

**CHALLENGES AND
PROBLEMS ENCOUNTERED IN THE IMPLEMENTATION OF
INTEGRATED DEVELOPMENT PLANS IN KWAZULU-NATAL:
A CASE STUDY OF KWAXIMBA LOCAL MUNICIPALITY**

BY

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ABSTRACT

The advent of participatory democracy in South Africa has brought about new forms of governance and introduced new approaches to development planning. Since 1994, the functions of local government have expanded to include social and economic development of communities, sustainable service delivery and the promotion of a safe and healthy environment. A new culture of local government has had to be nurtured in order to fulfill this role. Integrated Development Planning was introduced in 1996 as a form of strategic planning for local government throughout South Africa.

The IDP has met with many challenges and problems in its implementation and this of course is to be expected of any new system in its implementation stages. Most of the critics of the IDP have raised concerns as to whether the IDP is a relevant tool to bring about change in the lives of the people.

This paper has through empirical research explored those challenges and established that in spite of many challenges and stumbling blocks the IDP has been able to bring about significant economic and social development in the KZN KwaXimba municipality.

There is however a lot that still needs to be done for the process to be deemed entirely successful, especially in areas such as transparency of funding and improving community involvement.

LIST OF ACRONYMS

IDP- Integrated Development Plans

NGO- Non-Governmental Organisations

LGNF- Local Government Negotiating Forum

RDP- Reconstruction and Development Programme

GEAR- Growth, Employment and Redistribution

SPP- Social Policy Programme

MDP- Municipal Demarcation Board

EMS- Environmental Management Systems

SAPS- South African Police Services

CPF- Community Policing Forum

ANC- African National Congress

IFP- Inkatha Freedom Party

HIV- Human Immuno-Deficiency Syndrome

AIDS- Acquired Immune Deficiency Syndrome

CBO- Community Based Organisations

LIMITATIONS OF THE STUDY

- Due to financial constraints a sample population of only about 1% was used during the survey. The problem with such a small sample is that it is not representative of the entire population but the problem with a larger sample is that it is expensive.
- The fact that the research was about a sensitive topic also may have affected the responses as some of the respondents wanted to give the right responses, which may not necessarily have been the truthful ones, and this was evidenced in the contradictions in some of the responses.
- The researcher interviewed mainly adults who are mainly active in local activities and it would have been better to get the views and opinions of younger people as well as the ordinary man on the street.
- It was impossible to get documented information about the area and the researcher had to work on assumptions when it came to statistical information.

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CHAPTER 1

AIMS, OBJECTIVES AND HYPOTHESES

The present study will attempt to examine the impact of the Integrated Development Programmes (IDP) on the lives of two peri-urban communities in the area of KwaXimba. The IDP is a key policy initiative on the part of the country's democratic government to redress the injustices of the past. In a number of social policy initiatives the government after 1994, always under the leadership of the African National Congress (ANC), set new parameters of governance where the centrality of local government structures was established.

The Local Government White Paper (1998) as well as the Municipal Systems Bill (1999) and the Municipal Structures Act (1998) set up a new set of priorities for local government that advocated a series of fundamental changes and policy shifts that meant that local government was responsible for:

- Infrastructure and services.
- The creation of livable, integrated cities.
- Integrated development.
- The promotion of local economic development.
- Community empowerment and redistribution.

These are aspects that will be explored further in the context of this thesis.

The main objectives of the study are:

- To establish the community awareness and understanding of the IDP.
- To assess stakeholder involvement in the process.
- To assess the initiatives towards poverty alleviation in the area.
- To establish the transparency and accountability of IDP implementation in the area.
- To assess whether the IDP implementation has any significant difference in the lives of the people.
- To establish whether the infrastructure already provided has fulfilled the needs of the people.
- To assess the success or failure of essential services such as safety and security.
- To establish the relationships between political parties, elected local leaders and traditional leaders as key developmental stakeholders.
- Assess the perceived or real capacity of the development agents, such as the local council to deliver.

- Establish the levels of consultation and participation of the community in the IDP processes.

For these objectives to be fulfilled a pilot and a full-scale empirical study were undertaken through a semi-structured questionnaire that was distributed to a carefully sampled number of residents in the area chosen for the study.

It was felt that there was a serious need for a study of this nature in the area, as the IDP is at an implementation phase and the attitudes, ideas, opinions and perceptions of those that it purports to benefit are very important.

The main hypotheses developed were the following:

1. There is limited community awareness and understanding amongst the community in regard to the IDP and its processes.
2. There is limited stakeholder involvement in the IDP processes.
3. There is a paucity of poverty alleviation programmes in the area.
4. There is little or no transparency in the IDP process.
5. The IDP has made no difference in the lives of the people.

6. There has been no satisfactory delivery in infrastructure.

7. There are no adequate safety and security measures taken for the people.

8. Traditional leaders have an important role to play in the IDP process.

9. There are tensions between elected local government leaders and traditional leaders in the area.

10. There is limited community participation in the IDP processes and forums.

The first chapter set the foundations of the thesis by identifying its aims and objectives as well as the various hypotheses that are an integral part of this exercise. It was established that the key objective of the study is the assessment of attitudes and ideas of the community in the KwaXimba authority regarding the effects of the Integrated Development Planning on their lives , as well as a number of related issues. This will be achieved through a theoretical and empirical study based on a sample of the total population.

CHAPTER 2

DEVELOPMENTAL LOCAL GOVERNMENT

2.1 Introduction

This section explores developmental local government - the central responsibility of municipalities to work together with local communities to find sustainable ways to meet their needs and improve the quality of their lives. It discusses the characteristics of developmental local government, sets out a series of developmental outcomes, and proposes several tools to assist municipalities to become more developmental.

It is in the interest of the nation that local government is capacitated and transformed to play a developmental role. The national government is committed to providing support to enable municipalities to utilise the options and tools put forward in the various legislative frameworks to make themselves more developmental.

Developmental local government needs to have a major impact on the daily lives of South Africans. Where municipalities do not develop their own strategies to meet community needs and improve citizens' quality of life, national government may have to adopt a more prescriptive approach towards transformation.

2.2 Characteristics of developmental local government

Developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The Constitution enshrines the rights of all people in our country to dignity, equality before the law, freedom and security. It affirms our rights to freedom of religion, expression, culture, association and movement, as well as our political, labour and property rights. The Constitution commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security (South Africa 1996).

The reality in our cities, towns and rural areas is far from this ideal. Many of our communities are still divided. Millions of our people live in poverty, without services and opportunities. The previous local government system did very little to help those with the greatest needs. The current transitional system has not yet been able to do much to reverse these long-standing patterns of inequity and unmet human needs (Reddy 1999).

In the future, developmental local government needs to play a central role in representing communities, protecting human rights and meeting basic needs. It must focus its efforts and resources on improving the quality of life of communities, especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and the poorest of the poor.

Developmental local government has four interrelated characteristics:

- _ Maximising social development and economic growth.
- _ Integrating and coordinating.
- _ Democratising development.
- _ Leading and learning.

(Bayat et al 1999)

These four characteristics of developmental local government are further explained below.

2.2.1. Maximising social development and economic growth

The powers and functions of local government should be exercised in a way that has a maximum impact on the social development of communities - in particular meeting the basic needs of the poor - and on the growth of the local economy. Through its traditional responsibilities (service delivery and regulation), local government exerts a great influence over the social and economic well-being of local communities. Each year most municipalities collect a large sum in rates, user charges and fees. They employ tens of thousands of people throughout the country.

In most cases, they are responsible for the price and quality of water, electricity and roads, and they control the use and development of land , unless these facilities have been

privatised. In parts of the country they own substantial amounts of land. They purchase goods and services and pay salaries, and therefore contribute to the flow of resources in the local economy. They set the agenda for local politics, and the way they operate gives strong signals to their own residents and to prospective migrants or investors. These functions give local government a great influence over local economies. Municipalities therefore need to have a clear vision for the local economy, and work in partnership with all stakeholders to maximise job creation and investment.

Provision of basic household infrastructure is basically the main contribution made by local government to social and economic development. However, simple changes to existing procedures such as affirmative procurement policies, linking municipal contracts to social responsibility, speeding up approval procedures or proactively identifying and releasing land for development could have a significant impact with little or no additional cost. In addition, new policies and programmes can be initiated, aimed specifically at alleviating poverty and enhancing job creation. For example, local government could assist with the provision of support services, such as training to small businesses or community development organisations (Maharaj 1999).

Local government can also promote social development through functions such as arts and culture, the provision of recreational and community facilities, and the delivery of aspects of social welfare services. Municipalities have the constitutional power to provide child care facilities, and may provide grants to associations for this purpose in terms of the Child Care Act, of 1983. The empowerment of marginalised and disadvantaged

groups is a critical contribution to social development. Municipalities should also seek to provide an accessible environment for disabled people, so as to facilitate their independence.

2.2.2. Integrating and coordinating

In any local area many different stakeholders, role players and entities contribute to development, including national and provincial departments, trade unions, community groups and private business. Developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Poor coordination between service providers could severely undermine the development effort. Municipalities should actively develop ways to leverage resources and investment from both the public and private sectors to meet development targets (Frances 1999:21).

One of the most important methods for achieving greater coordination and integration is integrated development planning. Integrated development plans provide powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality. The principles set out in the Development Facilitation Act (South Africa 1997) should guide municipalities in their approach to building integrated, livable human settlements.

While strategies for building human settlements may differ between localities, it is clear that the establishment of sustainable and livable settlements depends on the coordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and

security and housing. Municipalities will need to work closely with other spheres of government and service providers and play an active integrating and coordinating role here.

2.2.3. Democratising development, empowerment and redistribution

Municipal Councils play a central role in promoting local democracy. In addition to representing community interests within the Council, municipal councilors should promote the involvement of citizens and community groups in the design and delivery of municipal programmes.

In the past, local government has tended to make its presence felt in communities by controlling or regulating citizens' actions. While regulation remains an important municipal function, it must be supplemented with leadership, encouragement, practical support and resources for community action. Municipalities can do a lot to support individual and community initiatives, and to direct community energies into projects and programmes which benefit the area as a whole. The involvement of youth organisations in this regard is particularly important (Reddy 1999).

Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalised and excluded groups in community processes. For example, there are many obstacles to the equal and effective participation of women, such as social values and norms, as well as practical issues such as the lack of transport, household responsibilities, personal safety, etc. Municipalities must adopt inclusive

approaches to fostering community participation, including strategies aimed at removing obstacles to, and actively encouraging, the participation of marginalised groups in the local community (Frances 1999).

At the same time, the participatory processes must not become an obstacle to development, and narrow interest groups must not be allowed to 'capture' the development process. It is important for municipalities to find ways of structuring participation which enhance, rather than impede, the delivery process.

A central principle of the Reconstruction and Development Programme (RDP 1994) is the empowerment of poor and marginalised communities. This is repeated in the Growth, Employment and Redistribution (Gear) strategy which calls for "a redistribution of income and opportunities in favour of the poor". Developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes (GEAR 1996). For example:

- _ Service subsidies are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances. The 'equitable share' will provide the basis for a standardised subsidy mechanism for all poor households. Municipalities need to plan the level and amount of additional subsidies in a way which is affordable within the overall municipal budget.

- _ Support to community organisations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process.
- _ Linkage policies aim to directly link profitable growth or investment with redistribution and community development. An example is a development levy imposed in fast-growing areas and used to subsidise housing or other services for the poor. An alternative is a condition which requires developers to make social responsibility investments in return for planning permission. Another example is the use of conditions imposed on companies which supply goods and services to a municipality (such as banks) to invest in training, affirmative action or community development.
- _ Socio-economic development and community empowerment is mainly directed at poverty eradication. The majority of the poor are women, and empowerment strategies which focus on women are likely to prove the most effective and inclusive. Municipalities need to develop their capacity to understand the diverse needs of women in the community, and address these needs in planning and delivery processes to enhance their impact on poverty eradication (Maharaj 1999; Reddy 1999).

2.2.4. Leading and learning

Extremely rapid changes at the global, regional, national and local levels are forcing local communities to rethink the way they are organised and governed. All over the world communities must find new ways to sustain their economies, build their societies, protect their environments, improve personal safety (in particular for women) and eliminate poverty. There is no single correct way to achieve these goals. National frameworks and support from other levels of government are critical, but cities, towns and rural communities are increasingly having to find within themselves ways to make their settlements more sustainable. This requires trust between individuals and open and accommodating relationships between stakeholders. Local government has a key role to play in building this kind of social capital - this sense of common purpose - to find local solutions for increased sustainability (Frances 1999).

In practical terms, municipalities can build social conditions favourable to development through:

- _ Building the kind of political leadership that is able to bring together coalitions and networks of local interests that cooperate to realise a shared vision.
- _ Responsive problem-solving and a commitment to working in open partnerships with business, trade unions and community-based organisations.
- _ Ensuring that knowledge and information are acquired and managed in a way that promotes continuous learning, and which anyone can access easily and quickly.

- _ Enhancing local democracy through raising awareness of human rights issues and promoting constitutional values and principles.
- _ Building an awareness of environmental issues and how the behaviour of residents impacts on the local environment, and encouraging citizens to utilise scarce natural resources in a prudent, careful manner.
- _ Investing in youth development as a key resource for the future, and building on their creativity and motivation through involvement in civic and development programmes.
- _ Actively seeking to empower the most marginalised groups in the community and encouraging their participation.
- _ Empowering ward councillors as community leaders who should play a pivotal role in building a shared vision and mobilising community resources for development (SPP 2000).

Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals (Maharaj 1999).

2.3 Developmental outcomes of local government

Citizens and communities are concerned about the areas where they live: they are concerned about access to services and economic opportunities, mobility, safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all of these facets of their lives.

The outcomes which developmental local government seeks to achieve may differ over time. However, in our current circumstances the key outcomes are as follows:

- _ Provision of household infrastructure and services.
- _ Creation of livable, integrated cities, towns and rural areas.
- _ Local economic development.
- _ Community empowerment and redistribution.

(Reddy 1999; Maharaj 1999)

Each of these outcomes needs to be seen within the context of national development and the principles and values of social justice, gender and racial equity, nation-building and the protection and regeneration of the environment.

2.3.1 Provision of household infrastructure and services

Local government is responsible for the provision of household infrastructure and services, an essential component of social and economic development. This includes services such as water, sanitation, local roads, storm-water drainage, refuse collection and electricity. Good basic services, apart from being a constitutional right, are essential to enable people to support family life, find employment, develop their skills or establish their own small businesses. The provision of household infrastructure can particularly make a difference to the lives of women, who usually play the major role in reproductive (domestic) work which sustains the family and the local society.

The starting point must be to prioritize the delivery of at least a basic level of services to those who currently enjoy little or no access to services. This can be achieved with the assistance of capital grants from the Consolidated Municipal Infrastructure Programme, or through local cross-subsidization, or by mobilizing private investment in municipal infrastructure. It can also be facilitated by assisting groups within the community to establish their own delivery institutions. An example is the establishment of networks of small businesses to collect refuse in a number of townships. These networks receive payments from citizens and municipalities as well as private loans from banks. Such proactive initiatives by local residents should be encouraged and supported (eThekweni 2001).

As outlined in the Municipal Infrastructure Investment Framework, the levels of services which are sustainable and affordable will vary from one type of settlement to another.

The Consolidated Municipal Infrastructure Programme provides grants for bulk and connector infrastructure, to enable municipalities to cover the capital costs of household infrastructure up to a basic level for low-income households. The equitable share of national revenue to which local government is entitled will enable municipalities to subsidize the operating costs of providing basic services to poor households. Municipalities must ensure that higher levels of services to residents and businesses are provided on a sustainable basis. This requires long-term infrastructure investment planning and a careful assessment of the levels of services which communities can afford. The provision of household infrastructure is also integral to the provision of housing, and municipalities must ensure that strategies and programmes for the provision of housing and infrastructure are appropriately integrated (SPP 2001).

