipalities were not able to articulate precisely and concisely their strategic vision. This was observed in the manner in which the human resources were allocated to the different functions, as per the report of the Municipal Demarcation Board dated 2011. According to the principle of the IDP, the form of a municipality must follow the strategy, not the other way around. As an example, if the IDP of a municipality talks about performing functions to stimulate economic growth through tourism, it therefore means that the structure of the municipality must provide the human capital relevant and experienced in the area of tourism attraction, rather than having nobody appropriate at all. If such realities are ignored, it creates a situation such as the one observed in the study area.

Another observation revealed by the study was translating the outcome of the public participation during the formulation of the IDP into tangible projects. The fact that all municipalities were able to engage with different communities in the formulation of the IDPs does not translate into successful implementation. Throughout the analysis of the various reports secured from municipalities in the study area, it has been proven that whenever community members have raised a specific service delivery issue in a particular financial year, such an issue was likely to appear again in the next round of community engagement. Although there were instances whereby the municipalities seem to have done better, many

still warrant urgent consideration. A good example was the issue of refuse removal and site demarcation whereby these service delivery issues were raised on several occasions with little or no attention paid to them at all. The reason that some of the services are affected is because these matters were not handled in an integrated and coordinated manner.

Going forward it will be helpful for the municipalities to ensure that whenever communities have raised service delivery issues, there is a way of ensuring that the issues are factored into the IDP. Agreement should be reached with communities on the top priorities that go into immediate implementation. This kind of an approach requires all areas to be treated as business areas, so as to have adequate information about the area prior to incorporation into the IDP. In this regard there is a need for street, ward and community IDPs, before talking about the municipal IDP. Households residing at Point A must be able to understand the magnitude of the service delivery within their area, what resources are available, what resources they require, how they will ensure that the challenge is resolved and what their responsibility going forward becomes. Once these questions are narrowed down to a street level, every member of the community will then become aware of what it takes to bring a water pipe to the community.

On the implementation and funding of the IDPs within the study area, it can be concluded that there was a lot of misalignment between the priorities as identified by communities, the IDPs and the budgets as instruments used for the allocation of financial resources. This was observed in instances whereby money was spent, but the impact of the resources on the IDP could not be justified. A good example is the spending that was incurred on roads construction throughout the municipalities within MDM. The amount of money spent did not assist in reducing community concerns over the road infrastructure, but equally important, it did not improve the economic status of the area, given the high unemployment rate that still existed. If there had been proper alignment, the construction of the road network should have been pleasing to the extent that communities would not have seen the need to raise it in the next cycle of the IDP. From an economic point of view, the construction of the road network would have resulted in the growth of investors in those areas, thereby creating job opportunities which in return would reduce the travelling time between work and home for the households. The impact of all this would have been an increase in the number of people employed, thereby creating a tax base for the municipality.

The observation made in the study confirms that MDM, together with all five local municipalities, have implemented the IDPs within the communities, but these interventions did not lead to sustainable service delivery. The fact that communities are still receiving water and sanitation at RDP level in the rural settlements suggests that the municipality has not fully applied its mind on what sustainability is all about. As outlined in the previous chapters, in the context of a municipality, sustainability will simply mean that the service provided must be done consistently without any undue disruptions and that the cost to provide that service must be derived from it with little cross subsidisation, if any at all.

However the households within MDM are receiving what can be regarded as free water and sanitation, because there is no payment required for the water they receive in those rural communities. Similarly, the households are provided with VIP toilets, which for now can be viewed as a major achievement, but soon all the pit latrines will fill up and someone must go and empty them or build a new structure, which is also not paid for by the households. In this regard communities do not have a waterborne sewer and it can be costly to put in all rural settlements, owing to the topography and the scarce water resources. However the cost of maintaining the VIP toilets was supposed to be factored into the implementation, thereby agreeing with communities on the approach and frequency to maintain the service. This could lead to further job creation within the communities, which ultimately assists in creating a sustainable society that has the ability to take care of itself without much reliance upon social grants.

Whilst the focus of the study was not purely on financial management, it goes without saying that it could have not been ignored, because for the municipalities to successfully implement the IDPs, the availability and management of the financial resources becomes key. The observation made in MDM, including the local municipalities, upon expenditure, is that the highest expenditure item was salaries, wages and allowances, with the exception of GTM where electricity was the highest.

This situation is a reflection of the lack of financial and strategic management in the sense that the funding was supposed to consider what the municipalities wanted to achieve and the return on investment. A good financial and strategic management approach would have been a situation whereby the municipality was spending more money in areas where there was a high potential of return on investment. It is correct that the human capital is one of the most

important assets of any organisation, but the investment in human capital should also assist in yielding better economic and financial results, something that was not visible in the context of the municipalities within the study area. Therefore there is a need for municipalities to review the spending patterns and re-allocate in terms of the desired financial impact to the institution. The random allocation of resources which includes financial resources is not the way to go if municipalities are to realise their constitutional obligation.

On the other hand, the income levels of the municipalities within MDM should not be ignored. Again the observation is that there is a high dependency upon grants and subsidies in all municipalities within MDM. This situation poses a risk for the municipalities, in the sense that if grants were to be discontinued, municipalities would not be in a position to fund all the programmes and projects because of their inability to raise money out of the trading services. This situation may render some if not all the municipalities within MDM to be regarded as not viable.

In Section 4 of the thesis, the conditions of the roads as per the Road Asset Management Report for MDM revealed the state of affairs and what resources would be required to correct the situation. In terms of the report, a total of 254.06 km of roads need some rehabilitation and that will require an estimated total of R 381'075'000, while 128.95 km of roads require some maintenance at an estimated amount of R 42'553'500 for the entire district area. The regravelling of 1'939 km of roads will require an estimated total of R 2'132'570'000 and for upgrading 6'247 km, an amount estimated at R 6'872'030'000 will be needed. In total, MDM will need to raise an amount of R 9'428'228'500, working with its local municipalities, and this is a matter that needs careful consideration if economic growth is to be realised within the district area.

In order for municipalities to sincerely improve upon the quality of their IDPs, which will then deliver on quality projects that are completed on time, and spending which is in line with budgets, there is a need to ensure that the recommendations by the MEC for Local Government are incorporated into the reviewed or future IDPs. The observation made when analysing the reports of the MEC of Local Government in Limpopo Province, was that there seems to be a repetition of findings and recommendations, which clearly means that these were not considered or addressed when reviewing the plans.

In conclusion, there is a need for the spheres of government to utilise the IGR structures more effectively, rather than as one of those moments where ticks in the boxes are applied. This attitude is evident in how municipalities have performed in some of the critical aspects as required by law. While the situation depicted above looks worrying, the reality remains that the IDP process provides an opportunity to review and adjust some of the strategic goals, thereby improving the ability of the municipality to impact upon the lives of the communities. Given the fact that the IDP processes have been in place for over a period of 10 years, there is a need for municipalities and communities to improve the approaches throughout the formulation of the IDPs, which includes a revised framework. It must also be noted that when analysing the grants and subsidies, a 5 year cycle was considered to be the most recent reflection of this risk. For the municipalities to be able to improve on the grant dependency rate, these risks must be elevated to a strategic level, so as to ensure that there is a turnaround plan. The next chapter will focus upon the expression of the respective communities and interpretation of the data collected through the questionnaire that was administered in some of the areas.

CHAPTER 5

THE PRESENTATION, ANALYSIS AND INTERPRETATION OF COLLECTED DATA

5.1 Introduction

The development of integrated development plans is a legislated requirement, placed upon all municipalities in South Africa. What remains a challenge though is the realisation of the good intentions espoused in policy documents such as the 1996 Constitution of the Republic of South Africa, the Local Government: Municipal Systems Act, 117 of 2000 and the Development Facilitation Act, 23 of 1995. Furthermore, the National Development Plan 2030 also places emphasis upon the critical importance of dealing with poverty and improving the welfare of communities through the efforts by government, municipalities, business and state owned enterprise. This is a matter that requires adequate capacity from all contributing institutions, and when looking at local government, it can be argued that the extent of the capacity is very limited. According to Sebei (2013:149) the institution of local government is paramount to addressing the development question brought about by the notion of separate development. Sebei (2013:149) further indicates that the effectiveness of municipalities to deliver on their mandate is largely dependent upon their ability to plan and allocate public resources in a developmental and sustainable manner.

Since the year 2000 the provisions of the 1996 Constitution of the Republic of South Africa have been implemented by the local sphere of government. The provision of basic services to communities in a sustainable manner is one of the most important mandates bestowed upon municipalities. This mandate can be achieved through a process of integrated development planning. Having conducted the literature review and collected data for analysis purposes, the aim of this chapter is the presentation, analysis and interpretation of collected data.

5.2 Research Findings, Interpretation and Presentation

This chapter deals with the analysis of the data collected, the outline of the findings and then an interpretation thereof. Since the study used a mixed method of data collection, the findings will be presented in line with the appropriate method used. This means that the observations

made in Chapter Four above will then be contextualised into findings separately from the outcome of the interviews conducted. In order to ensure that the objectives are in alignment with the data collected, the interpretation and the findings, it is important to reiterate the objectives of the study as follows:

- Explain the legal framework for the development of the integrated development plan and explore the approach used in engaging stakeholders in the development of the integrated development plan;
- Analyse the implementation of the integrated development plan in rural areas and determine the influence thereof on sustainable service delivery in Mopani District;
- Describe the existing challenges of achieving sustainable service delivery through the implementation of the integrated development plan and;
- Develop a framework for the effective implementation of the integrated development plan to impact upon sustainable service provision in rural areas.

Given the primary data in the form of plans and reports that were analysed, it can be concluded that the objectives of the study were achieved, as it will be demonstrated.

5.2.1 Integrated Development Planning and Stakeholder Engagement

The development of the IDP's by municipalities is a legal requirement that is thoroughly outlined in the Local Government: Municipal Systems Act, 32 of 2000. Section 27 of the Local Government: Municipal Systems Act, 32 of 2000 stipulates that "each district municipality within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole". The main purpose of the framework is to outline key deliverables, milestones and timeframe so as to ensure that when the municipal councils adopt the IDP's there is indeed horizontal and vertical alignment. The framework will then influence the process plan for the development of the IDP by all municipalities.

Section 17 of the Local Government: Municipal Systems Act, 32 of 2000 outlines "the mechanisms, processes and procedures for community participation". Amongst the mechanisms for public participation, as outlined in the Local Government: Municipal Systems Act, 32 of 2000, are "the receipt, processing and consideration of petitions, notification and

public comments, public meetings and hearings, consultative sessions with recognised community organisations and report-back to the local community”. These mechanisms are to be implemented in line with Section 72 (3) of the Local Government: Municipal Structures Act, 117 of 1998, which refers mainly to the “establishment of ward committees as a vehicle for community participation”.

With regard to the legislative requirements for the development of the IDP and the involvement of stakeholders, municipalities within MDM were able to follow the prescribed processes and also used all the appropriate mechanisms to involve the communities, as outlined in Section 3.6 of the thesis. However, what must be stated as a finding, is that the involvement of communities was implemented merely as a compliance measure, rather than a way of ensuring that the desired plans should sincerely assist in addressing community challenges when it comes to basic services, but also to enable the communities to recognise the critical role required to ensure that the municipality becomes viable and sustainable.

In terms of this finding in Sections 4.2.1, 4.3.1, 4.4.1, 4.5.1, 4.6.1, 4.7.1 and 4.8.1, year in and year out communities raised the issues of water, roads and electricity as high priorities, but come the end of the financial years, the situation looked more discouraging than before. This led to service delivery protests in some areas of the district, whereby other infrastructure was even damaged. This implies that implementation of the planned projects has either been slow or not clearly defined to communities, because during the meetings to resolve the demands, proposals to resolve the problems were outlined and agreed to by all parties.

Some of proposals included unpacking the project implementation schedule, budgets to deal with the challenge and status quo of the projects. As a way of agreeing, timelines were set for corrective measures to be implemented with regard to the challenge. A good example of this situation is the service delivery protest that took place in one of the settlements called Petanenge within the GTM. The community of Petanenge embarked upon a service delivery protest leading to the closure of the access roads and disruption of schooling in the area in July 2012. The highlight of the protest was on the 29th August 2012 when women from Petanenge went to the municipal buildings and stripped naked over the shortage of water (SABC News, 2012).

Subsequent to the protest march being televised nationally, a meeting to resolve the impasse was held and some of the discussion points were outlined in the report to the Municipal Council of MDM, dated July 2012 (Council Agenda), wherein the Executive Mayor, Councillor Leswafo Joshua Matlou assured communities about the appointment of a contractor to fix the vandalised booster pump and the removal of illegal connections. According to the report by the Executive Mayor to the municipal council, these were some of the reasons to explain the lack of adequate water in the Petanenge area, an explanation of which community members were fully aware, yet nothing was done to stop the vandalism and illegal connections. This then confirms an element of poor planning, whilst the legal framework was adequately followed. There is a huge difference between doing something for compliance purposes and doing it to achieve desired goals, which is outcome based rather than output based. The situation that occurred in Petanenge area is not uncommon in the other municipalities within MDM, but it was used as an example here to illustrate the relationship between quantity and quality. In this case it should not be about how many provisions of the law were met, but rather it should be about the impact upon the intended beneficiaries.

Again, if stakeholder engagement was effective, the service delivery protests would have been minimised, if not completely avoided, because the amount of information shared with stakeholders would have enabled the parties to be on par with one another on everything that is happening within the municipal councils. At this stage communities only get to discover useful information when emotions have already run high. According to the Local Government: Municipal Structures Act, of 1998, this role must be fulfilled by the ward committees under the leadership of the ward councillor. In order to have an effective stakeholder engagement, an institution must be able to analyse who they are, what they want from the relationship with the institution and what the organisation wants from relating to them.

Given the fact that ward committees have been created by legislation to represent the interests of communities, it becomes a worrying factor if the situation gets out of hand without any effort to manage and control it. Some of the service delivery protests can be avoided or minimised if there are constant report-back sessions to communities by the ward councillors working with ward committees. The example above of the service delivery protest in Petanenge and the responses provided by the Executive Mayor of MDM clearly confirm a communication breakdown between the community and those in possession of municipal information.

The observation made from analysing the various municipal reports demonstrated that where there is an effective ward committee, community problems are always resolved amicably, even when it means that the solution might still take some time to be implemented. However all the incidences of service delivery protests clearly cast a doubt on the functionality of ward committees as a vehicle for community participation, but they should also be read as a motion of no confidence in the ward committee members in that specific area.

5.2.2 Implementation of the IDP in Rural Areas and the Impact on Sustainable Service Delivery

The documents that were analysed from all the municipalities within MDM are the IDPs for the period 2006 until 2014, the Medium Term Expenditure Framework for the period 2006 until 2014, municipal annual budgets from 2006 to the end of June 2014, the mid-year Performance Reports from 2006 to 2014 and the Annual Reports with audited financial statements from 2006 until June 2014.

The first critical aspect revealed by the evidence secured from documentation and archived records as per Sections 4.2.1, 4.2.2, 4.3.1, 4.3.2, 4.4.1, 4.4.2, 4.5.1, 4.5.2, 4.6.1, 4.6.2, 4.7.1, 4.7.2, 4.8.1 and 4.8.2 of the thesis, is the fact that there was no proper alignment between the plans contained in the IDP's and the allocated financial resources. The fact that municipalities kept on losing the infrastructure money back to National Treasury as confirmed by the Department of CoGTA in the Back-to-Basics Report (2014:4-5), also supported the view on the lack of alignment. This is a confirmation of planning that has gone wrong. In terms of the IDP processes, a municipality must be able to match the strategic objective with required resources. In this case municipalities only focused upon the availability of financial resources, neglecting the human resources required to execute the plan.

The second aspect revealed by the documentation is that there is a high level of poor financial management as outlined in Sections 4.2.2, 4.3.2, 4.4.2, 4.5.2, 4.6.2, 4.7.2 and 4.8.2 of the thesis. In order for the IDP's to be fully implemented, proper financial management is key in this regard. In financial language, there are two critical financial or accounting terms that function in a collaborative manner known as credit and debit. In the context of a municipality, a credit will refer to revenue received, while debit will relate to money spent. The state of affairs in the municipalities within the case study is such that only one part of the accounting principle

is the main focus, while the other is relegated to last place, if it ever does occur. This finding is informed by the fact that the revenue collection for trading services in the urban settlements was very low or non-existent, a matter that makes it difficult for any organisation to sustain the envisaged operations, while the spending patterns were always on the increase.

According to the documentation, the expenditure incurred in BPM was R 2'500'000 from the 2006/07 to the 2013/14 financial years, while the revenue received over the same period was R 2'000'000, and R 454'814.00 of the total revenue received was from grants and subsidies. In GGM, the total expenditure over the same period was R 1'3'00'000 against the revenue received of R 1'000'000, with R 748'295.00 coming from grants and subsidies. The situation is also similar in GLM where the total expenditure from the 2006/07 to the 2013/14 financial years was R 1'4'000'000, with an amount of R 1'100'000 as total revenue received, while R 808'552.00 comes from grants and subsidies.

For GTM the situation seems to be a little different in the sense that whilst the patterns of expenditure versus revenue are similar to the other municipalities, it is only on the revenue stream where the situation is not quite as depressing. There was a total expenditure of R 4'600'000 against a total revenue received of R 3'900'000, with only R 1'200'000 coming from grants and subsidies over the period of the 2006/07 to 2013/14 financial years. A total of R 662'817 was spent in MLM from the 2006/07 to the 2013/14 financial years, while revenue received during the same period was R 588'253, with grants and subsidies contributing an amount of R 386'554.

In MDM, a total expenditure of R 6'103'490'000 was incurred from 2006/07 until 2013/14, with revenue received of R 4'585'186'000, for which R4'000'000'000 comes from grants and subsidies. The expenditure in the district is solely and purely dominated by water services. The situation depicted above clearly shows that municipalities are dependent upon grants and subsidies, neglecting revenue from trading services. This might be as a result of the culture of non-payment of services rendered, encouraged by the non-implementation of credit control policies and by-laws.

The third aspect revealed by the documentation analysed as per Sections 4.2.2, 4.3.2, 4.4.2, 4.5.2, 4.6.2, 4.7.2 and 4.8.2 of the thesis, revealed that the communities in the rural areas are not paying for the basic services such as water that are being rendered by the municipalities,

and that there is no indication of whether a tariff or a levy was introduced in those areas to collect revenue from those that can afford to assist in funding the integrated development plans. According to the assessment report on the state of water infrastructure conducted by Thandabantu Consulting Engineers (2013), out of a total of 354 villages, 107 are receiving water for a period not less than five days. These communities are not connected to any billing system within the municipalities, nor do they have a fixed rate. This finding also points out the lack of capacity to manage the financial resources of the municipalities, as required by the financial management prescripts.

The fourth aspect revealed by the analysis of documentation as per Sections 4.2.2, 4.3.2, 4.4.2, 4.5.2, 4.6.2, 4.7.2 and 4.8.2 of the thesis was the lack of proper financial and project management skills, which resulted in projects not completed on time or the workmanship being of poor quality. What was more disturbing is the fact that the mechanisms to address this limitation seem not to be taken very seriously by the municipalities, considering the organisational structures and the recruitment processes. In the district municipality it was found, for example, that the municipality had operated without a Chief Financial Officer from 2012 until 2015, at the time of writing this report. In this regard, it becomes clear that there will be a serious challenge when it comes to the leadership responsibilities when managing the finances of the institution.

A similar situation is applicable in GGM, where the municipality has not had a municipal manager since June 2014 and a director of engineering since the 2011/12 financial year. These are just the human capital gaps at a strategic level, whereas at an operational level the situation is alarming, particularly in the project management and water services area. Even where the positions are filled, there is no appropriate match between the inherent skills of the job, what the organisation wants to achieve and what the appointed employee can offer. Hence all municipalities within the district are struggling to complete the assigned projects on time and spend the infrastructural money. In this instance municipalities forfeit the allocated conditional grants because of poor performance.

This finding is also influenced by the fact that funding for projects only comes from grants which are not large enough, leading to projects being extended into multi-year projects, instead of aligning funding with the project plan as approved by the municipal councils. The implications of this multi-year approach is that whilst it allows an institution to spread the

financial allocations over a period of time, it however affects the project cost in the sense that it must be revised annually to cater for price escalations, owing to the inflation rate and price increases of materials. In an event where appropriate personnel with relevant skills were appointed by municipalities, this could have been avoided during the planning stage of the projects and the IDP process. In other words, the best approach of project management would have been to ensure that the project costing is well known during the IDP process, so that the municipality can decide which project will have the highest impact, given the priority level thereof. Instead municipalities have lumped all projects into the budget and split the available money to undertake a certain portion of the projects. The other disadvantage is that by the time the project is completed, it requires some maintenance, whereas if it was done at once, the maintenance would kick in at the right time of the project life cycle.

The fifth and final aspect apparent from the document and archived records as a form of data collection, is the lack of infrastructural maintenance plans as observed through the expenditure reports under Sections 4.2.2, 4.3.2, 4.4.2, 4.5.2, 4.6.2, 4.7.2 and 4.8.2 of the thesis. After the implementation of projects, municipalities are supposed to have a clear maintenance plan for each project, so that it does not get into a state of decay without being noticed. Equally important is that the current operating infrastructure is also supposed to have appropriate maintenance plans. Unfortunately this is not so in the case of the municipalities under study. From the 2006/07 until the 2013/14 financial year, all municipalities allocated a very little budget for the operation and maintenance of the infrastructure, which clearly confirms the absence of a maintenance plan. If the maintenance plans were in place, the budget allocation could be a good measuring yardstick of the level of attention such a cost centre is receiving. As long as there is no maintenance of the infrastructure, it confirms that the services will not be provided in a consistent manner without any interruption. An old infrastructure is bound to have continuous problems, as a result of the lack of maintenance, which translates directly into the consumers not receiving the services.

