

**Exploring an integrated development plan for service
delivery in a local municipality**

by

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DECLARATION

I declare that this study, entitled “Exploring an Integrated Development Plan for Service Delivery in a Local Municipality”, is my own work. That all resources I have used or quoted have been indicated and acknowledged by means of complete references and that I have not previously submitted this study for degrees purposes to this University or any other educational institution.

MOLAPISI M.P

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SIGNATURE

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DATE

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It is my hope that this work will further stimulate discussions on the issues highlighted as well as provide an overview of the challenges and opportunities facing service delivery in local municipalities.

Most of all, my Lord Jesus Christ for his protection and guidance.

SYNOPSIS

This dissertation focuses on the perceptions of the community leaders and officials of Thabazimbi Municipality regarding an Integrated Development Plan there. Various methods were used to elicit the views of these participants concerning the challenges and opportunities facing this plan.

South Africa has been experiencing difficult situations in previously disadvantaged areas owing to the lack of service delivery. In addition, many communities have resorted to violence, which causes political instability.

The purpose of the study was to determine whether the Integrated Development Plan interventions could rectify the current situation. Literature on integrated development policies and legislation was investigated.

A qualitative research method was adopted to gather information; data were collected by means of interviews, and audiotaped. Data were analysed and arranged in terms of the same factors investigated during the interviews.

The literature review was important to elucidate and explore different intervention strategies that could result in establishing why the Integrated Development Plan did not provide solutions after its implementation.

The findings from the literature review concluded that the intervention framework for the Integrated Development Plan should allow room for flexibility to adequately accommodate other local municipalities with regard to contexts, needs, strengths, opportunities and weakness.

Other role players in middle managerial positions could have been involved to enhance improvements in local municipalities. The findings indicated that much effort has to be made by officials to develop a partnership with the community, which could cause its members to own the Integrated Development Plan. The National Government should ensure that the municipality is capacitated to understand why an Integrated Development Plan could be a tool that could provide equitable service delivery to all.

The above factors exert a strong influence on the Integrated Development Plan and need to be implemented correctly to achieve the mandate for service delivery in the Municipality.

Finally, the primary outcome of this research project is to contribute new knowledge in the field, which expands new opportunities for practitioners, and maximizes the implementation of developmental policies in local municipalities.

LIST OF ABBREVIATIONS

These are selective abbreviations important for this study:

- ❖ CCTP-Core Councillors' Training Programme
- ❖ DD-Decentralized Development Planning
- ❖ DFA-Development Facilitation Act, Act No 67 of 1995
- ❖ DLA-Department of Land Affairs
- ❖ DPLG-Department of Provincial and Local Government
- ❖ GEAR-Growth, Employment and Redistribution
- ❖ GTZ-German Agency for Technical Co-operation
- ❖ IDP-Integrated Development Plan
- ❖ IGS-Intergovernmental System
- ❖ LDO-Land Development Objective
- ❖ LED-Local Economic Development
- ❖ LGTA-Local Government Transition Act Second Amendment Act, Act No 97 of 1996
- ❖ LUM-Land Use Management
- ❖ MEC-Member of the (Provincial) Executive Council
- ❖ MSB-Municipal Systems Bill, 2000
- ❖ MTEF-Medium Term Expenditure Framework
- ❖ NGO-Non-Governmental Organization
- ❖ PGDF-Provincial Growth and Development Framework
- ❖ PGDS-Provincial Growth and Development Strategy
- ❖ PIMSS-Planning and Information Management Support System
- ❖ RDP-Reconstruction and Development Programme
- ❖ SALGA-South African Local Government Association
- ❖ WPLG-White Paper on Local Government

CHAPTER 1

ORIENTATION TO THE STUDY

Officials view citizens as unwilling and unable to solve their own problems, while citizens perceive government as self-serving and lacking the political will to tackle the problems facing the country- Teddy Nemroff.

1.1 INTRODUCTION

There has been a general out-cry regarding service delivery in communities in various areas that municipalities are not performing as expected. Yet one of the key imperatives in local municipalities in South Africa is to resuscitate development (Green Paper on Local Government 1997:23).

Recent government service delivery protests across the country have revealed widespread dissatisfaction about the pace of expanding public services, and a deep divide between citizens and the elected and non-elected officials serving them. Instability became an impediment in local municipalities in South Africa especially in resuscitating development.

Enshrined in the Constitution of the Republic of South Africa Act No. 108 of 1996 are the rights of citizens to equality, human dignity and respect, freedom and security of their person, political rights, education, housing, health care, food, water and social security. The state may not unfairly discriminate, directly or indirectly, against anyone on one or more grounds, including race, gender, sex, marital status, religion, disability and ethnic or social origin.

Stohr et al. (2001:22) agree that governance can be seen as the exercise of authority to manage all aspects of a country's affairs at all levels and in all spheres. This includes respect for human rights, particularly the rights of women and children, respect for the rule of law, political openness, participation and tolerance, accountability and transparency.

There is, firstly, an expectation in the constitution that municipalities have the capacity to undertake their powers and functions; when that is not the case, they are not able to opt out. Secondly, there is insufficient clarity about concurrent powers and there is a need for further definition of the roles of the national, provincial and local spheres. With regard to free basic services, where municipalities provide them, they are only offered in the more developed areas. In the rural areas, it is extremely difficult to do so. There is also a problem with determining who is indigent. There should be one database for those who are indigent and those receiving social grants, so that they automatically also qualify for exemptions from school fees and hospital fees.

Bell and Espasch (2005:20) concur that over half of the approximately 42 million people who live in South Africa are currently urbanised. Urbanisation arises from both natural urban population growth and migration from rural to urban areas. Increasing urbanisation is expected to continue and most of this growth is likely to be absorbed by metropolitan areas and secondary cities. The population of rural areas is not expected to grow substantially. Research reveals that profound changes may be underway in migration trends and settlement patterns. The effects on local government in the future are expected to be huge because currently, local governments face the enormous challenge of contributing to the transformation of South Africa's distorted, inequitable settlement patterns

Local municipalities are faced with challenges to transform their role and are required to perform excellently in order for managers to adopt and cope with the mandate of service delivery.

These challenges concerning service delivery can only be realistic for communities if the integrated development plan is converted as a tool to deliver services to marginalised communities. Here integrated development planning is a key tool for planning and delivery and can promote local economic development and sound decisions on issues such as budget, land, and institutional transformation, systematic and strategic policies.

The platform for local government restructuring is represented by an important piece of legislation – the local government Municipality Systems Act (2000). The cornerstone of this legislation is the requirement that every new municipality in the country formulate and implement Integrated Development Plans. The Integrated Development Plan's will assist local communities to improve and speed up service delivery in a way that addresses the local community and stakeholders' involvement, local resource centre, local economic development and local accountability. Important decisions cannot only be left to local bureaucrats and Councillors.

Communities have to be involved just as much as provincial and national government departments, parastatals and the private sector. Integrated Development Plan's represent a major shift from traditional forms of local government, planning and management. The shift means that local problem solving happens in a strategic, participatory and integrative way – the principles of Integrated Development Plan's.

Integrated development planning is a response to the urgent development situation in local government which cannot be addressed any longer by mirages of the benefits of economic growth, or ad hoc projects driven in an uncoordinated and therefore wasteful and unsustainable manner without local ownership and participation.

A sharper focus is required that could well manifest itself through local strategy making. The emphasis on participation is not based on "romantic", unrealistic and oversimplified notions of communities, but on sensible lessons about rebuilding the civic culture and involving key stakeholders in the planning process.

A culture of developing strategic / participating decision-making in local government as an institution should be strengthened. The financial difficulties and lack of capacity of many municipalities comprise a well-known problem that will only spiral if we perpetuate mediocrity by stifling innovation and creativity.

The development challenge in local government is really to transfer resources unhindered in the quickest possible time to the point of delivery and to begin to unleash the creativity and energy of local communities. Rural and urban communities have to be well integrated.

Integrated Development Planning is an empowering process that begins to lay the framework for responsible and creative local governance geared to addressing development challenges, thus revitalising the economy of the whole nation.

The needs of communities are addressed through a variety of approaches and mechanisms by the different spheres of government. Challenging and exciting developments have been and continue to be experienced in the local sphere of government. Service provision in any sphere concerns meeting the basic and strategic needs of individuals, groups and communities. It is at this tier of government that close and trusting relationships have to be built between municipalities, individuals, interest groups and whole communities (Mathye 2002:1).

The general assumption is that the local government sphere is the best place to address the needs of local communities. Several mechanisms in the local government sphere are meant to facilitate transformation in the way services are delivered. Some of these are aimed at facilitating participatory and inclusive development. Examples of these are the South African Constitution, the White Paper on Local Government (1989), the White Paper on Transforming Public Service Delivery (1997), the Local Government: Municipality Structures Act (No 117 of 1998) and the Local Government: Municipal Systems Act (No 32 of 2000). Key features of these mechanisms are presented in the Chapter 3.

1.2 PROBLEM STATEMENT

McMillan and Schumacher (1997:108) explain that a research problem is significant when it is related to developing educational theory, knowledge or

practice. The significance of a study increases when there are several reasons for the inquiry and may be based on one or more criteria.

Integrated development planning is one of the key tools used by the South African government to tackle its new developmental role, by being the local strategic mechanism to restructure our cities, town, and rural areas. Integrated Development Plan therefore allows service delivery and development to be addressed in a multifaceted way within the limits of scarce resources (Progress 2006: 18).

Cloete (1995:2) concurs that the local municipality is under increasing pressure to come up with a solution for the service delivery crisis, which has arisen from the incompetent officials of previously disadvantaged areas. CCTP (2004:43) cites Kerf and Smith (1996:1) that Africa's infrastructure lags behind the rest of the world in both quantity and quality, and that this weakness presents a major obstacle to economic growth. South African municipalities, like most, also face daunting challenges with respect to service delivery.

The developmental approach has altered from a management centred approach to a community centred one. In the previous system, there were problems and inefficiencies in addressing people's needs as no principles of democracy were applied, which hindered innovation in and the initiatives of municipalities. The government has now brought in new Acts that will bind three spheres of government to deliver services through Integrated Development Plan. Several mechanisms in local government spheres have already been mentioned.

All Acts and policies have to express principles such as:

- Transparency.
- A people centred approach.
- Human rights of individuals, communities, and their needs.
- Community participation.
- Capacity and empowerment of communities and stakeholders for effective participation and delivery.

All residents have a responsibility to be actively involved in their municipal affairs. The Integrated Development Plan process offers residents, including organised stakeholder groups, the opportunity to shape the development of the towns and cities they live in (Progress 2006:19).

Municipalities must develop a participatory culture of municipal governance to complement formal representative government. This process of integration is important for improving management and service delivery. Three elements of participatory governance are involved. Firstly, municipalities must foster participation in the Integrated Development Plan process, performance management, and the budget process and in strategic decisions regarding service delivery (Bulletin 2004: 11).

Local municipalities must now adjust and align themselves with the constitution of the Republic of South Africa. However, it has become a problem for some municipalities, such as Thabazimbi, to use Integrated Development Plan as a programme to deliver services, especially to the previously disadvantaged communities and under-developed areas.

The Local Municipality of Thabazimbi is situated in the Northwestern part of Limpopo province and Botswana is its international neighbour. Mining is the major source of revenue, but agriculture, biosphere and ecotourism also play an important role in the local economy. The municipal area previously comprised Thabazimbi transitional council, Northam transitional council and Springbokvlakte transitional council. There are extensions such as Regorogile, Northam, Rooiberg, Raphuti and Schilpadnest, which currently need the serious attention of the municipality being given to problems such as water, sanitation, unemployment, health and welfare, education, safety and security, emergency services, financial resources, roads, land for cemeteries and housing. Integrated Development Plan, if it is well implemented could become a tool to provide efficient and prompt services.

There have been complaints from the community about basic service delivery (unemployment, water and inability to pay for municipal rates), and other service delivery problems stem from the following:

- Community participation is crucial and this was not adequately ensured.
- Priority issues have not been sufficiently addressed by different segments of the community because of the lack of resources.
- Non-existence of resources: because of this, realistic solutions were not provided.
- Project identification is not inclusive because certain stakeholders did not attend important meetings.
- Vision statement and objectives not adequately achieved.
- Projects not being completed and some being undertaken without proper investigation, which resulted in overspending and under-spending.
- Non-existence of a performance management system, which links with project implementation. This has resulted in unclear project outputs, targets, costs and budget estimates.
- Consolidation and integration of programmes on local economic development and development programmes not being guided by a clear operational strategy, which includes a five-year financial plan and integrated sectoral programmes (HIV/AIDS, poverty alleviation, performance management).
- The municipality not adequately encouraging the public to comment on the draft.
- Council approving the Integrated Development Plan documents without adequately investigating the failures and weaknesses of previous years' programmes.