2.3.2 Creation of livable, integrated cities, towns and rural areas

Apartheid planning has left deep scars on the spatial structure of our cities, towns and rural areas, and the lives of millions of individuals and households. The spatial integration of our settlements is critical. It will enhance economic efficiency, facilitate the provision of affordable services, reduce the costs households incur through commuting, and enable social development. Spatial integration is also central to nation building, to addressing the locational disadvantages which apartheid imposed on the black population, and to building an integrated society and nation (eThekweni 2002).

Municipal strategies for the establishment of livable cities, towns and rural areas will differ from area to area.

Urban areas face the challenges of integrating towns and townships. Integration must ensure affordable mobility between work, home and recreation; combat crime, pollution and congestion; and structure the built environment to facilitate the participation of disadvantaged groups in the social and economic life of the city. Urban municipalities should promote mixed-use and mixed-income development. They should plan and invest to meet current and future land-use and infrastructural needs for residential, commercial and industrial development. Metropolitan areas in particular need to anticipate and provide for the needs of rapidly growing populations (eThekweni 2001).

In rural areas, the challenges of building livable environments range from securing access to land and services for the rural poor, to addressing the distortions in ownership and opportunity that apartheid created between white and black rural dwellers. Many settlements face particularly acute challenges as a result of the apartheid practice of forcibly relocating communities to 'decentralization points' in the former homelands. This practice resulted in dense settlements with no sustainable economic base. In many of these settlements the majority of residents commute up to 70 kilometers to work in towns and cities. The distance between home and work not only imposes high transport costs, but also imposes harsh social and personal costs. The creation of sustainable and quality living environments for communities in these settlements requires innovative strategies and programmes (SPP 2003).

Environmental sustainability is a key challenge in both urban and rural settlements. Municipalities can enhance environmental sustainability by including environmental issues in their planning processes. Many municipalities are participating in the Local Agenda 21, to reach towards sustainable development in their local areas. Local Agenda 21 requires municipalities to develop long-term strategic action plans that address priority sustainable development concerns. Planning for environmental sustainability is not a separate planning process, but is an integral part of the process of developing municipal integrated development plans (Local Agenda 2000).

2.4 Local economic development

Local government can play an important role in promoting job creation and boosting the local economy. Investing in the basics - by providing good quality cost-effective services and by making the local area a pleasant place to live and work - is the key starting point. However, two other types of initiative are important:

- _ Reviewing existing policies and procedures to promote local economic development.
- _ Provision of special economic services.

These approaches are further explained below.

2.4.1. Reviewing existing policies and procedures to enhance employment and investment

Small and large businesses rely on the actions of local government in a number of ways. They are also subject to a number of municipal regulations. A review and simplification of municipal procedures and regulations can have a significant impact on the local economy. For example:

Procurement procedures can be revised to maximize the impact of municipal purchasing on job creation and the local economy. In particular, preference can be given to local suppliers and small enterprises, particularly those in the informal sector. Principles such as labour intensity and affirmative action can be introduced. It is essential to ensure that selection criteria and procedures are clear and transparent to avoid abuse. Cost and quality must still be central criteria; however, support can be given to emerging contractors by breaking tenders down into smaller parts, providing targeted information and training, or allowing exemption from large securities (eThekwinini 2003).

Rezoning requests and applications for building permits by developers are frequently held up in cumbersome bureaucratic approval processes. In many cases these can be simplified. The establishment of a spatial framework which identifies land for residential, commercial and mixed development can help to speed up rezoning by establishing clear guidelines up-front.

Customer management and billing are often handled by several different municipal departments with offices in different locations. The establishment of user-friendly one-stop shops which can advise residents and deal with single accounts for all municipal services can increase the quality and efficiency of local services (Denzin 2002).

2.4.2. Provision of special economic services

The Constitution states that the local government is responsible for promoting the social and economic development of communities. This provides municipalities with a mandate to provide special economic services, or to assist other agencies with the provision of such services, where appropriate.

Marketing and investment support can be provided in order to attract and secure potential investors. It is important that such services are cost-effective. For example, international evidence suggests that financial incentives, which are quite costly, have a very limited impact on investment decisions and should be avoided.

Small business support services can be provided to assist small entrepreneurs. The Department of Trade and Industry has launched a programme to establish local business service centers, and municipalities are encouraged to support this programme where appropriate. Such centers aim to assist with skills, premises, information, networking, marketing and access to credit (eThekweni Business Center 2002).

Research and technology are important ingredients for innovation in an increasingly competitive international economy. Municipalities might provide targeted assistance to a particular sector in the economy which has the potential to expand.

Training and placement services can be provided to help people to acquire the skills they need to find work, or to find jobs once they have the skills. The Department of Labour provides such services through its regional offices. Municipalities can play a role in tailoring these services to local circumstances, in order to match supply and demand in a practical way. The relevance of these services will depend on local circumstances. It is important to establish the value of a particular service in the local area before it is initiated.

In many cases, limited resources and expertise will make it difficult for municipalities to get involved in these specialised areas; however, it may be possible for municipalities to support or contribute to the activities of other agencies, such as national departments and non-governmental organisations, in these areas.

A review of existing legislation which impedes local economic development, such as planning and rating ordinances, needs to be undertaken by both national and provincial government.

2.5 Tools and approaches for developmental local government

To achieve developmental outcomes will require significant changes in the way local government works. This section of the thesis puts forward three interrelated approaches which can assist municipalities to become more developmental:

- _ Integrated development planning and budgeting.
- _ Performance management.
- _ Working together with local citizens and partners.

2.5.1 Integrated development planning, budgeting and performance monitoring

2.5.1.1 Why integrated development planning?

Municipalities face immense challenges in developing sustainable settlements which meet the needs and improve the quality of life of local communities. To meet these challenges, municipalities will need to understand the various dynamics operating within their area, develop a concrete vision for the area, and strategies for realising and financing that vision in partnership with other stakeholders.

Integrated development planning is a process through which a municipality can establish a development plan for the short, medium and long-term. The main steps in producing an integrated development plan are:

- _ An assessment of the current social, economic and environmental reality in the municipal area - the current reality.
- _ A determination of community needs through close consultation.
- _ Developing a vision for development in the area.
- _ An audit of available resources, skills and capacities.
- _ A prioritisation of these needs in order of urgency and long-term importance.
- _ The development of integrated frameworks and goals to meet these needs.
- _ The formulation of strategies to achieve the goals within specific time frames.
- _ The implementation of projects and programmes to achieve key goals.
- _ The use of monitoring tools to measure impact and performance.

In effect integrated development plans are planning and strategic frameworks to help municipalities fulfil their developmental mandate:

- _ They enable municipalities to align their financial and institutional resources behind agreed policy objectives and programmes.
- _ They are a vital tool to ensure the integration of local government activities with other spheres of development planning at provincial, national and international levels, by serving as a basis for communication and interaction.
- _ They serve as a basis for engagement between local government and the citizenry at the local level, and with various stakeholders and interest groups. Participatory and accountable government only has meaning if it is related to concrete issues, plans and resource allocations.

- _ They enable municipalities to weigh up their obligations and systematically prioritise programmes and resource allocations. In a context of great inequalities, integrated development plans serve as a framework for municipalities to prioritise their actions around meeting urgent needs, while maintaining the overall economic, municipal and social infrastructure already in place.
- _ They assist municipalities to focus on the environmental sustainability of their delivery and development strategies. Sustainable development is development that delivers basic social and economic services to all, without threatening the viability of the ecological and community systems upon which these services depend.
- _ They help municipalities to develop a holistic strategy for poverty alleviation. Poverty is not just about low household income. It includes other aspects of deprivation such as a lack of assets to help households cope with shocks and stresses, a lack of the resources or contacts necessary to secure political advantage, a lack of access to education, health care and emergency services, and the lack of safe, secure, and adequately sized housing with basic services.

(EThekweni 2002; eThekweni 2004; SPP 2002)

While the idea behind integrated development plans is to build up a comprehensive integrated plan, municipalities cannot plan everything in detail in the first year. Rather, integrated development plans should empower municipalities to prioritise and strategically focus their activities and resources. An attempt to plan too comprehensively may result in unrealistic plans that lack the human and financial resources for implementation.

Integrated development plans should be viewed as incremental plans. In the annual process of review, new or changed priorities can be incorporated.

Integrated development planning is a normal and required municipal function - integrated development plans are not "add-ons" and should not be "donated" to consultants. The development of integrated development plans should be managed within municipalities, and provide a way of enhancing the strategic planning capacity of the administration, building organisational partnerships between management and labour, and enhancing synergy between line functions

2.5.1.2 The legislative framework

At the moment municipalities are required by the Development Facilitation Act to produce land development objectives (with the exception of municipalities in the Western Cape and KwaZulu-Natal). The Local Government Transition Act (Second Amendment Act) requires municipalities to produce integrated development plans. Municipalities should see the development of land development objectives as part of their integrated development plans, and not as a separate planning process.

Municipalities are required to be multi-sectoral in their approach to integrated development planning. They are therefore also required to prepare plans that meet the requirements of different departments such as the Department of Water Affairs and Forestry, the Department of Transport, the Department of Housing and the Department of

Environmental Affairs and Tourism. These requirements will nevertheless be linked to a single planning cycle and process within municipalities as envisaged by integrated development plans.

Future legislation will endeavor to reduce the legislative complexity of the various planning requirements placed on municipalities. In particular, it will ensure that integrated development plans incorporate other planning requirements into a single planning cycle.

As part of this process, it may be necessary to revisit parts of the Development Facilitation Act. As the local government environment stabilises, the role of the Development Tribunals established by the Development Facilitation Act needs to be reassessed to ensure that local government's executive authority over development procedures and approvals is not undermined.

2.5.1.3 What is required of municipalities?

The key elements which are required to make integrated development plans useful and practical instruments for municipalities to work with are:

- **Developing a strategy and clear objectives**

The land development objective components or the planning requirements as put forward in the Development Facilitation Act provide a means of developing a strategic framework for development in the area. The land development objective components are critical because they are submitted to the provincial government for approval. Once approved,

they have legal status and become powerful instruments for guiding and managing development in the area.

The Development Facilitation Act requires municipalities to develop objectives for service delivery (the services which a municipality will provide, the standards of service and the level at which they will be provided); the 'form' of the settlement (these objectives deal with issues normally associated with 'town and regional planning' or the spatial planning of an area, such as land-use control, environmental planning, integrating low-income areas into the broader settlement, etc.); and development strategies. These objectives will provide a broad strategic framework for development.

- **Developing action plans and budgets**

Two key and inter-linked action plans are required to move from objectives to delivery.

The first is an institutional plan of action, the second a financial plan of action.

Institutional plans: Institutional plans, including human resource development strategies, are particularly important tools for municipalities during the transformation period. Institutional action plans are intended to assist municipalities in re-organising their administrations for improved delivery to communities.

Financial plans: Integrated development planning should be linked to financial planning.

A financial plan involves producing a medium-term (five-year) projection of capital and recurrent expenditure. This means incorporating municipal land development objectives and other strategies into the normal medium-term planning for capital and recurrent

expenditure. Municipalities should also develop a plan for raising the revenue to support these strategies. The financial plan should show how the priorities in the budget change over the five-year period in order to achieve the goals set out in the integrated development plan.

On the capital side municipalities need to develop a coherent infrastructure investment plan, which sets out how they will achieve infrastructure targets, and mobilise public and private funding sources for this purpose. The development of integrated development plans and financial plans provides an opportunity for municipalities and other spheres of government to discuss and prioritise public investment in the area. Such governmental alignment could result in the production of a negotiated 'public investment plan' for an area which brings together the resource commitments of all spheres of government in relation to the integrated development plan.

Municipalities should seek private investment to supplement the public funds available for capital expenditure. They can obtain assistance and advice on how to leverage private investment from the municipal infrastructure investment unit, which has been established for that purpose.

Provincial governments should monitor the extent to which municipal budget priorities reflect the integrated development plan, and use existing conditional grant mechanisms as incentives in this regard.

The medium-term financial plan forms a basis on which annual budgets can be drawn up.

2.6 Performance management

Performance management is critical to ensure that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently. Municipalities currently set their own measures of performance, or key performance indicators. Key performance indicators vary greatly from municipality to municipality, and cover both efficiency measures and human development indices.

Key performance indicators can provide valuable information for two purposes:

- Firstly, development indices (such as the Household Development Index) can help municipalities to know their areas better and plan more effectively. Development indices also assist municipalities to assess the impact and effectiveness of the development strategies which they adopt, and make adjustments to their plans as required. The Central Statistical Service already provides useful indicators to assist municipalities in planning for their areas. Following the demarcation of new municipal boundaries, it will be possible to disaggregate (lift out) information according to municipal jurisdictions, which will be of particular value in the planning process. Development indicators should also be disaggregated according to gender to allow municipalities to assess the impact of their strategies on women, and ensure that the needs and interests of women are incorporated into municipal planning processes.

- Secondly, indicators which measure value-for-money in service provision can provide valuable guidance for municipal organisational transformation. Efficiency and quality indicators enable municipalities to set targets for continued improvement in their operations, to prioritise areas where organisational change is required, and assess the success of their transformation programmes.

(EThekwinini 2002; 2004)

Involving communities in developing some municipal key performance indicators increases the accountability of the municipality. Some communities may prioritise the amount of time it takes a municipality to answer a query, others will prioritise the cleanliness of an area or the provision of water to a certain number of households. Whatever the priorities, by involving communities in setting key performance indicators and reporting back to communities on performance, accountability is increased, and public trust in the local government system enhanced.

Municipal Councils will also find that developing some key performance indicators in consultation with internal municipal stakeholders (i.e., management and organised labour) can assist in developing a shared organisational vision and common goals for improved performance and delivery.

Performance monitoring indicators need to be carefully designed in order to accurately reflect the efficiency, quality and value-for-money of municipal services. International experience shows that poorly designed performance indicators can have a negative effect

on delivery, and that it is critical that indicators focus on outcomes and not only inputs and outputs. For example, a municipality has a programme for cutting the grass verges. The aim is to maintain an orderly appearance in the streets and to discourage the dumping of rubbish in public spaces. However, if the municipality fails to collect the cut grass, it will build up and lead to the dumping of garden refuse by residents. This defeats the municipality's original objective. A performance management system which only measures the frequency of cutting the grass (the output) - and not the effect that this has on the maintenance of the public spaces (the outcome) - will give a misleading report on the effectiveness of the municipality's actions (Gildenhuis and Knipe 2000).

In the medium-term, a national performance management system is required to assess the overall state of local government, monitor the effectiveness of development and delivery strategies adopted by different municipalities and ensure that scarce resources are utilised efficiently. It would provide 'early warning' where municipalities are experiencing difficulties, and enable other spheres of government to provide appropriate support before a crisis develops. It would also enable municipalities to compare their own performance with that of similar municipalities across the country, identify successful approaches or 'best practice', and learn from one another (Meyer et, al 1995).

National government will work closely with municipalities, provincial governments and other agencies that can contribute to the development of a national performance management system (such as the Central Statistical Service and the Auditor-General's

Office) to develop a set of indicators which can be piloted by different municipalities and ultimately lead to the establishment of a national system.

While it is envisaged that the national system will apply in all municipalities, it will not replace the need for municipalities to set their own key performance indicators as part of the integrated development plan process. A national system can only incorporate indicators which are relevant to all municipalities. Municipalities will need to continue to develop key performance indicators which are specific to their local circumstances and goals, and to the priorities of local communities.

Integrated development planning, budgeting and performance management are powerful tools which can assist municipalities to develop an integrated perspective on development in their area. It will enable them to focus on priorities within an increasingly complex and diverse set of demands. It will enable them to direct resource allocations and institutional systems to a new set of development objectives.