5.3 Some of the Factors Impeding Sustainable Service Delivery

The analysis of the primary data within the study area has provided an opportunity to identify some of the contributing factors that impede the achievement of the provision of basic services in a sustainable manner. The IDP documents and Annual Performance Reports obtained from all the municipalities within the case study were analysed to determine any possible

challenges impeding sustainable service delivery. The documents revealed some of the challenges as the mushrooming extensions in villages, lack of maintenance of existing infrastructure, a high level of grant dependency, the lack of systems for revenue collection in rural areas and a high vacancy rate and poor project management.

5.3.1 Mushrooming Extensions in Villages

The public participation reports have highlighted the challenge of site demarcation in rural areas by the traditional leaders, without the involvement of the municipality. This results in the services not being adequate to cover all the households, or the inadequacy of the infrastructure to cater for everyone. A typical example is the water provision within MDM. According to the Water Master Plan for MDM, 54 settlements with a total of 25'699 households require the services to be extended to their areas in the villages, a matter which was caused by the extension of sites in various localities. Of the 54 settlements, 4 are found in BPM with a total of 2'624 households, GGM has 7 settlements carrying a total of 2'270 households and GLM has the highest number of settlements at 22, with a total of 10'046 households. GTM has 19 settlements that require water services to be extended to them, in order to benefit 10'605 households, while in MLM 2 of the settlements are affected and 154 households live in those areas.

Similarly, the extension of villages will also have an adverse effect upon the water source, as outlined in the Water Master Plan for MDM. In this regard, a total of 7 settlements do not have access to water, because of the problems with the source. From the 7 settlements, 6'317 households are affected in the entire district. Again, the majority of the settlements that have a source problem are within GLM that has 4, GGM has 1, while in GTM there is only 1. The situation is different in BPM and MLM, where the issue of a water source does not exist.

Considering the information above, it is evident that the allocation of new sites in villages is not properly coordinated with the local municipalities, as planning must first take place before occupation. The IDP process was meant to ensure that before a settlement is occupied, basic services such as electricity, water and roads are put in place, not to mention the social services such as education and health. The existence of this situation points to some of the weaknesses with regard to the process of developing the IDPs.

5.3.2 Lack of Maintenance of Existing Infrastructure

According to the Water Master Plan for MDM (2014), there is a total of 237'678 households coming from 268 settlements that do not get water consistently, due to both operation and maintenance, thus there is a need to consider aggressive maintenance, upgrading or refurbishment of the infrastructure. In BPM, 14 settlements with a total of 33'258 households experience water shortages as a result of the poor functionality of the infrastructure. GGM has 84 settlements carrying 58'359 households, GLM has 53 settlements accounting for 44'989 households, 95 settlements are located in GTM with a total of 82'294 households affected, while MLM has 22 settlements with a total of 18'778 households experiencing the same problem of functionality. What is more worrying is that a total population of 1'013'682 in MDM is experiencing water shortages as a result of infrastructural functionality. Considering the statistics above, it is clear that it is only the urban settlements that are not affected, and they are very few in number at 6%. The lack of maintenance on the existing infrastructure was also observed within MDM through the spending patterns outlined in the previous sections. The observation made was that the spending on maintenance on all the different types of services within MDM was very low.

Besides the spending patterns on operation and maintenance globally, according to the condition assessment report of the water infrastructure for MDM as compiled by the Thandabatho Managers (2013), there are a number of areas where the infrastructure was neglected. Some of those areas for water infrastructure included the non-functioning of the dosing equipment in all the water schemes, the non-functioning of the clarifies and sludge dewatering lagoons, a lack of laboratory facilities and disinfection facilities and pressure sand filters that are not working properly. This situation affects the performance of the infrastructure, according to the design capacity, thereby making it impossible to provide services in a consistent manner.

5.3.3 A High Rate of Grant Dependency

The financial information that was analysed has clearly depicted a situation whereby MDM and the five local municipalities are dependent upon the equitable share for funding its operations, which includes salaries and allowances, the MIG for funding the infrastructural development and many other grants from the national revenue as per Section 4.2.2, 4.3.2,

4.4.2, 4.5.2, 4.6.2 and 4.7.2 of the thesis. In this regard the reality is that municipalities within the study area would not be able to fund their own activities, despite embarking upon successful formulation of IDPs. The ideal of the IDP process was to assist on the identification of resources across the board, which would include the contribution to be made by communities, given the economic status of households.

5.3.4 The Lack of Systems for Revenue Collection in Rural Areas

Considering the expenditure and income reports of the municipalities within the area of study, it was revealed that the municipalities are not collecting revenue for services that are being rendered in the rural settlements. This situation is contributing largely to the failure of municipalities to maintain the infrastructure and provide services consistently. The situation in municipalities is that meters have only been installed in the urban settlements, which constitute 6% of the district settlements. This enables municipalities to bill those that have consumed the services such as water and electricity, while in the rural settlements, there are no meters installed and as a result no billing. In this regard, there is no water conservation and demand management in the rural settlements of MDM. In instances such as this one, communities will not use water and consider the need to conserve it and manage their consumption rate. For example, there are rural settlements that are receiving water consistently but are not paying for it. However, whenever there is a maintenance problem, the municipality is expected to fix it promptly in order to restore the water provision. The question then becomes: who is paying for that service?

5.3.5 A High Vacancy Rate and Poor Project Management

According to the annual reports for all the municipalities within Mopani District Municipality from the 2006/7 until the 2013/14 financial years, there has been a common problem raised of the filling of vacant positions in critical areas such as finance and project management. This was also confirmed through the audit reports by the Office of the Auditor General of South Africa, whereby some municipalities were qualified for not filling budgeted posts for the period under review. According to the MFMA 2013-14 General Report on the local government audit outcomes of Limpopo Province by the Office of the Auditor General of South Africa, the vacancy rate within the Finance Unit in 13 municipalities are of concern, as they have a negative impact upon the control environment and financial reporting processes. This implies

that even if the municipalities can develop good IDPs, there will still be a great doubt about the financial information contained in them, due to the limitations in the Finance Units.

The analysis phase in the IDP includes the financial analysis which must be provided by the finance staff, and if there are no qualified personnel, the product will also not be good. Thus during the audit, what gets audited is what is contained in the municipal documentation. The inability of the municipalities to fill those positions clearly confirms the disjuncture between what the plans are in terms of providing services to communities and what it takes to implement the plans. It must also be noted that when scrutinising the municipal reports, it became clear that there is a shortage of skills not only in the Finance Unit, but even in the Engineering and Water Management Units in the form of operators, artisans and project managers.

A good example of the lack of skilled personnel was uncovered from the MDM Water Assessment (Functionality) Report (2013), whereby all the water schemes do not have the qualified operators on site. For example, a Class C water treatment works must have a Class 5 operator as well, even if it is not on a full time basis as per the Regulations for the Registration of Waterworks and Registration and Licensing of Process Controller (2008). This is in fulfilment of Section 26 (c), (e) and (f) of the National Water Act, 36 of 1998. According to the Mopani District Municipality Water Assessment (Functionality) Report (2013), none of the water treatment works have operators who meet the requirements for the particular classes as required. As a result of this reality, providing services in a sustainable way becomes a mammoth task to achieve, because the human resources are needed to implement projects, but also to operate and maintain the existing ones.

With regard to project management, according to the MFMA 2013-14 General Report on the local government audit outcomes of Limpopo Province by the Office of the Auditor General of South Africa, the low spending on the MIG is attributed to the poor project planning and implementation strategy. This implies that most municipalities did not manage to spend their allocated MIG funds because they were not able to complete the targeted projects or milestones within the projects. The situation as highlighted in the Auditor General's Report which also captures the situation with regard to municipalities within MDM. Considering the magnitude of service delivery needs by communities, as outlined in the public participation report of all municipalities within the MDM, spending for the infrastructure targeted to deliver

basic services was supposed to be 100%, had the project management skills been available. As an example, all municipalities have a staff compliment of between 1 and 3 in the Project Management Unit, whereas the MIG requires a staff compliment of 11 as per the Guide for the Establishment of a Project Management Unit by Municipalities, 2007/8. Considering the requirements as per the guideline, all municipalities are falling below par, hence the spending on the MIG has been a disappointment.

5.4 Selection of Participants

According to Mouton (2006:110), “during the process of selecting or sampling the aim is to get a sample that is as representative as possible of the target population”. In simple terms there must be an assurance of proper representativeness in the participants that are selected for answering the questionnaire. Mouton (2006:110) further stipulates that “the methodological criteria applied in the process of sampling are: a clear definition of the population, systematic drawing of the sample, drawing probability rather than non-probability samples and observing the advantages of multi-stage versus simple random sampling. In other words, there must be clarity of mind regarding the selected participants in terms of diversification and how they were selected.

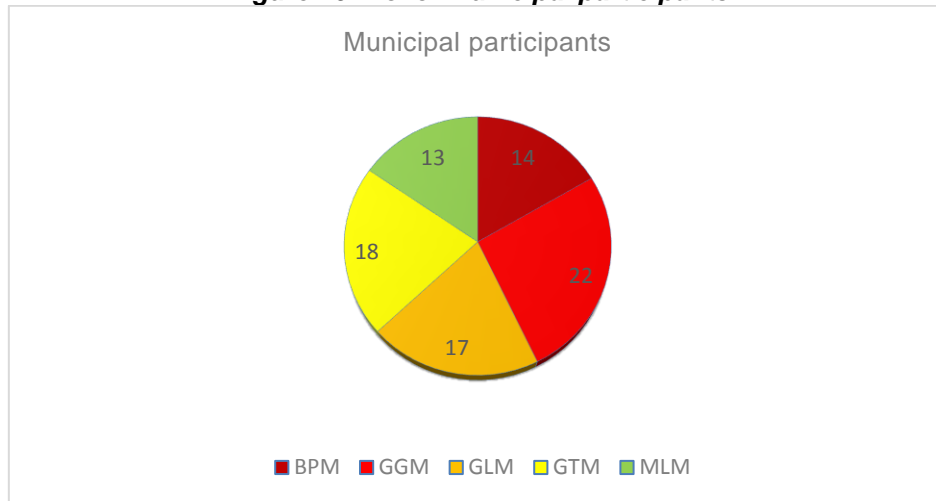
The purposive sample of eighty four (84) respondents was selected from amongst members residing in local municipalities within MDM. The distribution of participants is represented through the category of participants, the gender of participants, the age of participants and the educational profile of participants, and is outlined below.

5.4.1 Total number of Participants per Municipality

In order to achieve the principles as outlined above, the sampling strategy used was to distribute the total number of the sampled population proportionally to all five local municipalities within MDM. This was done by way of considering the size of the municipality in terms of the number of wards, villages and ward councillors in the rural areas. It is for that reason that under councillors selected, wards, ward councillors and representatives of the ward committees, the numbers per local municipalities differ. It is worth indicating that on the selection of ward committee members to be participants, two members from the selected ward were identified jointly with the ward councillor and, in most cases, the chairperson and the

secretaries. When it comes to the municipal officials, the strategy employed was to select those that are dealing with matters of finance, planning and service delivery, not excluding the Accounting Officer. It is just unfortunate that in certain municipalities one official was holding dual responsibilities, owing to one of the positions being vacant.

Figure 16: No. of municipal participants

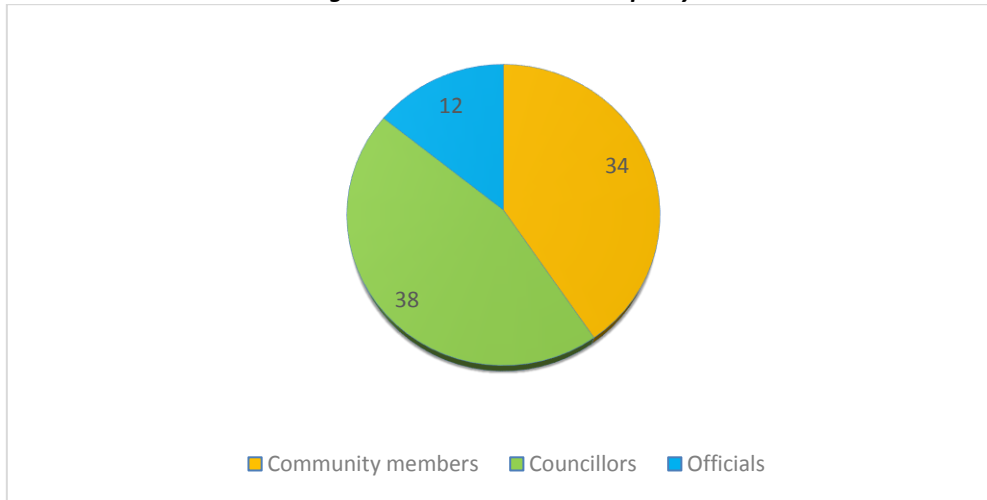


The graph above outlines the participants from the municipalities. In terms of the questionnaire distributed to a total of eighty-four (84) participants, fourteen (14) are from BPM, which represents 16.7%, twenty-two (22) are from GGM, which represents 26.2%, seventeen (17) are from GLM, which represents 20.2%, eighteen (18) are from GTM, which represents 21.4% and thirteen (13) are from MLM, which represents 15.5% of the total sample. According to the statistics above, the local municipalities within MDM were fairly represented, with MLM having the lowest representation, while GGM had the highest representation.

5.4.2 Role within the Municipality

Beside the representation per local municipality, the sample was further analysed in terms of their role within the municipalities, namely community members, councillors and officials. The rationale for also selecting community members when there is a common understanding that councillors represent communities, was based upon the fact that local government in South Africa is participatory. The graph below depicts the number per type of role.

Figure 17: Role within municipality

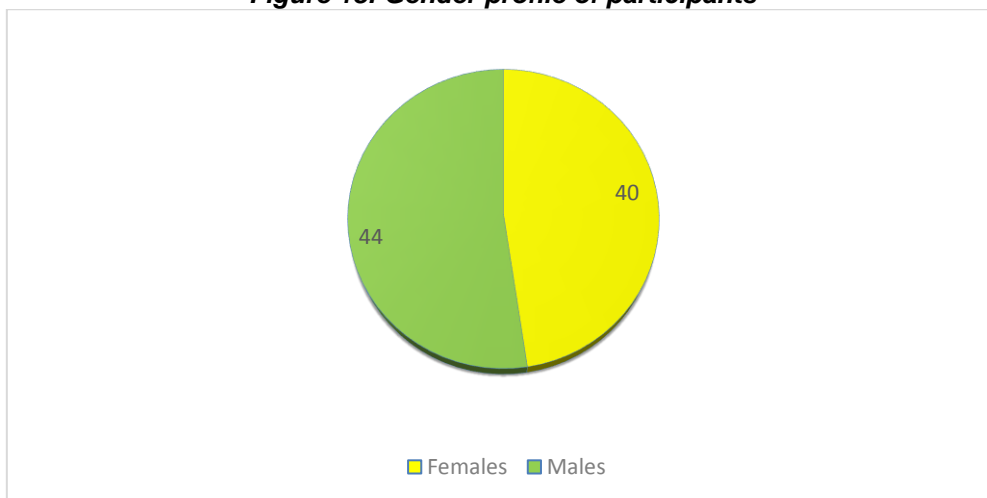


According to the graph above, councillors had the highest representation, namely thirty-eight (38), which represents 45.2% of the sample, community members represented 40.5% (34) while municipal officials represented 14.3% (12). In this regard there is a fair representation of participants, in as far as their roles are concerned within the municipalities.

5.4.3 Gender Profile

Both males and females were selected to be part of the study and the diagram below outlines the distribution.

Figure 18: Gender profile of participants

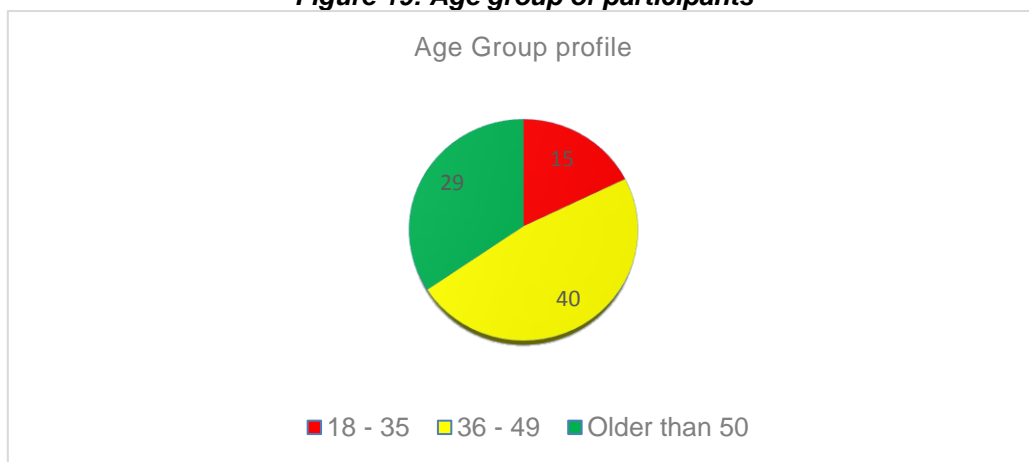


The gender profile demonstrates that there was a fair distribution between male and female participants. Female participants constitute 47.6% (40) of the participants, while male participants constitute 52.4% (44).

5.4.4 Age Group Profile

The majority (47.6%) of participants are between 36 and 49 years of age.

Figure 19: Age group of participants

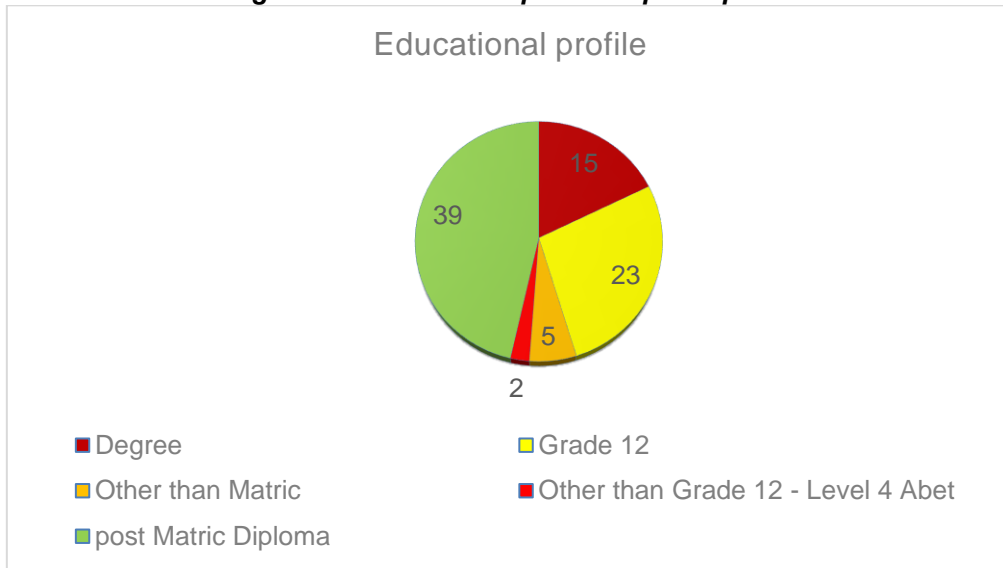


Given the profile above, the municipalities have more people in the middle age group playing an active role, than the other age groupings.

5.4.5 Educational Profile

The selected participants had different levels of education as shown below.

Figure 20: Educational profile of participants



The data collected shows that only 15 (17.9%) of the participants had a degree. The post Matric Diploma/certificate respondents were the largest group, namely 39 (46.4%), as demonstrated in the graph above.

5.5 Identified Variables

In terms of research, seven critical areas were identified. The seven areas are outlined in detail below and are understanding the IDP processes, implementation of the IDP in rural communities, service delivery in rural areas, impact of the implementation of the IDP in rural settlements, access to sustainable basic services and governance and institutional capacity.

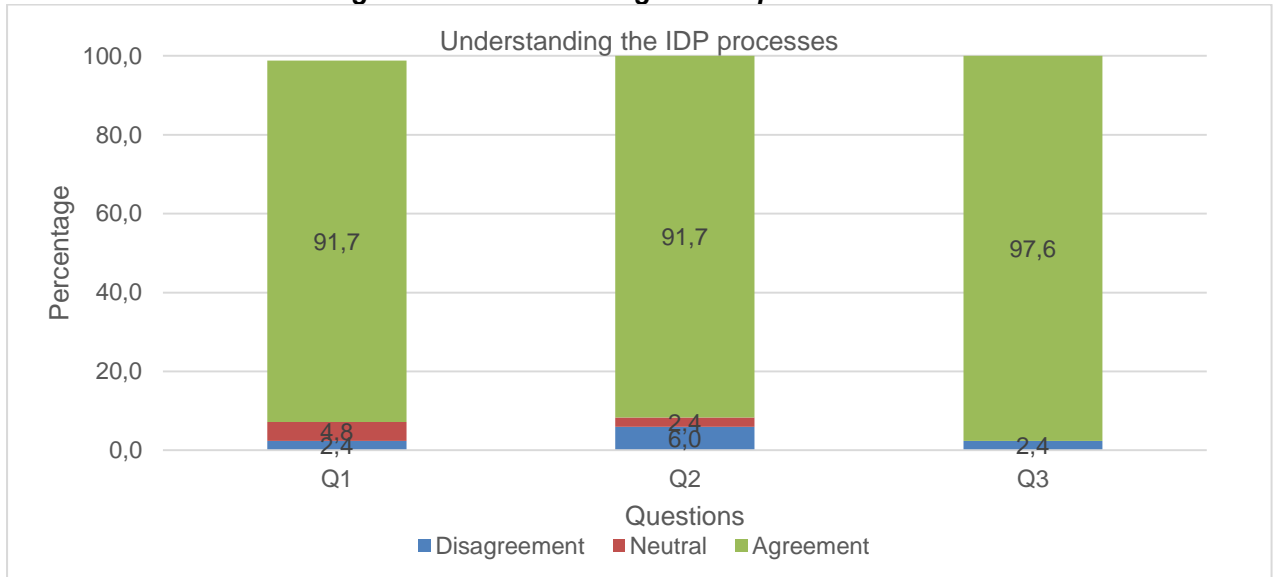
In the graphs below, the percentage of respondents that agreed and strongly agreed to the statements were summed and is represented by agreement while the percentage of respondents that disagreed and strongly disagreed to the statement were summed and is represented as disagreement.