Although the municipality is attempting very hard to provide basic services to the community, due to financial constraints the Integrated Development Plan is not in a position to satisfy all community members. The introduction of innovative programmes will assist the municipality to address certain

difficulties, especially if it establishes a partnership with the community and introduces a communication strategy.

The municipality needs to be responsive to these new challenges and align itself with the requirements of the constitution and policies. Dissatisfied citizens do raise their concerns as why there is no speedy delivery, and why there is still fragmentation in project implementation. Yet the biggest concern occurs when managers and certain officials of the municipalities do not see the importance of Integrated Development Plan, and why the status quo should not be maintained.

According to Siddiqui (2001:10), the basic malaise of planning is lack of innovation. Public servants and planners have been blindly imitating the Western development model, little realizing the actual needs of the people, and officials have to try to look for a self sufficient, sustainable, indigenous solution to the problems of their fellow citizens. As a result, dependence on foreign aid and expertise from Western countries have not only jeopardised the status their countries' independency but also stifled the development potential inherited at the time of independence.

The current framing of the crisis as one of service delivery enforces these dynamics. As long as government performance is seen as a question of delivery or non-delivery, the most that communities can do is complain about poor service, or alter their votes at election time. The problem is that even if local, provincial and national government were to deliver services as efficiently as possible, there would not be enough resources or capacity to satisfy the country's needs.

The Municipal Systems Act, 2000, Section 26 outlines that an integrated development plan must reflect the following:

- The municipal council's vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;

- An assessment of the existing level of development in the municipality, which must include an identification of communities, which do not have access to basic municipal services;
- The council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- The council's development strategies, which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- A spatial development framework that must include the provision of basic guidelines for a land use management system for the municipality;
- The council's operational strategies;
- Applicable disaster management plans;
- A financial plan, which must include a budget projection for at least the next three years; and
- The key performance indicators and performance targets determined in terms of section 41.

The experiences of the writer in local municipalities, especially in Thabazimbi, have led to the present research because the expectations regarding service delivery were shown not to have been realised. Communities complained about service delivery although they had already raised these issues in the Integrated Development Plan. This research was therefore undertaken to expose weaknesses and indicate the way forward for the Integrated Development Plan. The communities concerned were deprived of their rights to be told why impressive ideas on the Integrated Development Plan were never realised after long meetings to compile documents. Some consultants never produced quality documents with a vision for the particular constituency; it seems that the Integrated Development Plan documents of other municipalities were reproduced.

1.3 RESEARCH QUESTIONS

After the above-mentioned problem statement was analysed, the following research questions emerged:

What role should an Integrated Development Plan in a local municipality play to ensure that it meets the expectations of service delivery in a changing environment?

According to Creswell, (2002:117) research questions are posed in qualitative or quantitative research in order to narrow the purpose statement to specific questions that researchers seek to answer.

The sub-questions supporting the primary question:

Are managers satisfied with the level of service delivery through the Integrated Development Plan in the Thabazimbi community?

Is the community satisfied with the level of service delivery implemented through this Integrated Development Plan by the Thabazimbi municipality?

1.4 AIM AND OBJECTIVES

The aim of this investigation is to explore an integrated development plan as a means of service delivery with particular reference to Thabazimbi municipality.

The above-mentioned goal can only be attained through the achievement of the following objectives:

- To determine whether managers are satisfied with the level of service delivery through the Integrated Development Plan in this community.
- To determine whether the community of Thabazimbi is satisfied with the service delivery being implemented through this plan.

The above-mentioned objectives will have to achieve the following at the end:

- To explore the service delivery of the Integrated Development Plan of Thabazimbi municipality.
- To conduct an empirical study regarding the impact of Integrated Development Plan on service delivery in this municipality.
- To provide recommendations for an effective Integrated Development Plan and service delivery in the given municipality.

1.5 RESEARCH METHODOLOGY

The terms “quantitative” and “qualitative” are used frequently to identify different approaches to research. While there has been much debate about the two approaches, it is helpful to introduce the terms on two levels of discourse. At one level, quantitative and qualitative refer to distinctions about the nature of knowledge: how one understands the world and the ultimate purpose of the research. On another level of discourse, the terms refer to research methods – how data are collected and analyzed – and the type of generalizations derived from the data. (McMillan and Schumacher 1997:15)

1.5.1 Research Approaches

Qualitative research strategies were used to understand the rationale behind exploring an integrated development plan in local municipalities that will ensure excellent service delivery. According to Lancy (1993:22), one of the essential problems that a qualitative researcher faces is to combine description, which is engrossing and convincing, with analyses that go to the heart of the phenomenon. Qualitative research has gone from being on the fringe, marginal, unscientific, to fashionable. Silverman (2000: 9) explains that some qualitative research seems to promise that it will avoid or downplay statistical techniques

and the mechanics of the kinds of the quantitative methods used in, say, survey research or epidemiology.

1.5.2 Data Collection Technique

Data collection was undertaken mainly by means of a literature review and semi-structured interviews conducted with the 3 Officials, a Councillor, 2 Youth leaders Woman and a Resident. All are residing in Thabazimbi area.

Lancy (1993:20) explains that the qualitative researcher faces the problem of systematically analysing what is usually a substantial body of data.

According to McMillan and Schumacher (1997:466-467), the primary data of qualitative interviews comprise verbatim accounts of what transpires in the interview session. Tape recording the interview ensures the completeness of the verbal interaction and provides material for reliability checks. These advantages are offset by possible distrust amongst participants and mechanical failure. The use of a tape recorder does not eliminate the need for taking notes to help reformulate questions and probes and to record nonverbal communication, which facilitates data analysis. In many situations, handwritten notes may be the best method of recording. Interviewer recording forces the interviewer to be attentive, can help pace the interview, and legitimates the writing of research insights (beginning data analysis) during the interview. Neither note taking nor tape recording, however, should interfere with the researcher's full attention on the interviewee.

McMillan and Schumacher (1997:266) point out that appearance is very important. It is best for the interviewer to dress according to existing norms or in a fashion similar to the participants, and not in a way that may lead the participant to think that the interviewer represents a particular point of view. The interviewer must be friendly, relaxed, and pleasant and should appear interested in the welfare of the participants. To provide honest answers to questions, the

participant must feel comfortable with the interviewer. Appropriate appearance and demeanour provide a basis for establishing a comfortable relationship and rapport. Silverman (2000:126) concurs, saying that tape-recorded interviews allow the researcher to go back to his/her data of origin as he/she wishes. The researcher must get permission to record the interviewee as the recorded interview can assist the researcher to gather appropriate responses.

Table 1.1 Data Collection Methods used in the Study

Question	Method	Solutions or Reason for applying Strategy
Are managers satisfied with the level of service delivery through an Integrated Development Plan in Thabazimbi community?	Literature Study Interview	Provide an understanding of Integrated Development Plan as a policy, public participation, data collection, strategies, projects, integration and legitimisation of Integrated Development Plan. Establish areas of policies which need to be altered to equip managers with skills and competences needed.
Is the community satisfied with the level of service delivery implemented through an Integrated Development Plan by Thabazimbi municipality?	Literature Study Interview	To determine areas of dissatisfaction with service delivery, especially issues dealing with the Integrated Development Plan.

1.5.3 Literature Review

Primary sources and secondary literature were reviewed and read in detail since McMillan and Schumacher (1997:125) observe that journals, government documents, monographs etc, can help in investigating problems.

Primary literature and secondary literature provide different information. A secondary source gives an overview of the field, a general knowledge of what has been done on the topic, and a context for placing the current primary source into a framework.

Four formats may be used to access sources for a literature review: print, such as a published index or the catalogue and micro text (McMillan and Schumacher 1997:123).

According to Stringer (2004: 93) participants can make decisions about the literature review's worth or relevance. It may provide information enhancing or confirming the perspectives already reported or challenging the views and experience of stakeholder participants.

Factors influencing service delivery were examined in the literature review to determine the relevance of the Integrated Development Plan. The terminology used throughout the study was also reviewed by means of investigating relevant sources.

1.5.4 Target Group

Table 1.2 Highlights of Events

Actual Steps Taken	Additional Information	
Identify and select participants.	Thabazimbi Municipality Requirements	
	Thabazimbi Local Municipality.	Be members of the Thabazimbi Municipality: Officials Stakeholders.
Awareness raising of participants.	A letter will inform selected participants that research will be undertaken. All of them will be told about the interviews.	
Determine the period of time when interview or gathering of information will be conducted.	The researcher will compile a questionnaire. All participants will be given these questions to answer. Two or more weeks will be allowed.	
Data gathering.	Interview questionnaire.	
Interviews.	Interviews conducted with participants will be transcribed and recorded (audio-visuals).	
Coding of transcripts	The transcribed interviews will be coded according to pre-defined criteria and then analysed. (Available).	

Stringer (2004:131) explains that participants sometimes reveal singular experiences relating only to one person. They often share significant experiences or perspectives with one other stakeholder.

Table 1.3 The following Community Members were used to Collect Data and Investigate relevant Issues that might assist:

Participant	Method	Reasons
1. Municipal Officials: (a) Integrated Development Plan Manager (b) Social and Community Development Manager (c) Communication Officer	Interview	Have skills and knowledge on the subject. Practitioners.
2. Councillor	Interview	Is involved with community issues and understands the needs of the community.
3. Youth : (a) Youth Commissioner (b) Youth Community Worker	Interview	Have knowledge of youth needs and disconcerting issues affecting youth.
4. Woman	Interview	Understands socio-economic issues affecting women.
5. Resident: a Civic Movement and community member.	Interview	Has knowledge of business community issues e.g. slow service delivery and crime.

Critical questions were asked in interviews which resulted in dialogue and the opinions of people being gathered by means of a tape recorder. Their knowledge of the Integrated Development Plan and its benefits was assessed.

Semi-structured interviews were used to collect information from real stakeholders, as they provided relevant and practical information. Audio-visual aids were used, because first hand information is vital for this research.

Unstructured questions allow the interviewer great latitude in asking broad questions in whatever order seems appropriate. In quantitative educational studies, most interviews use a combination of structured and semi-structured questions. This provides a high degree of objectivity and uniformity, yet allows for probing and clarification (McMillan and Schumacher 1997:46).

1.6 SIGNIFICANCE OF THE STUDY

The researcher now discusses how the result of the study could add to theory and knowledge in the area identified in the general problem statement (McMillan and Schumacher 1997:591).

The study is significant in that it will benefit communities and local government practitioners in the following ways:

The officials and Integrated Development Plan practitioners will gain knowledge and understanding of policy and its effect on service delivery.

The local government will be orientated towards the needs of the community and will assess the performance of managers.

Communities will be orientated towards their needs in terms of why they should participate in processes.

Communities and officials of municipalities will, it is hoped, behave responsibly when implementing integrated development plan policies.

Integrated development planning will fulfil the mandate of service delivery required by the constitution.

The Integrated Development Plan will empower and capacitate all those involved to meet expectations.

The municipalities will realise their role in ensuring that educational programmes are of a high quality and they will acknowledge weaknesses in implementation of the Integrated Development Plan projects

1.7 EXPLANATION OF TERMS

This section is attempting to express a concept in this particular study.

1.7.1 Integrated Development Plan

Integrated development planning is one of the key tools for local government to cope with its new development role. In contrast to the role planning has played in the past, integrated development planning is now seen as a function of municipal management, as part of an integrated system of planning and delivery. The Integrated Development Plan process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. Integrated Development Plans, however, will not only inform the municipal management; they are also supposed to guide the activities of any agency from the other spheres of government, corporate service providers, NGO's and the private sector within the municipal area (Coetzee et al. 2000:17).

Integrate is to combine into a whole or bring or come into equal participation; therefore integration is the intermixing or combination of diverse elements of perception (Fowler 1990:616). Hence an integrated development plan focuses on the natural and physical environment and sets out a council's policies, rules and incentives to improve the local environment and create more effective and efficient urban centres (Jupmet 2000:72)

1.7.2 Community

A term that includes the residents of the municipality, the ratepayers of the municipality, community organisations and any other organisations having an interest in the affairs of the municipality, and any persons who happen to be in the municipality at a given point in time (Oranje et al. 2000:46).