2.7 Working together with local citizens and partners

One of the strengths of integrated development planning is that it recognises the linkages between development, delivery and democracy. Building local democracy is a central role of local government, and municipalities should develop strategies and mechanisms (including, but not limited to, participative planning) to continuously engage with citizens, business and community groups.

Municipalities require active participation by citizens at four levels:

- As voters - to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.
- As citizens who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policy reflect community preferences as far as possible.
- As consumers and end-users, who expect value-for-money, affordable services and courteous and responsive service.
- As organised partners involved in the mobilisation of resources for development via for-profit businesses, non-governmental organisations and community-based institutions.

As voters:

As in the rest of the world, municipalities will need to ensure that voters are constantly made aware of the need to vote and that they are able to vote easily and safely. When voter participation declines, democratic accountability is diluted. The following approaches will enhance voter participation:

- Civic education programmes about the importance of voting.
- Ward-level activities to continuously connect elected leaders and their constituencies.
- Creative electoral campaigning around clear policy choices that affect the lives of citizens.

- Electoral systems that ensure that registration and voting procedures are structured in a way that enhances access and legitimacy.

As participants in the policy process:

Municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation. The following approaches can assist to achieve this:

- Forums initiated from within or outside local government allows organised formations to initiate policies and/or influence policy formulation, as well as participate in monitoring and evaluation activities. Forums tend to work better when it comes to formulating either general community-wide development visions or issue-specific policies, rather than for formulating multiple policies that affect a multiplicity of interests.
- Structured stakeholder involvement in certain Council committees, in particular if these are issue-oriented committees with a limited lifespan rather than permanent structures.
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmes.
- Focus group participatory action research conducted in partnership with non-governmental organisations and community-based organisations can generate detailed information about a wide range of specific needs and values.

- Support for the organisational development of associations, in particular in poor marginalised areas where the skills and resources for participation may be less developed than in better-off areas. This is important because citizens tend to participate via associations rather than as individuals.

As consumers and service-users:

For many local citizens, their main contact with local government is through the consumption of municipal services, and it is here that municipalities need to begin to build relationships with citizens and communities. Municipalities need to be responsive to the needs of both citizens and business as consumers and end-users of municipal services. Improved customer management and service provision are critical to building an environment conducive to economic and social development.

The Batho Pele ('People First') White Paper, issued by the Minister for Public Service and Administration, provides a useful approach to building a culture and practice of customer service. Batho Pele is based on eight key principles:

- **Consultation:** Citizens should be consulted about the level and quality of public service they receive, and, where possible, should be given a choice about the services which are provided.
- **Service standards:** Citizens should know what standard of service to expect.
- **Access:** All citizens should have equal access to the services to which they are entitled.
- **Courtesy:** Citizens should be treated with courtesy and consideration

- **Information:** citizens should be given full and accurate information about the public services they are entitled to receive.
- **Openness and transparency:** Citizens should know how departments are run, how resources are spent, and who is in charge of particular services.
- **Redress:** If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made citizens should receive a sympathetic, positive response.
- **Value-for-money:** Public services should be provided economically and efficiently in order to give citizens the best possible value-for-money.

Importantly, the Batho Pele White Paper notes that the development of a service-oriented culture requires the active participation of the wider community. Municipalities need constant feedback from service-users if they are to improve their operations. Local partners can be mobilised to assist in building a service culture. For example, local businesses or non-governmental organisations may assist with funding a helpline, providing information about specific services, identifying service gaps or conducting a customer survey.

As partners in resource mobilisation:

Municipalities will be expected to enhance delivery within the constraints of available resources. Although becoming more efficient will be one way of achieving this, another is to mobilise off-budget resources (resources additional to those budgeted for) via partnerships with businesses and non-profit organisations. Municipalities can utilise

partnerships to promote emerging businesses, support non-governmental organisations and community-based organisations, mobilise private sector investment, and promote developmental projects which are initiated but not necessarily financed by local government. Examples of the range of options for this approach include various combinations of the following:

- _ Community development corporations.
- _ Public-private and public-public partnerships around service delivery
- _ Community contracting for services such as refuse collection.
- _ Development partnerships around issues such as local economic development, eco-tourism or farming.
- _ Community banking and various forms of community finance control (e.g., stokvels).
- _ Community information and learning centres as central points for using the new information technologies (e.g., the Internet, e-mail) for development purposes.
- _ Emerging business development centres.
- _ Training and capacity-building initiatives aimed at building up the skills base for development projects.
- _ Social housing mechanisms.
- _ Value-adding initiatives aimed at transforming wastes into products, e.g., linking recycling to job creation for the unemployed.

This chapter examined a number of parameters of developmental government as well as the social, economic and political forces at play that have direct and significant

repercussions for its success or failure. Integrated development is seen and described as a holistic approach to development that has the potential to rectify the injustices of the past.

For this to become a reality social, economic and political forces within a given society need to work in the spirit of cooperation, coordination and honest partnership at all levels of planning, implementation assessment and evaluation. The cooperation between democratically elected local government, traditional leaders, NGOs and CBOs, as well as whole communities, together with a series of organisational, administrative and logistical initiatives is of vital importance to the envisaged transformation, development and growth.

CHAPTER 3

THE LOCAL GOVERNMENT INTEGRATED DEVELOPMENT: THE LEGAL PARAMETERS

3.1 Introduction

The main aim of this chapter is to present the essence, content and all challenges and problems of the Integrated Development Planning as well as the different roles of all the major stakeholders in its implementation process and different stages.

It is also the intention of this chapter to briefly look at the history of this IDP and how it came about to be adopted as a vehicle of bringing change.

3.2 The constitution of South Africa

The Constitution enshrines the rights of all people in our country to dignity, equality before the law, freedom and security. It affirms our rights to freedom of religion, expression, culture, association and movement, as well as our political, labour and property rights. The Constitution commits government to take reasonable measures, within its available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security.

The reality in our cities, towns and rural areas is far from this ideal. Many of our communities are still divided. Millions of our people live in dire poverty, isolated from services and opportunities. The previous local government system did very little to help

those with the greatest needs. The current transitional system has not yet been able to do much to reverse these long-standing patterns of inequity and unmet human needs.

Firstly, the constitution of South Africa (South Africa 1996) mandates the local government to:

- Ensure a sustainable provision of services.
- Promote social and economic development
- Promote a healthy and safe environment
- Give priority to basic needs
- Encourage the involvement of communities.

With regard to this vision the **Green Paper** states the following:

“This mandate places the local government at the center of building local environments in which our communities can develop and grow. The task is daunting: apartheid has fundamentally damaged the spatial, social and economic environment in which people live, work, raise families and seek to fulfill their aspirations. Local government can only rise to the challenge of reversing the legacy of the past and constructing sustainable living environments for the future, if

municipalities are financially and institutionally empowered. It is therefore critical that we transform and capacitate local government”

(Ministry of Provincial Affairs and Constitutional Development, 1997:1)

It is because of this vision that the local government is referred to as **“the developmental local government”**.

Developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

According to the constitution of South Africa (Act 108 of 1996) the local government has an important role to play and fulfill in terms of undertaking development initiatives that will promote the upliftment of local communities especially those who were previously disadvantaged due to the previous system of separate development.

Apartheid legislation left South Africa divided into two main groups i.e. those who have and those who do not have, with the indigenous Africans facing poverty and discrimination. For the country's system of apartheid to be transformed to one that is democratic and free, it was necessary for all the government structures to go through very significant changes and in some cases some structures had to be completely dealt away

with, which means there was an overhaul. This was one of the ways transformation of state and society had to occur.

As a way of redressing the imbalances of the past the Constitution of South Africa empowered the local government with the task of ensuring the delivery of services and infrastructure essential to the general welfare of local communities and also to ensure economic growth and development in a manner which is conducive to community participation and accountability.

The ideology of local governments performing the duty of service delivery is of importance in the sense that it has resulted in a shift from the government deciding what to do for the people to the involvement of those who are governed. That is the big difference between “government” i.e. a body with a mandate to formulate policies for the people and “governance” whereby people are taking an active participatory role in how their lives are improved and how they want service delivery to be implemented (Reddy 1999:34).

This, in a broader sense implies that the democratic values of participation, accessibility, equity and justice are regarded as of crucial importance in ensuring empowerment, involvement and participation of the community in the management of their own affairs.

Over the last years South Africa has developed several good policies cutting across all issues of governance the mandate to implement these policies has fallen on the local government (South Africa 1997/Batho Pele White Paper).

This has resulted in a shift of emphasis away from local authorities as mere service providers to a development focus which stresses not only economic growth but also social well-being and the quality of the physical environment. The local authorities have therefore been charged with the responsibility of ensuring that sufficient measures are taken to develop their own local environments but doing all this in the interests of the community.

3.3 The White Paper on Local Government.

The local Government Negotiating Forum was established on 22 March 1993 by the then Minister of Local Government, Leon Wessels in order to give authority to a local government forum. This forum was established in order to contribute to the democratization of local government so as to bring about a democratic, non-racial, non-sexist and financially viable local government. (LGNF: 1993) The South African apartheid government was under pressure from both within the country and abroad to do away with all its policies of discrimination. The Local Government Act of 1993 did not provide a blueprint for a new local government but instead it sketched a process for change.

The biggest challenge that faced the government was that of transforming an apartheid system that was solely formed to uplift one group and oppress the other to a fully fledged democratic, representative system of local government and in order to do this negotiations were entered into and instituted. The greatest need was the creation of a framework for the orderly transition of local governments which would address the

inequalities, imbalances, financial restraints and other problems as were encountered at that time. For example certain laws had to be repealed, such as the Group Areas Act which restricted the permanent residence of Africans in urban areas through the pass system which reserved a all the viable municipal revenue base for the minority White population by separating townships and reserves from industrial and commercial development.

The local Government Transition Act – Act 209 of 1993 was introduced in order to introduce the process of change to a rapidly failing local government system prevailing at the time when all the other spheres of government were undergoing major changes and transformation.

It was to create a framework for the orderly transition of local government from a system of apartheid to full democracy, which would therefore address the inequalities, financial imbalances and other problems that were brought about by apartheid. The two major changes that were brought about by this Act are:

1. It allowed all citizens, irrespective of their race to be nominated to serve on municipal bodies, for as long as they reside in that local area. It thus opened participation in local government to people of all races. This is of significance since during the apartheid regime Africans could only serve on municipalities that governed their areas. Only Whites could be nominated to serve in the White municipalities.

2. It established a process for the complete transformation of local government and was only intended to start the process of transforming local government and not to provide a blue print for the system of local government.

The White Paper on Local Government was released in March 1998 and it asserts that in undertaking their development role the local authorities must establish a concrete vision for their area as well as clear strategies on how they plan to realize and finance that vision and this has to be done in conjunction with all other stakeholders. This is where the role of Integrated Development Planning comes in, since it enables local authorities to prioritize their actions around meeting most urgent needs in a multi-sectoral, holistic manner. The major change that is brought about by the IDP lies in the fact that the whole principle of IDP is based on participation and direct involvement of all stakeholders.

The local governments are therefore enabled to identify development projects and in this way communities benefit in a real way in this process.

The White Paper on Local Government, 1998 (Notice 423 of 1998) clearly states that the process of formulating Integrated Development Plans should involve the following:

- An assessment of the current reality of the total municipal area so as to have a clear understanding of what is already there and what is needed.
- A determination of available resources- This has been a big challenge for the Black Municipalities since they literally have the greatest needs but no resources. Section 10G of the Local Government Transition Act 97 of 1996 states it clearly that all

municipalities are required to conduct their affairs in an effective, economical and efficient manner with a view to optimizing the use of its resources in addressing the needs of its community. The challenge is therefore placed on local government to cater for these communities with prudent financial management.

- An audit of all available resources.
- The prioritization of needs- The primary responsibility of municipalities is to provide the essential services to all South Africans and these services include water, sanitation, electricity, health institutions, roads and so on. With the IDPs in place these have to be prioritized according to most urgent such as water to not so urgent e.g. library. All of this is done in consultation with all stakeholders.
- Setting of goals to meet those needs.
- The formulation of strategies to achieve those goals within specific time frames- The municipality has to clearly state in its plans how it intends to go about achieving the set goals and this as well as its budget. This also includes awarding of contracts for goods and services in accordance with a system which is fair, adequate, transparent, competitive and cost-effective.
- The implementation of projects and time frames to achieve all key objectives.
- Measuring of impact through the use of performance monitoring tools- It is often said that municipal government is also known as the people's government and the reason for this is because it is the only form of government that is closest to the people on the ground. It touches people's lives and it has the mandate of the people to continue with its plans or to sit back and review the progress it has had.

The White Paper highlights also the ways in which the IDPs should promote developmental government and that is to:

- 1 Enable the local authorities to align and direct their financial and institutional resources toward agreed policy objectives and programs.
 - 2 Ensure the integration of local government activities with other spheres of development, planning at local, provincial, national and international levels thus serving as a basis for communication and interaction. In the achievement of this linkage the IDPs are indispensable. Whilst the municipality has to serve the people it also has to be aware of the fact that it is not a separate entity but is only a part of a large movement and its plans have to be in line with those of the local government under which it is formed.
 - 3 Serve as a basis for engagement between local government and citizens at local level as well as with various stakeholders and other interested groups.
 - 4 Serve as a framework for local authorities to prioritize their actions around meeting the most urgent needs first whilst at the same time maintaining a the overall economic, municipal and social infrastructure which is already in place.
 5. Since sustainable development is crucial, the IDP also assists local authorities to focus on the environmental sustainability of their delivery and development strategies.
- This ensures that whilst basic social and economic services are delivered to all, this is done without threatening the viability of the local ecological and community systems upon which these services depend.
6. Assist the local authorities in developing holistic strategies for alleviation of poverty.

7. Assist the local authorities to find a focus within an increasingly complex and diverse set of demands and also to help them to direct resource allocations and manage institutional systems around a new set of development priorities.

As a way of assisting municipalities to become more developmental the White Paper provides the following approaches:

- Integrated development planning and budgeting.
- Performance management, and
- Working together with local citizens and partners.

Integrated development planning is therefore very central to realizing the vision of the developmental government since it is seen as a mechanism to enable prioritization and integration in municipal planning processes. The local authorities are therefore being asked to produce these integrated development plans not only because it is required by legislation but because it is the best or the most effective way of managing resources.

The main task of the local authorities, in conjunction with national and provincial government is that of eradicating poverty, creating jobs, boosting the economy and carrying forward the whole process of reconstruction and development but in addition to this they have to lead, manage and plan for development, budget and provide direction in areas such as

- Participation of local communities in the planning and implementation stages.

- Ensuring communication and cooperation between the local community and government.
- Integrated development and management of the municipal areas.
- Provision of infrastructure, household and community services.
- Land use regulation and planning.
- Housing and township establishment.
- Environment and healthcare.
- Local safety and security.

All local authorities are expected to address this package of responsibilities to their greatest extent possible, of course taking into cognizance the available resources. Of greatest importance here is the recognition that this whole process calls for the participation, commitment and involvement of residents and stakeholders. All the participants must pull towards one direction and give all their support to a given project since having competing claims on the limited resources might lead to conflict and thus cause a delay to the whole process. The onus therefore is upon the local authorities to ensure fairness and build agreement and consensus around common goals.