5.5.1 Understanding of the IDP

The level of agreement for the three statements used to test the understanding of the IDP processes is shown in Figure 21 below. The percentage of respondents that agreed and

strongly agreed to the statements were combined and are represented by agreement, while the percentage of respondents that disagreed and strongly disagreed to the statement were combined and are represented as disagreement.

Figure 21: Understanding the IDP processes

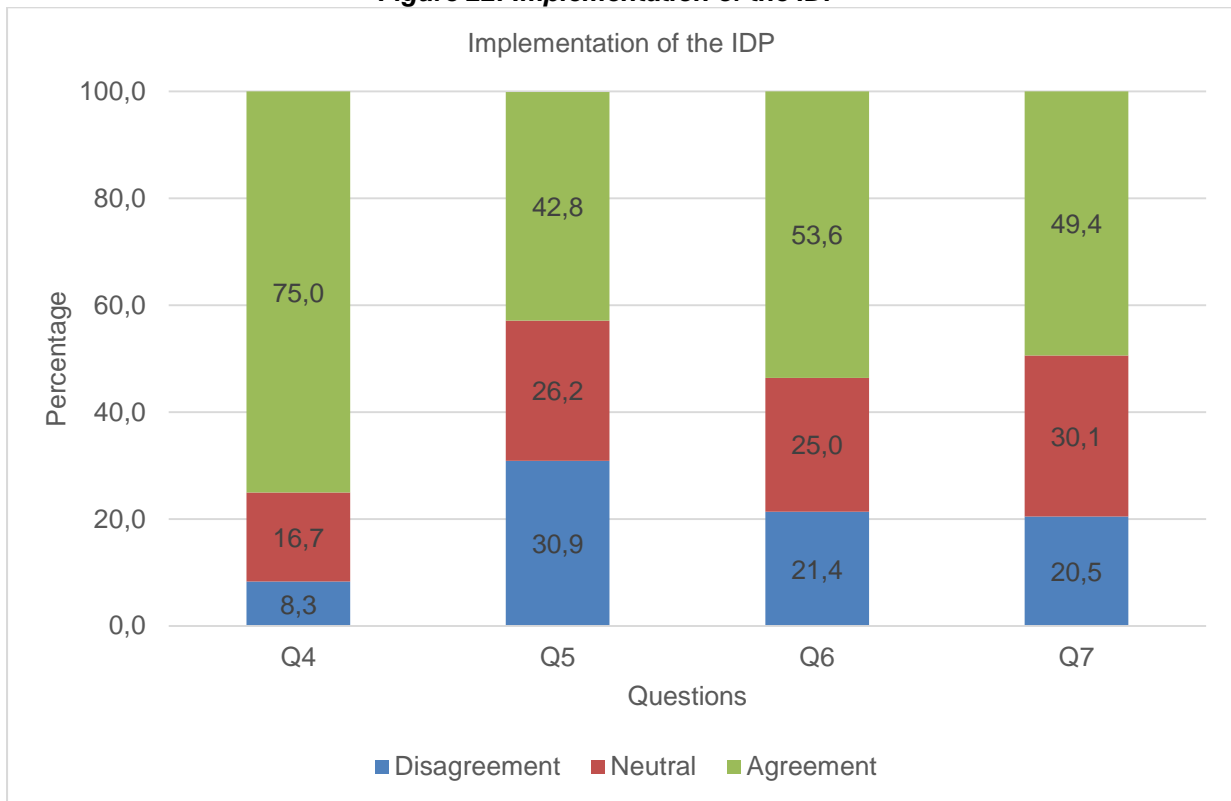


The results indicate that there is generally a good understanding of the IDP. The vast majority of the participants have a good understanding (agreement on the statement) of the IDP process and role clarification, as indicated by 91.7%, 91.7% and 97.6% respectively. Therefore the conclusion to be made is that the majority of the participants in the case study understand matters of the IDP very well.

5.5.2 Implementation of the IDP in Communities

The level of agreement for the four statements used to test the implementation of the IDP is shown in Figure 22 below.

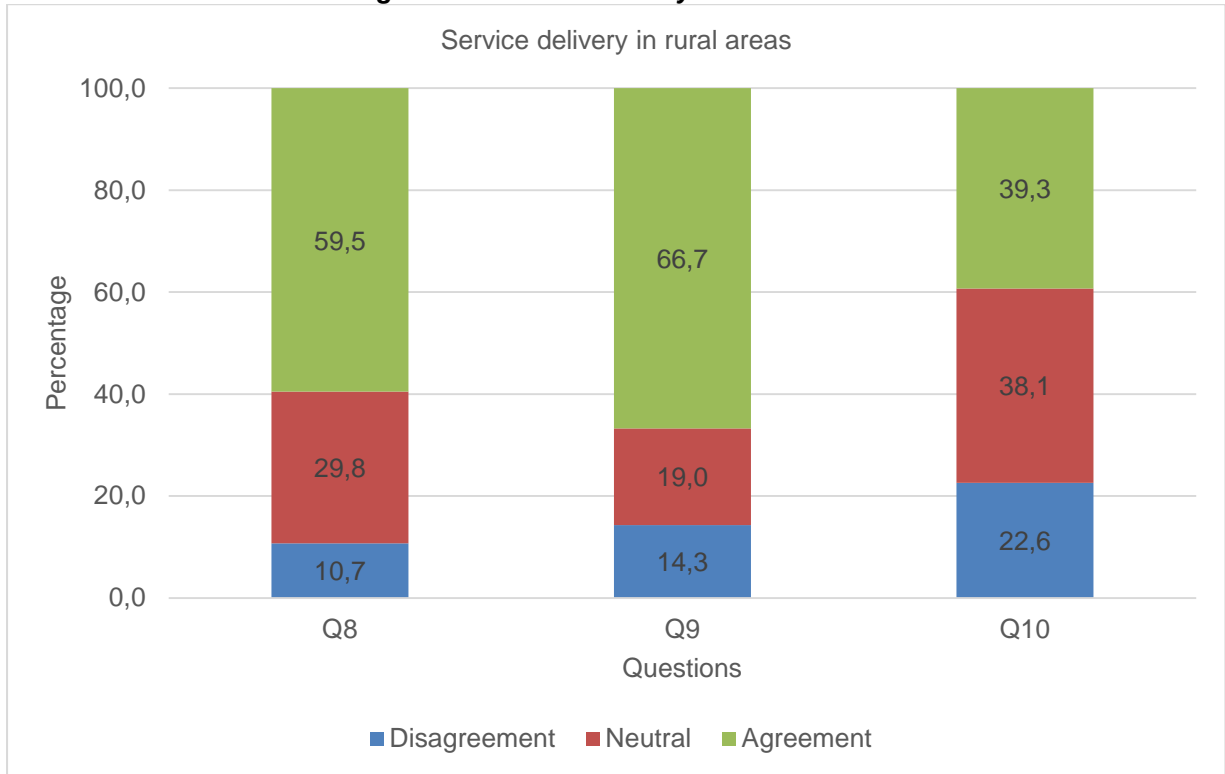
Figure 22: Implementation of the IDP



The results indicated that there is not generally a success in the implementation of the IDP and the utilisation of resources. The majority (75%) of the participants believe that implementation of the IDP was according to plan, but less than a half of the participants believe that it was a success (42.8%) and approximately only a half indicated that the resources were effectively (53.6%) and efficiently utilised (49.4%). Therefore it is of concern that a large proportion of the participants in the case study do not believe that the implementation of the IDP within the municipalities were a success and that the utilisation of resources in the implementation of the IDP programmes and projects were effective and efficient.

5.5.3 The Level of Service Delivery in Rural Areas

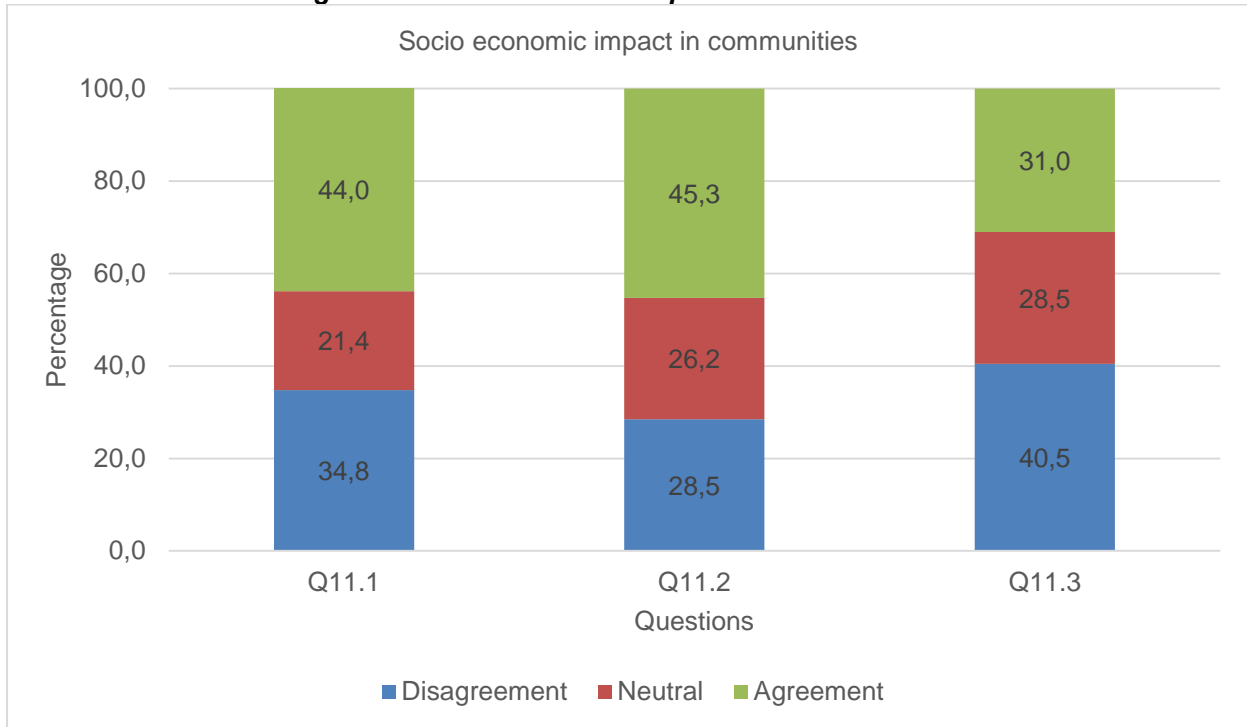
Figure 23: Service delivery in rural areas



The results indicate that there is not generally service delivery in rural areas. Almost more than half (59.5%) of the participants believe that there is access to basic services in villages while the majority (66.7%) of the participants acknowledges that the standard of service has brought desired changes but less than half (39.3%) believes that the community is receiving services in a satisfactory manner. Therefore it is of concern that a large proportion of the participants in the case study do not believe that the community is receiving services in a satisfactory manner.

5.5.4 The Socio-economic Impact of the IDP in Rural Areas

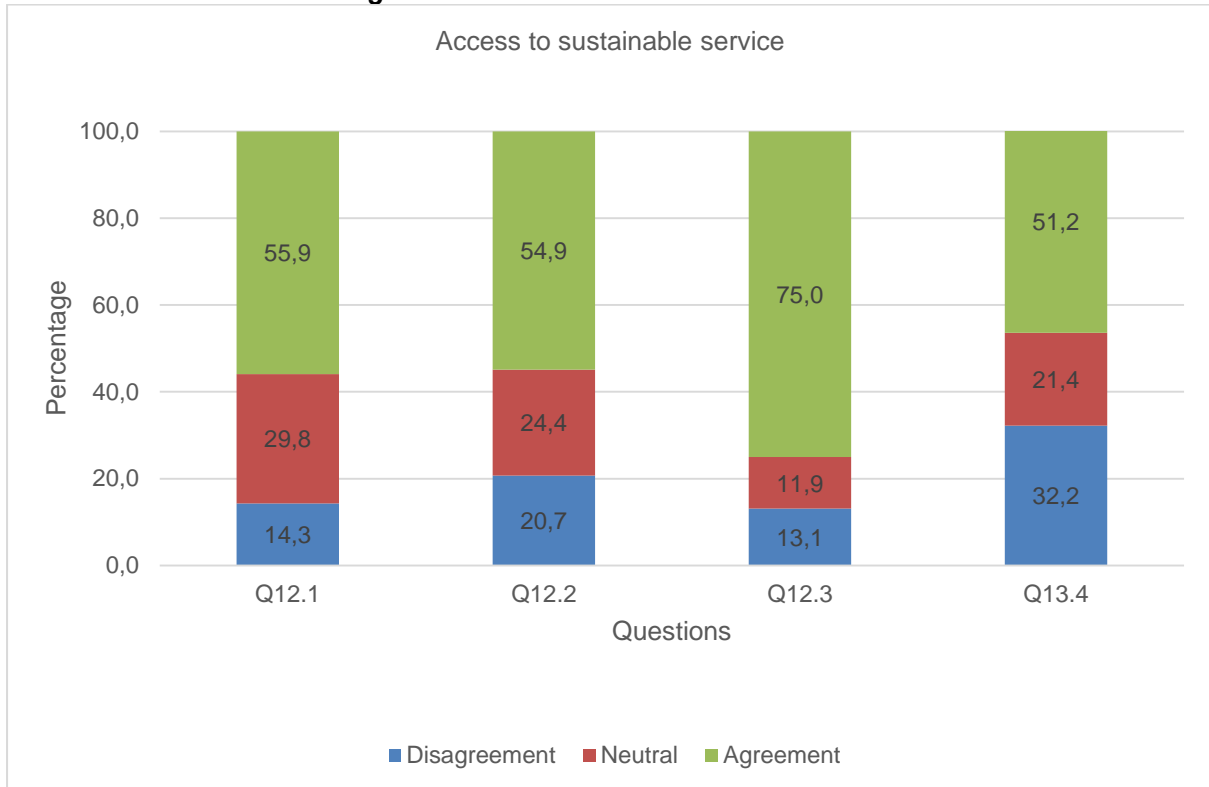
Figure 24: Socio-economic impact in communities



The results indicate that there is generally a poor impact of the implementation of the IDP on socio-economic status of communities. In this regard less than half (44%) of the participants believes that the implementation of the IDP contributed towards job creation . Less than half (45.5%) of the participants acknowledges that the implementation of the IDP resulted in poverty alleviation while approximately a quarter (31.0%) of the participants confirms that the implementation of the IDP has contributed in improving the employment rate in rural areas. Therefore it is of concern that a large proportion of the participants in the case study do not believe that there was impact of the implementation of the IDP in rural areas.

5.5.5 Access to Sustainable Services

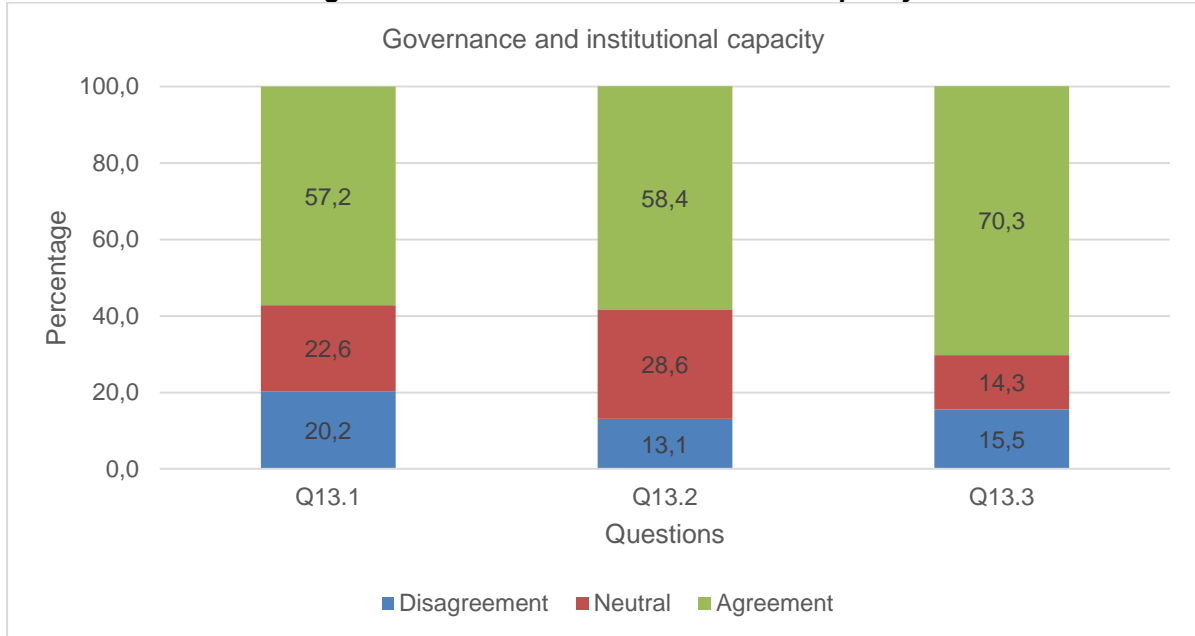
Figure 25: Access to sustainable services



The results indicate that there is not generally access to sustainable services in rural areas. Approximately half (55.9%) of the participants believes that access to sustainable services has improved while another half (54.9%) of the participants acknowledges that communities in rural areas are receiving basic services constantly. The majority (75.0%) of the participants believe that the communities in rural areas are also paying for services as and when implementation has been concluded while half (51.2%) of the participants believes that services are provided in a sustainable manner in rural areas. Therefore it is of concern that a large proportion of the participants in the case study do not believe that there is access to sustainable services in rural areas.

5.5.6 Governance and Institutional Capacity

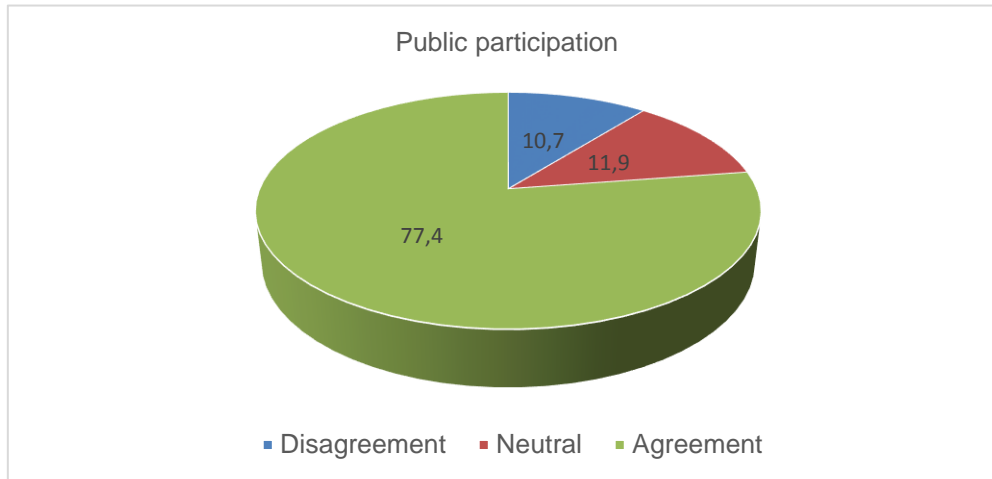
Figure 26: Governance and institutional capacity



The results indicate that there is not generally good governance and institutional capacity within the municipalities in the case study. Approximately half (57.2%) of the participants acknowledges that municipalities have adequate institutional capacity while another half (58.4%) of the participants believes that there is requisite skills in municipalities to implement service delivery. The majority (70%) of the participants believe that the capacity in the municipalities is adequate enough to implement IDP successfully. Therefore it is of concern that a large proportion of the participants in the case study do not believe that the municipalities have adequate capacity to implement the IDP.

5.5.7 Public Participation

Figure 27: Public participation



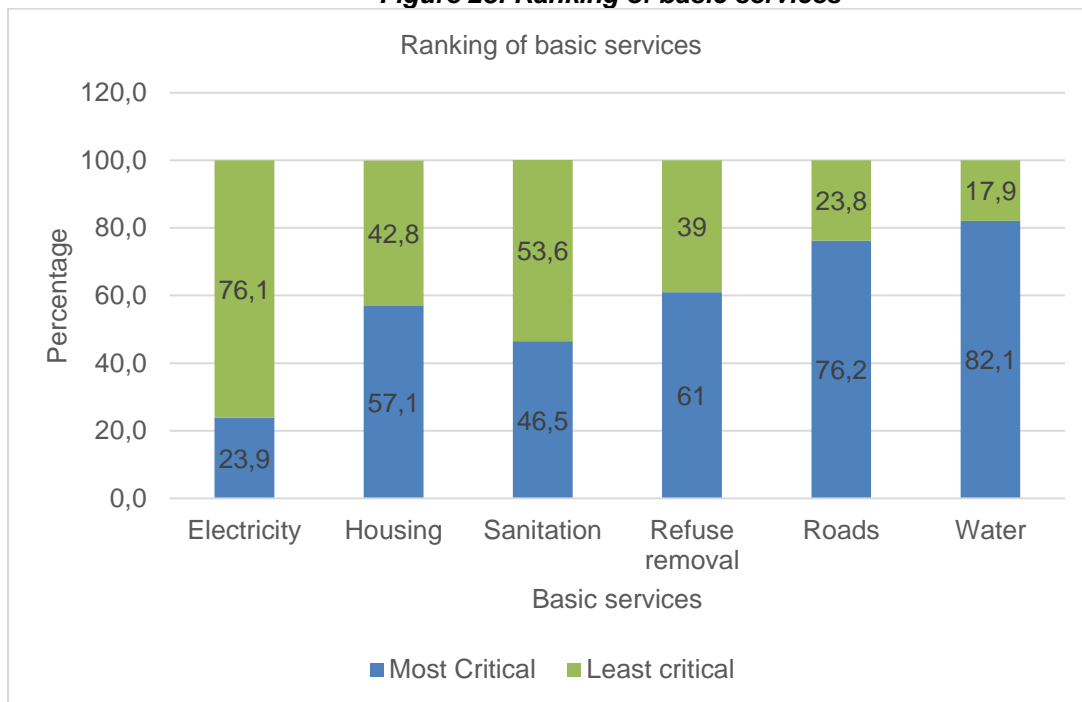
According to Figure 27 above, the vast majority (77.4%) of participants appreciated the public engagement sessions as conducted by the municipalities in the case study. In this regard it can be concluded that municipalities in the case study have fulfilled the requirements of the 1996 Constitution, the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Structures Act, 117 of 2000 when it comes to community involvement throughout the phases of the IDP process. This implies that there was public participation on the formulation of the IDP and the implementation thereof.