1.7.3 Development

Means sustainable development, and includes the integrated social, economic, environmental, spatial, infrastructure, institutional, organisational and human resources-enlistment of a community, aimed at improving the quality of life of its members with specific reference to the poor and other disadvantaged sections of the community (Oranje et al. .2000:46).

Cloete and Wissink (2000:77) explain that development is both a subjective and objective sustainable increase in the quality of life of an individual or a community.

1.7.4 Disaster Management

Means a continuous and integrated multi-sectoral, multi-disciplinary process of planning, and implementation of measures, aimed at –

Preventing or reducing the risk of disasters;

Mitigating the severity or consequences of disasters;

Emergency preparedness;

A rapid, effective response to disasters; and

Post-disaster recovery and rehabilitation.

(Oranje et al. 2000:46).

1.7.5 Local Economic Development

Local Economic Development primarily concerns harnessing local resources and energy to consolidate and build local economic growth and development. As a development strategy, its strength lies in harnessing a wide spectrum of local capacities to work in a co-ordinated and integrated manner to achieve benefits that can be dispersed across an entire locality (Oranje et al. 2000:46).

1.7.6 Equitable Share

The constitution explains that each sphere of government is entitled to inequitable share of nationally raised revenue. This transfer of the national fiscus is said to be unconditional, which means that there can be no restrictions placed on its use (Jupmet 2000:18).

1.7.7 Local Municipality

Category B municipality contemplated in section 155(1) *(b)* of the Constitution (Oranje et al. 2000:46). The municipal council represents the interest of the community. It must involve the local citizens and groups in decisions and processes that affect them (Jupmet 2000:18).

1.7.8 Sustainable Activity

A sustainable activity is one that utilises resources and builds capacity in such a way that it ensures that the activity can be maintained over time (Oranje et al. 2000:46). Cloete (1995:1) concurs by indicating that local government is traditionally regarded as the first tier of government, with regional, provincial and sub-national government forming the second or intermediate tier and central or national level of government the first.

1.7.9 Transformation

Pauw and Wessel (1999:88) explain that transformation implies reform and incremental change in some spheres of the public service and public sector will form and integral part of transformation. Thus, these two seemingly contradictory notions - one of fundamental change and the other of incremental change - often occur together in the short to medium term when it comes to best practices.

1.7.10 Accountability

Effective and responsible planning is based upon a careful consideration of what direction to move in, how best to achieve goals and what resources to use. This involves multiple decisions.

Difficult choices over competing claims for priorities must be made, looking at both long-term and short-term requirements and ensuring that once decisions are made, implementation follows. Each decision will leave some people disappointed.

Councillors and officials of local authority are accountable to the community for how the money received from the community is spent. The local municipality must therefore have control measures in place to ensure that the income received is not wasted (Jupmet 2000:4).

1.7.11 Community Development

Steyn and Nunes (2001:2) cite Swanepoel (1996) as remarking that community development is a collective activity where a group of people who share mutual interests and concerns become aware of their needs and resources, and act together to improve their situation. It refers to development at the micro level, is therefore situational and community based, cannot be generalised or applied on

a national base, and is not suited to large-scale modernisation efforts such as creating sophisticated infrastructure.

1.7.12 Service Delivery

According to Jupmet (2000:59) service delivery in local government, acts as a vehicle to provide for the needs of the community efficiently, and there are alternative categories such as internal ring fencing, contracting out and public and private contracts.

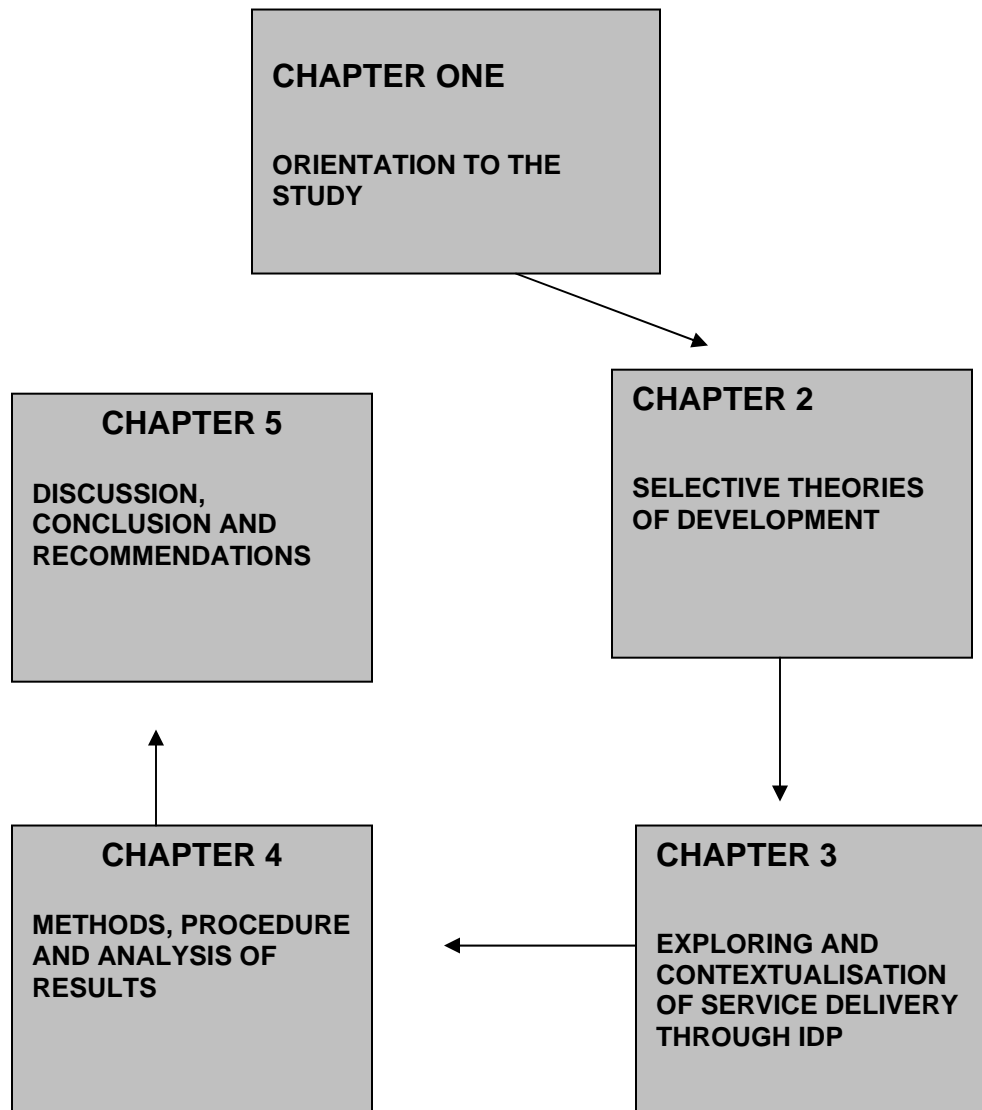
1.7.13 Planning

A plan will set out a shared medium to long term vision that the council and residents have for their city, town or rural district and spells out the overall goals and priorities for services, physical environment and culture (Jupmet 2000:71).

According to Van Niekerk (1993:30) planning comprises the group of management activities that must be performed to prepare the organisation for future developments and to ensure proper decisions affecting the available human and material resources.

1.8 Programme of the Study

Figure: 1.1



Chapter 1 outlines the study by introducing the problem statements and the programme.

Chapter 2 deals with the following selective theories of development:

- Synthetic Theory of Local Economic Development
- Social Contract Theory
- Modernisation Theory
- Theory of Sustainable Development
- Basic Needs Theory
- Alternative Development
- New Administrative
- Central Place Theory
- Cumulative Causation
- Location
- Conflict

Chapter 3 discusses the exploring and contextualisation of an Integrated Development Plan, taking into consideration service delivery. Purpose, institutional arrangements, roles and responsibilities of the three government spheres, data analysis, assessment of current situations, vision, mission, value system, objectives, strategic focus, project consolidation, spatial development framework, legitimization, financial plan performance measurement are selected to elaborate Integrated Development Plan.

Chapter 4 outlines the procedure used in the investigation and provides results.

In Chapter 5 the researcher offers conclusions and recommendations

1.9 SUMMARY

Chapter 1 presented an overview and orientation to the study, clarifying the background circumstances and situation, which gave rise to the research problem and research questions. The literature review was undertaken using different sources, from both past and present perspectives, which hopefully will explore new perspectives. The chapter also concludes with an account of the research method applied in terms of target group, sampling, data collection, analysis and interpretation.

CHAPTER 2

SELECTIVE THEORIES OF DEVELOPMENT

When I find myself in the company of scientists, I feel like a shabby curate who has strayed by mistake into a drawing room full of dukes – W.H. AUDEN

2.1 INTRODUCTION

This chapter will focus on selective theories of development that will assist in interpreting issues regarding an integrated development plan. The selected theories discussed will help practitioners and community members to understand Integrated Development Plan issues in relation to different schools of thought.

Furthermore, it is hoped that researchers will use theories of development to encourage critical thinking regarding service delivery issues and that this will avoid misunderstanding if thoughts are questioned and investigated. This Chapter will explore the practical implications of theories of development related to Integrated Development Plan.

Swanepoel and De Beer (1997:24) suggest that over the years, various approaches to development have gained prominence. Most of these approaches were in reaction to the obvious flaws of the macro theories. It is interesting to see that these approaches were influenced by these theories and or have been interpreted in different ways by the protagonists of the two macro theories. Cloete and Wissink (20005:24) suggest that a theory is a systematic and reliable explanation and prediction of relationships among specific variable.

The selective theories of development employed cannot be seen as the only ways to be used for the Integrated Development Plan. The critical question is not

what a theory ought to mean, but, instead how communities, practitioners and planners of Integrated Development Plan in the local municipality, that is all stakeholders, interpret theories.

2.2 SYNTHETIC THEORY OF LOCAL ECONOMIC DEVELOPMENT

This theory has been formulated by Blakely (1998:98) to provide an integrated approach from which appropriate LED strategies can be derived. The point of departure of this theory is that the goal of LED is to enhance the wellbeing of people and places. The theory ensures that local communities are continually upgrading their sectoral economic base, and building new institutional relationships, to achieve flexibility Naude (2003:131).

Voice (2003:16) commented that the latest approach stresses the importance of integrated interventions by different government and private sector actors across economic sectors and within economic clusters. Integrated Development Plan gives an opportunity to link local economic development with sectoral and national economic strategies; potentially giving LED an enhanced role at the area level.

Local Economic Development is outcome based on local initiatives and driven by local stakeholders. It involves identifying and using primary local resources, ideas, skills to stimulate economic-growth and development (Thabazimbi Municipality Integrated Development Plan 2005/2006:55).

Furthermore, the Integrated Development Plan itself must ensure that local communities are continually upgraded and building new institutional relationships, by creating job opportunities.

2.3 SOCIAL CONTRACT THEORY

According to Pauw and Wessels (1999:44) Social Contract Theory is the theory that society and/or the state and/or government are created by a contract. The

contract in terms of which society is created is a contract between individuals. The state and/or government can be created likewise, and can be created simultaneously. The state and government can also be created by contract between ruler(s) and the ruled, presumably once the ruler has been identified directly amongst from the individuals.

Thus, the social contract theory explains that government and communities should make an agreement that will encourage both of them to play their roles. The government must provide basic services to citizens. It is expected that communities will play their roles especially by participating in programmes implemented by government with dedication and honesty.

Furthermore, practitioners and implementers must ensure that communities are provided with their basic needs without putting in place bureaucratic methods that could cause unhappiness due to slow provision of service delivery. All programmes must be flexible and simple to implement.

2.4 PEOPLE-CENTRED DEVELOPMENT

Korten (1990a: 67) describes people-centred development as follows: development is a process by which the members of a society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations. According to Stewart (1997:145) another important source of ideas and practices, which can be used in reformulating development, is alternative development. Alternative development refers to a tradition with its roots in nineteenth-century politics, which supported the rural poor, but across the world.

Ekins et al. (1992:12) said the following about development: to build a materially more modest, culturally convivial, sustainable environment and on a scale in

which all people can participate and find fulfilment. Hettne (1995:1995-204) likewise suggests that the theory is committed to cultural pluralism, and to ecological sustainability.

Thus, Integrated Development Plan intended to deliver services as expected have to be strong on vision, values, and new ideas and must be linked with the grassroots. Local communities and their natural surroundings need to be protected from the ravages of the growing industrial economy.

Korten refers to larger structures and situations, such as institutions, management of resources, a system of just distribution and processes, which ensure overall sustainability.