3.4 The Reconstruction and Development Program, 1994

A central principle of the Reconstruction and Development Programme (RDP) (1994) is the empowerment of poor and marginalised communities. This is repeated in the Growth, Employment and Redistribution (Gear) (1996) strategy which calls for "a redistribution

of income and opportunities in favor of the poor". This, despite the criticism that GEAR has faced by a series of writers in the last few years (Lehurere 1997; Bond 2001). Developmental local government is uniquely placed to combine empowerment and redistribution in a number of concrete programmes. For example:

- _ Service subsidies are a focused mechanism for providing services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances. The 'equitable share' will provide the basis for a standardised subsidy mechanism for all poor households. Municipalities need to plan the level and amount of additional subsidies in a way which is affordable within the overall municipal budget.
- _ Support to community organisations in the form of finances, technical skills or training can enhance the ability of the poor to make their needs known and to take control of their own development process.
- _ Linkage policies aim to directly link profitable growth or investment with redistribution and community development. An example is a development levy imposed in fast-growing areas and used to subsidise housing or other services for the poor. An alternative is a condition which requires developers to make social responsibility investments in return for planning permission. Another example is the use of conditions imposed on companies which supply goods and services to a municipality (such as banks) to invest in training, affirmative action or community development.

— Socio-economic development and community empowerment is mainly directed at poverty eradication. The majority of the poor are women, and empowerment strategies which focus on women are likely to prove the most effective and inclusive. Municipalities need to develop their capacity to understand the diverse needs of women in the community, and address these needs in planning and delivery processes to enhance their impact on poverty eradication.

The integrated development orientation of local government is strongly supported by the Reconstruction and Development Program, (RDP) White Paper on local government (1994:22) in that local government is assigned an important role in implementing the RDP and it is acknowledged that local authorities are the key to institutions for the delivering of the basic needs. After 1994 the government introduced the Reconstruction and Development (RDP) and in 1996 Growth, Employment and Distribution Strategy (GEAR) substituted the RDP.

Both these documents have a great impact on IDPs, so when one is preparing these s/he should ensure that the vision development framework and development strategies are consistent with and contribute to the RDP and GEAR.

The RDP is an integrated, coherent, socio-economic policy framework which seeks to mobilize all our people and our countries resources towards the facial eradication of apartheid and the building of a democratic, non-racial and non-sexist future.

To emphasize the developmental role of local government, the RDP lists the following crucial areas:

- > Integrating the areas which were once divided under apartheid.
- > Providing and maintaining affordable infrastructure service.
- > Strengthening the capacity of local government to provide services.
- > Ensuring meaningful participation by residents and stakeholders.

The RDP sets the scene for the introduction of Integrated Development Planning in that it espouses the principles of:

- Integration and sustainability;
 - People driven development;
 - Meeting basic needs and maintaining infrastructure services;
 - Nation building;
 - Democratization;
 - Ensuring meaningful participation by communities and stakeholders;
-
- Serving as a basis for engagement between local government and citizens, as well as other various stakeholders and interest groups.
 - Enabling the local authorities to weigh up their obligations and to prioritize and to allocate resources in a context of great inequalities.

3.5 Other Relevant Legislation

So as to transform SA from a system of apartheid to a democratic, independent one it was necessary for all government structures to undergo major changes. Most of the structures had been formed in order to benefit only certain groups to the disadvantage of others and if SA was to be recognized as a country which respects people's rights all that had to change. Such changes could not however occur simultaneously but gradually and over a period of time. It was therefore decided that elections would take place for the central and provincial levels of government whilst the local governments started the period of change. To attempt to hold the elections for all the three levels of government would have caused chaos and havoc since the majority of South Africans were going to vote for the first time and had to go through a process of education. This however did not mean that the local government was to continue as it was but a process of democratization of the municipalities was initiated.

The years 1996, 1997 and 1998 respectively saw the adoption of the Constitution, which sets forth the aims of local government in terms of democratic accountability, provision of sustainable services, social and economic development, environmental care and community involvement. In 1998 the government released a series of long awaited documents such as the **White Paper on Local Government, the Municipal Demarcation Act and the Municipal Structures Act**. The White Paper built on the Green Paper, offering among other things a template for legislation and delineating metropolitan, local and district councils as the three species of local government.

The Municipal Demarcation Act of 1998 put into effect the order of the Constitution for the founding of an entity to decide municipal boundaries by establishing the Municipal Demarcation Board (MBD) including as criteria such factors as areas under traditional authority, infrastructure and facilities as well as patterns of settlement and of land use extant and foreseen. As a result of this Act the number of local authorities was substantially reduced from 843 to 284 in December 2000.

The Municipal Structures Act of 2000 created three kinds of councils i.e. the metropolitan, the district and the local councils. It also gave specifications on the attendant details for their election, design and operation. This Act gave district municipalities the responsibility for integrated development planning for the district municipality as a whole, including a framework for integrated development plans for all local municipalities. They thus have responsibility for inter-local co-ordination and for links with provincial and national plan and should conduct their own participatory processes. The role of the district municipality is therefore to ensure that there is a joint district strategy, that the IDPs within the municipality are, aligned with each other and with the district IDP.

District municipalities also have the responsibility for supporting the planning of local municipalities with limited capacity.

The Municipal Electoral Act of 2000 amended the 1998 Electoral Act in certain respects. It empowered the Independent Electoral Commission to administer local

elections in conjunction with local municipal electoral officers and ensured the proportional representation method.

The Municipal Systems Act of 2000 describes IDP as one of the core functions of a municipality, and goes on to define minimum requirements for the contents and processes which should be followed in developing an IDP.

In the Municipal Systems Act, 2000, Section 25 of Act 32 of 2000 the IDP is described as a single, inclusive and strategic plan for the development of a municipality which:

- Links, integrates and coordinates plans of the local authority takes into account the proposals for the development of municipality.
- Aligns the resources and capacity of the municipality with the implementation of the plans.
- Forms the policy framework and general basis on which annual budgets must be based.

In addition to all this, section 26 of the Municipal Act of 2000 stipulates that an IDP must include as its core components:

- The vision of the municipal council for the long-term development of municipality or what is termed Long-term Development Framework (LTDF).
- An assessment of the present or current status of development of the municipality.
- The development priorities, objectives and strategies of the municipal council for its elected term of office.

- A development framework that includes the provision of basic guidelines for land use management systems for the municipality.
- Operational strategies.
- Applicable disaster management plans.
- A financial plan which includes a budget projection for at least the next three years.
- Performance targets and key performance indicators.

CHAPTER 4

INTERGRATED DEVELOPMENT PLANNING IN PERSPECTIVE

4.1 Introduction

The Integrated Development Planning is a legal requirement in all municipalities in South Africa. Integrated Development Planning is a process of achieving future development in an orderly, sensible and manageable manner as well as a process of ensuring that financial resources are allocated in a disciplined and responsible way.

Integrated means not just considering one sector e.g. health but looking at development in a holistic manner with the aim of bringing together all important sectors, issues and concerns. It also implies bringing together the efforts of national, provincial, regional and local government, and at municipal level, the private sector and other stakeholders to set goals and work together in a planned, organized way to achieve goals in the interests of all in the community and the country as a whole (eThekweni 2003).

4.2 The IDP Perspective

Since the 1994 elections in South Africa the responsibility of the local government has expanded enormously and a lot of emphasis has been placed on the developmental role of this level of government. This has led to the birth of the integrated development planning which is an important concept in local government in South Africa in that it carries with it all the components of developmental local government.

The Local Government Second Amendment Act of 1996 first called for the development of integrated development plans. At the very same time some other pieces of linking legislation were also developed to tie transport and water/sanitation planning to the IDP. For example, the Water Services Act of 1997 requires the development of a water and sanitation plan which is linked to IDPs.

The White Paper on Local Government (1998) sees integrated development planning as a way of achieving developmental local government. In terms of this, IDPs are intended to:

- Align scarce resources around agreed policy objectives and programmes.
- Ensure integration within the local government.
- Enable alignment between the local, provincial and national government.
- Ensure transparent interaction between municipalities and residents thus ensuring that the local government is accountable.

The White Paper also outlined policy principles that IDP must follow, and developed broad guidelines, seeing IDPs as a form of strategic, medium term planning, encouraging a multi-sectoral approach to development.

According to the IDP Guide Pack 1 of 2001 the IDP is intended to provide a holistic, integrated and participatory strategic plan guiding the work of the municipality that

- Helps to eradicate the development legacy of the past through
 1. Restructuring urban and rural areas.

2. Promoting social equality.
 3. Redressing poverty and the adverse conditions of marginalized groups.
 4. Acting as a catalyst in the creation of wealth.
- Makes the idea of developmental local government work through
 - *The development of integrated and sustainable projects and programmes;
 - *Creating community ownership;
 - *Providing a strategic framework for governance;
 - *Enabling local government transformation.
 - *Acting as a way of attracting investment.
 - *Ensuring appropriate allocation of resources.
 - *Facilitating delivery and
 - *Acting as a measure for accountability by politicians and officials.

(eThekwinini 2002; eThekwinini 2003)

Enabling co-operative governance through facilitating alignment and acting as a mechanism for co-ordination between local, provincial and national departments is also a major ingredient of the IDPs.

This IDP is therefore a very important part of municipal departments to create a single plan. In the past municipal departments worked in a very isolated way and this caused duplication and redundancy in municipal development as there was no collective plan for one municipality, the municipalities worked without a coordinated plan of action.

This working in isolation led to a situation in which several isolated planning processes taking place in a single municipality have contradicted one other (Gildenhuis and Knipe 2000).

Without integrated planning the chances are high that projects can be located at places that are not suitable. A very important aspect of IDP's is that municipal planning processes are meeting the needs of the people.

Issues are not looked at individually or in isolation but there is a holistic approach that allows for the issues to be viewed in relation to each other.

The Integrated Development Plans are legally constituted processes that enforce all local government structures to take them in order to achieve social and economic growth job creation and upliftment of communities throughout the country.

The process of integrated development planning is as follows:

- > Establishes a specific development program.

- Plans for and sets aside a budget to enable the program to be implemented.
- Monitors the program to evaluate its success and whether it is being implemented in accordance with the plans.
- After evaluating the program sets some measures on how it can be improved to accommodate a changing environment.

(eThekweni 2003)

Through the integrated development planning the municipality can establish a development plan for the short, medium and long terms and this enables the municipality to:

- Make an assessment of the municipal area situation as it currently stands including its available resources and skills and capacities. This helps the municipality to direct its financial and institutional resources towards agreed policy objectives and programmes.
- Make an assessment of the needs of the community and ensure that all actions are prioritized around urgent needs.
- Set a time frame of when the goals are to be met and develop strategies of how this is to be achieved within that set framework.
- Set targets so that performance can be measured.
- Draw up a budget to finance the needs with limited resources.
- Monitor and evaluate the program regularly.

- Make changes where it is necessary.

4.3 Adoption of Integrated Development Plans

Each municipal council must, within a prescribed period 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 are to be based;
- (d) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation

4.3.1 Process to be followed.

The process followed by a municipality to draft its integrated development plan, including its consideration and adoption of the draft plan, must--

- (a) Be in accordance with a predetermined programme specifying timeframes for the different steps;
- (b) Through appropriate mechanisms, processes and procedures

In addition:

- (i) The local community to be consulted on its development needs and priorities;
- (ii) The local community to participate in the drafting of the integrated development plan;
and
- (iii) Organs of state, including traditional authorities and other role players to be identified and consulted on the drafting of the integrated development plan;
- (c) Provide for the identification of all plans and planning requirements binding on the municipality in terms of national and provincial legislation; and
- (d) Be consistent with any other matters that may be prescribed by regulation. 30

(2.) A district municipality must:

- (a) Plan integrated development for the area of the district municipality as a whole but in close consultation with the local municipalities in that area:
- (b) Draft its integrated development plan, taking into account the integrated development processes of the proposals submitted to it by the local municipalities in that area.

(3) A local municipality must-

- (a) Align its integrated development plan with the legislative framework; and
- (b) Draft its integrated development plan, taking into account the integrated development processes of and proposals submitted to it by the district municipality.

In many municipalities the preparation of an integrated plan is a primary responsibility of councilors who then liaises with the local inhabitants, officials and staff.

It is recommended that the following people have a key role in the formulation of IDPs:

> The mayor as a political person has a key leadership role within the integrated development planning since s/he is in a good position to encourage maximum political support and participation by all political interest groups. This also includes establishing good communication with officials and key persons who can assist in the integrated development process. The mayor can also develop a good working relationship with knowledgeable individuals at national, provincial and local levels.

By also communicating with other mayors and executives of councils and other executive officers they can share successes, problems and solutions.

- The chief executive officer working in close liaison with the chairperson of the Executive Council is responsible for all the logistics of the IDP and must ensure that his or her officials fully participate in formulating and implementing the integrated development plan.
- The mayor and the chairperson of the Executive Council and the chief executive officer be seen by the community as having a strong commitment to the integrated development process and to engage the residents and stakeholders in the process wherever possible.

In addition all heads of departments, such as Treasury, planning and Engineering, where they exist should have a key role to play in formulating the integrated development plan.

Below is a list of other people who have an important role to play:

- The media, which is in a position to generate public awareness and consequently public debate and dialogue can be engaged in concerning key development issues. This is one way of ensuring public participation in the entire process.

- Non-profit organizations, especially those that are directly involved in meeting the needs of the disadvantaged. With their expertise they can provide logistical and moral support and can also assist with enabling meaningful participation by residents and stakeholders.
- Certain bodies, institutions, organizations and even individuals have a key role to play because of their economic, social, political or moral position in a particular area and such people or bodies must not be left behind when the integrated development planning process takes place.
- It is of greatest importance that the involvement of women be acknowledged and their support and participation be secured.

In addition to this, municipalities must make every effort to engage the entire community and to ensure that the previously disempowered, disadvantaged and marginalized sections of the community, such as the disabled people, elderly and long time unemployed people are fully involved. To ensure smooth communication between the municipality and all those involved in the integrated development planning process, municipalities should establish an integrated development plan directory of contact details. If resources allow, they should consider employing one official to serve as the community coordinator for the integrated development planning process. This is the person who should ensure that all stakeholders and residents are timely informed about latest developments and have access to all relevant information. S/he would also provide media briefings, organize workshops

when necessary and would also have the task of keeping councilors and other officials up to date on responses, suggestions, criticisms and questions.

4.4 Eradicating the legacy of the past

The IDP is the local government tool of addressing the inequalities and imbalances of the past that were inherited from the apartheid system.

It is the local strategic mechanism of restructuring cities, towns and rural areas and as such it ensures that;

- There is shared understanding of spatial development opportunities that are created.
- Specific pro-poor strategies are being pursued.
- All the necessary mechanisms which promote social equality through participatory processes of democratization, empowerment and social transformation are put in place.
- Instruments to address sustainability in its three facets, ecological, economic and social, are created. It operationalises the nation of development local government.

The IDP ensures that local government transformation can take place by making sure that;

- Integrated and sustainable projects are formulated.
- The foundation for community building is laid.
- A strategic framework that facilitates improved municipal government is in place.

- A conduct for attracting foreign investment is provided by elaborating on clear and agreed upon medium term financial and capital investments.
- Allocation of resources is done more efficiently and effectively.
- Accountability and municipal performance can be monitored and evaluated against documented decisions.

It thus ensures the necessary integration of local government activities with other spheres of development planning at provincial, national and international levels serving as a basis for communication and interaction with them. It fosters a culture of cooperative governance. The IDP is a mechanism for alignment and coordination between different spheres and sectors and as such it:

- Serves as a basis for communication and interaction between spheres and sectors.
- Ensures accountability and partnership by debating concrete issues, planning and resource allocation decisions.
- Promotes integration of separate departments at all levels.

In this way cooperative governance is encouraged so that delivery of services to the most needy is quickened.

4.5 The Process of the IDP

There are several steps in the process of the IDP:

1. The first step is the preparatory phase which deals with the preparation of the work plan that enables the municipalities to implement new systems of local

government by planning to plan. In this preparatory stage it is crucial that the input of the councilors and the officials be obtained so that they can own the plan. A workshop explaining the purpose of the exercise has to be run by a neutral facilitator.