5.5.8 Ranking of Basic Services

When it comes to the provision of basic services, the situation differs from one area to the other, and also between the services as well. The difference is caused mainly by the fact that in some rural communities, there is no water at all, when in the next rural settlement, water is available, but there is a problem with constant supply of water. This simply means that when the participants were responding to this question, due consideration was given by all of them to ranking the services. All of them might raise water as a top priority, but the extent/level would not be the same. Some might want new pipes, while others just want the municipality to fix small problems with the existing infrastructure, in order to continue providing water services.

In order to determine the level of basic services when it relates to least critical and most critical, the participants were requested to rank the services between 1 and 6, where 1 is most critical and 6 least critical. Rankings of 1, 2 and 3 are grouped as most critical and rankings 4, 5 and 6 as least critical. Figure 28 below will assist in interpreting the perception of the participants in the case study, when it comes to electricity, housing, sanitation, refuse removal, roads and water.

Figure 28: Ranking of basic services



According to Figure 28 above, the majority of the participants (82%) regard water as the most critical service that is still required, followed by roads at 76.2%, refuse removal at 61% and housing at 57.1%. When it comes to electricity, the participants in the case study feel that access to electricity is no longer as critical as the other services, as illustrated by the fact that only 23.9% consider electricity as a most critical service that is still required.

In conclusion, water, access roads and refuse removal can be regarded as the top three (3) basic services that communities still need. This does not mean that communities do not need housing, electricity and sanitation, but just indicates the areas of service delivery that require more attention than the others. What is important is that this provides a clear picture as to what kind of services the communities still require.

Subsequent to the descriptive analysis, principal component analyses were conducted to determine if each of the key areas in this research, namely understanding the IDP processes, implementation of the IDP in rural communities, service delivery in rural areas, impact of the implementation of the IDP in rural settlements, access to sustainable basic services and governance and institutional capacity, form a possible unidimensional construct that is valid and reliable, and can then be used in the inferential analysis.

5.6 Factor Analysis Results

In order to determine the suitability of factor analysis, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was used. The main purpose of the Kaiser-Meyer-Olkin Measure of Sampling Adequacy and the Bartlett's Test of Sphericity is to assist in assessing the adequacy of the correlation matrices for factor analysis. In all instances the Kaiser-Meyer-Olkin Measure of Sampling Adequacy should be greater than 0.5, in order to conduct a meaningful factor analysis.

5.6.1 Understanding the IDP Processes

Table 46: KMO and Bartlett's test - Understanding the IDP processes

KMO and Bartlett's test		
Kaiser-Meyer-Olkin Measure of sampling adequacy		.609
Bartlett's Test of Sphericity	Approx. Chi-Square	61.419
	df	3
	Sig.	.000

A principal component analysis was conducted, using principal component extraction and varimax rotation, to determine the unidimensionality of the group of items dealing with understanding IDP processes. According to the table above, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was 0.609, which is above the recommended threshold of 0.5 and the

Bartlett's Test of Sphericity was significant ($p < 0.000$) for the three items dealing with understanding IDP processes, therefore indicating that a factor analysis was appropriate.

The analysis confirmed unidimensionality for the understanding of the IDP processes construct, as the analysis identified only one factor based upon the eigenvalue criterion (eigenvalue greater than 1) and the factor explains 65.26% of the variance. The factor loadings are shown below.

Table 47: The Kaiser-Meyer-Olkin Measure - Understanding the IDP processes

Construct	Item	Factor loadings	Cronbach Alpha
Understanding of IDP processes	Q1 – Council has a responsibility to develop the IDP within its jurisdiction.	.886	.709
	Q2 – Local municipalities must develop a process plan informed by the IDP Framework of the district.	.695	
	Q3 – The approval of the IDP is the responsibility of council after thorough consultation with the communities and stakeholders.	.830	

In Holtzhausen and Malan (2015) Palantt states that certain assumptions need to exist, such as the factorability of the correlation matrix. The correlation matrix should show some correlations of $r = .3$ or greater. Using Cronbach alpha, the internal consistency (reliability) for understanding the IDP process was found to be 0.709. As this value is above the acknowledged threshold of 0.7, it was deemed satisfactory.

5.6.2 Implementation of the IDP in Communities

Table 48: KMO and Bartlett's test - Implementation of the IDP on communities

KMO and Bartlett's test		
Kaiser-Meyer-Olkin Measure of sampling adequacy		.774
Bartlett's Test of Sphericity	Approx. Chi-Square	126.340
	df	6
	Sig.	.000

A principal component analysis was conducted, using principal component extraction and varimax rotation, to determine the unidimensionality of each of the group of items dealing with the implementation of the IDP on communities. In terms of the table above, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was 0.774, which is above the recommended threshold of 0.5 and the Bartlett's Test of Sphericity was significant ($p < 0.000$) for the four items dealing with implementation of the IDP on communities, therefore indicating that a factor analysis was appropriate.

The analysis confirmed unidimensionality for the implementation of the IDP on communities' construct, as the analysis identified only one factor based upon the eigenvalue criterion (eigenvalue greater than 1) and the factor explains 65.20% of the variance. The factor loadings are shown below.

Table 49: The Kaiser-Meyer-Olkin Measure - Implementation of IDP on communities

Construct	Item	Factor loadings	Cronbach Alpha
Implementation of the IDP processes	Q4 – Up till now the implementation of the IDP in my municipality was according to plan.	.636	.821

	Q5 – Up till now all projects and programmes identified in the IDP were successfully implemented.	.884	
	Q6 – Up till now the resources allocated for the purpose of implementing IDP programmes and projects were effectively utilised.	.870	
	Q7 – Up till now the resources allocated for the purpose of implementing IDP programmes and projects were efficiently utilised.	.817	

According to the table above, the internal consistency (reliability) for the implementation of the IDP on communities was found to be 0.821 using Cronbach alpha. As this value is above the acknowledged threshold of 0.7, it was deemed satisfactory.

5.6.3 Service Delivery in Rural Communities

Table 50: KMO and Bartlett's test - Service delivery in rural communities

KMO and Bartlett's test	
Kaiser-Meyer-Olkin Measure of sampling adequacy	.696

Bartlett's Test of Sphericity	Approx. Chi-Square	80.761
	df	3
	Sig.	.000

A principal component analysis was conducted, using principal component extraction and varimax rotation, to determine the unidimensionality of each of the group of items dealing with the service delivery in rural areas. According to the table above, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was 0.696, which is above the recommended threshold of 0.5 and the Bartlett's Test of Sphericity was significant ($p < 0.000$) for the three items dealing with service delivery in rural communities, therefore indicating that a factor analysis was appropriate.

The analysis confirmed unidimensionality for the service delivery in rural communities' construct, as the analysis identified only one factor based upon the eigenvalue criterion (eigenvalue greater than 1) and the factor explains 71.96% of the variance. The factor loadings are shown below.

Table 51: The Kaiser-Meyer-Olkin Measure - Service delivery in rural communities

Construct	Item	Factor loadings	Cronbach Alpha
Service delivery in rural communities	Q8 – Since the inception of the IDP, the majority (above 80%) of our villages have access to basic services.	.883	.803
	Q9 – The standard of services in our area has brought desired	.832	

	change to the lives of everyone.		
	Q10 – The community is receiving services in a satisfactory manner.	.829	

In order to determine the internal consistency which informs the reliability, the Cronbach Alpha was used. According to the table above, the internal consistency (reliability) for service delivery in rural communities was found to be 0.803. As this value is above the acknowledged threshold of 0.7, it was deemed satisfactory.

5.6.4 Impact of the Implementation of the IDP in Rural Areas

Table 52: KMO and Bartlett's test - Impact of the implementation of the IDP in rural areas

KMO and Bartlett's test		
Kaiser-Meyer-Olkin Measure of sampling adequacy		.739
Bartlett's Test of Sphericity	Approx. Chi-Square	130.053
	df	3
	Sig.	.000

A principal component analysis was conducted, using principal component extraction and varimax rotation, to determine the unidimensionality of each of the group of items dealing with the impact of the implementation of the IDP in rural areas. In terms of the information in the table above, the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was 0.739, which is above the recommended threshold of 0.5, and the Bartlett's Test of Sphericity was significant ($p < 0.000$) for the three items dealing with the impact of the implementation of the IDP in rural areas, therefore indicating that a factor analysis was appropriate.

The analysis confirmed unidimensionality for the impact of the implementation of the IDP in rural areas construct, as the analysis identified only one factor based upon the eigenvalue criterion (eigenvalue greater than 1) and the factor explains 80.54% of the variance. The factor loadings are shown below.

Table 53: The Kaiser-Meyer-Olkin Measure - Impact of the implementation of the IDP in rural areas

Construct	Item	Factor loadings	Cronbach Alpha
Impact of the implementation of the IDP in rural area	Q11.1 – The implementation of the IDP since inception has contributed to the improved socio-economic status of communities with regard to job creation opportunities.	.899	.879
	Q11.2 – The implementation of the IDP since inception has contributed to the improved socio-economic status of communities with regard to poverty alleviation.	.882	
	Q11.3 – The implementation of the IDP since inception has contributed to the improved socio-economic status of	.911	

	communities with regard to employment.		
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The internal consistency (reliability) for the impact of the implementation of the IDP in rural areas was found to be 0.879. As this value is above the acknowledged threshold of 0.7, it was deemed satisfactory.

5.6.5 Access to Sustainable Services

Table 54: KMO and Bartlett's test - Access to sustainable services

KMO and Bartlett's test		
Kaiser-Meyer-Olkin Measure of sampling adequacy		.472
Bartlett's Test of Sphericity	Approx. Chi-Square	59.800
	df	6
	Sig.	.000

A principal component analysis was conducted, using principal component extraction and varimax rotation. Although the Kaiser-Meyer-Olkin Measure of Sampling Adequacy (0.472) is slightly below the threshold of 0.5, according to the table above, the Bartlett's Test of Sphericity was significant ($p=0.000$). It was thus decided to continue with the analysis. The analysis identified two factors, based upon the eigenvalue criterion of eigenvalues larger than one, which explains 75.17% of the variance.

Table 55: The Kaiser-Meyer-Olkin Measure - Access to sustainable services

	Factors	
	1	2
Q12.1 – Access to sustainable services has improved.	0.649	0.628

Q12.2 – Communities in rural areas are also receiving basic services constantly.	0.732	
Q12.3 – The communities in rural areas are also paying for services as and when implementation has been concluded.	0.807	
Q12.4 – Public participation is being considered even during implementation of the IDP.		0.926

The second factor consisted of two items of which one item double loaded on both Factor 1 and Factor 2. By examining Item 12.1, it becomes clear that it can be considered as part of Factor 1, while Item 12.4 will be used as a single item in subsequent analysis.

Using Cronbach alpha, the internal consistency (reliability) for Factor 1 (Items 12.1, 12.2 and 12.3) was found to be 0.616. According to Hair, (2014:123) the generally agreed upon lower limit for Cronbach's alpha is 0.7, although it may decrease to 0.6 in exploratory research. In other words, in exploratory research, it is acceptable if the value is also at 0.6.

5.6.6 Governance and Institutional Capacity

Table 56: KMO and Bartlett's test - Governance and institutional capacity

KMO and Bartlett's test		
Kaiser-Meyer-Olkin Measure of sampling adequacy		.814
Bartlett's Test of Sphericity	Approx. Chi-Square	142.181
	df	6
	Sig.	.000

In order to determine the unidimensionality of each of the group of items dealing with the governance and institutional capacity, a principal component analysis was conducted using principal component extraction and varimax rotation. According to the table above the Kaiser-Meyer-Olkin Measure of Sampling Adequacy was 0.814, which is above the recommended threshold of 0.5 and the Bartlett's Test of Sphericity was significant ($p < 0.000$) for the four items dealing with governance and institutional capacity, therefore indicating that a factor analysis was appropriate.

The analysis confirmed unidimensionality for the governance and institutional capacity construct, as the analysis identified only one factor based upon the eigenvalue criterion (eigenvalue greater than 1) and the factor explains 69.59% of the variance. The factor loadings are shown below.

Table 57: The Kaiser-Meyer-Olkin Measure - Governance and institutional capacity

Construct	Item	Factor loadings	Cronbach Alpha
Governance and institutional capacity	Q13.1 – Municipalities have adequate institutional capacity.	.845	.851
	Q13.2 – Municipalities have requisite skills to implement service delivery programmes.	.885	
	Q13.3 – The capacity in my municipality is adequate enough to implement the IDP successfully.	.820	
	Q13.4 – Services are provided in a	.783	

	sustainable manner within my municipality in the rural areas.		
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For purposes of determining the internal consistency, the Cronbach alpha method was used. According to the table above the internal consistency (reliability) for governance and institutional capacity was found to be 0.851. As this value is above the acknowledged threshold of 0.7, it was deemed satisfactory.

5.7 Inferential

Factor-based scores were subsequently calculated as the mean score of the variables included in each of the identified factors above. Seven new variables were thus constructed, namely understanding the IDP processes, implementation of the IDP in rural communities, service delivery in rural areas, impact of the implementation of the IDP in rural settlements, access to sustainable basic services and governance and institutional capacity.

To determine whether there exist statistical significant differences between the demographic groups for gender, age, education as well as for municipalities and roles within municipality with regard to their perception regarding these seven variables, inferential statistical tests were conducted

5.7.1 Gender

To determine whether statistically significant differences exist between the females and males within the case study on the:

- (i) Understanding of the IDP processes
- (ii) Implementation of the IDP on communities
- (iii) Service delivery in rural communities
- (iv) Impact of the IDP on socio-economic status of communities
- (v) Impact of the IDP on the governance of municipalities
- (vi) Impact of the IDP on communities
- (vii) Implementation of the IDP

the following hypotheses were firstly defined:

Null hypothesis: There exists no statistically significant difference between the females and males within the case study, with regard to:

- (i) Understanding of the IDP processes
- (ii) Implementation of the IDP on communities
- (iii) Service delivery in rural communities
- (iv) Impact of the IDP on socio-economic status of communities
- (v) Impact of the IDP on the governance of municipalities
- (vi) Impact of the IDP on communities
- (vii) Implementation of the IDP

Alternative hypothesis: There exists a statistically significant difference between the females and males within the case study with regard to:

- (i) Understanding of the IDP processes
- (ii) Implementation of the IDP on communities
- (iii) Service delivery in rural communities
- (iv) Impact of the IDP on socio-economic status of communities
- (v) Impact of the IDP on the governance of municipalities
- (vi) Impact of the IDP on communities
- (vii) Implementation of the IDP

The Student parametric t-test for independent groups was used to test each of the hypotheses. The results are tabled below. A 5% level of significance will be used. Table 65 below shows the mean and standard deviation values per group.

Table 58: Group statistics

	GENDER PROFILE	N	Mean	Std. Deviation
Understanding of IDP processes	Male	44	4.6591	.42826
	Female	39	4.4444	.71873

Implementation of IDP on communities	Male	44	3.4659	.89344
	Female	39	3.4359	.72936
Service delivery in rural communities	Male	44	3.5303	.76863
	Female	40	3.3583	.88155
Impact of the IDP on socio-economic status of communities	Male	44	3.0076	1.02800
	Female	40	3.0750	.91361
Impact of the IDP on the governance of municipalities	Male	44	3.5000	.83527
	Female	40	3.5438	.87135
Impact of the IDP on communities	Male	42	2.9048	.56206
	Female	40	2.9917	.86557
Implementation of the IDP	Male	42	2.9048	.56206
	Female	40	2.9917	.86557

Table 59: Independent samples test

		Levene's Test for Equality of Variances		t-test for Equality of Means		
		F	Sig.	t	df	Sig. (2-tailed)
Understanding of IDP processes	Equal variances assumed	6.206	.015	1.675	81	.098
	Equal variances not assumed			1.627	60.395	.109
Implementation of the IDP	Equal variances assumed	2.872	.094	.166	81	.868



		Levene's Test for Equality of Variances		t-test for Equality of Means		
		F	Sig.	t	df	Sig. (2-tailed)
on	Equal variances not assumed			.168	80.484	.867
Service delivery in rural communities	Equal variances assumed	2.305	.133	.955	82	.342
	Equal variances not assumed			.949	77.822	.346
Impact of the IDP on the socio- economic status of communities	Equal variances assumed	.767	.384	-.316	82	.752
	Equal variances not assumed			-.318	81.962	.751
Impact of the IDP on the governance of municipalities	Equal variances assumed	.437	.510	-.235	82	.815
	Equal variances not assumed			-.234	80.453	.815
Impact of the IDP on communities	Equal variances assumed	5.761	.019	-.542	80	.589
	Equal variances not assumed			-.536	66.423	.593
Implementati on of the IDP	Equal variances assumed	5.761	.019	-.542	80	.589
	Equal variances not assumed			-.536	66.423	.593

The null hypothesis of equal variances assumed could be rejected ($p \leq 0.5$) for three of the variables. The relevant t statistic (equal variances not assumed) was used in these cases. The t-test results indicated that no statistically significant difference exists between the females and males with regard to the seven variables of interest in this case study at the 5% level of significance.

5.7.2 Role in the Municipality

To determine whether statistical significant differences exist between the councillors, officials and community members within the case study on the:

- (i) Understanding of the IDP processes
- (ii) Implementation of the IDP on communities
- (iii) Service delivery in rural communities
- (iv) Impact of the IDP on socio-economic status of communities
- (v) Impact of the IDP on the governance of municipalities
- (vi) Impact of the IDP on communities
- (vii) Implementation of the IDP

the following hypotheses were firstly defined:

Null hypothesis: There exist no statistical significant difference between the females and males within the case study with regard to:

- (viii) Understanding of the IDP processes
- (ix) Implementation of the IDP on communities
- (x) Service delivery in rural communities
- (xi) Impact of the IDP on socio-economic status of communities
- (xii) Impact of the IDP on the governance of municipalities
- (xiii) Impact of the IDP on communities
- (xiv) Implementation of the IDP

Alternative hypothesis: There exist a statistical significant difference between the females and males within the case study with regard to:

- (xv) Understanding of the IDP processes
- (xvi) Implementation of the IDP on communities
- (xvii) Service delivery in rural communities
- (xviii) Impact of the IDP on socio-economic status of communities
- (xix) Impact of the IDP on the governance of municipalities
- (xx) Impact of the IDP on communities
- (xxi) Implementation of the IDP

The Student parametric t-test for independent groups was used to test each of the hypothesis. The results are tabled below. A 5% level of significance will be used. Table 60 below shows the mean and standard deviation values per group.

According to the questionnaire administered in this case study, the role of participants in the municipalities were made up of councillors, officials within municipalities and community members. The nonparametric Kruskal-Wallis one way analysis of variance by ranks was used to test if statistical significant differences exist between three roles with regard to each of the seven variables. The test was used due to a small sample size ($n = 12$) in one of the groups. The test results are shown below.

Table 60: Category test statistics^{a,b}

	Understanding the IDP processes	Implementation of the IDP on communities	Service delivery	Impact on socio-economic	Impact on governance	Impact on community	Implementation of the IDP
Chi-Square	8.038	5.580	2.402	1.441	2.063	.296	.296
Df	2	2	2	2	2	2	2
Asymp . Sig.	.018	.061	.301	.487	.356	.862	.862

a. Kruskal Wallis Test

b. Grouping Variable: CATEGORY

The results indicate that there is no statistically significant difference, at the 5% level of significance, between the three role types with regard to 6 of the 7 variables. A statistically significant difference exists between the three roles for understanding of the IDP processes ($p = 0.018$). Furthermore, the mean ranks indicated that the community tend to agree more (mean rank = 51.58) regarding understanding of the IDP processes, while the councillors tend to agree the least (mean rank = 33.73).

5.7.3 Educational Profile

According to the questionnaire administered in this case study, the educational profile of participants was Grade 12 (Matric), Post Matric Diploma/Certificate and Degree. The non-parametric Kruskal-Wallis one way analysis of variance by educational profile was used to test if statistically significant differences exist between three educational profiles with regard to each of the seven variables. The test was used due to a small sample size ($n = 15$) in one of the groups. The test results are shown below.

Table 61: Educational profile test statistics^{a, b}

	Understanding the IDP processes	Implementation of the IDP on communities	Service delivery	Impact on socio-economic	Impact on governance	Impact on community	Implementation of the IDP
Chi-Square	1.956	4.778	11.379	.575	3.925	2.218	2.218
Df	2	2	2	2	2	2	2
Asymp. Sig.	.376	.092	.003	.750	.141	.330	.330

a. Kruskal Wallis Test

b. Grouping Variable: EDUCATIONALPROFILE

The results indicate that there is no statistically significant difference, at the 5% level of significance, between the three educational profiles with regard to 6 of the 7 variables. A statistically significant difference exists between the three educational profiles for service delivery ($p = 0.03$). Furthermore, the mean ranks indicated that those with degrees tend to

agree more (mean rank = 48.83) regarding service delivery, while those with Post Matric Diploma/Certificate tend to agree the least (mean rank = 30.65).

5.7.4 Age Group

According to the questionnaire administered in this case study, the age groups of participants were between 18 and 35, between 36 and 49 and 50 and above. The non-parametric Kruskal-Wallis one way analysis of variance by age group was used to test if statistically significant differences exist between the three age groups with regard to each of the seven variables. The test was used due to a small sample size ($n = 15$) in one of the groups. The test results are shown below.