Korten's (1990a: 4) vision of people-centred development is to address "three basic needs of global society:"

- ❖ Justice among the world's citizens in their access to a decent livelihood
- ❖ Sustainability of our environment for future generations
- ❖ Inclusiveness, which allows everybody (particularly previously excluded people) to contribute to the well being of society.

A successful service delivery and programmes will ensure that planning is undertaken together with the community. People need to be consulted and adequately involved in all implementation stages, as this will encourage ownership. People-driven developments should adopt the democratic values and principles enshrined in the constitution of South Africa.

2.5 MODERNISATION THEORY

Steyn and Nunes (2001:3) cite Agunga (1998) as writing that the modernisation theory consists of both an earlier phase – dominance – and its revised version:

the new approach. Underdevelopment was equated with poverty and a lack of material goods while development was based on industrialisation and economic growth. The underdeveloped nations were therefore obliged to change their values and imitate Western ways in order to develop. The new paradigm developed in recognition of the failures of the dominant paradigm, and encompassed decentralisation in planning, both domestic and international factors, and the importance of local social structures and traditional values.

Although the modernisation paradigm was ethnocentric and flawed in many respects, it was an honest attempt to provide some guidance on how development should take place. It also drew attention to the complexity of the process of development and communication.

However, other facets of the development problem were not addressed by these early development efforts. The elite reaped the benefits. Problems like inequality and unemployment remained high or higher than before. Although the per capita income of poor countries rose substantially, the benefits were very unequally distributed among countries and among regions, as well as between socio-economic groups. The gap between the rich and the poor countries, and the gap between the rich and poor within countries, also continued to grow. Problems like these provided ammunition for those who opposed the modernisation paradigm.

Swanepoel and De Beer (1997:25) indicate that community development became prominent during the heyday of the modernisation theory. It is therefore understandable that early community development thought reflects the basic tenets of the modernisation theory. Early community development efforts took the form of centralised government initiatives, which were especially popular in India and other parts of the Third World. The poor were often encouraged to participate in them.

Decentralisation of powers when implementing programmes for service delivery will play a vital role in rural South Africa as the community can be reached easily and it could be a cost effective approach to expediting implementation.

2.6 THEORY OF SUSTAINABLE DEVELOPMENT

According to the World Commission on Environment Development, in essence sustainable development is a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development and institutional change are all in harmony and enhance both current and future potential to meet human needs and aspirations. In fact it poses questions about such diverse development issues as value systems, industrialisation, consumerism, population growth, poverty and capitalist growth strategies. The theory debates the emergence of ecological crisis and argues that developers must make the effort to preserve and renew the natural environment. Adams and Thomas (1993:602) say sustainable development need to take on board the question of the scales at which environmental, political and economic change might limit or promote the sustained use of resources and inter-and intra -generational equity in access to them. At local, questions of ecosystem access to resources and risk might be important. Steytler et al. (200:26), cite the Municipal System Act arguing that development plans have to make provision for a sustainable service delivery, social and economic development and the prioritisation of basic needs.

Thus, Integrated Development Planning has to keep in mind that inefficient service delivery that unnecessarily exploits natural resources may have adverse consequences for the community. All stakeholders must plan issues relating to environment in a manner in which community needs are seen to be met in a manner in which there are no negative effects and beneficiaries' expectations are fulfilled in all operations.

2.7 BASIC NEEDS THEORY

According to Steyn and Nunes (2001:3) this theory developed in the mid 1970's, and represented a commitment to meet the basic needs of the poor by decentralisation and integration. Local autonomy was considered crucial in planning development projects for the poor.

Steyn and Nunes (2001:3) cite Agunga (1998) calling it the growth-with-equity theory (GWE), which rested on four pillars: meeting the basic needs of the poor, people's participation, and an integrated approach to development, and the need to consider each country or people as unique.

While this theory improved the understanding of why development failed, it provided little insight into how it should be done. Ascroft and Masilela (1994:10) warned that it is not enough to say that there must be participation and integration. More important was the question of who was responsible for facilitating it and whether they had the expertise to do so.

Thus, all planning phases of Integrated Development Plan must take into consideration the poor, especially their basic needs. Participation and integration cannot be separated in providing for these needs.

2.8 ALTERNATIVE DEVELOPMENT THEORY

The agenda of alternative development will be realized through 'millions of citizen volunteers, each serving as a centre of voluntary energy, adding strength to a dynamic, evolving people's movement' (Korten 1990a: 216). Similarly, Ekins *et al.* (1992:138) state that the hundreds of thousands of citizens' action groups throughout the world are in the front line of the effort to end material poverty and environmental decline. Falling into two main types, there are the grassroots initiatives often targeted at preserving or enhancing local facilities, and the nationally or internationally organized pressure groups fighting for major causes.

It is interesting to note that both Korten and Ekins consider international nongovernmental organisations to be especially important in moving the world towards an alternative development vision. It is also significant that there are many links between alternative development theorists (and activists) and various United Nations conferences and programmes.

In the 1970s a number of the approaches used were people-centred (Hettne 1995:177-185; Roodt 1996:315):

Paulo Freire's concretisation method spread from Brazil to other countries.

Self-reliance approaches were used in China and Tanzania.

The basic needs strategy, which emphasised directly addressing the needs of the poorest, was adopted by organisations such as the ILO and the United Nations Environmental Programme (UNEP).

An alternative theoretical position to both growth models and Marxist approaches, which emphasised the productive forces, was developed as early as the 1970s, through a number of new journals (such as Development Dialogue and Development) and in a 1975 report by Dag Hammarskjold to the UN General Assembly. Even then, those who supported this theoretical position defined development to be (Hettne 1995:177):

- ❖ Needs-oriented – including both material and nonmaterial needs
- ❖ Endogenous – flowing from the unique nature of each society
- ❖ Self-reliant
- ❖ Ecologically sound
- ❖ Based on structural transformation.

David Korten outlines four stages in the growth of voluntary organisations (NGOs), which demonstrate the gradual emergence of an activist movement from rather quiet beginnings. Before 1970, the most common emphasis of NGOs

was placed on providing relief and welfare; this was followed in the 1970s by a new emphasis on community development. This was itself followed by a generation of NGOs aiming at overcoming institutional and policy constraints and at creating sustainable systems for development. In Korten's account, it is the fourth generation of NGOs, organisations servicing people's movements, that forms part of the new people-centred development (Korten 1990a: 114-128).

Other factors include:

The emergence of North-South conflicts rather than East-West conflicts

The increasing ease of worldwide communication (this facilitates communication among NGOs and grassroots movements)

A further factor is the emergence of democracy in eastern Europe, and many countries of Africa and Latin America, often through the pressure of "people power" (Korten 1990a: 26-29). Writers in alternative development are also realistic about basic issues. David Korten is well aware that many NGOs do not agree with his development vision. On the issue of growth, Paul Ekins recognises that to achieve a society which possesses positive human values in poor nations "requires significant production growth". Perhaps one could say that the alternative development school is realistic in its project of slowly building up a new social movement with a new vision.

Integrated Development Plan have to encourage communities to volunteer in certain projects, as this will promote positive human values, furthermore all programmes should encourage community participation without high expectations of remuneration.

2.9 NEW ADMINISTRATIVE THEORY

According to this theory, an implementer of the policy of Integrated Development Plan has to take into consideration the facts that the world is ever changing daily and all developments should be accepted without delaying service delivery.

Stewart (2001: 144-168) observes that adaptive administration is associated mostly with the work of Denis Rondinelli. Rondinelli's motivation for advocating adaptive administration is not based on an abstract belief in participation. Rather, it is in response to problems which people experience in administration. The main problem faced, in Rondinelli's view, is that the environment of development projects and programmes is very complex and uncertain (Rondinelli 1983: 1-27). The situation changes, new problems and opportunities arise. The question arises as to the kind of administrative approach that will be able to cope with this complex, changing situations. The approach suggested by Rondinelli is called "adaptive administration" (Rondinelli 1993:117).

An adaptive approach is based on the concepts of strategic planning, incremental analysis, experimental design, and successive approximation in decision-making.

Because of the simplicity and clarity of their basic assumptions, public choice studies have created a lot of models which have greatly contributed to the theoretical understanding of voting behaviour, voting rules, party politics and of bureaucracies). However, in a case of public choice theory the line between positive and normative theorising is always very vague (as in economics) and hence rational choice theorists quite often turn out to be either proponents or critics of those issues in their speciality (Kraan 1996).

This is partly because public choice theorists paint a rather gloomy picture of 'a political person' or 'a bureaucrat' as being an individualistic maximiser of his/her

own self-interest rather than a proponent of the public interest (Harrinvirta 2000:28).

Rondinelli (1983: 124-126) advances various proposals for improving the responsiveness, creativity and innovative ability of institutions. The objective of these proposals is to alter the strict discipline, imposed on personnel by a hierarchic organisation, into discipline, brought about by their voluntary acceptance of greater responsibility. More lateral communication and consultation between two people of the same rank, and decision-making based on a mutual exchange of advice and information, are encouraged instead of enforcing obedience to authority. The knowledge of the local population is recognised and used, and personnel are rewarded for efficient and responsive work performance rather than blind obedience.

Adaptive administrations do seem to produce the most rapid and visible results. Hyden (1983: 92) attributes their success to such factors as their ability to work in isolation from the local environment. However, this same ability makes them insensitive to local needs and demands.

Gran (1983: 274) explains the dilemma with reference to aid organisations. The organization seeks control. However, it cannot control what it does not know. It cannot know until it learns. It cannot learn unless it gives members the freedom to learn. It cannot give freedom without having its control threatened.

2.9.1 Blueprint for Action

This theory could have serious implications for development in South Africa because of the legacy of the past as there are many under-developed local municipalities. Municipalities must implement programmes in a cost effective manner but this should not affect the implementation of projects negatively.

Blueprint action actually entails a kind of planning process. Morris (1981: 19) calls the blueprint planners “econocrats”, by which he means people who pursue economic goals and largely rely on economic theories. These planners receive information from the local level, diagnose problems, make projections, and prescribe programmatic solutions after determining cost-benefit ratios. They usually indicate the phases of implementation but do not concern themselves with the organisational and institutional element of implementation. In this way, the blueprint and its implementation are separated from each other. Morris (1981: 20) points out an important defect in blueprint action: A blueprint approach may be better suited to an urban environment where development objectives are more physical and infrastructure than in a rural environment. It will be less suitable where urban development objects are vaguely formulated, planning information is unreliable and the other problems enumerated by Morris in the passage quoted above are encountered.

Although the defects of blueprint planning soon become apparent, leaders in Africa are still adhering to this practice. According to Hyden (1983: 64) there are three reasons for this behaviour:

Political leaders use it as a convenient means of evading sectional demands. Political latitude is created in the immediate present in that plans usually hold out prospects for future action.

A planning document may be used to approach potential donors for assistance.

Hyden (1983: 64) rightly notes: “The strong faith in planning and control of the environment has never really translated into consistent use of the policy tools which facilitate such control.” As will be shown later, control over the environment is futile in a Third World context. Instead, the learning-process practice should be used to adapt to the environment (Stewart 2001:111-112).

According to the underlying proposition of the principal-agent model, agents that are responsible for execution of operations should possess adequate power to take advantage of their operational expertise by making independent decisions (Harrinvirta 2000:70).

Implementers of programmes should try by every possible means to avoid red tape especially when dealing with programmes funded by provincial and national government. Bureaucracy will only worsen the top-down effect.

Hyden and Gran are arguing that modern management techniques, which emphasis production-oriented development, may achieve certain kinds of results, but they do not facilitate adaptive administration. In addition, organisations that wish to establish their own control structures also inhibit adaptive administration. These are, therefore, further obstacles in addition to those we have already mentioned (Stewart 2001:144-168).

2.9.2 The Learning Process Approach

According to Korten (1983:214) popular participation and partnerships between government and the grassroots population have taught development theorists and practitioners that development is a constant learning process. This has given rise to a particular theoretical theme called the learning process approach. This approach tries to bring the following three “elements” in the development process closer together:

Planning and design (that is the programme or project)

The organisations involved in implementation

The people who are supposed to benefit from the programme

According to Korten (1983:213) the above three elements should be synchronised during the design, planning and implementation processes.

Adjustments should be made and consensus achieved between the following:

The people and the programme (In other words, needs (sources) and outputs (service) have to be attuned to one another.)

The people and the organisation (That is, the formulation of needs and demands and the decision-making process of the organisation should be suited to one another.)

The programme and the organisation (That is, the objectives of the programme have to be in keeping with the capacity of the organisation.)