2. The second step deals with the planning process itself and it involves
 - Formulation of the strategies i.e. long term shared vision.
 - Setting of mid-term municipal objectives with related targets and indicators.
 - Prioritizing issues and objectives.
 - Identification of projects.
3. The third step defines institutional arrangements in support of the planning process and this is where responsibilities are shared with local government leadership in order to address issues such as providing capacity and resources.
4. The fourth step deals with the planning of a public participation strategy which involves informing the public about the plans and getting their participation and it should involve the following:
 - > Screening of project proposals,
 - Integration of projects and programs,
 - Draft integrated plans and programs such as the
 - 5-year action plan.
 - 5-year financial plan.
 - Institutional plan.
 - Integrated poverty reduction and gender equity programs.
 - Special development framework which includes

- Draft sector programs.
 - Sector programs for each sector for which the projects have been designed.
5. The fifth step deals with the capacity building in order to ensure that all participants are in par with the National and Provincial government objectives at the local level. This guarantees that all stakeholders will be aware of their roles and responsibilities in the municipality and this step thus deals with empowerment in order to ensure meaningful participation of in support of the planning process.
 6. This step deals with developing a communication plan to keep citizens aware and informed about the IDP process.
 7. The final step deals with formulation of the technical support and arrangement for the planning process as well as information management to inform the IDP process. The planning process generates new information, hence it is necessary that information as a valuable resource should be well managed so that the municipality will not repeat the same work again in future but rather refer to the documents that are well managed and stored.

The role that traditional leaders ought to play has always been a main bone of contention between the newly elected ANC led government and those who consider themselves custodians of traditional systems of local government. The main cause of this has been the delays on the side of the government to finalise the role of these leaders in the new dispensation. The question of what role the traditional leaders should play in the process of development planning has brought about very heated

debates and was of much discussion and negotiation in the run-up to the second election in December 2000.

The traditional authorities have always been strongly opposed to the idea of the introduction of integrated development planning and democratization in rural areas under their jurisdiction. Despite many divisions because of differing opinions, the traditional authorities have been drawing closer and closer to each in their fight against what they see as an attempt to disempower them. What has brought them together is their opposition to the notion of separation of powers. It seems that they would clearly be happy to preserve the concentration of power that they enjoyed under apartheid. Not only are they opposed to the idea of separation of powers, but they are also opposed to any attempt to introduce alternative structures that will compete with them. With regard to land tenure reform, traditional leaders agree with the government that land in the Bantustans should not be the property of the state.

However, they reject the notion that where land is held on a group basis, it should be transferred to democratically constituted and accountable legal entities such as Communal Property Associations. The hallmark of modern systems of governance is that all apparatuses must be grounded in democratic principles and all government institutions must be capable of promoting the development of the people they serve.

The struggle against apartheid has been informed by the need to dismantle an obnoxious and despicable system of governance which can pass the acid tests of democracy at all levels, especially the local government. This new wave of

democratic paradigm has necessitated a covert re-examination of the place of indigenous local government in post apartheid South Africa. In order to ascertain if traditional local government deserves a place in South Africa's scheme of local government, which is consistent with the democratic principles of government, serious assessment and analysis need to be taken and the extent to which traditional leaders will play positive roles in rural development has also to be known. Some scholars who have done research on the role of traditional leadership have described the aMakhosis and iziNdunas as 'puppets of apartheid', 'stooges', 'sell-outs' and the like (Smith 2000; Ngubane 2003).

However it is an undeniable truth that traditional leaders have a very strong social and ideological base among the rural poor. Their role in the period of apartheid has not been explored scientifically and in neutral terms. In the immediate post-1994 period, policy and legislation seemed to have been driven by a commitment to extending participatory and representative notions of democracy to rural areas. This was evidenced by the promulgation of the regulation of Development in Rural Areas Act, 1997 which developed functions and transferred them to councilors. This of course was in line with the new functions of local government but it is what brought panic to the traditional leaders since, it seemed to them that the new system took away their power and left them as just puppets with no role to play. However, since the end of 1997, the scale seems to have swung in favor of traditional leaders (Smith: 2000).

The White paper on local government published in March 1998 makes a broad and sweeping statement about the possible role that traditional leaders can play. Traditional leadership is assigned “a role to the people”. On the issue of development, a task that has been added to local government by constitution, the White Paper (1998:77) boldly asserts: “There is no doubt that the important role that traditional leaders have played in the development of their communities should be continued”.

This recommendation however, seems to be directly opposed to the recommendation of the 1994 ANC election manifesto, The Reconstruction and Development Program (RDP). The RDP was quite emphatic that the democratically elected local government should play this role. The White Paper thus marks a shift in this government policy and this has grave consequences for the possibility of democracy in rural areas. Traditional leaders have always acted as a link between government departments and their communities but they have never really had a direct, prominent role in the development projects since government line departments implemented these projects. Even in this role research has shown that most leaders have often been corrupt and an example of this is the illegal taxes traditional leaders imposed in the process of land allocation (Ngubane 2003). However, not every traditional leader can be painted with same political or ideological brush, as many of them have had a history of contribution to the welfare and development of their people.

4.6 Local Agenda 21 globally

Agenda 21 is a global action plan for socially, economically and environmentally sustainable development. It was adopted at the United Nations Conference on the Environment and Development held in Rio de Janeiro in June 1992 (Earth Summit).

The purpose of the Agenda 21 is to set out principles and programmes to achieve a changed relationship between development and the Earth's natural resource base, on which all development depends. The conference proposed that the principles of Agenda 21 be implemented at the local authority level. This practical implementation programme is known as Local Agenda 21.

4.7 Local Agenda 21 in South Africa

As part of the reconstruction and development process in South Africa, the nation's three largest cities (Johannesburg, Cape Town and the Durban Metropolitan Area) all initiated Local Agenda 21 programmes during 1994/1995 in compliance with the Local Agenda 21 mandate. These early programmes catalysed a broad range of activity through the country resulting in other towns and cities such as Kimberly, Port Elizabeth, East London, Pretoria and Pietermaritzburg initiating their own Local Agenda 21 programmes. By 1996, most local authorities in each country should have undertaken a consultative process with their populations and achieved a consensus on a local agenda 21 for the community. The principles of Local Agenda 21 in South Africa are:

- People-centred development.
- Meeting basic needs.
- Integrated planning and development (i.e. a move from a more sectoral approach).

4.8 Local Agenda 21 in Durban

Durban's Local Agenda 21 (LA21) programme was initiated with the appointment of the city's first Environmental Manager in 1994. After extensive lobbying of key stakeholders groups within local government, civil society and emerging development forum; the (then) Durban City Council accepted the implementation of the Local Agenda 21 mandate as a corporate responsibility in August 1994. An Environmental Branch, within the Urban Development Department of the Physical Environment Service Unit, was subsequently created in 1995. The goal of Durban's Local Agenda 21 programme is the development of an Environmental Management System (EMS) that guides the city towards an environmentally sustainable development path. This requires the development of new policies, institutions and procedures. It also requires ingoing monitoring, review and improvement of environmental performance in line with predetermined sustainable development goals. The eThekweni Municipality approved a twenty year Long Term Development Framework (LTDF) and the IDP is the management tool that attempts to operationalise the LTDF.

The first five year IDP addresses challenges such as:

1. Creating economic growth.
2. Meeting basic needs such as water, electricity etc.
3. Alleviating poverty.
4. Developing the people.
5. Managing the HIV/AIDS pandemic.

4. Ensuring a safe and secure environment.
 5. Striving for sustainability (economic, financial and environmental).
- (eThekweni Municipality 2004)

To make this workable the city has adopted three sets of actions that translate into three key pillars of the city strategy:

- Meeting basic needs
- Strengthening the economy.
- Building skills and technology.

However many serious problems have been encountered by various municipalities when it comes to implementation of these IDP's and different reasons have been given for these difficulties.

The present chapter examined the IDPs in perspective and looked thoroughly at the key dynamics associated with them in terms of their structural opportunities and constraints, their functional requirements as well as the potential role of traditional leaders as integral parts of development and growth within the existing legal parameters.

CHAPTER 5

RESEARCH METHODOLOGY

It has been internationally accepted that the methodological clarity and effectiveness of any scientific survey is very important for its success (Kaplan 1994 ; Beveridge 2000) .The researcher needs a well planned and implemented methodological framework that will guide him/her to lay the foundations of empirical excellence.

The methodological process of an academic research survey are determined by its nature and the particularities and conditions of the locality and/or communities under investigation. It is important then that the correct methodological steps are taken in that process . This process in most occasions starts with the literature review, where the researcher uncovers and scrutinises critically all existing literature on the subject and thus enhances the knowledge on the selected topic. The literature review is instrumental in guiding the researcher in his quest for details on specific subjects that will be helpful in the shaping of assumptions, questions and hypotheses (Kaplan 1994 ; Bailey 1996)

The researcher initiated the present project through the literature review which included Internet surfing, the scrutiny of books, research reports, articles in scientific and popular journals and newspapers and the like. The literature review has been described by a series of theories of methodological realities as the basis and foundation of any serious scientific research project (Leedy 1993; Bailey 1996; Nalwa 1993).

The methodology followed in this thesis is based on a combination of qualitative and quantitative methods, which is known in social science literature as on the triangulation. After several discussions with colleagues and experts on the validity and reliability of several empirical methods, the researcher decided that a pilot study

needed to be undertaken prior to the main study. This preliminary study would be used as a yardstick for the final decision to be made. The study indicated that a purely quantitative research methodology would not be sufficient in the effort to capture the feelings, opinions perceptions, ideas, and attitudes of people. This position has been also prominent amongst a number of important writers on methodological literature (Moser and Kalton 1971; Bailey 1996).

The debates that compare the advantages and disadvantages of qualitative and quantitative research methods are very old, but also very contemporary, and it is obvious that they will continue for as long as empirical research will take place. This is of importance as a strictly sociological research for example is qualitatively different from a market segmentation research planned for the building up of a brand strategy (Beveridge 2000).

The researcher, after the pilot study and various conversations with community and leaders felt that it was important for a project of this nature to utilise both qualitative and quantitative techniques for a number of reasons:

- * A quantitative measurement and analysis would provide the researcher and readers with numerical realities related to the core analysis of feelings, opinions, ideas and perceptions,
- * The qualitative dimension of measurement and analysis would provide the reader with a clearer picture of the realities on the ground as identified in the empirical

setting of the community (Leedy 1993; Melville and Goddard 1996; Bailey 1996; Beveridge 2000).

It was felt that for such a triangular method the most appropriate instrument of data collection would be a semi-structured questionnaire, which was to be structured in such a way as to capture both the qualitative and quantitative aspects of the answers provided by the respondents. Several authors on methodological issues have described flexibility as one of the advantages of such a data collection instrument (Bailey 1996; Berdie and Anderson 1974; Nalwa 1993).

The questionnaire was simple and considered to be functional for all sections of the population. It revolved around the following issues associated closely with the aims and objectives as well as the hypotheses of the study:

- Knowledge and awareness of the respondents of the IDP processes.
- Stakeholders involvement in the IDP.
- Poverty alleviation programmes.
- The levels of transparency in the IDP Processes.
- The differences the IDP has brought to the lives of the people.
- Skills development initiatives in the community.

- The IDP vis a vis the addressing of key issues in peoples lives.
- The IDP and infrastructural developments in the area for the fulfillment of peoples needs.
- HIV/AIDS programmes in the communities
- Measures undertaken in terms of safety and security and the relations between the community and the SAPS.
- Political differences as a barrier to the development of people.
- The role of the traditional leaders in development.
- The relationships between the municipality and traditional leaders in the context of the IDP.
- The capacity of local government to deliver efficient and effective services.
- The levels of community participation in the IDP.
- Patterns of community participation.

The sampling framework that was utilised in the study was a combination of the cluster and systematic variety. Both types are probability sampling frames and this means that the findings can have an inference to the whole population (Bailey 1996; Moser and Kalton 1971). These are very widely accepted and recognised sampling frameworks that have been used in countless international and national studies. Additionally, every care was taken by the researcher herself to safeguard the accuracy of the selected households. The two areas of investigation were divided into four clusters each, and within these

clusters 25 people were selected proportionately. In the systematic sampling frame every 18th household within the clusters was selected until the desired number of households was interviewed in the end. The number 18 was chosen randomly (Bailey 1996; Moser and Calton 1971).

The interviews were undertaken by the researcher herself in isiZulu. They were done with adults household members of the family in the selected units. Every interview schedule was completed in between 40-45 minutes. A few of the interviews even lasted for one hour. The length of the interview was basically determined by a variety of reasons such as literacy levels, status, availability and the like. Two potential interviewees refused to be interviewed and were substituted by others through the systematic sampling method.

Generally, the researcher was welcome in the homes of the interviewees and the creation of a cordial, amicable atmosphere was crucial for the success of this endeavour.

The empirical research that was conducted in the area of the KwaXimba tribal authority was planned in such a way as to determine the extent to which the IDP programme has impacted the people and to determine whether the IDP is the relevant tool utilised by local government to deliver services and improve the general lives of the people. The other aim of this survey was to determine the extent of knowledge of general public regarding this programme.

Before the main study was conducted a number of preliminary interviews were undertaken with the stakeholders of kwaXimba municipality focusing specifically at two areas, Msunduzi which has a population of about 5000 people and Bhobhonono which has a population of about 4000 people. This is an ANC dominated area and only a few members belong to IFP. A brief summary of their responses is given below. This was part of the pilot study and included two councilors who were initially prepared and had time available to talk with the researcher freely. It proved to be extremely difficult to talk to these politicians again during the period of the study.

This preliminary investigation was carried out in order to have information on the locality, the surroundings and an overall picture of the condition of these areas, as attempts to do research through the Internet and the Demarcation Board (www.demarcationboard.org.za) proved unsuccessful. There is no serious or detailed information on these areas there, hence the researcher had to describe the locality through face-to-face interviews.

However, other research efforts revealed the following details about the traditional authority and its positioning within the eThekweni boundaries. Herein is the background of the area that was studied.

KwaXimba is a beautiful and scenic semi rural area in the Valley of the Thousand Hills, and it is situated between the capital city of the Province of KwaZulu Natal, ie.

Pietermaritzburg and the base of the eThekweni Unicity (Durban) it has been declared a rural investment node within the eThekweni municipality, although it has always been a traditional (tribal) authority, headed by INkosi Mlaba.

The KwaXimba area covers 91.2 square kilometers of the 2297 km² covered by the eThekweni Metro area (eThekweni IDP 2003), and borders within Cato Ridge and Inchanga areas. KwaXimba has 11 subwards, including the izigodi (traditional wards).

These are:

- Bhobhonono
- Msunduzi.
- Isithumba
- KwaDenge.
- OThwebe.
- ESikhelekehleni.
- ENTukusweni.
- ESiweni.
- Nonoti.
- EMvini.
- EMngcweni.

Every traditional area has an iNduna (headman) and each ward is equally represented in the Development Committees in the area, which are responsible for addressing the developmental needs of the communities. Inevitably, each ward has different and varied

social and economic needs, and this means that different development strategies need to be adopted for development to take place.

The elected councilors in the municipality are as responsible for development and growth as the traditional authorities who are under the auspices of the KwaXimba Tribal Authority Council, which consists of:

- The INkosi.
- The INdunankulu /Headman.
- The isiNduna/Headman
- The Isithunywa/Messengers.

The INkosi is the Head of the KwaXimba Trust which includes a number of iNkosis and business people in its composition.

The following conditions prevail in the locality:

INFRASTRUCTURE

1.All main roads and bridges are fixed and a lot of work has been done in improving the excess road .As a result all the excess roads are now fixed and tarred. The areas that are next to schools are marked with blocks that show pedestrian crossings and this is vital for safety. One other thing that is of significance is that there are now officers next to schools who control traffic in the morning for the safe crossing of

children. These officers also visit schools to teach about road usage and safety measures to learners and educators.