Table 62: Age group test statistics^{a, b}

	Understanding the IDP processes	Implementation of the IDP on communities	Service delivery	Impact on socio-economic	Impact on governance	Impact on community	Implementation of the IDP
Chi-Square	1.387	3.041	3.271	.284	2.192	.824	.824
Df	2	2	2	2	2	2	2
Asymp. Sig.	.500	.219	.195	.868	.334	.662	.662

a. Kruskal Wallis Test

b. Grouping Variable: AGEGRROUPPROFILE

The results indicate that there is no statistically significant difference, at the 5% level of significance, between the three age groups with regard to the 7 variables.

5.7.5 Municipality

According to the questionnaire administered in this case study, the participants were drawn from the five local municipalities within the district, namely BPM, GGM, GLM, GTM and MLM. The non-parametric Kruskal-Wallis one way analysis of variance by municipality was used to

test if statistically significant differences exist between five local municipalities with regard to each of the variables. The test was used due to a small sample size ($n = 13$) in one of the groups. The test results are shown below.

Table 63: Municipality test statistics^{a,b}

	Understanding the IDP processes	Implementation of the IDP on communities	Service delivery	Impact on socio-economic	Impact on governance	Impact on community	Implementation of the IDP
Chi-Square	10.117	23.983	6.184	.374	5.131	6.113	6.113
Df	4	4	4	4	4	4	4
Asymp. Sig.	.038	.000	.186	.985	.274	.191	.191

a. Kruskal Wallis Test

b. Grouping Variable: MUNICIPALITY

The results indicate that there is no statistically significant difference, at the 5% level of significance, between the five local municipalities with regard to 5 of the 7 variables. A statistically significant difference exists between the five local municipalities for implementation of the IDP on communities ($p = 0.00$). Equally important to note is that a statistical significant difference exist between the five local municipalities for understanding the IDP process ($p = 0.038$). Furthermore, the mean ranks indicate that those within Maruleng Local Municipality tend to agree more (mean rank = 61.85) regarding implementation of the IDP on communities, while those within GTM tend to agree the least (mean rank = 21.38).

5.8 Findings

In terms of the qualitative and quantitative analysis, the findings revealed a number of factors that formed the basis of the findings and recommendations pertaining to this case study. The primary data that was used in the study was the IDP document, approved budgets, annual reports which included the performance of municipalities in various key areas, the audited financial statements and the technical reports dealing with specific services. Given the

information acquired from the primary data, a questionnaire was then formulated which was administered amongst the selected sample. All these documents and the questionnaire assisted in identifying the findings as outlined below.

5.8.1 Findings on the Understanding of the IDP Processes

With regard to the understanding of the IDP processes, all municipalities were able to follow the requirements of the Local Government: Municipal Systems Act, 117 of 2000 when it relates to the development and implementation of the IDP, as per Section 5.2.1 of the thesis. The IDP documents were able to give a reflection in terms of what was done in relation to the analysis phase, the strategy phase, the project phase, the integration phase and the approval phase. In all the phases stated above, the communities within the municipal areas were involved leading to the final approval by the respective municipal councils. There was no municipality that did not comply fully with the requirements of the law, which therefore clearly indicates that both the municipal councils and communities with their respective stakeholders understand the IDP process and the role required of them at which stage of the process.

Subsequent to the documentation analysis, a questionnaire was administered amongst the participants who were selected according to the area of responsibility within the five local municipalities. In terms of the understanding of the IDP processes, the majority of the respondents have a general understanding of the IDP processes, as outlined within the questionnaire, which clearly confirms that everyone understands what is required in the development and implementation stages of the IDP.

Even though there seems to be a very good understanding of the IDP processes, the documentation within the municipalities and the responses by the participants in the case study clearly demonstrate more of compliance with the processes, as opposed to the achievement of the desired outcomes, which in this case becomes the direct impact to communities. This implies that there might be malicious compliance with legislation without a proper translation into tangible results. Malicious compliance simply refers to an instance whereby government officials will just be interested in doing things as prescribed by the law and policies, without having regard towards the end product. When performance is being evaluated in this kind of situation, the argument always becomes the money as per the budget which was spent. However, if you zoom into what it has been spent on, you discover a lot of

gaps in the implementation. The argument presented above does not suggest that compliance with policies and legislation is not important, but places emphasis upon the consideration of the end results. In terms of this finding, it can be concluded that there is a great understanding of the IDP processes by various stakeholders within a municipal environment. This implies that there is no excuse that can be given for failing to develop and approve an IDP, due to lack of understanding of the process.

5.8.2 Findings on the Implementation of the IDP in Communities

Implementation of the IDP within communities only takes place once the municipal councils have approved the IDP and also allocated resources through the approved budget and the structure of the municipality. In terms of the source documents as alluded to in Section 5.2.2 of the thesis, the implementation of the IDP's in all six municipalities can be regarded as unsuccessful, given the fact that municipalities were not able to implement all of the identified projects and programmes due to the financial and capacity constraints in the project management units of the respective municipalities.

The implementation of projects in a multi-year approach as per Section 5.2.2 of the thesis, clearly confirms that there was inadequate funding for competing needs within the various municipalities, particularly when it comes to the basic services. All the municipalities had to implement projects and programmes as per their allocated powers and functions. In this regard, the water projects for bulk service provision were implemented by the MDM, in order to enable the local municipalities within the district to operate and maintain the retail part of water infrastructure, according to the signed water service provision agreements.

Furthermore, the majority of the participants in the case study also agree with the statement regarding the implementation of the IDP's in communities. Thus the majority of the participants agree that the implementation of the IDP was according to plan and that the projects and programmes identified were successfully implemented. The participants further agree that the resources allocated for the projects and programmes were effectively and efficiently utilised. This implies that the municipalities within the case study were able to implement the priorities as agreed with respective communities.

5.8.3 Findings on the Service Delivery in Rural Areas

According to the documents that were analysed in this case study in the form of reports and articles from other stakeholders, access to basic services within the rural settlements has improved, except for the refuse removal which is still below par. There was a significant improvement in the provision of services such as water, sanitation, roads, electricity and housing, as compared to periods prior to the introduction of the IDP processes. In this regard, even the backlogs on these basic services are very low, with electricity having the lowest backlog. Furthermore, the reports stipulate that there is a growing number of extensions within the villages that might pose a challenge to municipalities in terms of ensuring that services in rural areas are available for all, given the speed at which these extensions develop and the timing thereof.

Similarly, the questionnaire that was administered also revealed that the majority of the participants within the case study agree that since the inception of the IDP, above 80% of the villages have access to basic services, that the standard of services has brought about a desired change and that the communities are receiving services in a satisfactory manner. In simple terms the perception by the participants in the case study confirms that there has been tangible service delivery within the rural settlements since the introduction of the IDP's as required by the 1996 Constitution of the Republic of South Africa.

5.8.4 Findings on the Impact of the Implementation of the IDP in Rural Areas

Since the implementation of the IDP occurs within the space referred to as settlements, the impact of the IDP must as well be assessed from within that spatial arrangement. According to some of the documents studied in this regard, such as the Spatial Development Framework of the district and the Local Economic Development Plan, it can be confirmed that the implementation of the IDP's did not translate much into sustainable job creation opportunities, poverty alleviation and employment. The statistics as contained in a number of municipal documents showed that the number of job opportunities created through the implementation of the IDP's were not permanent, hence the unemployment rate within the district still remains higher at 43% than the country average of 18% as per the 2011 Census Report by Statistics South Africa. Furthermore, the documents revealed that a large number of households within the study area depend upon grants, which is a clear indication of the poverty levels within the

area. The fact that employed members of the communities within the study area still travel long distances to their respective work stations, clearly demonstrates the lack of economic growth in terms of the identified growth points.

According to the responses on the questionnaire, the majority of the participants in the case study agree that the implementation of the IDP has contributed towards job creation opportunities and poverty alleviation, but disagree with regard to the contribution towards employment. This can be viewed as a contradiction with statements in the paragraph above, however the difference in this regard is made by the fact that communities always welcome every job opportunity, even if it is for a very short period of time. The most unfortunate factor in this regard is that whilst there may have been job opportunities created by the projects implemented which also assisted in alleviating poverty within communities, unemployment still remains a key challenge within the area of the case study, given the lack of economic growth.

5.8.5 Findings on the Access to Sustainable Services

Within the various IDP's of the municipalities in the case study, there was nothing mentioned about the maintenance programmes on the current infrastructure meant to provide basic services. This is one of the critical yardsticks to determine the sustainability of the infrastructure once put in place. The projects and programmes of the municipalities have been dominated by the new projects. In this regard, the IDP's of the municipalities within the case study are more about the new projects and less about the old infrastructure. As a result of this approach, municipalities have been losing a lot of revenue, for example through leakages in terms of water.

The fact that the focus when allocating financial resources is on new projects, means that the old infrastructure is neglected, thereby failing to provide the required service at all times. This obviously leads to the disruption of services, and as such, the consumers are also affected, which subsequently increases customer dissatisfaction.

The documentation revealed that the majority of the consumers of municipal services are not paying for those services, which then leaves the municipalities with no funds to maintain and operate some of the infrastructure in an effective and efficient manner, as outlined in Section 5.2.2 of the thesis. The debt book as per the 2013/14 audited financial statements clearly

demonstrated a situation which does not make business sense. The municipalities in the case study spent more money to provide trading services, but little or no money was generated in providing the services in certain instances, and this implies that the services are not sustainable.

In terms of the responses, the majority of the participants agree that the access to sustainable services has improved and that communities in rural areas are receiving basic services constantly. However, the majority of the participants also disagree that the communities in rural areas are paying for these services rendered by the municipalities. In this regard it means that whilst the services are being provided in most of the villages in a constant manner, it does not translate into paying for the same service in the rural areas. In other words communities are receiving free services, despite the potential of some to be able to pay for such services in order to make it possible for the municipalities to continue rendering the same services.

5.8.6 Findings on Governance and Institutional Capacity

The Office of the Auditor General of South Africa Reports from 2006/7 until 2013/14 for all the municipalities have reflected a number of governance challenges that have the potential to impede the successful implementation of the IDP's, which will subsequently affect service delivery. One of the most critical issues raised in the report is the inability by all municipalities within the case study to properly account for water transactions. In this regard, the Office of the Auditor General of South Africa was extremely concerned with money used for water services and money treated as revenue by the local municipalities, as the agents of the district, which could not be properly accounted for according to the required standards. The balances sitting with the district were not the same as those verified by the Office of the Auditor General of South Africa at the local municipalities within the case study. What is of utmost concern is that all these cases have occurred repeatedly for a number of years, since the 2006/7 financial year, without any of the municipal councils taking a decisive step to stop it.

Again the Office of the Auditor General of South Africa also highlighted the filling of vacancies as another reflection of the governance and institutional strength of all the municipalities within the case study. The worrying factor was those positions that are specifically for technical skills such as engineering and finance. For the municipality to have the ability to implement the IDP effectively and efficiently, it requires skilled personnel, but in the municipalities within the case

study, positions such as the Chief Financial Officer, accountants and project management staff remained vacant over a long period of time. This situation had an effect upon the spending of some of the grant funding which had to be returned to the National Revenue Fund. These and many other findings reflected in the report of the Office of the Auditor General of South Africa since the 2006/7 financial year, clearly demonstrate the mindset of an institution on matters of good governance and capacity to implement programmes and projects.

In terms of the questionnaire administered in the municipalities within the case study area, the majority of the participants agree that the municipalities within the case study have adequate institutional capacity to implement the IDP. This implies that the majority of the participants feel that the number of personnel and the skills that are found within the municipalities have assisted in implementing the IDP.

5.9 Conclusion

The main purpose of this chapter was to analyse, interpret and present the findings of the research. Following the analysis of the primary and secondary data, the findings of the study were highlighted in Sections 5.9.1 until 5.9.6 in the thesis. These findings have assisted in exploring and understanding the IDP process within MDM and the local municipalities. In terms of the findings on the understanding of the IDP, it is encouraging to observe that there is a general understanding of the IDP processes. This implies that everyone required by the Local Government: Municipal Systems Act, 32 of 2000 to play a role in the process, does know when and what is expected, given the understanding of the process for formulating the IDP. Section 1.5 of the thesis highlighted the research objectives, and in this regard the legal framework for the development of the IDP was articulated in detail in Section 3.2 of the thesis. Similarly the approaches used by municipalities in the formulation of the IDPs were explored in Sections 4.3.1, 4.4.1, 4.5.1, 4.6.1, 4.7.1 and 4.8.1 of the thesis. Municipalities in the case study have demonstrated their understanding of the legal framework, when it relates to the process and the engagement of stakeholders.

According to the IDP Guide VI (2000:6), the municipality's implementation is therefore considered both as capital and operational delivery of assets and services, for the benefit of people in the area to achieve their priority developmental objectives. This implies that the

implementation of the IDP takes the form of a capital programme, which will include infrastructural projects and operational programmes which cater for issues such as availability of staff to perform certain responsibilities and/or functions assigned to the municipalities.

The IDP Guide VI (2000:7) further states that successful implementation relies upon proper management of municipal action outside of the IDP process. This means that once the process of developing the IDP has been concluded, through the final approval by a municipal council, it does not mean that service delivery has been achieved. There has to be a further process of implementation in order to complete the planning cycle leading to the desired outcomes. Section 25 (1) (b) of the Local Government: Municipal Systems Act, 32 of 2000 states that “each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which aligns the resources and capacity of the municipality with the implementation of the plan”. This implies that for implementation to happen successfully, there must be an alignment of the resources allocated in the form of capital, human and finance resources with the plans.

In terms of the capital resources, the municipality must develop a capital programme which must confirm and identify the kind of capital required for services to be effectively and efficiently provided to communities. These will include issues such as land where some infrastructural projects may be constructed. For example, for an infrastructure project such as housing, land must first be identified, developed and allocated for respective approved building plans.

The human resource requirements are determined through an organisational structure. In this instance, according to the IDP Guide VI (2000:18 – 23), the municipality must be able to apply its mind thoroughly to conducting an assessment with regard to what it is required to deliver, with what resources, so as to verify how the resources are organised. This will enable the municipality to then decide on how best those resources can be organised by way of determining whether it is through restructuring or re-organising. However the IDP Guide VI discourages restructuring as time consuming, and it might lead to delayed implementation of plans. Instead it favours re-organisation. This simply means moving people to other responsibilities where they can perform better, rather than considering laying them off in order to get new ones.

The financial resources to ensure IDP implementation in this regard refer to the municipal budget wherein financial resources are allocated to different programmes and projects, including funding of the staff compliment and the purchase and servicing of land meant for development. Whilst the Local Government: Municipal Finance Management Act, 56 of 2003 requires municipalities to adopt a Medium Term Expenditure Framework, it also accommodates the annual review in line with what the organisation wants to achieve.

The IDP Guide VI (2000:26) states that without effective management systems, it is possible to have the human and financial resources available, but not to realise the agreed implementation. The guide further stipulates that if the systems provide the “cables” through which the resources flow, the municipality can achieve the desired implementation. In this regard the systems required are the communication, financial management, integrated project management, contract management and performance management systems.

In terms of the communication system, according to the IDP Guide VI (2000:27), a communication system is necessary to ensure the exchange of information externally and internally of the municipality, in order to enable the efficient use of resources for carrying out prioritised implementation programmes. For the successful implementation of the projects, the benefitting communities, municipal staff and other stakeholders must know the allocated budget, the timeframe of the project and the human resources allocated to it, so that there is proper understanding and coordination.

A financial management system is important for successful implementation of the IDP. According to the IDP Guide VI (2000:27) the financial management system is required to ensure control and accountability. This entails that for whatever budget the municipal council will have to approve, the system must be able to properly channel the resources to what has to be delivered within the set timeframe, and be able to encourage accountability on the usage of the council resources. The integrated project management system must be developed by every department within the municipality, according to the IDP Guide VI (2000:27). The guide further states that the system is necessary to ensure planning and monitoring of the projects in accordance with the allocated financial resources and the time required to deliver the service.

For the project management to be a success, it depends upon an effective contract management system. According to the IDP Guide VI (2000:27), a contract management system assists in awarding and managing external contracts or structures to assist in the delivery of services. In simple terms this implies that there are certain services for which the municipality may want to appoint external service providers, and in this regard there will be contracts signed between the municipality and the appointed companies.

The findings on the implementation of the IDP revealed that municipalities in the case study were able to implement the IDPs, however it was clear throughout the analysis of data that there were problems during the process of implementation. Such evidence was highlighted under the allocation of financial and human resources in all the municipalities. What became very clear was that municipalities did not have the appropriate plans, such as the capital investment plan and the five year financial plan to ensure smooth implementation of the IDP.

The municipalities within MDM through the various reports such as the Office of the Auditor General of South Africa, performance management and financial reports, were able to identify some of the factors affecting the successful and sustainable provision of basic services. Some of the factors impeding sustainable service delivery as outlined in Section 5.3.1 until 5.3.5 were the mushrooming extension of villages, the lack of maintenance, the high rate of grant dependency, the lack of systems for revenue collection, a high vacancy rate and poor project management.

In terms of the non-parametric Kruskal-Wallis one way analysis of variance by ranks, the conclusion can be made that a statistical difference exists between the three role types for understanding the IDP processes, as outlined in Section 5.8.1 of the thesis, whereby the community members tend to agree more, while the councillors tend to agree least. This implies that community members agree much more than the other roles when it relates to understanding the IDP processes. Section 5.8.2 of the thesis revealed that a statistical difference exists between the three educational profiles for service delivery. In this regard the participants with degrees tend to agree more, while those that agree least are those with Post Matric Diploma/Certificates.

It was also interesting to observe that a statistical difference does not exist for participants with different age groups. It is safe to indicate that those with ages between 18 and 35 tend to

agree more, while those between 35 and 49 tend to agree least, as per Section 5.8.3 of the thesis. This implies that the participants' responses are also influenced by the age groups in terms of the 7 variables. Section 5.8.4 of the thesis revealed that a statistical difference exists within the five local municipalities for the impact of implementation of the IDP on communities. The participants within MLM tend to agree more, while those in GTM tend to agree least.

In conclusion, the findings have revealed that the implementation of the IDP in rural areas may have been achieved only when it comes to electricity, whereas the other services such as roads, water and refuse removal still remain a challenge. For the electricity services, communities are responsible for paying directly to Eskom, whereas those who are indigent are granted their free basic electricity as regulated by law. However the situation is not similar when it comes to rural areas that are receiving water. In this instance, such communities are not paying for the water, which then makes it impossible or difficult for the municipalities to extend such services to the other areas. That in itself means that the provision of the services is not done in a sustainable manner.

The other concluding point on the implementation of the IDP is the issue around roads in villages. The state of the access roads and internal streets in villages leaves much to be desired, because some of the roads are still the same way as they were prior the introduction of the IDPs. Where the access roads were constructed, the discovery is that the internal streets are neglected to an extent that there is no maintenance done on them at all. Unfortunately this situation did not improve the local economies, which seem to have experienced a total collapse.

If the municipalities can ensure that those communities that are receiving the basic services in rural areas pay, there will be a proper cross subsidisation across different services and communities. When payment for services is done by all those that can afford it, the municipalities will no longer depend upon grants to fund their budgets. For sustainable service delivery to be fully achieved, there is a need for the economy of that specific community to create more sustainable jobs, which ultimately result in community members being able to afford to pay for services. It must also be noted that staying in a rural community does not necessarily translate into poverty. There are a number of successful people who live in the rural settlements and can afford services, just like any other person elsewhere. This is one area that requires some attention when municipalities embark upon the journey for formulating

the IDPs, hence the need to have a street/block IDP, as opposed to a one size fits all approach. In the next chapter, the framework to assist in improving the implementation of the IDP will be outlined.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6. Introduction

The local sphere of government in South Africa is governed by a variety of legislation such as the Local Government: Municipal Systems Act, 32 of 2000, amongst others. This thesis was mostly about one of the key provisions of the Local Government: Municipal Systems Act, 32 of 2000, namely integrated development planning. In this regard the purpose of this thesis was to explore, understand and gain insight on how the existing IDPs in MDM have an impact upon sustainable services in rural areas.

The work done in terms of the previous chapters affords a good opportunity for the objectives, conclusions and proposals to be outlined in this chapter. In Section 1.4 of the thesis, a number of questions were raised, even though they were not intended to restrict the focus of the study, but rather to enable the identification of a problem as outlined in Chapter One, Section 1.4 of the thesis, which states:

How does the implementation of the Integrated Development Plan in Mopani District Municipality have an impact upon sustainable service delivery in the rural areas?

Furthermore, Section 1.5 highlighted the four research objectives which were analysed in the first five chapters of the thesis. The four research objectives were:

- Explain the legal framework for the development of the IDP and explore the approach used in engaging stakeholders in the development of the IDP;
- Analyse the implementation of the IDP in rural areas and determine how the municipalities in MDM have attempted to achieve sustainable service delivery;
- Analyse and describe how effective is the implementation of the IDP in rural areas and explore the impact, if any, upon communities;
- Describe the existing challenges on achieving sustainable service delivery through the implementation of the IDP and

- Develop a framework for the effective development and implementation of the IDP to impact upon sustainable service provision in rural areas.

The ultimate findings, factors that impede sustainable service delivery, the legal framework and the proposed IDP framework will be outlined in the next section of the thesis. This will be informed by the research objectives, as stated above, and provide reliable answers for the research question raised in this study. It will also assist in providing more intelligence and information to influence future research that will ultimately reduce the gap in the literature.

It is a foregone conclusion that the thesis will make a contribution to the application of integrated development planning within municipalities, as envisaged in the legislation governing local government in South Africa. There is also a great belief and hope that the findings and the submissions presented will be useful for future research.

6.1 Findings of the Research Objectives

The role of local government was transformed to a developmental one, as opposed to just an institution that renders services such as refuse, cemeteries and water to the communities. The research methodology was a mixed one, meaning that qualitative and quantitative information was gathered through primary and secondary sources of data. In this regard the primary source of data played a crucial role in the formulation of the questionnaire used to collect secondary data. Given the data collected, new ideas will also be outlined in this chapter, so as to enrich the study rather than to make it another process to reflect upon existing government information.

6.1.1 Explanation of the Legal Framework for the Development of the Integrated Development Plan and Exploration of the Approach used in Engaging Stakeholders in the Development of the Integrated Development Plan.