In all three phases, reliable information that flows freely from one party to another is necessary in order to learn from experience. Apart from reliable information, the success of a learning process also depends on the following two key aspects (Korten 1983b: 215-216):

Continuity in staffing and leadership

The ability to evaluate and adjust rapidly.

Some prerequisites for the successful implementation of the learning process as identified by Hyden (1983:158) are:

- Willingness to admit mistakes
- Intellectual integrity (or honesty)
- Steadiness of purpose
- The ability to estimate the importance of an issue
- Leadership

2.9.3 The Learning Organisation

Stewart (2001:114) cites Senge (1990:12) as arguing that:

The learning organisation focuses on generative learning and adaptive learning. Generative learning is creative and moves into the future, while adaptive learning takes place in reaction to events.

Leadership in the learning organisation emphasises the expansion of capabilities to shape the future, and building a foundation of purpose and core values.

Leaders in the learning organisation help people to “restructure their views of reality to see beyond the superficial conditions and events into the underlying causes of the problem.

Korten (1980:498) concurs that organisations with well capacity for responsive and participatory adaptation have to plan with the people. People; also have good reason to be skeptical of the stranger bearing ideas for improving their lives untested in their setting.

This theory encourages continuous learning and research in all aspects of programmes to improve the performance and capabilities of organisations such as the local municipality. Furthermore, provides a unique opportunity for municipality to reap great benefits for the community, but only if the Integrated Development Plan is properly implemented to transform the municipality into a learning organisation.

2.9.4 Trickle Down Theory

By the end of the sixties, it had become clear that the trickle down strategy was not working as claimed. While the aggregate output had indeed grown, the benefits did not trickle down. Continued unemployment, under-employment, and low productivity remained in the rural areas. The cities were also experiencing high rates of joblessness. Since the rural sector was largely ignored, many migrants from the countryside came to the cities in search for jobs, which could not be found. Instead of reaping the fruits of rapid industrial growth, the majority of the people faced abject poverty in urban as well as rural areas (Siddiqui 2001:6).

An Integrated Development Plan needs to trickle down programmes that will seriously address issues such as joblessness and other issues of concern. The poor communities should not be left out as the level of poverty is not the same everywhere and they should be able to participate.

2.9.5 Bottom-Up Decision Making

This theory could be dangerous if it is not monitored but it could be more productive than the others since community participation will take place. Bottom-up decision-making is concerned mainly with promoting local participation and, as Morris (1981: 91) puts it, “it takes the local community as its frame of reference”. The principal arguments in favour of this method are that efficiency only seems to be achieved when the local population and local officials are left out of the development process, and that people will not be persuaded to cooperate unless they are given a good reason for doing so. The specialist’s role should therefore change from that of someone who tells people what to do to that of a person who acts as a “facilitator” by cooperating with people to analyse problems and work out solutions (Morris 1981: 92).

Bottom-up decision-making is associated with people-centred development, which does not disregard production or economic considerations but strives for better production, albeit by another method.

As noted earlier, the government remains the most important provider of administrative professional and financial resources. Bottom-up decision-making does not obviate the need for involvement on the part of central government. As in the case of other related processes, such as decentralisation and coordination, a balance will have to be struck between bottom-up and top-down decision making. Bryant and White (1982: 287) elaborate this point as follows:

Insofar as rural development involves doing or accomplishing productivity, top-down strategies are crucial to create momentum, to protect the assets from co-operation. In the long run, however, the nature of development and the fact that it involves capacity and equity and empowerment mean that both equity and efficiency are enhanced by at least some attention to bottom-up strategies.

Whatever the level or extent of people's participation, it is important to note that participation will require a new attitude on the part of bureaucrats. Most Third World bureaucracies, with their many officials, no longer enjoy the trust or respect of ordinary people, who feel they cannot gain access to government officials. Yet, the bureaucracy has to perform sensitive tasks with regard to development. It therefore needs to organise itself in such a fashion that the masses will react to it in a more positive way. And at the same time, it needs to present itself as accessible, professional and efficient (Bryant & White 1982: 212). The local population itself can contribute towards achieving this situation by finding ways of influencing bureaucrats, and making the bureaucracy responsible for its actions. Of still greater importance, however, is the bureaucracy's task of making the people aware of their ability to become involved in development. This is a purely governmental problem that has a governmental solution; passive citizens actually make it difficult for the bureaucracy to be anything but authoritarian and paternalistic (Stewart 2001:112-113).

2.9.6 Top-Down Decision Making

Top-down decision making marks a highly centralised system and a technologically oriented (or technocratic) development strategy proceeding from the view that lack of capital and manpower are the main obstacles to development, while planning, financing and professionalism are seen as the solutions to these ills (Morris 1981: 91).

Traditionally the budget process in developed nations was dominated by incremental bottom-up forces that tended to expand the size of the public sector steadily (public expenditures and taxes respectively) (Harrinvirta 2000:26).

2.10 CENTRAL PLACE THEORIES

This theory is premised on the view that there is a hierarchy of places. Each urban centre is supported by a series of smaller places that provide resources, even within a local municipality; various neighbourhoods can fulfil different functions (Naude 2003:123).

2.11 ADAPTIVE ADMINISTRATION

Supporters of alternative development believe that economic growth should not be the measure of development. Rather, addressing human needs at a local level and finding a way to live in harmony with the environment are the priorities.

Although there is a great need to develop rural municipalities, communities and officials of the municipalities must ensure that the environment is not destroyed at the expense of service delivery, e.g. felling trees unnecessarily when building houses: the department of the environment should always be involved in all stages of projects, to ensure that environmental policy demands are met.

2.12 LOCATION THEORY

According to Naude (200:125), the local municipality can offer certain concessions for businesses, which depend on lower transport costs and labour costs.

The theory is based on the observations, that for the Integrated Development Plan to deliver the expected service the costs should be minimised and therefore large national firms attracted to alleviate unemployment.

2.13 CONFLICT THEORY

Kammeyer et al. (1994:25) explains that Conflict Theory is generally theory emphasizes any social group, social organisation, or society, certain positions (or statuses) are endowed with greater power than other positions or statuses. The incumbents of these positions, those with greater power and resources and those with less, are, according to conflict theory, engaged in a more or less continuous struggle. Those who have greater power and resources do not give them up voluntarily and therefore those with less power and fewer resources try to wrest those who hold them.

If there are conflicts and struggles for power in local municipality Integrated Development Plan, implementation cannot succeed. The theory can also be useful to the analysis of the institution's service delivery and the relations between officials and the community. Furthermore, local municipality should guard against for power and control of resources.

2.14 SUMMARY

In this Chapter, the researcher offered an explanation of the theory and practice of development; although not all theories have been explained this will adequately outline schools of thought and strategy that might be useful for policy implementation. Selective theories cannot predict the future and lay down what development should be.

Selective theories of development cannot be implemented in all municipalities in terms of aspects of their Integrated Development Plan since areas differ and face unique situations. It will therefore be necessary for communities and officials to look at theories that might be suitable for their needs.

There is an increasing sense that certain theories are more influential than others but this Chapter suggests that there are good reasons for a sense of ease. The aforementioned theories imply that local governments may have few instruments at their disposal to influence the level of development activities. Although there is a great need to develop rural municipalities, communities and officials of the municipalities must ensure that the environment is not destroyed at the expense of service delivery, e.g. cutting trees unnecessarily when building houses: the department of environment should always be involved in all stages of projects, to ensure that environmental policy demands are met.

CHAPTER 3

EXPLORING AND CONTEXTUALISATION OF SERVICE DELIVERY THROUGH INTEGRATED DEVELOPMENT PLAN

There are no ultimate sources of knowledge. Every source, every suggestion is welcome and every source, every suggestion is open to critical examination – Karl Popper.

3.1 INTRODUCTION

This Chapter discusses different sources and documents, which emphasise issues surrounding integrated development plans in local municipalities, especially the following objectives mentioned in chapter one, as follows: to explore processes of analysis; assess strategies that are helpful to communities and practitioners; ensure that projects are not wish lists; determine guidelines that improve integration processes; determine ways that legitimise them and lastly provide recommendations for an effective integrated development plan that gives better service delivery in local municipalities.

Each local authority operates with a focus on a specific geographical area, and (until the 1980s) acted on the assumption that it was self-sufficient: that it should have the skills and resources needed to provide all the various required services (Keen and Scase 1998:2).

The elected council is the ultimate decision-making forum for Integrated Development Plan. The role of participatory democracy is to inform, negotiate and comment on those decisions, in the course of the planning process. The following positions and structures are consequently recommended and will serve as a guide:

- Integrated Development Plan representative forum
- Municipal manager or integrated development plan manager
- Integrated Development Plan steering committee

- Project, programme and sectoral task teams

The Integrated Development Plan manager, Integrated Development Plan steering committee and Integrated Development Plan representative forum are necessary throughout the Integrated Development Plan process.

The project, programme and sectoral task teams will be small operational teams consisting of a number of relevant municipal sector departments and technical officials involved in the management of the implementation and, where appropriate, community stakeholders directly affected by the project and programme (Coetzee et al. 2000:22).

Planning for future development also means planning for change. The Integrated Development Plan provides a tool for managing the change which automatically comes with development. Through the Integrated Development Plan process the mindsets of people are changed to address the realities of the present and to embrace the opportunities the future holds. The process requires a new approach to management and planning, and determines the rules with which a municipality's structure and people must comply so as to develop a culture of change management (Cotzee et al. 2000:117).

3.1 PriceWaterHouseCooper’s Integrated Development Plan Model

Figure 3.1



Source: PriceWaterHouseCooper Manual (2004:1)

3.2 THE PURPOSE OF INTEGRATED DEVELOPMENT PLANNING

Hanyane (2005: 266) cites (Bokaba 1999: 14) who considers that without sustained public order, it is always difficult for government to initiate economic and socio-political programmes, development projects such as the RDP and the Service Delivery Improvement Programme aimed at facilitating effective service delivery to all needy citizens.

Integrated development planning is a process by means of which municipalities prepare a strategic development plan, which extends over a five-year period. The Integrated Development Plan (Integrated Development Plan) is a product of the process, being the principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making processes in a municipality.

By integrated development planning, which necessitates the involvement of all relevant stakeholders, a municipality can:

- Identify its key development priorities;
- Formulate a clear vision, mission and values;
- Formulate appropriate strategies;
- Develop the appropriate organisational structure and system to realise the vision and mission; and
- Align resources with the development priorities (Supplementary to the Integrated Development Plan Guide Pack 2000:4).

3.2 INTERPRETATION OF LEGISLATION ON INTEGRATED DEVELOPMENT PLANS

Chapter 5 of the Municipal System Act Section 25(1) lays down that each municipal council must, within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which

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

Local government is a key role-player in the development process of South Africa. The transformation process in establishing non-racial and viable municipalities is a crucial strategic move towards enabling government to fulfill its development role.

Major steps of this transformation process include:

- Providing a clear and motivating policy in the White Paper on Local Government;
- the re-demarcation process which resulted in more viable municipalities;
- and providing a new legal framework for local government by launching the Municipal Systems Act.

With the local government elections held on 5 December 2000 the transitional phase came to an end and the local government system was consequently able to start operating on a solid basis. During the past period of office most of the transitional local authorities were already involved in preparing Integrated Development Plan's (many of them only went as far as preparing a land development plan; this was done under difficult circumstances). The Integrated Development Plan, which was first called into life by the Local Government Transition Act Second Amendment Act, 1996 (LGTA), is a specific legally prescribed product of an Integrated Development Planning process in the municipal sphere of government. In terms of the definition contained in this Act the Integrated Development Plan was to be a plan aimed at enabling the integrated development and management of a municipal area by a municipal council. The Integrated Development Plan was thus conceived as a tool to assist municipalities in achieving their developmental mandates. In defining the Integrated Development Plan, the Act also made a direct link between the Integrated Development Plan and the DFA, stating that the Integrated Development Plan was to be prepared "having regard to" the General Principle in that Act and, where applicable, the subject matter of the LDOs called for in Chapter 4 of that Act. This close relationship between the Integrated

Development Plan and the LDOs not only resulted in much confusion as to the difference between the two plans vis-à-vis each other, but the DPLG, as well as the Department of Land Affairs (DLA), also went to great lengths to publicise this¹⁶. In terms of their position, the LDOs and their preparation were not to be seen as a separate product and process with respect to compiling an Integrated Development Plan (Oranje et al. 2000:19)

3.4 INSTITUTIONAL ARRANGEMENTS

De Beer and Swanepoel (1998:34) explain that an institution is a formal organisation with one or more objectives, the existence of which is regarded as necessary by the people who are affected by its activities, but that this is perhaps a little too limiting for government organisation.