2. Most houses have electricity but the wiring is badly done and leaves a lot to be desired. This is because a number of people have installed electricity unlawfully by linking cables to the main power supplies of the lawful owners. This is obviously very dangerous.

3. Water is available through taps in the yards but it was observed that very few of the houses have water indoors.

4. Sanitation is still very poor as almost all the houses still use the pit latrine systems. The major cause of this is the absence of water inside the houses as well as the unavailability of a drainage system.

5. Transport is available in the form of buses and taxis and since the fixing of excess roads it has become feasible for taxis to now enter to pick and drop people nearer to where they stay.

6. No skills center exists in the area but sometimes projects are initiated where the people are taught skills such as beadwork, dress-making and the like. However, this has not helped much since these are very short courses that do not last long enough for people to benefit by acquiring the necessary. The reason for this is the unavailability of sponsors.

The people who participate in such courses are not given enough time to become good at what they are taught.

7. Health facilities- There is a local clinic that serves the area but the clinic has a shortage of staff. As a result there is a limitation to the number of people to be attended to per day. The people also face long queues. After 11 o'clock in the morning no new admissions are accepted and many people are turned away no matter how sick they are. There are inadequate medical supplies and no cleaning staff is available and as a result the facilities are very dirty. This is very unhygienic and creates many problems amongst the residents who have become disillusioned with the situation.

8. A gardening project is available and most people are making use of this service. Unemployed people get an opportunity to learn some skills to produce food.

9. Schools -At Msunduzi there are two pre-schools, two primary schools, Nonqomfela and Sansikane and one high school, Mdepha. Bhobhonono has one pre-school, Nonoti pre-school, two primary schools, Ngidi and Emkhatini and one high school, Luphaphu.

10. Amenities—There are two big halls with water, electricity and flushable toilets and one small hall with all the above necessities. There is one large stadium. Both areas have no entertainment center and no library.

A post office has recently been built and it has all the necessities such as photocopiers, computers etc and this is significant since the people have had to travel long distances in the past in order to post or make copies.

EMPLOYMENT- It was estimated that approximately 30% of the people at Msunduzi are unemployed and 40% of those who stay at Bhobhonono are also facing a similar problem.

Those working in and around the area are employed by a small number of firms and companies presented below together with their weekly pays:

Cobra and Frey's-----R400 per week.

Assmang-----R600 per week.

Crafco-----R300 per week.

There are approximately 27 trained educators in the area and 3 of those are principals at local schools. The taxi industry also employs some people even though the number is not substantial. Most of the unemployed are involved in activities such as selling fruit and vegetables, gardening etc.

It can be noted that despite the fact that these areas face similar problems as most townships in South Africa, there have been several infrastructural and other achievements

that have taken place in the last few years. However, there are considerable challenges for the area and its people.

CHALLENGES

There are a number of challenges that were evident in both areas:

-Job opportunities: There is an urgent need for the establishment of job creation opportunities in the area.

-Lack of funding for projects: Without funding there are no opportunities for job and other projects.

-Lack of transparency: Communities need to be briefed and made aware of the functions, processes and realities of service delivery.

-Poor communication between local structures: This needs to be rectified so that development and growth can be accelerated.

-Development coming at a very slow pace.

These are challenges that people feel need to be faced head on by all stakeholders and role players.

The demographic details of the selected sample were as follows:

*** In terms of age:**

* Eight respondents were between 21 to 30 years.

* Three were between 32 to 40 years

* Four were between 41 to 50 years

* Seven were over 61 years.

In terms of religion 22 were Christians (who also believed in ancestor worship) and three believed only in the ancestors. Of the Christians:

- Seven belonged to mainstream churches (Anglican and Catholic).
- Eleven belonged to African traditional churches (Shembe and Zionist).
- The rest said that they were “simply Christians”.

In terms of education:

- Eight were illiterate.
- Six had gone up to Standard Six.
- Five had matriculation
- Five had a degree or a professional diploma.

In terms of occupation:

- Six were pensioners.
- Six were unemployed.
- Seven were professional workers (nurses, teachers and police officers).
- Four were employed in the informal sector.
- One refused to answer the question.

In terms of housing:

- Ten had their own houses.
- Seven rented.

The rest lived with family and relatives.

This chapter elaborated on the methodological aspects of the present study, especially the particularities of the research instrument, literature review and the sampling frame upon which the present study was based. It was decided that a prior pilot study preceding the final empirical effort was of importance as it would pinpoint certain possible weaknesses in the aspects of the questionnaire, sampling selection and the like. The analysis of data was done manually due to the small number of interviewees participating in the study.

The methodological framework utilised was carefully thought of and executed with the hope that the findings of the survey will be of use to all stakeholders and role-players, especially the affected communities.

CHAPTER 6

THE ANALYSIS OF DATA

6.1 Introduction

The analysis of data was performed manually as the number of interviewees was small and is presented in the sequence to be found in the questionnaire. A few in-depth interviews with experts and researchers also gave new meaning to various aspects of the issues under investigation. Due to the small number of the interviewees and the pattern of responses no corroboration or statistical tests were performed.

6.2 Data analysis

The first question was **“Do you have any knowledge of what IDP is?”** and it was set in order to determine the awareness of the people about the integrated development programmes.

In response to this question 13 people answered yes, 11 answered no and 1 did not give a response.

It can be seen from this response that clearly there is some knowledge about the IDP even though it does not seem extensive or in-depth. The reason for this was explained by one of those who refused to respond to the question:

“ There will be people in the community who in various meetings always use all these words that are used by the politicians and councilors, but in fact they do not know the real meaning of these word, they do not understand what they mean. It is easy to say what three initial letters mean, but it is important for people to have a very clear idea of things that will make a difference in their lives because if you ask even councilors give different meanings to various words, like transformation, transparency etc. I will say that I do not know what IDP means because no one came to me or to the community to explain it to us, it is not in the paper I read, like ISOLEZWE, so why must I say that I know something, that people tell me will make a difference in my life, if I don’t understand what it means. Above all, even if I knew the meaning of the words, I really want to know what it means in real life, what it means for me and the community”

The second question was as follows:

Are your plans as the municipality aligned with and do they complement the IDP?

Nine people answered yes, 13 answered no and 3 did not respond.

The majority of the people obviously feel that the IDP does not adequately represent what they think are their plans.

The third question was related to feelings, knowledge and perceptions of people in regard to the training as well as the understanding of the IDP and its implementation. It was structured as follows:

“Have the leaders in the community been trained so that they have a clear understanding of their roles in making this IDP a reality? Have they been workshopped?”

Nine people answered yes, 15 said no and 1 did not respond.

The general idea was that the leaders have not been adequately briefed on the IDP. This is very dangerous as the area is still under the control of traditional leaders. It means that the people who are seen as community leaders most likely have no clear idea or understanding of the characteristics and dynamics of the IDP as well possibly its functional prerequisites. As one of those who answered the question in the affirmative said:

“ The community is aware that at all levels our leaders have little knowledge about the laws of the country, rules and regulations that take place etc. The country and this area need to change and develop, because there are a lot of problems that need to be solved. There are leaders who are born, and leaders who are elected, and there are the people in the community who need the services they did not have for 100 years. People want all leaders to be united so the community can benefit, this means that all leaders need to be trained on how to deliver, especially those who are born leaders. It might be unfair for the elected leaders to have workshops and learn how

to make development work, while the born leaders don't have these opportunities .The society must give opportunities to everybody, the government must give the opportunity to the leaders to deliver”

The leaders in a community, traditional or elected are vital stakeholders in the development and the growth of an area, and clearly associated with the IDP, this is what the next question sought to explore. It was structured as follows:

“ Are all stakeholders involved to a certain extent in the process of delivering services to the people? Please elaborate “

14 people answered yes, 7 said no and 4 gave no response.

There appears to be a good working relationship between different stakeholders. This stems from the fact that this is considered a close knit community that is not torn apart by faction or political fights, and despite possible personal and individual differences between people there seems to be a peaceful atmosphere where the majority of people have a common purpose i.e. the development of the area and of themselves. The response to the previous question was explained as follows by one of the interviewees:

“ There is a belief that if all of those who need to come together do not do so, very few developments will happen in these areas. These are close communities that have not faced many of the bad things that have happened in the other parts

of the province. There seems to be a unity amongst the stakeholders that is the result of common history and culture amongst the people. There are some differences amongst people, some young groups have been disturbing the situation here, there are some incidents of crime, like in the whole of the country, but generally people seem to be satisfied with what has happened so far in terms of development of the area. This, we mostly believe would not have happened if there was no cooperation between the stakeholders. The community is small and we all know what happens, nothing can be hidden from us, and if there are problems we try to solve them by bringing people together”

The next question tackled the question of priorities, coupled with the existence or not of a process of community participation and consultation and was structured as follows:

“Have you, as stakeholders sat down at a meeting to break down and list the plans in terms of prioritizing from most urgent such as water to less urgent e.g. building a library?”

17 people answered yes, 4 people said no and 4 did not respond.

This response appears to be a contradiction to the responses provided earlier in question no.2 but from this it is clear that the people feel that the stakeholders are involved.

As one of the respondents confessed:

“ We come together on occasions, but this does not mean that we discuss everything, because the service delivery situation is in the hands of the municipal and provincial officials. However, when there is a need for a meeting we have it and we make decisions and then we pass them to the authorities, and in this situation the aMakhosi and the iNduna are also important, the people cannot only notify some authorities and leave the others out, because there might be problems if this happens.”

Question No 6 was set in order to assess the feelings and awareness of the respondents regarding poverty alleviation projects (**“Are there any projects that exist in your area that are aimed at alleviating poverty? Please elaborate”**)

Twenty interviewees responded in the affirmative, 3 said no and 2 did not respond.

It is obvious that the majority of people in the area feel that there are projects that are aimed at alleviating poverty and this was explained as follows by one of the interviewees:

“ The reality is that everyone in the area tries to live their own lives, and although people really care about what is happening there is no time to think about things that cannot concern you. The young people and the unemployed have enough time to thing about things, because they have enough time. The people in the area have for many years supported one party, the ANC and they see the party now as the

government and they are happy. There have been things happening in the area in the last few years, roads, electricity, water, things that were never there before during apartheid. Also, garden projects have been started and the social grants, but the key question is whether people know what real poverty alleviation programmes are”.

The next question (**“To your knowledge is there transparency as far as funding of projects is concerned?”**) had 9 affirmative responses and fifteen negative answers, while one respondent did not know.

This pattern indicates that the majority of people are not happy with regard to transparency in funding. This was explained by several respondents to be a result of various factors, prominent upon which were the following:

- The community was not kept informed of funding processes and initiatives.
- The councilors and the traditional leaders were seen as responsible for this lack of communication.
- There should be more meetings with authorities regarding problems of:
 - Water,
 - Sanitation,
 - Policing and security,
 - Schooling and education.

These seemed to be the key problems and challenges facing the community. Another key component of the community's complaints was the poor state of the health services and the hospital. These were priorities that, according to the community members interviewed had to be sorted out in terms of transparency and accountability in funding.

Question No 8 (**"In your opinion has the IDP made any difference in the lives of the people within the limited period of its existence? Please elaborate"**) was set in order to assess the respondents' opinions regarding the possible difference the IDP has made to the lives of the people in the area.

Nine respondents answered yes, 7 said no, and 7 felt that it was too soon to tell.

From this response it is clear that there are mixed feelings about the difference caused by the IDP in the lives of the people and only time will tell.

To elaborate, the ones who responded yes, cited things such as grants, pensions, free water and electricity, roads, resource centers and the police station. In this sense it becomes obvious that the knowledge of the people regarding the functions as well as the aims and objectives of the IDP is limited as several of the "achievements" and services mentioned are in the realm of the national government and are completely unrelated to the IDP. This is how one of the respondents reacted to this reality:

“ People have suffered all these years with apartheid and the in-fighting, the situation between the councilors and the traditional leaders, the iNdunas, etc. We, in some ways are in a better situation because of Chief Mlaba who is a member of ANC and things are different in our area, unlike other areas where there are fights between various groups. The reality here is that the people do not know, and in fact they don’t care who delivers the services, as long as the services are delivered. We all know that that the IFP And the ANC claim that they deliver this to the people, and the people here claim it is the ANC, because they are the government in the country, the IFP councilors say that it is the IFP that delivers because they run the province. Now people know somehow that the IDP is local government, but all these relations between the various governments must be explained to the people”

The next question (**“Who would you say is the major vehicle in terms of delivery and service in your area?”**) was set in order to establish the opinions of the people in respect of who is the “engine” of delivery. Such a question was considered important as it could lead to conclusions regarding their awareness, understanding of the situation , as well as their personal feelings towards personalities , political groups and/or organisations as well as institutions.

The responses differ considerably as 10 people felt that the vehicle behind service delivery is the local councilor, Mr Ngubane, while 4 people said it is the Ethekewini municipality. On the other hand 6 people believed it is the traditional leaders that are the

engine of development and 2 said it is the developmental groups in the area. Three interviewees did not respond.

There seems to be some confusion amongst the respondents as for who is the driving force behind service delivery in the area, and it would be safe to say that their responses could be justified in one way or another. This because individuals, groups and institutions mentioned in the responses are all stakeholders and role players in the developmental efforts that take place in the area. In fact, it was established throughout the investigation that in this area, as much as in other area in the province and the country, a series of personalities, groups and institutions seem to have influence in the developmental and service delivery process. It is of course difficult to quantify such efforts, as contributions of individuals and groups differ significantly in most cases. In reality, there is always a combination of realities and dynamics that play an important role in these situations and this particular case is no different. The confusion might be in the final analysis a sign of acknowledgement that service delivery does take place in the area, at least in the eyes and hearts of its inhabitants.

One of the expressed views of the government in its social policy measures announced, and included in both the STATE OF THE NATION addresses by the President of the Country and the Premier of KwaZulu Natal, S.Ndebele is that skills development of previously disadvantaged and unemployed people is one of the many ways of creating opportunities for youth and unemployed to enter the labour market armed with skills.

(Mbeki 2004; Ndebele 2004)

Hence the next question (**“What is being done in your community to develop the people with skills that will help them improve their lives?”**) was structured in order to address such a reality in the community.

Eight respondents indicated that nothing has been done, while 13 people gave responses that included the following:

1. A new project was launched in June 2004 where 80 people were trained in either bricklaying or plumbing.

2. Some mentioned knitting, gardening, skills on customer service and selling of fruits and vegetables.

3. The Isithumba Adventure Tourism was mentioned as one of the projects that are aimed at providing skills in Tourism and Hospitality to the youth.

Additionally 4 people did not respond to the question.

Obviously, the majority of respondents feel that there are several initiatives taking place in the community as far as skills development is concerned. However, the key question is the extent to which the people are aware of these programmes, who organises them, who

participates, how the participants are selected etc. These are concerns raised by one of the respondents who is employed and participates actively in community affairs:

“ After the first elections everything that was happening was announced, there were meetings with the community, the people talked, made decisions, even if these decisions were not followed by the municipality but there was democracy. Then things slowly changed and the decisions were made by small groups of people like the iNkosi and the indunas, and then the community was notified of these decisions. Most of these decisions were good for us, there is no reason to complain, now and then we hear stories of this and that training, this happens, then the other training, there are people who go to this training, mostly women I believe, women are very good at everything, they care for their families. Those who have jobs I suppose don’t have to be told about these training sessions, these are for those who do not have jobs and need the skills. But I think it is only fair, for these training sessions to be advertised to everybody, so even people who have jobs can participate and get new skills for themselves, unless these training is for few specific people. If this is case then it must be known to everyone who these people are, what they are trained for, why and how were selected and some other questions need to be answered. If these questions are not answered then there could be problems in the community, because other people might be left out. Those who organise these training must be open to the community, because the community is united and such things can divide it”.