This is one of the objectives identified in Section 1.5 of the thesis in Chapter One and its aim is to outline and clarify the legislation that requires a municipality to formulate its integrated development plan and to ensure that communities do take part throughout the process. The rationale behind the need to have legislation that regulates development within society was two-fold. Firstly, it was due to the fact that the development approach used during the

apartheid government era did not integrate different communities, and secondly it was to ensure that people do not travel long distances to work. As a result, the promulgated legislation was used as a tool to reverse the impasse of the past regime, without necessarily creating further problems.

The legislation that regulated the formulation of the integrated development plans began with the 1996 Constitution of the Republic of South Africa which established developmental local government, as highlighted in Section 3.2.1 of the thesis. The 1996 Constitution further emphasised the importance of ensuring that communities are involved in matters that affect their lives. These two key principles in the provisions of the 1996 Constitution place more responsibility upon the municipal councils, to ensure that there is development within communities. While the Constitution does not provide the finer detail on what and how things must be done, it sets the tone on the expectation placed upon the local sphere of government, working together with the national and provincial spheres.

Even though the Development Facilitation Act, 67 of 1995 was not directly meant to influence the functioning of municipalities in South Africa, the fact that it dealt with one of the critical resources in development, namely land, as presented in Section 3.2.3 of the thesis, meant that there was no way in which it could be ignored by the local sphere of government. The key objective of this act, which aligned directly with the requirements for integrated development planning, was the need to facilitate and speed up the implementation of the reconstruction and development programmes and projects, in relation to land. In other words, the Development Facilitation Act, 67 of 1995 aimed to unlock the bottlenecks created by the 1913 Land Act and plenty of other legislation that existed during the apartheid era in South Africa. This act also recognised that in order to achieve integrated development planning, there was a need to set the land development objectives so as to improve the social and economic situation of communities.

The White Paper on Local Government, 1998 was used to trigger very robust and interesting debates that led to the promulgation of most of the local government legislation that was meant to realise the aspirations of the Constitution. In terms of the White Paper on Local Government, as stated in Section 3.2.2 of the thesis, the key message was more on the transformation of local government. The focus in this regard was on understanding the current state of affairs in the country, thereby facilitating the successful establishment of a developmental local

government, which has the ability to operate harmoniously with the national and provincial spheres of government. The White Paper on Local Government, 1998 further highlighted the importance of the institutional, political and administrative systems in achieving a developmental local government. It then concluded the debates on the municipal finances and the transformation process, leading towards the democratic local government elections in South Africa.

Municipalities in South Africa were established around the principles as outlined in the Local Government: Municipal Demarcation Act, 27 of 1998, as presented in Section 3.2.4 of the thesis. In order to facilitate a developmental local government, the municipal boundaries were to be established taking into consideration the interdependence of people, communities and economics. In other words, how the municipal boundaries are demarcated must assist in ensuring that integrated development is achieved, as opposed to the settlement patterns influenced by separate development principles. With the principles of the Local Government: Municipal Demarcation Act, 27 of 1998 being implemented by the Municipal Demarcation Board, municipal boundaries have been adjusted from 2000 up until 2015. Therefore during the 2006 local government election, the municipal boundaries of MDM were extended to include MLM (see Section 1.3.4).

Given the platform laid by both the 1996 Constitution of the Republic of South Africa and the White Paper on Local Government, the Local Government: Municipal Structures Act, 117 of 1998, as outlined in Section 3.2.5 of the thesis, provides for the establishment of the structures for the various municipal councils so as to ensure that there is smooth operation in relation to the functioning of municipalities in South Africa. In this regard, the establishment of the ward committees as the vehicles for community participation was presented. This was in fulfilment of the provisions of the 1996 Constitution of the Republic of South Africa which refer to a participatory democracy. The ward committees are required to represent the interests of their communities, working closely with the ward councillor. This implies that public participation during the formulation of the integrated development plans was largely driven by these structures, as created by legislation.

Just as the White Paper on Local Government refers to institutional, political and administrative systems, the Local Government: Municipal Systems Act, 32 of 2000 focuses to a large extent upon ensuring that there are appropriate systems to assist municipalities to

achieve their objectives, as set out in the 1996 Constitution of the Republic of South Africa. One of the critical systems envisaged by this legislation as outlined in Section 3.2.6 of the thesis, is that each municipality must put in place a five year strategic plan in the form of the integrated development plan just after the election of the municipal council. Once the IDP has been formulated, it then informs the structures that will be put in place to deliver on the strategic objectives and also to facilitate the formulation and approval of policies and procedures, as a way of ensuring the effective and efficient utilisation of the scarce resources at the disposal of government.

In Section 3.2.7 of the thesis, the Local Government: Municipal Finance Management Act, 56 of 2003 was outlined in relation to the formulation and approval of the integrated development plan. Whilst the main focus of the act is upon the financial systems required to ensure financial accountability and transparency, it hinges more on the existence of the integrated development plan, which then informs the allocation of the financial resources in the form of a municipal budget. In other words, there is no municipality that can claim to have an approved budget which is not informed by the integrated development plan. This means that first there must be an IDP, then the budget to execute the plan, but not the other way around. As part of the formulation of the IDPs, analyses are conducted and amongst these is the financial resources analysis. This is to try and understand what is available at the disposal of the municipality, what is required to achieve the strategic objectives and how to fund the shortfall if the implementation cannot be delayed. Again public participation is at the heart of the process towards the formulation of the IDP.

Section 3.3.2.3 of the thesis outlined the importance of the community and stakeholders in the formulation of the integrated development plan, as part of the need for municipalities to conduct an analysis, so as to ensure that it is well informed in terms of knowing and understanding its communities and its own stakeholders. As required by the legislative framework, municipalities in the case study were able to create an environment to engage with their own communities and stakeholders in the formulation of the IDPs, as reflected in Sections 5.1, 5.2, 5.3, 5.4, 5.5, 5.6 and 5.7 of the thesis. What was highlighted in these sections of the thesis was the different approaches that were used by municipalities in ensuring public participation. The approaches used in this regard were through the ward committee meetings, that are normally chaired by the ward councillors in the case of local municipalities, through

the community meetings, the stakeholder meetings and the IDP Representative Forum meetings.

What has been observed is that the number of meetings will differ from one municipality to the other, owing to the number of wards. In the case of the district municipality, the same approaches were used. It is safe to indicate that where the ward committees were involved, the municipality decided to create a District Ward Committee Forum, as an innovative idea to ensure that the wards within the district have the same amount of information when they report to communities on matters of the district. Again where it involves the communities, the district will identify a central place within the local municipality, where communities from within that specific municipality will converge to engage with the district on matters that affect their municipality broadly with a large influence of the location of the various members in the meeting.

Beside the primary source of data, the secondary source of data was analysed after having identified 7 variables, one of them being the understanding of the integrated development processes, which is relevant to the objective above. In terms of the responses from the sampled participants, the observation is that the majority of participants agree with the statement about the understanding of the integrated development processes as outlined in Section 5.5.1 of the thesis. This implies that the majority of those who participated have an understanding of the IDP processes.

Based upon the information above, it can be concluded that the legislation that requires municipalities to develop and approve the IDPs was highlighted, followed by an exploration of the approaches used by the municipalities in the case study to engage communities and stakeholders. What needs to be emphasized, though, is that there is a need for municipalities to steer away from mere compliance with the legislative provisions, and to ensure that the desired impact is realised. This is informed by the fact that considering the primary and secondary source of data as analysed, a wrong assumption can be made if the whole aspect of outcome is not factored into everything that is being done. In other words the researcher proposes that municipalities need to consider impact more than input when it comes to the application of the law on the processes to be followed and the role of communities.

6.1.2 An Analysis on the Implementation of the Integrated Development Plan in Rural Areas and the Influence of the Integrated Development Plan on Sustainable Service Delivery in Mopani District.

Chapter Four of the thesis focused upon the implementation and the impact of the integrated development plan in rural areas. In this regard the primary source of data was considered prior to the formulation of an instrument to solicit inputs from sampled participants. Sections 4.3, 4.4, 4.5, 4.6, 4.7 and 4.8 of the thesis highlighted the allocated functions to the respective municipalities, against the human resources available in those municipalities. This information was useful in determining the focus areas of the municipalities, against the allocated human resources. In the majority of the cases, it was found that there is no strategic alignment between the functions performed by municipalities and the human capital meant to implement their programmes.

Similarly the inputs by communities into the municipal IDPs were highlighted in Sections 4.3.1, 4.4.1, 4.5.1, 4.6.1, 4.7.1, 4.8.1 and 4.9.1 of the thesis. This was meant to indicate what the communities have raised in various financial years, so as to assess whether issues raised are diminishing or gradually increasing in number. The observation made is that the trend differs from one service to another and one municipality to the other. However the common denominator has been that when it comes to the provision of electricity, sanitation and housing, most communities have achieved what they have requested and that has been verified by the reducing number of communities raising those issues in subsequent financial years.

This observation was also strengthened by the outcome of the interviews conducted through the administration of a questionnaire amongst sampled participants, as outlined in Section 5.5.8 of the thesis. In terms of the ranking of basic services, the participants also decried the lack of water, roads and refuse removal across all five local municipalities. This infers that there is still a huge need for these basic services within the rural communities in the MDM. Again what has been observed through the information as provided above, is that municipalities have been distributing the financial resources in the implementation of the infrastructural projects, without considering the level of impact envisaged. This observation is supported by the information outlined in Sections 4.3.2, 4.4.2, 4.5.2, 4.6.2, 4.7.2, 4.8.2 and

4.9.2 of the thesis. In this instance, the actual expenditure of municipalities against the revenue collected was analysed.

The findings with regard to the spending patterns against the revenue collection have demonstrated a situation whereby all municipalities depend largely upon grants, as they were not able to collect revenue for the services rendered, even though these were trading services. A good example that was outlined was the non-collection of revenue for water services, despite the fact that there was a high capital investment in water, but with no return on investment. This situation exposes municipalities to the risk of not being able to render services, due to the infrastructure that requires maintenance, and there is not adequate money to do that. The second risk is community dissatisfaction as a result of the disruption of services as outlined in Section 5.3.1 of the thesis.

In a nutshell, an analysis on the implementation of the integrated development plan in rural areas and the impact thereof was conducted. The important aspect to note in this regard is that the implementation of the IDPs in rural areas did not lead to sustainability, given the fact that some of the projects were not even completed on time, due to capacity constraints, inadequate finances and the lack of revenue collection, as expressed by participants during the interview sessions as per Section 5.5.2. Considering the information above, it becomes necessary to consider augmenting the IDP Framework so as to ensure that it brings about sustainability in whatever is being done within municipalities and the communities. It is for that reason that further in this section a proposed framework will be presented.

6.1.3 Description of the Challenges on Achieving Sustainable Service Delivery through the Implementation of the Integrated Development Plan.

The implementation of the IDP was analysed in Chapter Four, and there were challenges that were identified which impede municipalities from achieving sustainable service delivery in rural areas, as per Section 5.3 of the thesis. The factors or challenges that were identified are the lack of coordination on the mushrooming extensions in villages, lack of maintenance of existing infrastructure, a high rate of grant dependency, lack of systems for revenue collection in rural areas and a high vacancy rate and poor project management.

In terms of the mushrooming extensions in villages, Section 5.3.1 of the thesis emphasized the fact that despite the provisions of the Development Facilitation Act, 27 of 1998, land management is still a huge challenge within rural municipalities. This is largely due to the fact that the local traditional leaders will allocate land for human settlement to their subjects, even in areas where there is no basic infrastructure. This affects the planning of municipalities in the sense that there will be a reaction to a crisis, as opposed to a proactive approach of planning as provided through the integrated development plan. As a result the bulk infrastructure of the municipality becomes over stretched which then affects access to sustainable services within that community, owing to the capacity of the source that provides the service.

The lack of maintenance of the existing infrastructure is one of the other challenges highlighted in Section 5.3.2 of the thesis. This implies that there are no maintenance plans in place to deal with the existing infrastructure, because municipalities have directed all their financial resources to the implementation of infrastructure for basic services in areas where they do not have them, but did too little or nothing in those areas already receiving the services. The direct implication to this approach is that there will be continuous disruption of services, and if it is in the area where the communities are paying for such services, it will affect the payment of services. It has been established through the primary source of data that the majority of the infrastructure is old and has not been maintained over a period of time. This has a negative direct impact upon sustainable service delivery, not only in rural areas, but even in the urban settlements. Given the different forms of maintenance, it must be stated that none of the municipalities within the case study has demonstrated the availability of any kind of maintenance plan, which is also confirmed through the budget allocations as presented in Chapter Four of the thesis.

According to the financial information as analysed in Chapters Four and Five of the thesis, there is no proper balance between the expenditure incurred against the revenue collected, if grants are excluded. In terms of the observations made, municipalities within the case study have demonstrated an over reliance upon grant funding for both capital and/or operational activities.

One of the key principles of an approved IDP is the formulation of the five year financial plan. The main purpose of the five year financial plan is to ensure that all the identified programmes

and projects are funded through the correct projections in the budgets. However the absence of such a plan affects the funding ability of municipalities, hence the grant dependency.

6.1.4 Developing a Framework for the Effective Implementation of the Integrated Development Plan to Impact upon Sustainable Service Provision in Rural Areas.

In order for the IDP to assist municipalities to achieve sustainable service delivery within their area of operation, the researcher managed to develop a framework that will go a long way in improving the impact of the IDP's in rural communities. It is important to treat every land space available in the context of a resource that will be required for further development. This will assist in ensuring that there is proper communication and coordination between the traditional leaders and communities and their municipalities, so as to avoid new settlement areas that are not properly planned.

The lack of maintenance plans for the infrastructure poses a threat to service delivery, resulting in the disruption of services which might lead to customer dissatisfaction. When customers are not happy about the service rendered, they are likely to either choose not to pay for the service, or embark upon a protest to highlight their frustrations. This situation is also relevant with municipalities and will affect the municipality in terms of projected revenue to fund operations and projects/programmes. The framework also deals with issues of grant dependency by both the community and the municipalities, the system for revenue collection in rural areas and the high vacancy rate in municipalities aligned to the IDP objectives of the municipalities.

6.2 Commendations

Even though the study involved more than one institution, the sourcing of primary data was commendable from all the municipalities. The importance of the availability of primary data is imperative, to the extent that the study may not proceed without it. Besides making available important reports, the municipalities within MDM demonstrated a positive frame of mind in ensuring compliance with the legislative framework governing the local sphere of government.

While MDM is predominantly rural, the effort to eradicate backlogs in communities was observed, hence some of the basic services such as electricity and sanitation have shown

great progress. Even members of the communities within the district have demonstrated much happiness with regard to electricity and sanitation, owing to the declining number of communities still raising them as problems during the public participation.

Public participation in MDM has also proved to be one of the pillars of strength. In all the municipalities, there have been programmes to engage communities and stakeholders prior to the approval of the IDP by the municipal councils. Without tangible public participation, constitutional democracy becomes a dream.

6.3 Recommendations on the Findings

The recommendation of the framework must be understood in the context of improving the implementation of the IDP's within municipalities, with the intention to achieve sustainable service delivery, as espoused in the 1996 Constitution of the Republic of South Africa. The framework is informed by the findings in the study and is outlined below.

6.3.1 Lack of Coordination on the Mushrooming Extensions in Rural Areas

When a municipality plans to provide a service within a given area, it estimates the capacity of the infrastructure which is largely informed by the number of households to be served in a given area, with a little bit of extra or reserve capacity to allow for growth. The fact that there is no proper coordination when new settlements are developed in rural areas means that the capacity of the infrastructure will become over stretched, thereby affecting its performance. This will ultimately lead to the disruption of the services, resulting in a number of complaints on the part of the community. It also becomes costly for the municipality to provide such a service. According to the MDM Implementation Plan for Water Services (2013) only 12% of the population is found in the urban settlements, while 88% is in the rural settlements. Similarly the report also indicates that there are 6% urban settlements against 96% rural settlements in MDM. These figures simply confirm the magnitude of the problem, as raised above, and if not dealt with earlier rather than later, this has the potential to reverse all the gains made throughout the developmental local government.

Recommendation 1 – Clustering of communities according to streets into zones

As a way of improving the development of the IDP, the municipality must cluster the communities, according to the streets, into zones, so as to ensure that a mini IDP is developed for that group or area to be incorporated into the ward IDP for submission to the municipal council, throughout the development stage. In this regard, each zone will conduct an analysis based upon their area, which will make it easy for the community to also develop strategies to deal with their specific areas, informed by their circumstances. The danger that has befallen the current IDPs is over generalisation of service delivery challenges, when the circumstances will differ from one area to the other and one family to another. The clustering of the communities into zones will assist in making sure that where the area has access to water, but the challenge is constant provision, instead of classifying such an area in the IDP with those that literally do not have water, the municipality will then be able to know with certainty which areas do have or do not have water. Thus the planning of resources is commensurate with the reality on the ground. The expectation will be that the different groups within a ward will be expected to have their own IDP for submitting during the community involvement, and this will enable the sharing of limited resources for development and ensuring proper prioritisation. The current IDP inputs from communities assume that every corner of the community has a similar problem, whereas the magnitude of the problem will differ from one corner to the other.

If in the community there seems to be open land which has not been occupied, it will then become a joint responsibility of the groups to highlight that land as an available resource, so that planning on it can also take place at an early stage. This means that if the community agrees to use it for human settlement, there will also be an undertaking of ensuring that such an area is properly developed before being occupied. This means that the bulk basic infrastructure must be put in place, schooling must also be provided for, and all other important services will also be catered for. This can only happen once the community is able to appreciate the potential growth of their areas, and how they must influence such a growth. In other words, it must then become a requirement during the development of the IDP that within a ward, small manageable areas must have their own IDP for engaging with the entire ward. The mini IDPs, as they might be called, will also assist in the monitoring of performance in a specific small area, rather than a generic statement on how the municipality is performing.

6.3.2 Lack of Maintenance of Existing Infrastructure

The existence of infrastructure in a particular area means that the community has access to the service. In terms of the findings in the study, there are no proper maintenance plans in the rural areas. As a result the provision of services is disrupted from time to time and the turnaround time is also not good enough. The existence of this situation makes it difficult if not impossible to achieve sustainable service delivery in rural areas.

Recommendation 2 – Localised assessment reports and development of localised maintenance plan

As part of the development of the IDP, as outlined above, in terms of clustering communities into zones, each community must be able to utilise the assessment reports at the disposal of the municipality and come up with a maintenance plan for the area, which is incorporated into the ward maintenance plan, and ultimately the municipal area. In developing the maintenance plan as a community, this will also include the identification of the required resources from within the community, and then inform the type of support to be provided by the municipality in that specific area.

If for instance, for the maintenance of two or three streets grouped together, the main issue is about bursting pipes and there are qualified artisans from that area, what might be helpful to both the community and the municipality is that those artisans can then be contracted to maintain the pipes at an agreed rate within the area, with the municipality providing supervision and material. This will assist in creating ownership of the infrastructure, thereby avoiding or at least minimising vandalism of the infrastructure and illegal connections in the case of electricity and water services. Whilst this will assist in ensuring minimal disruption of services, it will also create sustainable job opportunities for members of the community, because the artisans will then employ some community members to serve as labourers during the period of maintaining the infrastructure.

6.3.3 A High Rate of Grant Dependency

MDM is largely dependent upon grants from the national government for it to function, and such grants are inadequate given the needs of the communities. The slow implementation of

projects and programmes can be attributed to the fact that infrastructure development is only funded from the MIG, which cannot provide for all areas at the same time. As a way of mitigating against this reality and balancing it with community needs, the municipality has opted to implement such projects on a multi-year approach, which also delays the completion of the entire scope of work for the project. On the other hand, even the community members within the municipality are highly dependent upon social grants, owing to the high unemployment rate given the constraints in the key economic sectors within the municipal area.

Recommendation 3 – Review the funding approach for infrastructure to focus more on impact than quantity

One of the aspects that can be introduced in the framework that will assist the municipality to reduce the rate of grant dependency, is the allocation of the funds to the catalitical projects, which have a high rate of return on investment. Say for instance a municipality has planned to develop a new water purification plant, an assessment must be conducted to determine how such infrastructure can assist in drawing more investment into the municipal area, rather than only addressing the social needs. For such a project the municipality will have to allocate more money so that it is completed within the prescribed period, without being limited to the available funds. Once the project is completed, the bulk consumers of services will then pay for it, resulting in more revenue for the municipality, which can then be invested in other areas to augment the grants. In this regard, the municipality will then be able to reduce the grant dependency when it comes to infrastructural investment. In simple terms, the municipality must then begin to isolate bulk services for economic development, so as to be able to identify appropriate return on investment timeously. With the municipality beginning to contribute towards creating an environment conducive for economic development, the unemployment rate will also reduce, thereby improving the socio-economic status of the communities, which in return means an increase in revenue base for the municipality. In the current IDPs of the municipalities in the case study, emphasis has always been upon the provision of basic services for the social impact, rather than also including provision of services for economic development.

The framework is therefore proposing the need for a municipality to know what it is allocating for bulk provision of water for economic development in a given area, while addressing the

household needs as well. Some businesses such as mines are always prepared to contribute towards infrastructural development, but it becomes difficult if the municipality is not clear on how it would like to influence the direction of development and what benefits are there for the business community.

6.3.4 The Lack of Systems for Revenue Collection in Rural Areas

The study discovered that communities in the rural areas are not paying for the basic services, as and when they are provided by the municipality. This raises a question of who is then funding the free services that the communities are receiving, particularly when some of them can afford to pay. When someone knows that the service is free, there is also no commitment to limit or reduce the abuse of the service. Because the communities in rural areas do not pay for water in particular, the water demand in those areas is very high, thereby making it very expensive to provide such a service within the municipality, which results in shortages of funds for other important municipal programmes or projects. For obvious reasons this approach does not enhance sustainable service delivery, but makes it impossible.