The municipality is providing institutional support by giving technical support and training, mobilising private sector resources for projects and lastly by financing community groups. (Department of Constitutional Development 1997:19)

3.4.1 Public Community Participation

Mayoux (1995:331) commented that participation is rarely a result of 'spontaneous grassroots initiative' where there is consensus between all participants or potential participants. On contrary, it is generally a complex political process in which inequalities in resources and power between participants and participants strongly influence the aims of participation and the forms, which this takes.

3.4.2 Integrated Development Plan Steering Committee

Steytler et al. (2000: 25) explain that participatory governance refers to an ongoing process of debate, dialogue and communication between the local government and the community.

The steering committee therefore sees to and coordinates the following:

- Commissioning research studies
- Inputs from sub-committees, study teams and consultants
- Inputs from provincial sectors and support teams.
- Preparing for and facilitating meetings
- Preparing and submitting reports (Supplementary to the Guide Pack Integrated Development Plan 2000:26).

The municipality is required to facilitate, prepare and arrange the logistics of workshops; thus the council should take full responsibility by appointing officials who must fully disseminate information and invite stakeholders. It is the responsibility of the municipality to see to it that all role players within its jurisdiction are involved adequately.

3.4.3 Integrated Development Plan Representative Forum

The Integrated Development Plan representative forum is the structure which institutionalises and guarantees representatives' participation in the Integrated Development Plan process. The selection of members of this forum must be based on criteria that ensure geographical and social representation (Supplementary to the Integrated Development Plan Guide Pack 2000:26).

The Integrated Development Plan manager or an official appointed by the municipality must ensure that the executive committee appoints councillors who always participate in all deliberations. The forum provides a platform for discussion and negotiations and should be able to make decisions which have the interest of all constituencies at heart. Nickum and Oya (2001:60) acknowledge that it is imperative to conceptualize a realistic plan for collaboration between government and other development agencies on the one hand, and community organisations engaged in pursuit of both social and

economic goals on the other, because when it comes to community involvement, the two sectors cannot be divorced from each other.

3.4.4 Stakeholders and Community Representatives

According to the Supplementary to the Integrated Development Plan Guide Pack (2000:28) stakeholders and community representatives have the following roles and responsibilities to fulfill:

- Participation in the I.D.P representative forum to:
 - Inform interest groups, communities and organisations about relevant planning activities and their outcomes.
 - Analyse issues, determine priorities, negotiate and reach consensus;
 - Participate in the designing of project proposals and/or the evaluation thereof
 - Discuss and comment on the draft Integrated Development Plan;
 - Ensure that annual operational business plans and budgets are based on and linked to the Integrated Development Plan; and
 - Monitor the implementation and performance of the Integrated Development Plan.

Delivery (2006:12) cites the President of the United Cities and Local Governments Association of Africa, Father Mkhathshwa as saying that public participation is obviously important, because councillors have to reach out to institutions of high learning, religious organisations, to the trade unions, the business sector and others. Above all, leaders must listen to the people's voices seriously, to hear their needs, their concerns and also their ideas. Municipalities have to be very democratically-run organisations.

Swanepoel and De Beer (1997: 128) cite Moser as remarking that the weak interpretation of participation equates participation with involvement. The literature reflects a distinct difference of opinion as to whether involvement is synonymous with participation. In the recent literature involvement has gained the reputation for referring to the co-option or, at best, the mobilisation of communities to participate (be involved) in the execution of development plans and projects determined by means of top-down decision-making.

3.4.5 Ward Committees

The constitution of South Africa, Sections 152 and 160(4), encourages participatory democracy by means of ward committees, which are chaired by elected ward councilors. The Municipal Structures Act, 1998, section 74(4) serves as an important tool for facilitating formal communication channels between the council and the community, Ward committees may make recommendations on any matter affecting their wards through a ward councillor. Thus, communities must participate in political structures to make a ward councillor accountable for taking part in the structures established by Integrated Development Plan policies. Ward committees will also play an important role in prioritising services like water, electricity and sanitation, which could be made possible through Integrated Development Plan processes.

Raga and Taylor (2005: 247) explain that ward committees should promote and enhance efficient and effective service delivery.

3.4.6 Government Institutions

The Government certainly must not attempt to discourage citizens' efforts to solve their own problems, and indeed has encouraged citizens' involvement in government through ward committees, Integrated Development Plan processes, and other consultation policies. Yet the widely acknowledged failure of these structures to channel participation suggests a gap. The challenge is to balance

the robes of citizens and government so that officials are held responsible, but citizens' initiatives are not disempowered (Delivery 2006:17).

According to Sforzi (2002:150) institutions are development-oriented when they have dense interrelations with all associations and groups of people within the community. A weak institutional structure is able to pass good laws but not to ensure their observation. It is characterized by bureaucratic administration where too much depends on the voluntary action of civil servants rather than on the effectiveness of the system.

3.4.7 Municipality

The Supplement to the Guide Pack (2000:24) outlines that the Municipality must do the following:

- Prepare, decide on and adopt a process plan
- Undertake the overall management and coordination of the planning process
- Adopt and approve the Integrated Development Plan

Local government institutions must play this role because they are able to provide the required resources for the community. A municipality is in a good position to mobilise human and financial resources.

Table 3.1 The Integrated Development Plan Roles and Responsibilities of the three Government Spheres:

Local Government Sphere	Roles and Responsibilities
<ul style="list-style-type: none"> • Local municipality • District municipality • Metropolitan municipality 	<ul style="list-style-type: none"> • Prepare and adopt an Integrated Development Plan • Provide support to poorly capacitated local municipalities. • Facilitate the compilation of a district framework which will ensure co-ordination and alignment between local municipalities and the district municipality. • Prepare and adopt an Integrated Development Plan.
Provincial	
<ul style="list-style-type: none"> • Dept. of Local Government 	<ul style="list-style-type: none"> • Co-ordinate training. • Provide financial support. • Provide general Integrated Development Plan guidance. • Monitor the process in the province. • Facilitate co-ordination and alignment between district municipalities. • Facilitate resolution of disputes between

	<p>municipalities.</p> <ul style="list-style-type: none"> • Facilitate alignment of Integrated Development Plan's with provincial sector dept. policies and programmes. • Assess Integrated Development Plan's.
<ul style="list-style-type: none"> • Sector Departments 	<ul style="list-style-type: none"> • Provide relevant information on sector Dept's policies, programmes and budgets. • Contribute sector expertise and technical knowledge to the formulation of municipal policies and strategies. • Be guided by municipal Integrated Development Plan's in the allocation of resources at the local level.
<p>National</p> <ul style="list-style-type: none"> • Department of Provincial and Local Government... 	<ul style="list-style-type: none"> • Issues legislation and policies in support of Integrated Development Plan's. • Issues Integrated Development Plan Guidelines. • Provides financial assistance. • Provides a national training framework. • Establishes a Planning and Implementation Management Support System.
<ul style="list-style-type: none"> • Sector Departments. 	<ul style="list-style-type: none"> • Provides relevant information on sector department's policies, programmes and budget. • Contributes sector and technical expertise

Municipality	Knowledge of the formulation of Municipal policies and strategies. Be guided by Municipal Integrated Development Plan's in the allocation of resources at the local level.
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Source :(Supplementary to the Integrated Development Plan Guide Pack 2001: 7)

3.5 DATA ANALYSIS

According to Delivery (2006: 42), Hetherington suggests that data is about demographics and population shifts, for instance the actual number of households benefiting from the basic services; hence the details should be accurate and reliable for the municipality to provide services e.g. billing.

Coetzee et al. (2000:29) indicate that access to basic facts and figures related to the present situation, trends and dynamics has to be available to all actors in the planning process. This will contribute to the identification of realistic solutions, with the proper consideration of the real needs and of available resources. The following will be important data:

- Current reality assessment or existing data
- A quick overview of relevant data

3.6 ASSESSMENT OF CURRENT SITUATIONS

The aim of the analysis is to identify the municipality's strengths and weaknesses, including its structures, staff composition and deployment, financial situation and culture. The purpose is not to defend outdated and impractical structures, procedures and practices, but rather to establish an open-minded

view of the organization, to recognize problems, shortcomings, limitations and imbalances and to identify ways to overcome these.

The institutional audit also focuses on exposing the vulnerability of the municipality in terms of identified threats. It highlights the capacity of the municipality to optimize opportunities, and be proactive and future-directed (Supplementary to the Integrated Development Plan Guide Pack 2000:9)

Data requirements for making appropriate decisions are usually over-estimated. On aspects for which proper data are missing, sound professional guesses may help establish a realistic understanding of the situation. “Better be vaguely right than precisely wrong” (Coetzee et al. 2000:29).

3.7 VISION

Integrated planning requires a holistic approach that takes account of linkages between sectors and linkages between various stages in the planning process, including visioning, strategic development, project development, and the monitoring of implementation (Oranje et al. 2000:15)

Coetzee et al. (2000:48) encourage municipalities to mobilise all residents, communities, stakeholders, politicians and officers in creating the desired future for the area. Long-term development should be based on the identified priority issues, taking into consideration specific conditions of the municipal area.

The vision and strategies may inform one another mutually and cannot be separated, and need to avoid unrealistic and too vague ideas. The Municipal Systems Act, 2000, Section 26 reiterates this point by outlining that an integrated development plan must reflect the municipal council's vision for the long term

development of the municipality with special emphasis on the latter's most critical development and internal transformation needs.

3.8 MISSION

An organisation's mission has to do with what the organisation does as opposed to where it wants to be (vision) or what it views as important (values). A clear statement of what an organisation does can act as a focal point for ensuring that the municipality remains focused on co-business. Vision sets direction, values tell one about the rightness of the direction and the mission clarifies that what one does as an organisation is in line with one's direction and values (Supplementary to the Integrated Development Plan Guide Pack 2000:62).

3.9 VALUE SYSTEM

The Supplement to the Integrated Development Plan Guide Pack (2000: 63) describes this as the beliefs, commitments and principles that guide every decision, whether consciously or sub-consciously. Values like accountability, loyalty and transparency have to be interpreted in the spirit of the constitution of South Africa.

3.10 OBJECTIVES

Strategies have to be linked to priority issues and objectives and priority issues should be specified with a sufficient level of detail. All priority issues and objectives should not be superficial. Municipalities must specify means of interventions if objectives and priorities are not achieved, and need to develop strategies that can utilise existing resources. However, the resources such as

financial and institutional were not systematically considered in the development of the Thabazimbi Integrated Development Plan (Limpopo Provincial Government Integrated Development Plan Comments 2003: 15-16).

3.11 STRATEGIC FOCUS

It should be noted that the strategic planning approach was initially developed in the corporate sector and that adjustments will have to be made within municipalities to make it a success in the public sector. A strategic, outcomes-based approach will require a transformation of the bureaucratic nature of most municipalities to facilitate the speedy adjustment required by strategic planning and the building of appropriate managerial capacity (Oranje et al. 2000:15).

3.11.1 Issue-Based Strategies

In terms of its development mandate, and in accordance with the objective of decentralized government, local government must take on a number of new tasks. These include the preparation of strategies on local economic development poverty alleviation, public-private partnerships, crime prevention, tourism promotion, land reform, rural development strategies and gender equity. In addition, it is likely that municipalities will be tasked with developing and implementing strategies regarding HIV/AIDS and on illegal immigration (Coetzee et al. 2000).

3.12 PROJECT CONSOLIDATION

The limited extent of prioritisation in the definition of priority issues has had a direct impact on the number of projects that have been formulated. Where municipalities have prioritised issues (rather than sector- or project-based issues); the number of projects formulated is significantly more focused and manageable (Limpopo Provincial Government Integrated Development Plan Comments 2003: 16).

Local projects and district projects should reflect on the list at the national and the provincial levels. Projects needing co-funding have to be identified and funds made available by the funder. In respect of vertical alignment, a recurring issue is the fact that an Integrated Development Plan identifies provincial or any other departments as funders or implementation agents and such projects are unfortunately not funded. Some projects fall outside the competency of local municipalities and these results in projects not being implemented, with the community ending up being despondent.

The Integrated Development Plan must contain performance indicators and performance targets. The former have to be sufficiently relevant to measure the performance of projects that will be implemented. Regulations of the Municipal Systems Act and other policies related to the performance management system must be adhered to since for municipalities to succeed in all key performance areas and development objectives performance measurements need to be clearly outlined.