The next question (“**Do you think the IDP addresses the real basic needs of the people?**”) really exposed the lack of knowledge of the people of the nature of the IDP and its functions, as all of them are aware what has really occurred in their communities in terms of development, service delivery, growth as well as the addressing of the real basic needs of the people.

Ten respondents answered in the affirmative, 3 said no and 12 responded that they did not know. Thus it has become apparent that the majority of respondents are not clear about the IDP and its role in improving the lives of the people through service delivery. This is basically the confirmation of trends that have become too apparent in earlier responses some of which have been quoted extensively.

One of the most important deliverables of any IDP is solid community infrastructure and participation .The next question (“**Would you say the correct infrastructure exists in your community to deliver the services to the people?**”) was structured in such a way as to assess the respondents’ views on the existence or not of infrastructure that will be instrumental in the process of service delivery.

The majority of respondents (N=15) answered in the affirmative while a substantial minority (N=10) answered “**no**”.

Such a question naturally divides people as everyone in the community interprets “infrastructure” most likely in a different way. Thus, older working people would most

likely consider the traditional leadership system as the representative structure of the community, while younger representatives would be more keen as describing the development committees as representatives. Additionally it is true that there are other representatives and strong groups in the community, such as stokvels and burial societies, but these cannot really be described as infrastructural components in developmental initiatives. However, such institutions can really play a developmental role within the community, if all stakeholders and role players are determined to examine and take advantage of the existing and future possibilities and opportunities.

The IDP and its implementation is directly related to the service and delivery of a number of basic services and this was the aim of the next question (**“How far has the IDP gone with delivering services such as water, electricity, roads, transport etc? Please elaborate”**)

The responses were as follows:

- Thirteen people said that it has gone very far.
- Nine people felt it has not gone far.
- Three respondents felt that its delivery was very poor.

On this issue it is clear that some ground has been covered the mere fact that the opinions respondents are almost equally split means that a good number of community members

feel that a lot still has to be done. One of those who feel that the IDP delivery patterns and achievements have not gone too far offered this explanation:

“ It is the problem that we all face, because the development is not spread in the whole area, this means that the people who are near the development feel different than those who are 10 km away, this is natural for African people, however we need to remember that things happen now, they did not happen under apartheid, but we need to be thinking people and criticise what we see as wrong or something that can be fixed and be good for a larger number of people. The IDP has done things, but it has not gone far because there are things that have not been followed. In the schools we teach the culture of teaching and learning, and as civil servants we must do our jobs, one of the most important things for a civil servant is to follow the Batho Pele lessons and principles, then if this happens the IDP will be happening. The IDP is not a simple matter, and for the people to understand it, it will take time. I say that it has not achieved what it should have because there is no coordination, cooperation and the participation of the community is not what it should be”.

One of the major problems facing the South African society is the HIV/AIDS pandemic that has resulted in thousands of deaths every week, with KwaZulu Natal the most affected province in the country with the most deaths per population ratio in South Africa (www.iol.co.za/HIV/AIDS/007/009.html).

The next question (**“What programmes have been implemented in order to manage the HIV/AIDS pandemic?”**) had the following responses.

Loveline programmes—10 people. This is an educational programme operating under the auspices of a non-governmental organisation of the same name that has television and other communicative media programmes. It is very popular in the townships and does a great deal of HIV/AIDS educational work.

Noah -4

This is a project that was begun towards the end of 2004 with the aim of assisting orphans, especially those who have lost their parents through HIV/AIDS. Through this project food and clothing are distributed and monitors are chosen who ensure that these children get government grants, attend school and are well taken of by their respective guardians who may be relatives or foster families. It is a relatively well operated project that has the support of the community.

Drama ---2

Marches ---1

Aids posters ---2

Home based care ---7

The research revealed that at present there are 53 women who have been trained as caregivers to look after children and adults with HIV/AIDS in the community.

Twenty-three of these are receiving a salary of R1500 per month and the rest are just working as volunteers and only receive soap and travel allowances. They are divided according to areas and have to give weekly reports.

AIDS awareness campaigns-8

It is clear that a lot has been done on this as all the respondents mentioned a thing or two that has been done to manage HIV/AIDS (The question had multiple response answers). It has also become obvious that these particular communities have a very alert and clearly knowledgeable attitude towards HIV/AIDS, a phenomenon that is very encouraging, as it is evident that a wide variety of activities, both educational and in terms of care are taking place in the community at all levels.

The effects of these programmes (**“Have the programmes made a difference in the lives of the people in terms of behaviour change?”**) was the subject of the next question which elicited the following responses:

Yes-----14

No-----5

Do not know—3

Too soon to tell—3

It can be said that a first glance of these responses seems optimistic about the future as the majority of the respondents answered in the affirmative (Y=14). The cumulative response of the other three answers, however represents a substantial minority that shows that the communication battle for the hearts and minds of the people, especially the youth in terms of HIV/AIDS education and changing of attitudes has not been won and many more efforts are needed for this to be achieved. However, it is believed that these efforts will take some time before bearing fruits of producing new attitudes towards behavioural patterns of the people.

Question 11 (**What measures have been taken in order to ensure a safe and secure environment for the people?**) was set in order to assess the feelings and opinions of people in regard to the patterns and realities of crime and safety in the areas under investigation. The following responses were received.

Police station----12

CPF-----11 (Community Policing Forum)

Community working together to ensure safety—2

The responses indicate that most people interviewed feel that something has been done to ensure the people's safety. There is a common belief evident in most of the interviews that crime can be defeated, and there is a feeling that any of these institutions alone cannot achieve this, and the community is well aware of this reality as one interviewee said:

“ Crime is a thing that worries people a lot, even if we say that the situation here is not as bad in Durban or other big cities. There are many unemployed people, and most of them are young, and something must be done about them, training vocational apprentices and things like that, because even though crime exists here, it is not as bad as we hear in the big cities where the situation is different, there are more people, more youths, etc . Here there is a Policing Forum, there is a Police station, local government representatives, there is cooperation and some coordination, not as good as we want, but things are so far fairly good. People are victims of crime, people are worried about crime, make no mistake, but it is a matter of time if we all come together we can solve the problem”.

The next question (**“Would you say the relationship is good between the police services and the local people?”**) was set in order to assess the opinions and feelings of the people regarding the relations between the police and the local people in the united front against crime. The following responses were received:

Yes---14

No-----9

Do not know-2

Obviously there seems to be a great need for improvement in this area since there are many people who indicate that the relationship is not so good. There can be no possibility of the crime rate being reduced in any area in the country if there is no concerted effort of cooperation and unity between the police authorities and the population at large. In this case although the majority of people interviewed answered in the affirmative, there was also a considerable minority that answered “no”. It is this substantial minority that needs to be convinced in the short and long run to change such attitudes towards the SAPS as an institution and unite with them in the efforts for higher levels of safety and security within the community. One of the respondents who answered in the affirmative, had this to say on the relationship between the police and the community members:

“ Most people in the community work together with the police, and they trust them. There are people, obviously who are bitter with the police, or a policeman, because they or he did not solve their particular problems, which is in most cases what happens. The police station is understaffed and there are cases that cannot be solved. In such cases people become very upset and blame the police, start accusing them of working together with the criminals, of hiding information, of only looking after themselves and not the community, then the same people come to the Community Policing Forum and start accusing the police, these things create problems and divisions especially when individual policemen are involved. The community-police relationships are good generally, but there are people who do not like the police and do not have relationships with the police or the policing forum. The police and the community cannot force community

members to have good relations with the police, these are personal feelings of people, it is very important that there are good relations between the police and people in the community”

The next question (**“Have programmes been initiated by the police services in order to improve the understanding of the people about their role in ensuring their own safety?”**) was set in order to canvass the feelings of the respondents towards programmes initiated by the police that could help the community in their efforts to guarantee the community’s safety and security. The following responses were obtained:

Yes---17

No----7

Don’t know—1

It seems that many people feel that the police are doing a lot of work in trying to involve the people in the efforts to establish security and safety in the lives of the community. In retrospect such a response in fact signifies a more or less strong support for the police and its actions in the community. All respondents, however, could not elaborate on the programmes provided by the police to community members. It was said that the police and some of its members were often present at community meetings as well as Community Police Forums meetings, and this was a

strong indication that the police are directly involved in community-driven safety and security initiatives.

The next question dealt with the problems related to the existence, function and activities of community or other organisations in which respondents were involve and was structured as follows: **“What are some of the major problems faced by your organization in the execution of its task?”**

Of the 13 who responded to this question,

- 5 cited drugs,
- 3 mentioned the lack of delegation,
- 4 mentioned illiteracy,
- 5 cited the lack of funds,
- 2 mentioned lack of trust by the people, and lack of cooperation and
- 6 mentioned crime.

(There were some multiple responses to this question).

It can be seen that there has been an array of responses to such a question and the most interesting observation is that the cumulative majority of responses are associated with safety and security matters, namely drugs and crime. It was reported earlier that in the process of the research interviews and the pilot study the issue of

crime came high on the agenda of people spoken to, but in many cases people were not really very enthusiastic in talking openly about it, there was some kind of a reluctance, which had nothing to do with the researcher, her demeanor or appearance. It was observed that people generally did not wish to openly talk about crime and corruption, as if they were in fact afraid of something. Such an attitude is both questionable and contradictory given the largely positive attitude of the respondents towards the police.

The Batho Pele principles and the various laws identified in another chapter of this thesis pinpointed the importance of community and stakeholder participation, acceptance and decision-making in the service delivery process. This was the gist of the next question (**“Do you often meet as stakeholders in order to evaluate performance, discuss issues and give the people a chance to ask questions?”**).

The responses were:

Yes---18

No----7

Such attitudes and responses indicate that there is evidence of involvement of all stakeholders in the delivering of services.

Party politics have been one of the most important barriers to development and growth, especially in KwaZulu Natal, where the rivalry between the ruling ANC and the Inkatha Freedom Party has been a stumbling block to many important initiatives,

despite the fact that for several years these difference have not created major community conflict as was the case in the 1980's and early 1990's. Hence the next question (**"Do you think the party politics have to an extent been a stumbling block in the delivery of services?"**) was deemed to be important in this respect as it would provide a barometer of attitudes and opinions regarding this important issue. The responses were as follows:

Yes—4

NO---17

Too soon to tell—2

Do not know—2

Such responses indicate that party political rivalries do not seem to be a stumbling block in service delivery. This seems to be the majority view which is based mostly on the fact that the majority of the people in these two areas belong to one party (the ANC). However there could be differences as it is well known that the IFP's electoral power has historically lied with the aMakhosi, the traditional leaders. However these areas under investigation are even an exception to the rule as even the traditional leaders in the area support the ANC, the ruling party in the province and the country. Thus, unlike other similar areas where the power, and hence the service delivery trends and patterns are dictated through possible political alliances, compromises and the like, the situation in this particular area is unique as most (if not

all) stakeholders are supporters of only one political organisation, incidentally the one that holds both provincial and national power.

The traditional leaders, irrespective of their acceptance or not by government, communities and all other stakeholders in the developmental arena, are inevitably and legally role players in service delivery and the processes associated with it. Thus, the next question (**“In your opinion do traditional leaders have a significant role to play in the delivery of services to the people? If, so what is their role?”**) was inevitable .

Thirteen respondents answered in the affirmative as they see traditional leaders responsible for guiding and leading, giving them land, people land and helping them in conflict resolution when crisis occurs between groups and people.

On the contrary 11 people answered NO as they thought the time for traditional leaders is now over and the municipality is in control. They added that most of the traditional leaders are not educated anyway so they are irrelevant.

These are mixed responses which indicate that people are divided as far as the role of traditional leaders in the area. In fact the opinions are almost split down the middle.

The next question (**“Is the working relationship between the municipality and the traditional leaders good or is there friction? If there is, how has this affected the success of services and delivery in the area?”**) sought to establish the levels of cooperation or friction between the local government and the traditional leaders and how this has affected process of service delivery in the area. The following responses were obtained:

Good---17

Bad-----6

No response—2

The responses indicate that there is the idea and perception that the relations between these leaders is good, and this is a good sign for both service delivery and the people on the ground. However there were good reasons why this was the overwhelming perception, as one respondent explained:

“ We as a community are lucky because there are no different opinions about service delivery between these types of leaders, because most of them, if not all belong to the ANC. This means that they have common beliefs in how to deliver services to us and this is clear as the country has laws that tell the leaders what to do and what the priorities are. Of course there are differences even between people who belong to the same party, as there are different people who understand the priorities differently, and this means that their activities could be

of children as well as older people could not afford mobile telephones for themselves and their families.

- Four respondents described unqualified contractors that have undertaken various infrastructural projects as a major problem impeding development in the area, as infrastructure is considered a very important element of the growth of the area. People also questioned the processes of selection of such unqualified contractors as well as the tender and procurement procedures that gave the opportunities to such professionals to undertake work of such great importance to the community.
- Six respondents also mentioned as a serious problem the number of untrained committees operating at different levels of the municipality, local government levels, but also within the community. These committees were seen as an impediment to serious and implementable development on the ground that they did not have the skills, capacity and potential to guide change and development. This was one of the reasons why the respondents felt that capacity building was of crucial importance for the future of efficient service delivery.

(There were multiple responses in terms of this question)

Community participation is of vital importance to the planning and implementation of integrated development planning, or it should be, according to the principles of Batho Pele, The next question **“Is the participation of local communities important in the**

IDP?” was set in order to assess the opinions and feelings of the people towards this fundamental tenet of delivery and participation. The responses were as follows:

Yes—23

No---2

The overwhelming majority of affirmative responses is related to the wishes and actions of a community that has been historically active in its own geographical area, but seems to have somehow different challenges ahead in the ten years of democracy in South Africa. This was explained by one of the respondents as follows:

“ There was a lot of activity and participation in the period during apartheid and the first years of freedom, because people were very interested in what was happening, everyone wanted to be part of the new things that were happening, this is not to say that people wanted to claim that they did these things, but for them it is important to be part of it, go to meetings, talk, argue. So there was participation. Things are somehow different now, because there are things that have happened in the area, people seem happy, they feel there is development, but people still say that more development is needed, but the participation is not what it used to be, there is not the same enthusiasm, people have their own problems now, try to make a living etc. Things are different now, but the participation of the people in the IDP is very important”.

In many ways the above quotation is a careful summation of the feelings and opinions of an increasing number of people in the area regarding the level of participation of the local community in the processes and realities of the IDP and its practical implications. It has been said that community participation at all levels is an integral part of the planning and implementation of the IDP at all levels. This is not only because this is a stale legal requirement, but precisely because popular community participation can enhance and guide the process in such a way as to make it more effective, efficient and accountable. Popular community participation means more accountability and transparency as well as a shield towards decisions taken on development and delivery by a small number of local government officials and committees that operate behind the backs of the people.

The question **“Does your community actively participate in the process of service and delivery?”** was thus set to examine the feelings of the interviewees vis a vis community participation in the process of service and delivery. The responses appear below:

Yes—18

No---3

Do not know---4

It is believed that the community participates actively in the process of service and delivery, a feeling that basically contradicts the feelings expressed earlier by one of the participants who has been active in community affairs for a good number of years.

The same contradictory responses are recorded in relation to the next question (**“Is the local community actively involved in the IDP forums where all stakeholders evaluate the programmes and discuss the strengths, weaknesses, opportunities as well as threats?”**) which are as follows:

Yes—13

No----8

Do not know—4

It can be seen that there are almost split feelings and responses regarding this question as 13 interviewees answered in the affirmative, while the number of those who answered “NO” and “DON’T KNOW” are 12. These are responses that basically indicate differences in opinion most likely pertaining to a variety of perceptions associated with the levels of participation in these processes.