Recommendation 4 – Determination of localised tariff structure for all services received and planned

Returning to the mini IDPs, the community will be able to appreciate the fact that they do receive water, which must be purified and transported through pipes. Therefore they need to come up with what then becomes the tariff or rate that each household can pay for the service. In this regard, the community will then also be aware of which households may not be able to pay, thereby ensuring that within the tariff or rate, such cases are catered for, so that no one is deprived of the right to access to basic services. In the case of water, the municipality can also assist the communities by providing for a fixed rate on a sliding scale, informed by the number days in which a particular community has access to water. If for example, one community is getting water seven days a week and another is getting it for three days a week, the two communities will not be on the same rate.

For communities to be a part of the arrangements, the involvement of the traditional leadership will also play a crucial role. It is well known fact that the traditional leaders are no longer allowed to levy their subjects for services, and this has caused a relationship problem between

the traditional leadership and government in some of the provinces. In this proposed framework, the municipality will have to approach the traditional leadership with the sole purpose of renting a small portion of office accommodation from them, to install a system for enabling communities to pay there instead of going to the municipal offices. The municipality will also engage the traditional leadership within the area in ensuring the enforcement of credit control, by reading out the names of the households that have not paid for the basic services during the monthly meetings. In return the municipality will then provide five percent of revenue collected to the traditional authority, for use in the operation of their offices. This will motivate the traditional authority to do more in terms of ensuring that everyone pays, because it will in return increase the amount due to them.

6.3.5 High Vacancy Rate and Poor Project Management

According to the findings in the case study, the issue of capacity of the municipalities was clearly illustrated. The organisational structures of all municipalities displayed a high vacancy rate. Some of the municipalities attributed this anomaly to lack of funds or lack of potential human resources with skills.

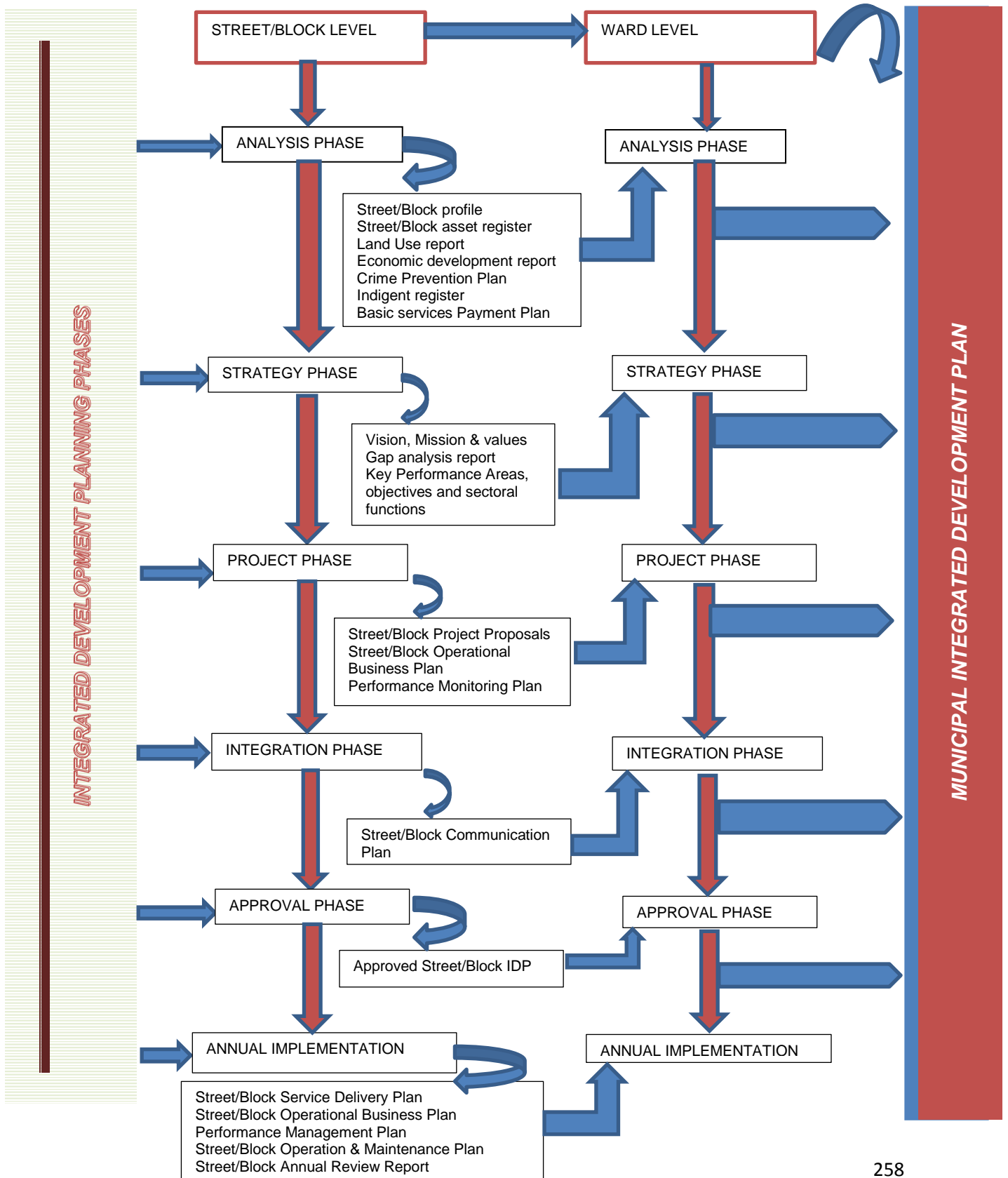
Recommendation 5 – Localised and realistic skills development audit

In the case of lack of funds, the appropriate mechanism that the municipalities must consider can be found in the approaches as outlined above. However regarding shortage of skills, municipalities must embark upon an aggressive skills development programme, informed by the contents of the IDP analysis. Given the rural nature of the municipalities within the case study, the skills development areas must be aligned to the analysis as conducted in the mini IDPs of the zonal areas. This will assist in ensuring that the unemployed youth within a specific zone are provided with the lifetime skills relevant towards the needs of the communities they live in. In simple terms, this implies that the municipalities will know exactly what skills are available within communities, for specific services. Where there is a surplus of skills, it will then be redistributed to the zones in need of those skills.

6.4 Proposed Integrated Development Planning Framework

The findings of this study have provided a platform for the formulation of the proposed framework for integrated development planning, as an effort to improve the quality and the impact of the plans upon the lives of ordinary citizens in South Africa. The proposed framework on integrated development planning will usher in a new approach to ensuring that the processes are not about compliance, but are much more results driven. It will also assist in ensuring that there is meaningful participation by communities and stakeholders in a quest to improve upon community ownership. The diagram below depicts the proposed framework for the formulation of the Integrated Development Plan.

Figure 29: Proposed IDP Framework



In terms of the diagram above, there are no changes when it comes to the phases of the IDP. The main idea behind the new proposed framework revolves around ensuring that planning happens from a street or block level. In this regard, a number of streets or a cluster of residential households are grouped together to make up a street or block, for purposes of improving the planning process at a municipal level. The advantage of the new proposal is also extracted from the fact that it has been observed in the thesis that there is a good understanding of the integrated development planning processes.

6.4.1 Analysis Phase

The framework requires the street or block to conduct the analysis phase, once the municipalities have approved the IDP Framework and process plans to guide the proceedings, leading to the approval by the municipal councils. In this instance the street or block will analyse the population that makes up the area as demarcated. In doing so, the number of households within the street or block will be well known, including those that might be indigent. Furthermore, it will also be the responsibility of the street or block to have a better understanding of the population residing in that area, in terms of the gender, youth and the elderly and people living with disabilities.

Quite often communities tend to generalise the kind of problems they are confronted with and that makes matters difficult in finding solutions to such challenges. Unemployment is one of those matters that are generalised and the new framework will provide an opportunity to the community to know in more precise terms the level thereof. The analysis will also be conducted in conjunction with outlining the educational level of households within that particular street or block.

Land use is one of those aspects affecting sustainable service delivery, as observed in the sections above, and as a way of curbing or reducing the magnitude of the problem, the street or block must assess and evaluate the land usage, so as to formulate a land use management plan for the area, which will then feed into the ward. Once the land use management plans have been developed, they will assist in coordinating and managing the demarcation of sites for purposes of either extensions or new developments.

Municipalities depend upon the condition of the infrastructure to provide basic services. For the purpose of ensuring that there is a limited number of incidences of service disruption, as a result of either burst or leaking pipes, each street or block will be required to conduct an infrastructural assessment with the assistance of the municipal officials responsible for that specific service. In this regard there will be certainty in terms of what causes services to be disrupted, thereby allowing for appropriate mechanisms to be put in place. The last area of analysis by the street or block is on crime. Once each street or block is able to identify the predominant criminal activities within its area, it then becomes possible to find a way of contributing towards the effort by the law enforcement agencies. As an example, if a particular street or block is frequently experiencing housebreaking because there are no street lights, the affected streets or blocks will then prioritise street lightning for their area, so as to reduce or even eradicate that type of crime.

The benefit for the street or block after conducting the analysis, is that there will be a proper street or block profile which will be incorporated into the ward, as demonstrated in the proposed framework. The street or block profiles from the various sections of the ward will then constitute a ward profile, which makes up the total municipal demographic profile. In this regard, municipalities will be able to zoom into the profile up to a street or block level. The profile will also enable the streets or blocks to be able to direct their resources, in terms of human capital and finances, towards assisting the municipality to ensure sustainable service delivery.

Since there will be an infrastructural assessment, each street will then be able to develop its asset register, including highlighting the operating conditions. The rationale behind having an asset register up to a street or block level is that it will assist municipalities in improving on the asset management, as highlighted in the reports by the Office of the Auditor General of South Africa as a grey area. Similarly, when each street or block has an asset register, it then becomes possible for the households and the municipalities to ensure that in case of a disruption of service, everyone will be able to identify the actual position of the problem. An example of such a case in water provision, would be the pipes that provide water to various communities, which have what are always referred to as valves for control purposes. Once the street or block knows the number and location of the valves, it will enable them to appreciate and understand that when closing and opening the valves, many people from other

areas will be affected. So the existence of the asset register in this context creates a mutual working relationship when there is a need to close or reduce the flow of water.

The land use management analysis will assist the street or block to have its own land use management plan. In this regard, the traditional leaders in the rural areas will be able to identify land available for housing and/or economic development, working with the households and the municipalities. This approach will bring about a better way to manage land as a resource for development, thereby ensuring that the usage of land not only addresses the housing needs, but must also contribute positively towards economic development.

In terms of the findings as outlined in the thesis on the non-payment of services, the analysis as conducted by the street or block will assist in encouraging the households that can afford to pay for the service to come forward and be counted. In this regard, considering the level of education, unemployment figures and the indigent profile, the households will then be able to make a submission to the municipality on how much an average household is prepared to pay for the basic services rendered in that area. This will result in proper budgeting by municipalities when it comes to the provision of sustainable services.

6.4.2 Strategy Phase

During the strategy phase, each street or block must be able to formulate its vision, mission and values, informed by the analysis phase above. In terms of the vision, each street or block must utilise the information as compiled during the analysis to project an ideal street or block over a period of time. This will assist the street or block to contribute in terms of how the ward must be over a period of time. Once there is a proper direction starting from the street or block level, it will become easier for the municipalities to be more focused upon achieving their ideal end results. The current strategies within municipalities are not necessarily influenced by the state of communities at the street or block level, but by a few individuals who had an opportunity to participate effectively in the formulation processes.

Once each street or block has formulated their vision and mission statements, the opportunity will arise to define the value systems for that particular street or block. In this instance each member of the street or block will then know how they are expected to conduct themselves,

and there will be an improved understanding between and amongst members of the street or block. This will have an ultimate influence upon the value systems of the ward.

The importance of the strategy phase at the street or block level also includes the formulation of a gap analysis report, which will assist in identifying the gaps, thereby developing appropriate alternative strategies for achieving the desired results. Through the gap analysis report, the households within the street or block will be able to appreciate what they have, in order to achieve the results against what they do not have, which is crucial to succeed. This will lead to alternative measures identified in order to reach the desired goals. Once the strategies have been agreed upon by the households, the next step will be to develop the key performance areas, strategic objectives and reflect upon the functions to be performed by the different sectors within the street or block, which will contribute to the ward strategic document.

The key performance areas and strategic objectives will assist the street or block to be aware of what needs to be done and what the ultimate results would be. This will go a long way in enhancing performance by the various sectors and the community at large. In this regard, there must be key performance areas that will also measure the performance of the street or block on the contributions to the ward and municipal strategies.

6.4.3 Project Phase

Upon the finalisation of the first two phases of the integrated development planning processes, each street or block will be required to identify projects or programmes that respond to the outcome of the analysis that informed the strategic objectives. In this regard, there will be a project proposal for the street or block which is then submitted to the ward for consideration during the allocation of resources. This approach will allow each area to be heard on the submission of the proposal, and where there is consensus, the projects get included into the ward project proposals to be incorporated with the information from the rest of the wards within a municipality.

Quite often communities have complained about the lack of implementation of municipal programmes and projects. This is primarily because of the fact that such communities are not well appraised about the operational business plan to implement the projects. The new proposal suggests that each street or block must develop its operational business plan,

informed by the project proposals as agreed with the households and embraced at the ward level. This will provide an opportunity for the households and the community in general to be fully aware of the project stages and to identify challenges early on during implementation. In certain projects, the delays were as a result of the misunderstanding between communities and contractors on issues such as employment of labourers and payment of salaries. With the operational business plan in place there will be clarity of minds when it relates to those critical aspects.

Lastly, each street or block will develop a performance monitoring plan. Section 42 of the Local Government: Municipal Systems Act, 32 of 2000 states that “a municipality, through appropriate mechanisms, processes and procedures established, must involve the local community in the development, implementation and review of the municipality’s performance management system and, in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality”. In simple terms this means that communities must participate in setting up the performance management system, which must highlight the key performance indicators and performance targets. Thus communities must be part of establishing a mechanism to ensure that there is achievement of the set goals. In this regard, the formulation of the street or block performance monitoring plan will be a contribution by households in that specific area into the ward and municipal plans. When monitoring performance at a street or block level, the results will not depart from what will reflect in the ward and municipal performance reports.

6.4.4 Integration

During the integration phase, each street or block will develop its integrated sector programmes/plans, its 5 year financial plan, its 5 year capital investment plan, its 5 year action programme, a communication plan and a LED programme. The integrated sector programmes/plans will be able to assist the households within the street or block to know which interventions need to be provided by the various sectors in that area. With everyone being aware thereof, the provision of services will not be carried out in a wasteful and reactionary manner. A good example is the provision of health services through a mobile clinic. In this instance the households will know when the mobile clinic will be in the area and for how long. Thus communities will not ignore the services, but still complain about the lack of health facilities.

The 5 year financial plan will assist the street or block to have a clear picture in terms of the financial implications of their choices, and how they can contribute to keeping the services up to the required norms and standards. In this regard, the households will know that for the money to be sufficient to deal with the needs of the communities, payment of services can also not be ignored, otherwise some of the services will collapse. The 5 year financial plan will clearly demonstrate what will be available and what will be required over a period of time. If communities perceive that municipalities are receiving adequate money to fund all the service delivery and operational programmes from National Treasury, it is about time that they realise that more money still needs to be generated from the payment for services that the households are consuming.

The street or block's project proposal will assist in the formulation of the 5 year capital investment plan. Given the analysis conducted above, there will be different sources of funding identified for projects and programmes, and the 5 year capital investment plan will ensure proper coordination of funding. The relevance and importance of the 5 year capital investment plan to the street or block is that the households will know exactly who is funding which project in their area, for how long and for how much.

In order for the street or block to monitor progress appropriately, the 5 year action programme will be developed. In this instance the households will know the annual output targets, which will assist in monitoring progress recorded during the implementation stages, and also allow for the development of the annual business plans. The business plans will be used to review and lobby for more funding where necessary in the next financial year.

The communication plan will be formulated in order to distribute the appropriate information at the right time. This implies that the households will be notified on what will be done by whom, when and how, including the allocated resources. The communication plan will serve to eradicate mistrust and doubt amongst all the role players, thereby strengthening the achievement of sustainable service provision in rural communities as well. All of the above will be meaningless without a proper LED programme within the street or block, which will be incorporated into the ward and the municipality. If all of the abovementioned plans are realised, then the street or block will be able to initiate job creation initiatives, so as to ensure that the poverty levels are lowered and that payment for services is carried out, so as to boost sustainable service delivery.

6.4.5 Approval Phase

The approval phase in the context of the street or block also refers to the final product for inclusion in the ward and municipal integrated development plan. In this regard, the street or block will only be able to approve their submissions into the broader IDP processes at a municipal level. This means that the street or block will have a document that will guide their interaction within the ward and the municipality on matters of development. The final approval of the municipal IDP still rests with the municipal council, in terms of the law, but at the street or block level it is more of a localised document, used as an instrument to influence direction of and check on how development can impact upon the street, if every project is funded.

The street or block committee will sign off the documents for submission at the ward level. The submission will not suggest acceptance by the municipality on the proposals, but will be an input towards the IDP. However, if everything has been agreed to by the municipality and the other wards, then it forms the basis for implementation and monitoring. The document will then be referred to as the Street or Block IDP which results in the Ward IDP.

6.4.6 Annual Implementation

With the approval processes finalised at the municipal level, the annual implementation will be guided by the street or block service delivery and implementation plan. The street or block service delivery plan will outline the project or programme, project or programme cost, available funds and when to complete the project or programme. In this regard, the financial resources will be fully spent and accounted for, even at the street or block level. This will improve the chances of sustainable service delivery and community ownership.

6.5 Structural Arrangements

The proposed framework has brought a new dimension into the IDP processes and must be well catered for in terms of the management of the process going forward. The IDP structure was outlined in Section 3.4 of the thesis, but will require some adjustment. The initial IDP structure did not provide for the street or block level in terms of the formulation of the IDPs, as demonstrated in the diagram below.

Figure 30: IDP institutional arrangements



Following the proposed framework, the structure must then cater for the street or block level and the establishment of a street or block committee to drive the process. In this regard, it means that the process of formulating an IDP at the street or block level will become the responsibility of the street or block committee, as elected by the households within the street or block. The total number of the members of the committee must be between 5 and 11, depending upon the size and complexity of the street or block. The work of the street or block committee will then be supported technically by the community development workers who are allocated to municipalities. This means that the community development workers will facilitate and coordinate the various phases of the IDP, as a support service in the various streets or blocks, but allow the street or block committee the space to decide on matters that affect their area. Where necessary, the community development workers will be joined by the municipal and/or sectoral officials. Currently community development workers are utilised to collect community challenges for submission to the ward councillor, and where possible, provide an intervention. In this regard, the existing community development workers will be fully utilised to improve the provision of services in communities, rather than as a crisis management structure.

The diagram provided above shows that once the street or block committee has concluded a phase of the integrated development planning process, a consolidated input will then be tabled before the ward committee for purposes of further deliberations and agreement within the entire ward. This process will culminate into a Ward IDP with more tangible contributions from the households. Because the proposed framework will be relevant for both urban and rural settings, at the urban level the consolidated inputs will then be submitted to the IDP Steering Committee for technical consideration and packaging to the next level of engagement. However, when it comes to the rural settlements, the inputs will still be submitted for further engagement with the traditional authorities, with the intention to make sure that they are also part of the inputs. In this regard, the ward councillor supported by the ward committee will present before the Royal Council.

Once the royal council has agreed with the input from the households, the ward councillor will then submit the information to the IDP Steering Committee, following the internal municipal procedures dealing with such activities. In this regard the IDP Steering Committee will work on the inputs, providing the necessary technical information. This information will then be tabled before the IDP Representative Forum. The final discussion documents will be packaged by the IDP Steering Committee for discussion with the House of Traditional Leaders within each municipality. The House of Traditional Leaders is found in all the local municipalities and the district municipalities.

Given the diagram above, the municipal council still has the final responsibility of approving the IDP, but the difference this time around is that there will be a blueprint starting from the street or block level. Similarly, once the municipal council has approved the IDP, the feedback will be provided to the street or block committee through the ward councillor. This means that the communication will be a continuous one and can also serve to defuse any possible differences that might lead to service delivery protests. In the majority of the service delivery protests, the contributing factor is lack of communication. The approach to have street or block committees will ensure that there is continuous engagement between the ward committee and ward councillors with the households, across the length and breadth of the ward. This will also make it easier for the ward councillor to conduct report session meetings with communities in a much more structured manner.

Similarly it must be noted that the sector departments will also be involved in the street/block IDPs, in the sense that once the CDW has identified a matter that requires a specific sector, that message shall be communicated to the appropriate department through the official municipal process. In this instance the sector department will then investigate the matter, report back to the street or block committee, who shall then resolve it accordingly.

It must be noted that the proposed framework provides a great opportunity for MDM and perhaps other municipalities with similar problems to overcome them without involving substantive funds. In this regard, if the framework can be applied, the municipality will be able to deal with a variety of challenges raised in the study in a multi-pronged approach rather than coming up with short solutions that may not be sustainable over a period of time.

6.6 Concluding Remarks

Sustainable service delivery will not be realised without the full commitment of all stakeholders within a municipal space. The impression created on the delivery of services within MDM was such that community members regard themselves as recipients of the goods and services. In this regard, the municipalities are not in a position to fund developmental programmes or projects without relying upon the MIG and equitable share allocations. There is a need for communities to realise that water, sanitation, refuse removal, cemeteries and electricity are the trading services which must depend upon revenue from the consumers of the service, while those that cannot afford these services will benefit out of the subsidy schemes from national government.

Equally important is the issue of managing the available resources effectively and efficiently. The management of land as a resource at the disposal of communities in rural areas is one issue that was not successfully dealt with in the IDPs. The fact that the municipalities are facing a challenge of mushrooming extensions in rural areas clearly demonstrates the exclusion of land as a resource in the IDPs. This reality demonstrates that municipalities are chasing behind development, instead of influencing the direction of development through the IDPs. When people are desperate for dwelling, they accept whatever is available, hence they do not wait for development of basic services such as water sewers, roads and electricity.