The Integrated Development Plan is developed in order to try and address the needs of communities through service provision. To do this projects are developed as part of the plans. To be implemented these plans must at least contain some basic information. The information should instruct the technical officers who implement the project as to what is expected of them. The required information does not comprise everything that is necessary to implement

projects, but must be presented in such a way that it assists the movement towards implementation. Some of the basic information required to assist such a movement is as follows: Name of the project, prioritisation, and source of funding, estimated cost and key project indicators (DDP and GTZ 2000:54).

3.13 SPATIAL DEVELOPMENT FRAMEWORK

A spatial development framework as reflected in a municipality's Integrated Development Plan must:

- Give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No 67 of 1995); (Municipal planning and Performance Management Regulations, 2001, Section 4);
- Set objectives that reflect the desired spatial form of the municipality;
- Contain strategies and policies regarding the manner in which to achieve the objectives referred to in the paragraph above, which strategies and policies must:
 - Indicate desired patterns of land use within the municipality;
 - Address the spatial reconstruction of the municipality; and
 - Provide strategic guidance in respect of the location and nature of development within the municipality;
- Set out basic guidelines for a land use management system in the municipality;
- Set out a capital investment framework for the municipality's development programme;

- Contain a strategic assessment of the environmental impact of the spatial development framework;
- Identify programmes and projects for the development of land within the municipality (Supplementary to the Integrated Development Plan Guide Pack 2000: 51).

A spatial plan in the Integrated Development Plan removes confusion as to the actual location of projects; thus it becomes easy to commit resources to a project. Once a project is spatially located, the responsibility to mobilize resources for its implementation becomes shared by all stakeholders. Spatial location can be considered a first step in the process of implementation. It allows donors to commit resources with ease.

A spatial plan also allows for an efficient and effective use of available land within an established development strategy.

A Spatial Development Framework takes into account the best possible use of available land. It discourages the location of projects on land, which is not suited for particular types of projects. A SDF also becomes an indicator of what future development can be expected in an area (DDP and GTZ 2000:5).

Robison (1987:70) says spatial planning and actual development of rural service centre will depend on operational decisions at regional level. Thus any project to develop one, or a series of rural service centre, emanates from regional scale plans.

3.14 INTEGRATED FINANCIAL PLAN

Delivery (2006: 45) cites Tsika as observing that a problem is the issue of roles and responsibilities. While one has to implement the stringent requirements of the Municipal Finance Management Act, there are many difficulties. There are

some people who do not understand the provisions or who are just ignoring the requirements of the MFMA. But the reality is that one will always be constrained by resources and will never be able to meet all the demands of the constituents.

The Integrated Development Plan process facilitates budgeting in accordance with planning – it enables the budget to be linked to the Integrated Development Plan as required by the Systems Act. In particular, it provides for strategic management based on a budget, driven by the key development priorities. Stringent financial control and sound financial management is not possible unless there is a focused budget, based on specific objectives with no “fat reserves” (unallocated resources). Integrated development planning, if correctly carried out, ensures that realism dictates the budget (Supplementary to the Integrated Development Plan Guide Pack 2000:11).

The Municipal Finance Management Act aims to modernize budget and financial management practices by placing local government finances on a sustainable footing in order to maximize the capacity of municipalities to deliver services to all its residents, customers, users and investors (Voice 2004: 6).

3.14.1 The Budget as a Management Tool

“The budget is the approved action plan for the local authority for the year; and actions which have not been budgeted for should not occur”. The project process follows four main steps, each of which affects the budget application for the project, i.e.

- Projects are put forward
- Methods and approaches for delivery are determined

- Costs are calculated
- Projects are executed and managed.

The budget may therefore be used as a management tool for each of these aspects. The budget can therefore be employed in this respect to determine:

- What comparing the actual activities with the budgeted activities accomplishes in terms of how the manager can assess whether the wishes of Council are being carried out.
- How it is done: by comparing the actual activities with the planned resource allocations and schedules the manager can assess whether the activity is being executed in the approved manner.
- How efficiently it is done: by comparing the input/output measurements of local authority activities with national and international benchmarks the manager can assess whether the activity was cost-effective and efficiently performed.
- With what resources it is done: by comparing the relative costs of different approaches, the effect of the resource allocation on the long-term budget, and the availability of resources, the manager can use the most appropriate and cost effective resource allocation.

The typical budget prepared by South African local authorities does not provide sufficient information to allow for use of the budget as a management tool as regards the last two issues listed since it is generally only a resource budget. It is therefore necessary to prepare a second budget where inputs are grouped according to outputs (DDP and GTZ 2000:81).

Productive and allocative efficiency may be improved in two different ways. Information about benefits and production costs enables political decision-makers to better evaluate the optimal output levels in the given conditions of

supply. Moreover, information about real costs of production enables political authorities to require agencies to decrease production costs if inefficient costs with respect to use of resources are encountered. Output and cost evaluation of the public sector, and related budgetary planning, benefit productivity and effectiveness in several ways. For example, the validity of budget requests and services can be evaluated (Harringvirta 2000: 64).

Oranje et al. (2000: 34) concur that municipalities need to determine the detail with regard to the tax rates that they will be levying in their municipal areas, as these are an important means of ensuring sufficient income for implementation of developmental projects. Care should of course be taken that the rates do not impact negatively on the ability of the municipality to for instance create and maintain a climate conducive for investment.

3.14.2 Budgeting Process

Integrated Development Plan will strongly affect how municipal budgets are allocated. The Integrated Development Plan will identify key projects and will establish programmes to implement these projects, with time frames. It will identify land which might need to be developed in a particular way. It will set targets for service delivery. All of these factors will have a direct impact on the municipal budget.

Harrinvirta (2000:26) concurs, explaining that one indication of the changing stance towards the role and scope of the government was an introduction of stricter fiscal norms and long-term budget constraints into the budgetary planning procedure.

The Local Government Transition Act requires that municipal budgets are based on the municipal Integrated Development Plan. Therefore, if a municipality approaches the national or provincial government for assistance or funds, the

former should be able to show that its budget is linked to an approved Integrated Development Plan.

A medium term financial plan will assist municipalities to link their annual budget to the Integrated Development Plan, showing how priorities in both capital and recurrent (operating) budgets change over time. By making sure that the medium term financial plan is in line with the Integrated Development Plan, municipalities will then be able to draw up their annual budgets more easily.

Basically an Integrated Development Plan will enable a municipality to draw up its budget to meet the needs and aspiration of the people concerned with the resources which are available. The Integrated Development Plan gives the municipality an opportunity to prioritise how and where it wants its budget to be spent (Department of Constitutional Development 1997: 10).

The Supplementary to the Integrated Development Plan Guide Pack (2000: 12) suggests that in terms of the financial plan, a five-year projection of capital and operating expenditure be made. This plan must be fully incorporated in the Integrated Development Plan projects, and it is required that operational business plans and strategies be designed to raise the revenue necessary to implement these projects and business plans. The financial plan has to indicate the changes made in priorities over the five-year period in order to achieve the Integrated Development Plan strategies.

The municipal planning and performance management regulations (2001, section 3) indicates that there must be financial resources for capital project development. This implies that municipalities need to devise a strategic way of collecting revenue and of educating communities about the importance of paying rates.

One problematic feature of the expansion in the public sector has been that public expenditures increased faster than national economies (GNP) and thus the very basis of the public finances was considered to be unsustainable (Valtiovarainministerio 1997). This development, accompanied by fiscal

problems, led to attempts to limit and reduce public expenditures. These attempts, along with the economic upturn, led to a decrease in the public expenditure/GNP ratio in the late 1980's (Valtiovarainministerio 1997). In the 1990's the public expenditure ratio started to increase again. Thus there are no clear indications that the size of the public sector will decrease in the future although government expansion has clearly slowed during the last ten years (Harrinvirta 2000:20)

According to the Department of Constitutional Development (1997: 13) the aim of the financial plan should be to maximise municipal revenue and the impact of municipal expenditure. Annual budgets should be based on the financial plan which has been prepared. Firstly, it is important to know what impact the current budget is having. Secondly, clear priorities must be established through an Integrated Development Plan and criteria should be stated for evaluating all expenditure. Thirdly, a medium term financial plan should be developed, according to the priorities of the Integrated Development Plan. Fourthly, a zero based budget for the current year can be constructed or the budgeting process should begin with the Integrated Development Plan and the financial plan. And finally, citizen should be encouraged in the entire process. Budgets linked to an Integrated Development Plan should be structured around outputs and impacts, not input line items.

CCTP (2004:3) suggests that business planning is an important budgeting tool and provides decision makers with a better understanding of the budget and whether sufficient funds have been allocated to policy priorities.

3.15 PERFORMANCE MEASUREMENT

Performance measurement requires an objective framework for assessing performance. Setting KPA's and clustering development establish this

framework. Objectives and key development priorities are identified in terms thereof. KPA's define how performance will be measured (e.g. the number of households to receive electricity connections). Performance targets, on the other hand, identify the result to be achieved within a given time frame (Integrated Development Plan Supplementary Guide Pack 2000:75).

Financial management cannot remain centralized in its analysing and presentation of income and expenditure. This information is required at different levels of delivery to help in the effective monitoring and evaluation of the targeting, extent, effectiveness and control of spending (DDP and GTZ 2000:65).

3.16 LEGITIMISATION OF AN INTEGRATED DEVELOPMENT PLAN

Local communities must be encouraged to participate in, inter alia, matters such as the following: preparation of their municipality's budget, decisions on the provision of municipal services and preparation, implementation and review of integrated development plans (Raga and Taylor 2005: 247).

Asthana S. (1994:57) commented that the success of settlement or community-based projects is more likely to be guaranteed if members of the community are fully involved in project planning and implemented. Community participation ensures that project activities and procedures are adapted to serve the specific needs of local groups.

3.16.1 Consultation with the Community

The council must establish a mechanism for assessing the development needs in the municipality whereby the residents take centre stage and inform the council of issues such as dealing with backlogs, the existence of poorly serviced areas, or problems experienced with service delivery (Supplementary to the Integrated Development Plan Guide Pack 2000: A-3).

3.16.2 Adoption

Raga and Taylor (2005:247) say that In terms of Chapter 4 of act no 32 of 2000, a municipality must adopt or promote community participation e.g. notification and public comments procedures. Municipalities are responsible for developing a capacity of local communities to understand and participate in the governing process as a partner.

Section 59 (1) (a) prescribes that a council cannot delegate the power to adopt an Integrated Development Plan. Within 14 days after the adoption of the Integrated Development Plan, the municipality must inform the public that the plan has been adopted. Section 25 (4) compels the council to invite the community to inspect the plan by advertising in the local newspaper. All in all, the community must have been consulted on the development of needs and priorities and these needs should be binding on a municipality, provincial legislature and national government.

Delivery (2006: 43) explains that there local municipalities are emerging that are unwilling to accept assistance from District Municipalities, regarding this as interference, and there is no legal mechanism for a District Municipality to intervene in local municipalities.

3.17 SUMMARY

The Integrated Development Plan also addresses a variety of other factors which are not part of the matters discussed above. Issues like integrated HIV/AIDS plans, integrated poverty reduction / gender equity programs, integrated environmental programmes, integrated LED programmes etc, could have been discussed in this chapter since municipalities have to include these programmes to meet the needs of service delivery, but then the chapter might have lost focus.

Finally, it should be stated clearly that for an Integrated Development Plan to become a vehicle of service delivery, public participation and public responses have to be taken very seriously for managers to rectify and correct possible mistakes.

CHAPTER 4

METHODS, PROCEDURES AND ANALYSIS OF THE RESULTS

Objectivity is of the essence of science, just as subjectivity is of the essence of art-
Bunge, Mario

4.1 INTRODUCTION

As mentioned in Chapter 1, the purpose of the study is to explore an Integrated Development Plan as a vehicle for service delivery in a local municipality. The data collected in this study will be used to clarify issues of public participation, data analysis, strategies, project consolidation, integration, legitimisation and recommendation for improvements in future developments. Practitioners who read this study should be able to implement Integrated Development Plan issues that expedite service. Local municipalities will be in a better position to understand what their citizens think about Integrated Development Plan.

The aim of this chapter is not only to discuss the methods and procedures employed to investigate the research questions, but also to qualitatively code and classify the transcribed responses. The interview met the criteria set out in this chapter. In addition, the qualifications and experience of the participant are clearly outlined to bring more light. All participants interviewed are involved in different fields and community members of Thabazimbi local municipality.

4.2 RESEARCH QUESTIONS AND SUB-QUESTIONS

The research questions discussed in Chapter 1 of this study form the basis of the present Chapter. The primary question asks:

What role should an Integrated Development Plan in a local municipality play to ensure that it meets the expectations of service delivery in a changing environment?