The final question (**“Where do you see this community five years from now?”**) was set in order to assess the optimism and pessimism levels of the respondents regarding development and growth in their community in the near future .The responses were as follows:

Gone far—7

Progressing—5

Left behind –7

Cannot say—6

It can be seen from these responses that the feelings of pessimism and ignorance combined outnumber the optimistic feelings of people regarding the near future in respect of the community and its development and growth. Such a sentiment seems to be contradictory to the responses evident in the analysis and interpretation of data as presented in this section of the thesis.

Generally the community seems to be satisfied with the changes that have taken place in the area, and the reality is that there have been many changes since the new government strategy of IDP was implemented. This is a far cry from what the people were used to before 1994. To actually stay in houses with electricity and to travel in roads that are tarred, have a police station that is within easy reach are some of the things that make people admit that this government has done and is presently delivering for them.

Additionally it is known that the area is also the residential area of Chief Mlaba, which means that there is the possibility that this area has received higher levels of development when compared to other areas in the province are. The iNkosi has a

great influence in the municipality and the area at large, which results in swift changes for the area.

The fact that the ANC has the overwhelming support of the residents in the area means that there are no significant political rivalries that could lead to possible conflict arising out of party politics and squabbling over who is dominating who or which party is perhaps pushing its own agenda at the expense of the other parties.

Lastly, ignorance of the people may be a factor in the sense that they may think that what they have is a lot when in fact it may just be a tip of the iceberg. This may be due to the fact that most people do not have much clarity about IDP, so they do not have much knowledge about what should have been done up to now.

They may think that somebody up there is doing them a huge favor when in fact they are being ripped off.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

KwaXimba is a traditional authority that was incorporated into the Ethekewini municipality and Uricity after the passing of progressive and far reaching legislation in the last few years. This legislation has enabled and hopefully empowered local municipalities to become agents of social and economic development, change and growth.

In this process the key ingredient is the IDP (Integrated Development Plan) that is a process advocating a holistic developmental framework that if followed would ultimately deliver services to the communities throughout the country, with special emphasis on the poorest of the poor.

Both the President (Mbeki 2004) and the Premier of KwaZulu Natal (Ndbele 2004) have said that the spirit and vision of BATHO PELE (“People First”) need to be met in the years to come, as popular participation must become the axis upon which the IDP must be built. The IDP then, can be solidly built only on the unity of purpose, cooperation and coordination of all stakeholders, spearheaded by the community and all role players and stakeholders.

The empirical research in KwaXimba showed a community that unlike many of similar communities in the country and the province has been touched by development and

growth at some levels, a community where infrastructure has been developed, crime is almost contained although it is still a problem, and that there is cooperation and unity between the major role players.

The main empirical findings and conclusions, as well as the recommendations appear below:

1. There is limited community awareness and understanding amongst the community in regard to the IDP and its processes.

The hypothesis was partially confirmed, as there were divided attitudes and opinions regarding this aspect of the empirical exercise. While there was a shade of opinion that was of the view that there was limited awareness, understanding and knowledge amongst the community in regard to IDP and its processes there was an almost equal number of respondents who felt that there were limitation in the knowledge and understanding of these processes. Such a diversity of opinions most likely stems from the levels of involvement of different categories of the areas inhabitants. Those who are involved and participate actively in the efforts of stakeholders to elevate the quality of life of the people in the area are most likely to be aware of the dynamics, processes, successes and failures of the IDP processes and their consequences on the lives of the population of the areas.

2. There is limited stakeholder involvement in the IDP processes.

The hypothesis was rejected, as the majority of respondents felt that there is ample participation in stakeholder involvement in the IDP process. Such an assertion stems from a variety of factors such as the relatively high levels of development in the areas as perceived by the respondents and the lack of contradictory agendas between the political stakeholders mainly.

3. There is a paucity of poverty alleviation programmes in the area.

The hypothesis was rejected, as the majority of respondents believe that there are a number of poverty alleviation projects. This most likely stems from the developmental efforts of the main stakeholders and a variety of programmes and projects in the areas, which have been described in the context of the thesis earlier. Experience and reality have shown that the area is seriously advanced in such aspects of development when compared with similar areas in the province and the country in general.

4. There is little or no transparency in the IDP process.

The hypothesis was confirmed, and despite the many positive attributes and beliefs of the population of the areas regarding the successes and achievements of the IDP process and its tangible results, it is strongly believed that the transparency level of the IDP is very low or non-existent. This is a feeling and attitude that dents

the successes of the IDP as explained and accepted by the population as described earlier.

5.The IDP has made no difference in the lives of the people.

The hypothesis has been partly confirmed as the respondents are divided on this aspect. This is one of the contradictions to be found in the analysis and interpretation of data. While many people feel that the IDP is successful and has made a difference in the lives of the people in the areas, there are others who most likely judge the success and service delivery of the IDP through different angles. A person who has been unemployed for four years and does not see a chance to become employed despite his/her efforts is more likely to believe that the IDP has made no difference to the lives of the people. This despite the fact that he/she accepts that there have been other successes in the IDP process such as infrastructure development, etc.

6. There has been no satisfactory delivery in infrastructure.

The hypothesis has been rejected, as it is a general feeling that there has been ample delivery in the areas in the context of the IDP and its programmes and projects.

7.There are no adequate safety and security measures taken for the people.

The hypothesis has been rejected, as there is a feeling that there have been measures to improve adequate safety and security for the people in the area. Respondents felt that the collaboration and cooperation of the SAPS and the Community Policing Forums had a positive effect on safety and security. These sentiments were expressed despite the fact that there was a strong feeling that crime was generally on the increase and it was youth groups mainly seen as culprits, due to their vulnerability and lack of access to the labour market. This meant that unemployment was rife amongst the youth and this created problems as desperation and poverty amongst them leads to criminal behaviour.

8. Traditional leaders have an important role to play in the IDP process.

The hypothesis was partly confirmed despite the fact that the existence of a progressive traditional leader in the area has been described as instrumental in its development. The opinions of the respondents was divided vis a vis traditional leaders, with the younger, better educated respondents more critical of the institution of traditional leadership. Those who believe that traditional leaders do not have an important role to play in the process of development and growth as envisaged by the IDP believe that the institution is backward and antiquated and that the bulk of developmental efforts should rest with the democratically elected leaders of local government. There was also a feeling that traditional leaders were historically and at present a hurdle in the developmental efforts of the area. Those who supported the idea that traditional leaders had an important role to play in the

IDP and the developmental project generally felt that their own traditional leader of the area was an example of how such an institution could be transformed in order to face the challenges of the present.

9. There are tensions between elected local government leaders and traditional leaders in the area.

The hypothesis has been rejected as there is a general belief amongst the respondents that the relationship between the traditional leaders and the elected local government leaders is one of cooperation, unity of purpose and closeness in working and professional relations. Such realities are believed to be behind the existing successes of service delivery, the development of infrastructure, the success of IDP projects and the like. The reality that the ANC, the provincial and national ruling party is strongly rooted within the community and its leadership is of importance in order to understand such attitudes and feelings that are very much against the trends to be found both nationally and provincially in regard to the relationships between traditional and elected leaders.

10. There is limited community participation in the IDP processes and forums.

The hypothesis has been rejected, as there is a belief by the majority of respondents that there is ample participation in the IDP processes and forums. This is an optimistic belief and scenario, as it is clear that the majority of respondents believe

that development and growth have roots in the areas. This, they feel is most likely the result of ample community participation in these processes.

The following are the recommendations by the researcher and they are based on the findings of the empirical study, observations and participatory research of the writer:

- The conditions upon which the success of the development and growth of the areas under investigation relies as in the past and the present in the cooperation, coordination and unity of purpose of communities, as well as traditional and elected local government leadership. It is crucial that the existence of these basic developmental ingredients continue to exist in KwaXimba for many years to come as it is important to see traditional leadership is crucial for state legitimacy and control. The new legislation in Parliament at present will most likely erode the role of traditional leadership further, but this will have no consequences for the future of development in KwaXimba as the relationships between these key players are exemplary.
- Mechanisms are in need to put in place capacity building and training programmes for all layers of leadership as well as youth in the area, as there is an urgent need for all these stakeholders not only to cope with change, but to lead it forward. There have been training and capacity building exercises run by the Department of Traditional and Local

Government as well as IDASA and some departments at the University of KwaZulu Natal, but more of the same is required.

- A Customer Improvement Service or similar office attached to local government structures is important as an operational entity situated in a visible part of the township, so people can become aware and acquainted with the existing improvements and future developments in their area. This office will be a key communication link between local government and the community as well as other stakeholders.
- President Thabo Mbeki has in many of his speeches indicated that genuine empowerment of the people at local level is critical in realising the spirit and vision of the Freedom Charter. Enabling democratic participation at local level in the decision making process is a key ingredient of all progressive legislation, spearheaded by the 1997 BATHO PELE White Paper. It is important that community participation in KwaXimba become a more active community in their own affairs. This despite the fact that there is a strong belief amongst the people in the area that there is ample participation of the community in the IDP forums and processes.
- The request or demand from the local authorities for a monitoring, assessment and evaluation audit in the area in terms of development and growth, infrastructure changes, in a comparative perspective. This process

will pinpoint the project management weaknesses and strengths as well the future possibilities and priorities.

- The creation of communication channels with the local media, especially since KwaXimba is an integral part of the eThekweni Municipality. It is evident that the commercial media, including the isiZulu newspapers in eThekweni are urban- biased and thus successes in the area such as the ones under investigation are not recorded. A communications committee consisting of all stakeholders can play an important role in conscientising the wider KwaZulu Natal public on the realities of the areas, as well as the existing and future opportunities.
- No plan and decision-making processes can be complete without the participation of NGOs and CBOs. Many NGOs have played a key role in development and it is important for NGOs that care to become involved in KwaXimba. There is sometimes the tendency for local leaders to leave NGOs out of the process because they are critical of many things that happen, but local government should not be scared of criticism, in fact it should encourage it.
- Arts, culture and tourism, (i.e. bead-works, traditional artifacts, crafts and the like) need to be put in the developmental agenda after decisions taken by all stakeholders.

- Emphasis on youth development and vocational strategies that are absent at present is needed, especially in relation to the establishment of youth cooperatives as the present experience has shown that such initiatives in these areas have worked in poverty alleviation and job creation.
- Community action support is of vital importance and needs to be encouraged.
- Wide advertising of all activities, workshops, seminars, imbizos and meetings associated with development through both traditional and modern communication strategies.
- Strengthening of the safety and security apparatuses, through more active participation in the C.P.Forums.
- Direct and wide support to adult literacy and numeracy.
- Building of solid relations and cooperation with CBOs and NGOs as well as a number of traditional institutions of the community (burial societies, stokvels, informal saving schemes).

- Upgrading of the township's business environment, especially in terms of security and safety.
- Providing a supportive and well-managed environment for home based work.

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APPENDIX 1

**19 WILSON DRIVE
PINETOWN
3610
14 June 2004**

Dear Respondent

I, Nokanyo Ndlovu, Student no. 204001162, am enrolled for a master's degree in Social Policy Program.

I am required to undertake some research at a municipal area of my choice where I look at the development that has taken place since the 1994 elections and compare and contrast that with the IDP (Integrated Development Plan) of that municipality. I have therefore chosen to conduct my research at KwaXimba municipality.

As a respondent, I would like to assure you that your name will remain anonymous and will not be revealed at any point in my research. I would also like to assure you of confidentiality. Whatever is said in our encounter will be treated in confidence and will be used only for the purpose of this research.

If at any point during the research you feel that for any reason you would like to withdraw you have every right to do so.

Should you require further clarity on this matter or if you would like to validate my identity you are at liberty to do so from my supervisor whose details appear below.

Prof. E.A. Mantzaris
Dept. M.A. (SPP)
Tel:(031) 2608284
Cell. No. 0723676824

Thanking you in anticipation for your willingness to assist me in this regard.

Yours truly,
N. Ndlovu
Tel. 0825548418

QUESTIONNAIRE

PLEASE ANSWER ALL QUESTIONS TO THE BEST OF YOUR ABILITY. YOUR NAME AND OTHER PARTICULARS WILL NOT APPEAR IN THE QUESTIONNAIRE OR THE FINAL REPORT. YOUR ANONYMITY IS GUARANTEED.

EDUCATIONAL STATUS _____

AGE -----

RELIGION (SPECIFY) -----

OCCUPATION _____-

AREA OF RESIDENCE -----

TYPE OF HOUSEHOLD _____

1. Do you have any knowledge of what IDP is?

YES /NO

2. Are your plans as the municipality aligned with and do they complement this IDP?

YES/NO

3. Have the leaders in the community been work shopped or trained so that they have a clear understanding of their roles in making this IDP a reality?

YES/NO

4. Are all stakeholders (residents, development groups, traditional leaders etc) involved to a certain extent in the process of delivering services to the people? Please elaborate.

5. Have you as stakeholders sat down at a meeting to break down and list the plans in terms of prioritizing from most urgent such as water to less urgent e.g. building a library?

YES/NO

6. Are there any projects that exist in your area that are aimed at alleviating poverty? Please elaborate.

YES/NO

7. To your knowledge is there transparency as far as funding of projects is concerned?

YES/NO

8. In your opinion has the IDP made any difference in the lives of the people within the limited period of its existence?

YES/NO/TOO SOON TO TELL

8A If yes can you elaborate?

9. Who would you say is the major vehicle in terms of delivery and service in your area?

10. What is being done in your community to develop the people with skills that will help them improve their lives?

11. Do you think the IDP addresses the real, basic needs of the people?

YES/NO/DON'T KNOW

12. Would you say the correct infrastructure exists in your community to deliver the services to the people?

YES/NO

13. How far has the IDP gone with delivering services such as water, electricity roads, transport etc? Elaborate

14. What programmes have been implemented in order to manage the HIV/AIDS pandemic?

15. Have the programmes made a difference in the lives of the people in terms of behaviour change?

YES/NO/DON'T KNOW/TOO SOON TO TELL

16. What measures have been taken in order to ensure a safe and secure environment for the people?

17. Would you say the working relationship is good between the police services and the local people?

YES/NO/DON'T KNOW

18. Have programmes been initiated by the police services in order to improve the understanding of the people about the role they too can play in ensuring their own safety?

YES/NO/DON'T KNOW

19. What are some of the major problems faced by your organization in the execution of its task?

20. Do you meet often with stakeholders in order to

- **Evaluate performance in areas of responsibility?**
- **Discuss steps for improvement.**
- **Give people a chance to ask questions or make comments or complaints?**

YES/NO

21. Do you think party politics in the municipality have to an extent been a stumbling block in services and delivery? Can you provide examples?

22. In your opinion do traditional leaders have a significant role to play in the delivery of services to the people? If so, what is their role?

23. Is the working relationship between the municipality and the traditional leaders good or is there any friction? If there is , how has this affected the success of services and delivery in the area?

24. Do you think that the mayor and the councilors have the capacity to provide service and delivery to the people? If not, what must be done to solve this problem?

25. In your opinion do the traditional leaders have any major role to play in the delivery of services as laid out in the IDP?

YES/NO

26. What are the major issues and challenges in terms of service and delivery in the municipality at the moment? Describe them and explain how you feel about them. Would you rate them as being successful or a failure? What would you say has contributed to their success or failure?

27. Is the participation of local communities important in the IDP?

YES/NO

28. Does your community actively participate in the process of service and delivery?

YES/NO/DON'T KNOW

29. Is the community actively involved in the IDP forums where all stakeholders evaluates the programmes and discuss the strengths, weaknesses, opportunities as well as threats?

YES/NO/DON'T KNOW

30. Where do you see this community five years from now?

THANK YOU FOR YOUR HELP