The establishment of developmental local government did not imply starting everything from scratch, but continuing from where the apartheid institutions ended. It is however very unfortunate that the old infrastructure is being neglected by the democratically established municipalities. The municipalities do not have adequate maintenance and operation plans, which means that the old infrastructure is no longer capable of providing services as it used to do historically. Sustainability will never be realised if there is negligence of the infrastructure that was inherited from the previous government. For business to thrive and create jobs that will enable members of the society to support their families and also pay for the goods and services, the availability of bulk services from the municipalities is a major aspect. This also includes any intention to expand or set up new business operations. If a municipality is unable to assure its business consumers of the availability of bulk services, they will then move into other areas where these services will be provided without hiccups. In this regard, unemployment and a low revenue base for the municipality become the order of the day, as observed in the case study. The fact that both the municipalities and the communities are largely dependent upon grants, is an illustration of an economy which is not growing in the right direction.

Even though the economy of the MDM is not doing well, the fact that there are some of the community members who are employed in the formal and non-formal sectors, means that they are able to pay for services rendered by municipalities. There are rural areas that are receiving basic services such as water in the MDM, but are not paying for them. This is due to the fact that the municipalities within the district failed to provide a system for revenue collection similar to the ones used in urban areas. In the urban settlements, municipalities have provided for meters, both conventional and pre-paid for basic services, in order to enable communities to pay for whatever they consume, but in the rural areas, when such services are developed, nothing is done with regard to collection of revenue. This approach by municipalities contributes largely to the current financial challenges, thereby making it impossible for the services to be sustainable.

In this case study, it was observed that MDM and the five local municipalities are implementing the IDP with a limited number of personnel. Human capital is regarded as the most important asset in any institution, because for certain functions to be performed, their human resources are needed. Sustainability has become unrealistic in the case of MDM, due to the fact that certain functions such as maintenance of infrastructure and financial management are not well

resourced when it comes to human capital. The effect of all this is that certain infrastructure will not be able to perform as necessary, thereby leading to community dissatisfaction and service delivery protests. On the other hand, if the finances are not well managed, there will be a lot of fruitless and wasteful expenditure, which ultimately portrays a bad record of governance within the municipality and results in investors not having the interest and confidence to invest in the area.

MDM as the leading institution for development in its area of jurisdiction must develop an IDP that is able to have a socio-economic impact that results in sustainable service provision in all the areas where services are accessible, as outlined in Section 5.5.4 of the thesis. The understanding is that once services are rendered in a sustainable way, it means that the community will enjoy their constitutional right of access to basic services, while also contributing by way of paying for such services, which in turn makes it possible for the municipality to have adequate financial resources to provide for continuous maintenance and employment of personnel to manage such services. The municipality stands a good chance to improve upon the IDP, given the findings that were identified in the case study, whereby the understanding of the IDP amongst the stakeholders is not a hindrance but an enabler. The recommended framework as outlined in Section 6.4 emanated from the case study, whereby the analysis on integrated development planning in the MDM was conducted.

The benefits of introducing the formulation of the IDPs at the street or block level are huge, as outlined in Section 6.4. However the ultimate impact must be upon ensuring sustainable service delivery with everyone involved. The fact that each street or block will be able to have a street or block profile, means that all the challenges will be clearly defined and mechanisms to respond to them will be more targeted and focused in nature, as opposed to a general approach to issues.

The achievement of sustainability must not be viewed as the sole responsibility of municipalities only, but the entire society must contribute. In this regard the proposed framework has provided a good platform for the communities to be part of ensuring sustainable service delivery. The illegal connection to the water infrastructure or the grid, as contained in the reports within the municipalities, does not contribute towards sustainable service provision, and this act of vandalism is carried out by members of the communities. For the record, these members are known and later on are joined by others, who realise that nothing is being done

about it, which is why the authorities are not actually informed. The authorities only detect these kind of problems when there is not enough pressure in the water system to distribute it to the entire community, or when there are ongoing power surges. The framework requires each street or block to be aware of the condition of the infrastructure, thereby finding workable solutions for cases such as illegal connection. The households will work together to ensure that this does not occur in that particular street or block. The incentive for households in this regard will be to plan for the extension of services for those who do not have access.

In terms of the framework, the households will also ensure that there is payment of services. The street or block profile will be used to register those who cannot afford to pay for services onto the indigent register of the municipality, while those who can afford to pay will agree with the municipality on a rate or tariff structure. Given the fact that the payment of services being extended to the rural settlements is one of the challenges highlighted in Section 5.9.5 of the thesis, the traditional authorities will also be activated in this regard. Once the municipality has agreed with the households on a payment rate, the appropriate systems for billing and revenue collection will be installed at the traditional authorities' offices. This will make it easy for communities to access facilities for payment of services, but it will also provide an opportunity for municipalities to forge close working relations with the traditional authorities. As a way of ensuring that the new plan works effectively, municipalities will have to come up with a fee to compensate the traditional authorities for the space and allowing their institutions to also serve as credit control mechanisms. This implies that during the meetings between the traditional authority and the community, a list of those who have not as yet paid for services will be read out in the meetings as a reminder. One of the options provided for in the framework is that municipalities will give the traditional authorities 5% of all money collected in that area as a compensation. This in return will encourage the traditional authority to make sure that everyone pays for the services.

Given that the planning process will have started at the street or block level, the households will then be in a position to know how much they are contributing towards sustainable service delivery, and as a result, a portion of this will then be channelled towards operation and maintenance of the infrastructure. This will assist in ensuring that there is no disruption of services due to the infrastructure not coping with demand. In other words, a certain portion of the money collected will be spent by the municipalities upon repairs and maintenance, which will have the potential to create sustainable jobs in that area.

In Chapter Three of the thesis, community needs were highlighted, some dating back to the 2006/7 financial year. Due to limited resources, not all of them were implemented, however the new framework, as stated above, will create possibilities for financial viability and sustainability on the part of municipalities. Once the municipalities are able to bridge the gap of grant dependency, it will then become easier to ensure that every corner of the municipality enjoys an improvement of services such as roads, cemeteries and sports facilities. As an example, the money paid by households for these services will be ring-fenced for that particular area, such that whenever there are new ideas for development, that particular street or block will then be able to advance their wishes to the municipality, who may use the surplus for cross subsidising the non-trading services. For instance, the revenue for water may be used to cross subsidise the construction of a new street in a particular street or block.

What is most interesting about the proposed framework is that it gives more control to the households in terms of planning for service delivery and ensuring that they are also resourced so as to ensure implementation. The current arrangements are giving more control to the municipalities when it comes to planning and allocation of available resources, but no control on the aspects of paying for the services. In this regard, the households will be made aware that whatever services they need from the municipality, come at a cost and someone must pay for them.

By way of a conclusion, it can be acknowledged and confirmed that the study was able to achieve the aspirations as outlined in Chapter One. Furthermore, it has highlighted some of the critical factors that impede sustainable service delivery in rural settlements, thereby developing some of the new ideas on how to minimise or tackle them. The study also outlined a proposed framework that could assist in ensuring that sustainable service delivery happens as a result of the implementation of the integrated development plans of municipalities. The framework will go a long way towards ensuring that communities become more involved in the formulation of the IDPs, rather than to become involved at a late stage of the processes.

The expectation that can be drawn from the framework is that it must also enable members of the public to have access to the assessment report of the IDPs by the MEC for Local Government in a particular province. This will assist in ensuring that issues that are raised in the report must get attention, starting from a street/block level, a ward level up until a district level. In this way, there will be improvement in quality and implementation, as opposed to the

current state of affairs focusing only upon compliance. The fact that the MEC report expresses concern about the limited attention given to the implementation structures, indicates that such a finding will seek to activate the project steering committees to become more aggressive when it comes to project monitoring at their level, which will push municipalities to become more hands on.

The active participation in the IDP process by community members is not the only area that will propel things forward; intergovernmental relations when it comes to sectoral issues will also do so. The study was able to highlight certain aspects of decision making that would require some attention at the level of the Intergovernmental Relations Forum. Some of those aspects relate to the funding for eradicating backlogs, providing tangible technical support to municipalities on sectoral matters and dealing with challenges confronting municipalities.

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APPENDIX A: LETTER TO PARTICIPANTS

Mopani District Municipality

An analysis on Integrated Development planning: A case of Mopani District Municipality.

Research conducted by:

Mr. M.T. Maake (10271385)

Cell: 083 256 7563

Dear Participant

You are invited to participate in an academic research study conducted by Matshankutu Timothy Maake, Doctoral student from the Department Public Administration at the University of Pretoria.

The purpose of the study is to explore, understand and gain insight on how the existing Integrated Development Plans in Mopani District Municipality have an impact on sustainable services in rural areas.

Please note the following:

- This is an anonymous study survey as your name will not appear on the questionnaire. The answers you give will be treated as strictly confidential as you cannot be identified in person, based on the answers you give.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please answer the questions in the attached questionnaire as completely and honestly as possible. This should not take more than 40 minutes of your time.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.



- Please contact my study leader, Professor Natasja Holtzhausen, Natasja.holtzhausen@up.ac.za if you have any questions or comments regarding the study.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

Participant's signature

Date

APPENDIX B: QUESTIONNAIRE

AN ANALYSIS ON INTEGRATED DEVELOPMENT PLANNING: A CASE OF MOPANI DISTRICT MUNICIPALITY

Please complete the questionnaire which will take about 30 to 40 minutes of your time. The purpose of this survey is to explore and understand the impact of the IDP on sustainable services in rural areas within Mopani District Municipality as a case study, with the intent to determine what can be done to improve the processes, so as to realise the desired impact within the municipalities. The results of this questionnaire will also be used for study purposes.

For any inquiry regarding the questionnaire, please send me an e-mail on u10271385@tuks.co.za or maakesd@telkomsa.net or call 083 256 7563. The Postal Address is P.O. Box 4468, TZANEEN, 0850.

Name of the Municipality:			
Total number of wards:			
Total number of villages:			
Category of respondent:	Councillor	Official within municipality	Community member
Gender	Female	Male	
Age	18 – 35	36 – 49	50 and above
Highest level of education	Grade 12 (Matric)	Post Matric Diploma/ Certificate	Degree

SECTION A: UNDERSTANDING IDP PROCESSES

Please indicate your level of agreement by marking the appropriate box for Statements 1 to 13 in Sections A to E.

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
1. Council has a responsibility to develop the IDP within its jurisdiction.	1	2	3	4	5
2. Local municipalities must develop a process plan informed by the IDP Framework of the district.	1	2	3	4	5
3. The approval of the IDP is the responsibility of council after thorough consultation with the communities and stakeholders.	1	2	3	4	5

SECTION B: IMPLEMENTATION OF THE IDP ON COMMUNITIES

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
4. Up till now the implementation of the IDP in my municipality was according to plan.	1	2	3	4	5
5. Up till now all projects and programmes identified in the IDP were successfully implemented.	1	2	3	4	5
6. Up till now the resources allocated for the purpose of implementing IDP programmes and projects were effectively utilised.	1	2	3	4	5
7. Up till now the resources allocated for the purpose of implementing IDP programmes and projects were efficiently utilised.	1	2	3	4	5

SECTION C: SERVICE DELIVERY IN RURAL COMMUNITIES

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
8. Since the inception of the IDP, majority (above 80%) of our villages have access to basic services.	1	2	3	4	5
9. The standard of services in our area has brought desired change to the lives of everyone.	1	2	3	4	5
10. The community is receiving services in a satisfactory manner.	1	2	3	4	5

SECTION D: IMPACT OF THE IMPLEMENTATION OF THE IDP IN RURAL AREAS

11. The implementation of the IDP since inception has contributed to the improved socio-economic status of communities with regard to key areas as listed below.					
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
11.1 Job creation opportunities	1	2	3	4	5
11.2 Poverty alleviation	1	2	3	4	5
11.3 Employment	1	2	3	4	5
	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
12.1 Access to sustainable services has improved.	1	2	3	4	5
12.2 Communities in rural areas are also receiving basic services constantly.	1	2	3	4	5
12.3 The communities in rural areas are also paying for services as	1	2	3	4	5

and when implementation has been concluded.					
12.4 Public participation is being considered even during implementation of the IDP.	1	2	3	4	5

SECTION E: GOVERNANCE AND INSTITUTIONAL CAPACITY

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
13.1 Municipalities have adequate institutional capacity.	1	2	3	4	5
13.2 Municipalities have requisite skills to implement service delivery programmes.	1	2	3	4	5
13.3 The capacity in my municipality is adequate enough to implement the IDP successfully.	1	2	3	4	5
13.4 Services are provided in a sustainable manner within my municipality in the rural areas.	1	2	3	4	5

14. Please rank the critical service delivery issues that your municipality is still facing in order of priority. Please rank them using a scale of 1 – 6 where a 1 indicates the most critical priority and 6 the least critical priority.

Service	Ranking
Electricity	
Housing	

Service	Ranking
Sanitation	
Refuse removal	
Roads	
Water	

Thank you for the time you have taken to complete this questionnaire and your contributions are highly appreciated.

APPENDIX C: DATA ANALYSIS

Question 1: Council has a responsibility to develop the IDP within its jurisdiction.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	1	1.2	1.2	1.2
	2.00	1	1.2	1.2	2.4
	3.00	4	4.8	4.8	7.2
	4.00	25	29.8	30.1	37.3
	5.00	52	61.9	62.7	100.0
Total		83	98.8	100.0	
Missing	System	1	1.2		
Total		84	100.0		

Question 2: Local municipalities must develop a process plan informed by the IDP Framework of the district.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1.00	1	1.2	1.2	1.2
	2.00	4	4.8	4.8	6.0
	3.00	2	2.4	2.4	8.3
	4.00	29	34.5	34.5	42.9
	5.00	48	57.1	57.1	100.0
Total		84	100.0	100.0	

Question 3: The approval of the IDP is the responsibility of Council after thorough consultation with communities and stakeholders.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 2.00	2	2.4	2.4	2.4
4.00	17	20.2	20.2	22.6
5.00	65	77.4	77.4	100.0
Total	84	100.0	100.0	

Question 4: Up till now the implementation of the IDP in my municipality was according to plan.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 2.00	7	8.3	8.3	8.3
3.00	14	16.7	16.7	25.0
4.00	40	47.6	47.6	72.6
5.00	23	27.4	27.4	100.0
Total	84	100.0	100.0	

Question 5: Up till now all projects and programmes identified in the IDP were successfully implemented.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	8	9.5	9.5	9.5
2.0	18	21.4	21.4	31.0
3.0	22	26.2	26.2	57.1
4.0	29	34.5	34.5	91.7
5.0	7	8.3	8.3	100.0
Total	84	100.0	100.0	

Question 6: Up till now the resources allocated for the purpose of implementing the IDP programmes and projects were effectively utilised.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	4	4.8	4.8	4.8
2.0	14	16.7	16.7	21.4
3.0	21	25.0	25.0	46.4
4.0	35	41.7	41.7	88.1
5.0	10	11.9	11.9	100.0
Total	84	100.0	100.0	

Question 7: Up till now the resources allocated for the purpose of implementing the IDP programmes and projects were efficiently utilised.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4

2.0	15	17.9	18.1	20.5
3.0	25	29.8	30.1	50.6
4.0	34	40.5	41.0	91.6
5.0	7	8.3	8.4	100.0
Total	83	98.8	100.0	
Missing System	1	1.2		
Total	84	100.0		

Question 8: Since the inception of the IDP, majority (above 80%) of our villages have access to basic services.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	7	8.3	8.3	10.7
3.0	25	29.8	29.8	40.5
4.0	39	46.4	46.4	86.9
5.0	11	13.1	13.1	100.0
Total	84	100.0	100.0	

Question 9: The standard of services in our area has brought desired change to the lives of everyone.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	3	3.6	3.6	3.6
2.0	9	10.7	10.7	14.3
3.0	16	19.0	19.0	33.3

4.0	45	53.6	53.6	86.9
5.0	11	13.1	13.1	100.0
Total	84	100.0	100.0	

Question 10: The community is receiving services in a satisfactory manner.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	8	9.5	9.5	9.5
2.0	11	13.1	13.1	22.6
3.0	32	38.1	38.1	60.7
4.0	28	33.3	33.3	94.0
5.0	5	6.0	6.0	100.0
Total	84	100.0	100.0	

Question 11.1: The implementation of the IDP since inception has contributed to the job creation opportunities.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	4	4.8	4.8	4.8
2.0	25	29.8	29.8	34.5
3.0	18	21.4	21.4	56.0
4.0	31	36.9	36.9	92.9
5.0	6	7.1	7.1	100.0
Total	84	100.0	100.0	

Question 11.2: The implementation of the IDP since inception has contributed to the poverty alleviation.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	6	7.1	7.1	7.1
2.0	18	21.4	21.4	28.5
3.0	22	26.2	26.2	54.8
4.0	33	39.3	39.3	94.0
5.0	5	6.0	6.0	100.0
Total	84	100.0	100.0	

Question 11.3: The implementation of the IDP since inception has contributed to employment.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	10	11.9	11.9	11.9
2.0	24	28.6	28.6	40.5
3.0	24	28.6	28.5	69.0
4.0	21	25.0	25.0	94.0
5.0	5	6.0	6.0	100.0
Total	84	100.0	100.0	

Question 12.1: Access to sustainable services has improved.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	10	11.9	11.9	14.3

3.0	25	29.8	29.8	44.0
4.0	39	46.4	46.4	90.5
5.0	8	9.5	9.5	100.0
Total	84	100.0	100.0	

Question 12.2: Communities in rural areas are also receiving basic services constantly.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	15	17.9	18.3	20.7
3.0	20	23.8	24.4	45.1
4.0	41	48.8	50.0	95.1
5.0	4	4.8	4.9	100.0
Total	82	97.6	100.0	
Missing System	2	2.4		
Total	84	100.0		

Question 12.3: The communities in rural areas are also paying for services as and when implementation has been concluded.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	32	38.1	38.1	38.1
2.0	31	36.9	36.9	75.0
3.0	10	11.9	11.9	86.9
4.0	10	11.9	11.9	98.8

5.0	1	1.2	1.2	100.0
Total	84	100.0	100.0	

Question 12.4: Public participation is being considered even during implementation of the IDP.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	3	3.6	3.6	3.6
2.0	6	7.1	7.1	10.7
3.0	10	11.9	11.9	22.6
4.0	30	35.7	35.7	58.3
5.0	35	41.7	41.7	100.0
Total	84	100.0	100.0	

Question 13.1: Municipalities have adequate institutional capacity.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	15	17.9	17.9	20.2
3.0	19	22.6	22.6	42.9
4.0	35	41.7	41.7	84.5
5.0	13	15.5	15.5	100.0
Total	84	100.0	100.0	

13.2: Municipalities have requisite skills to implement service delivery programmes.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	9	10.7	10.7	13.1
3.0	24	28.6	28.6	41.7
4.0	36	42.9	42.9	84.5
5.0	13	15.5	15.5	100.0
Total	84	100.0	100.0	

Question 13.3: The capacity in my municipality is adequate enough to implement the IDP successfully.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	2	2.4	2.4	2.4
2.0	11	13.1	13.1	15.5
3.0	12	14.3	14.3	29.8
4.0	45	53.6	53.6	83.3
5.0	14	16.7	16.7	100.0
Total	84	100.0	100.0	

Electricity

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	12	14.3	14.3	14.3
2.0	3	3.6	3.6	17.9
3.0	5	6.0	6.0	23.8
4.0	18	21.4	21.4	45.2
5.0	27	32.1	32.1	77.4
6.0	19	22.6	22.6	100.0
Total	84	100.0	100.0	

Housing

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	17	20.2	20.2	20.2
2.0	12	14.3	14.3	34.5
3.0	19	22.6	22.6	57.1
4.0	20	23.8	23.8	81.0
5.0	7	8.3	8.3	89.3
6.0	9	10.7	10.7	100.0
Total	84	100.0	100.0	

Sanitation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	14	16.7	16.7	16.7
2.0	11	13.1	13.1	29.8
3.0	14	16.7	16.7	46.4
4.0	14	16.7	16.7	63.1
5.0	17	20.2	20.2	83.3
6.0	14	16.7	16.7	100.0
Total	84	100.0	100.0	

Refuse removal

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	30	35.7	36.6	36.6
2.0	10	11.9	12.2	48.8
3.0	10	11.9	12.2	61.0
4.0	8	9.5	9.8	70.7
5.0	7	8.3	8.5	79.3
6.0	17	20.2	20.7	100.0
Total	82	97.6	100.0	
Missing System	2	2.4		
Total	84	100.0		

Roads

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	31	36.9	36.9	36.9
2.0	17	20.2	20.2	57.1
3.0	16	19.0	19.0	76.2
4.0	9	10.7	10.7	86.9
5.0	6	7.1	7.1	94.0
6.0	5	6.0	6.0	100.0
Total	84	100.0	100.0	

Water

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1.0	48	57.1	57.1	57.1
2.0	14	16.7	16.7	73.8
3.0	7	8.3	8.3	82.1
4.0	8	9.5	9.5	91.7
5.0	3	3.6	3.6	95.2
6.0	4	4.8	4.8	100.0
Total	84	100.0	100.0	

APPENDIX D: GENDER PROFILE

	GENDER PROFILE	N	Mean Rank	Sum of Ranks
Q11.1	1	44	41.07	1807.00
	2	40	44.08	1763.00
	Total	84		
Q11.2	1	44	43.57	1917.00
	2	40	41.33	1653.00
	Total	84		
Q11.3	1	44	41.57	1829.00
	2	40	43.53	1741.00
	Total	84		
Q12.1	1	44	40.53	1783.50
	2	40	44.66	1786.50
	Total	84		
Q12.2	1	42	42.01	1764.50
	2	40	40.96	1638.50
	Total	82		
Q12.3	1	44	41.63	1831.50
	2	40	43.46	1738.50
	Total	84		
Q12.4	1	44	42.59	1874.00
	2	40	42.40	1696.00



Total		84		
Q13.1	1	44	41.58	1829.50
	2	40	43.51	1740.50
	Total	84		
Q13.2	1	44	40.83	1796.50
	2	40	44.34	1773.50
	Total	84		
Q13.3	1	44	40.48	1781.00
	2	40	44.73	1789.00
	Total	84		
Q13.4	1	44	44.39	1953.00
	2	40	40.43	1617.00
	Total	84		