Leedy and Ormrod (2005:133) agree that to answer some research questions, we cannot skim across the surface. We must dig deep to get a complete understanding of the phenomenon we are studying. In qualitative research, we do indeed dig deep: We collect numerous forms of data and examine them from various angles to construct a rich and meaningful picture of a complex, in multifaceted situation. Graziano and Raulin (2004:3) concur that the essence of modern science is the way of thinking, the disciplined way in which questions are posed and answered. It is the logical processes and demands for evidence, and not the technologies, that lie at the center of science. It is an intellectual process, and its ultimate goal is to understand the natural universe.

The sub-questions supporting the primary question follow:

- Are managers satisfied with the level of service delivery through an Integrated Development Plan in the Thabazimbi community?

This question attempts to establish the level of understanding of managers as regards public participation, data collection, strategies, projects, consolidation, integration of plans and legitimisation of Integrated Development Plan, and to determine how practitioners in local government are to satisfy the community with respect to service delivery by correctly implementing the issues mentioned.

- Is the community satisfied with the level of service delivery implemented through an Integrated Development Plan by the Thabazimbi municipality?

The intention of the question is to explore the community's satisfaction in terms of the following factors:

- Public participation.
- Data collection.
- Vision, mission, values and objectives of the organisation.
- Whether the community is involved in project consolidation.

- Level of satisfaction concerning the integration of plans e.g. HIV/AIDS plans.
- The community's involvement in drafting and making public comments.

4.3 RESEARCH AIMS

The aim of this investigation is to explore an Integrated Development Plan as a way of service delivery with particular reference to Thabazimbi municipality.

The above-mentioned can only be reached through the achievement of the following objectives:

- To determine whether managers are satisfied with the level of service delivery through an Integrated Development Plan in Thabazimbi community.
- To determine whether the community of Thabazimbi is satisfied with service delivery, which is implemented through an Integrated Development Plan.

The above-mentioned objectives will have to achieve the following at the end:

- To explore the service delivery of an Integrated Development Plan of Thabazimbi municipality.
- To conduct an empirical study about the impact of Integrated Development Plan on service delivery in Thabazimbi municipality.
- To provide recommendations for effective Integrated Development Plan on service delivery in Thabazimbi municipality.

4.4 RESEARCH DESIGN

The research design refers to the plan and structure of the investigation used to obtain evidence to answer research questions McMillan and Schumacher (1997:33).

4.4.1 Qualitative research

This section explains the research approach adopted in this study to establish answers reviewed in previous Chapter. The research approach as mentioned in Chapter 1 is qualitative. The aim of the research design is to ensure that the best ways and methods are selected to gather information and evidence by means of conducting face to face interviews in order to make the necessary decisions about the topic under investigation. More information will be explained in detail in the next section.

Walliman (2005:247- 248) cites quantitative and qualitative research are said to be two diametrically opposed research approaches. They differ not only in the nature of the data sought and the subsequent methods of data analysis, but also in their philosophical rationale. What are the characteristics of quantitative and qualitative research? For example, in sociology: Quantitative research is typically taken to be exemplified by the social survey and by experimental investigations. Qualitative research tends to be associated with participant observation and unstructured, in-depth interviewing Bryman (1988:94) presented a useful comparison of the contrasting features of quantitative and qualitative research. Whilst qualitative research is used to construe the attitudes, beliefs and motivations within a subject, it can also perform a preparatory role in quantitative research. The researcher doing qualitative research will attempt to obtain an inside view of the phenomenon, getting as close as possible to the subject of the research in order to collect resonant, fertile data to enable the development of a social construct through the dynamic process of research. The quantitative researcher, on the other hand, chooses to remain distant as an outsider, collecting hard and reliable data, as reality is considered to be exoteric and static. The qualitative approach tends to be unstructured, allowing concepts and theories to emerge, while the quantitative approach begins with concepts and theories and tests them in a rigorous, structured fashion with the result that they are either supported, amended or rejected.

4.5 DATA COLLECTION METHODS

Data is information which has been read in terms of a theoretical framework or in terms of an analytical structure of some or other kind (Brown and Dowling 1998:80).

Steyn and Nunes (2001:17) cite to Mason (1996), it is more accurate to speak of data generation than data collection, because most qualitative perspectives would reject the idea that a researcher can be a completely neutral collector of information about the social world. Instead the researcher is seen as actively constructing knowledge about that world according to certain principles. This qualitative study combined three data generation methods (Marshall & Rossman, 1995) (Steyn and Nunes 2001:18). As is true for the qualitative designs previously described; data collection is field-based, flexible, and likely to change over the course of the study. Interviews typically play a major role in data collection, but observations, documents, historical records, videotapes, and anything else of potential relevance to the research question may also be used. The only restriction is that the data collected must include the perspectives and voices of the people being studied (Charmaz, 2002; Strauss and Corbin, 1994).

Data were collected through face-to-face interviews with the senior personnel who perform duties as the managers, a councillor and some community members within the boundaries of Thabazimbi municipality. A total of eight interviews were conducted in the all categories and all participants answered the same questions.

Unstructured questions allow the interviewer great latitude in asking broad questions in whatever order seems appropriate. In quantitative educational studies most interviewers use a combination of structured and semi-structured questions. As noted earlier, this provides a high degree of objectivity and uniformity, yet allows for probing and clarification (McMillan & Schumacher 1997:46).

4.5.1 Definition and Rationale

The researcher conducted semi-structured, face-to-face interviews. According to McMillan and Schumacher (1997: 267), the primary data of qualitative interviews are verbatim accounts of what transpires in the interview session. Tape recording the interview ensures completeness of the verbal interaction and provides material for reliability checks. These advantages are offset by possible participant distrust and mechanical failure. The use of a tape recorder does not eliminate the need for taking notes to help reformulate questions and probes and to record nonverbal communication, which facilitates data analysis. In many situations, handwritten notes may be the best method of recording. Interviewer recording forces the interviewer to be attentive, can help pace the interview, and legitimates the writing of research insights (beginning data analysis) during the interview. Neither note taking nor tape recording, however, should interfere with the researcher's full attention on the person.

4.5.2 Selection of Participants

Stringer (2004:80) emphasizes that the principal purpose of observation is to familiarise researchers with the context in which issues and events are played out, or to provide participants with opportunities to stand back from their everyday involvement and watch purposefully as events unfold.

The candidates selected, were perceived by the researcher as being qualified, knowledgeable and able to answer the questions set for investigation. All officials are directly involved with Thabazimbi municipality, have experience gained over many years, 2 are university graduates and play a key role in the organisation. Public representative, youth and community leaders were selected because of their experience, skill and level of participation in community issues. A councillor was verbally requested to prioritise community needs for the researcher to get more information.

Table 4.1 The Interview Participants were selected from the following Groups:

Participant	Method	Reasons	The group from which the participant comes
Municipal Officials V1. Integrated Development Plan Manager V2. Social and Community Development manager V3. Communication Officer V4. Councillor	Interview	Have skills and knowledge on the subject. Practitioners.	Employees of Thabazimbi municipality.
	Interview	Is involved with community issues and understands the needs of the community.	Ward councillor. A member of the Economic and Planning committee and Integrated Development Plan Forum.
3. Youth: V5. Youth Commissioner V6 . Youth Community Worker	Interview	Have knowledge of youth needs and disconcerting issues affecting youth.	Youth Structures.

4. V7.Woman	Interview	Understands socio-economic issues affecting women.	Women's Structures
5. V8. Resident: Civic Movement and community member.	Interview	Has knowledge of community issues e.g. slow service delivery and crime.	Thabazimbi Municipality

4.5.2.1 Participants' Biographies

Participants' profiles will play a very important role when interviewing the selected people because the researcher will be able to determine their level of understanding, which is influenced by the variables mentioned.

Table 4.2 Integrated Development Plan Manager (V1)

Participant	Variables
1. Age of interviewee	33
2. College/University major	Geography, Psychology and Project Management
3. Educational level	BA Degree and project management
4. Experience in interviewing	10 years
5. Racial background	African
6. Religious background	Christianity
7. Sex of interviewer	Male
8. Socio-economic level	Middle class

Table 4.3 Social and Community Development Manager's profile (V2)

Participant	Variables
1. Age of interviewee	46
2. College/University major	Private Law, Evidence Criminal Law, Criminal Procedure and Mercantile Law
3. Educational level	NQL Level 7 or 8
4. Experience in interviewing	+/- Six years
5. Racial background	African
6. Religious background	Christian
7. Sex of interviewer	Male
8. Socio-economic level	Middle-class

Table 4.4 Communication Officer's Profile (V3)

Participant	Variables
1. Age of interviewee	38
2. College/University major	Currently studying communication media studies- public relations
3. Educational level	Grade 12
4. Experience in interviewing	10
5. Racial background	Black
6. Religious background	Christianity
7. Sex of interviewer	Male
8. Socio-economic level	Middle- class

Table 4.5 Councillor's profile (V4)

Participant	Variables
1. Age of interviewee	56
2. College/University major	Not attended
3. Educational level	Junior Certificate
4. Experience in interviewing	15 years
5. Racial background	African
6. Religious background	Christianity
7. Sex of interviewer	Male
8. Socio-economic level	Low income

Table 4.6 Youth Commissioner's profile (V5)

Participant	Variable
1. Age of interviewee	33 years
2. College major	I attended school only up to Grade 12 With the following subjects: Tswana, English, Afrikaans, Biology and History.
3. Educational level	Grade 12
4. Experience in interviewing	Seven years
5. Racial background	Black
6. Religious background	Christianity
7. Sex of interviewer	Male

Table 4. 7 Youth Community Worker's Profile (V6)

Participant	Variables
1. Age of interviewee	23 years
2. College major	Not attended
3. Educational level	Grade 12
4. Experience in interviewing	Four years
5. Racial background	Black
6. Religious background	Christianity
7. Sex of interviewer	Female
8. Socio-economic level	Unemployed

Table 4. 8 Woman's Profile (V7)

Participant	Variables
1. Age of interviewee	50
2. College major	Not attended
3. Educational level	Level one
4. Experience in interviewing	10
5. Racial background	Black
6. Religious background	Christian
7. Sex of interviewer	Regorogile
8. Socio-economic level	Low- income

Table 4.9 Resident's profile (V8)

Participant	Variables
1. Age of interviewee	38
2. College major	Not attended
3. Educational level	Local Government courses
4. Experience in interviewing	Many times
5. Racial background	Black
6. Religious background	Christianity
7. Sex of interviewer	Male
8. Socio-economic level	Low-income

McMillan and Schumacher (1997:184) explain that the threat of selection exists whenever groups of subjects cannot be assigned randomly, although there are several approaches that help control this problem in cases where randomisation is undesirable or impossible.

4.5.3 Ensuring the Reliability, Validity and Trustworthiness of the Procedure

Reliability should always be aimed at, in order to achieve consistent quality in interview questions. All participants were asked the same questions in order to establish differences and compare them afterwards.

McMillan and Schumacher (1997:404) explain that in qualitative research validity, as the degree to which the explanations of phenomena match the realities of the world, includes both internal and external factors and issues of objectivity and reliability. Qualitative research employs different assumptions, designs and methods to develop knowledge. The validity of qualitative designs is the degree to which the interpretation and concepts exhibit mutual

meanings between the participants and the researcher. In other words the researcher and the participants agree on the description or composition of events, especially the meanings of the events.

Brown and Dowling (1998:26) concur, explaining reliability as a measure of the consistency of a coding process when carried out on different occasions.

4.5.4 Content and Construct Validation of the Interview Schedules

Brown and Dowling (1998:26) explain that validity concerns the relationship between theoretical. Concepts variables and empirical, indicator variables. Ambiguities weaken the validity of the variable as an indicator of the concept variable validity. Validity then is a measure of the extent to which one is measuring what one is measuring.

The questions although the same, participants were divided into three categories:

- Officials
- Councillor
- Youth
- Woman
- Resident and Civic Movement Member

All participants were requested by means of a formal letter to participate in the study. They were all assured of the confidentiality of the information and thanked for their co-operation and dedication. The informed consent is achieved by providing participants with an explanation of the research, an opportunity to terminate their participation at any time with no penalty, and full disclosure of any risks associated with the study. Each participant fully understood the consent letter and the research objectives.

Walliman (2005: 284) explains that while questionnaire surveys are relatively cheap and are effective in preventing the personality of the interviewer having effects on the results, they do have certain limitations. They are not suitable for questions, which require probing to obtain adequate information, as they should only contain simple, one-stage questions. There are also problems in gaining the required response from the complete sample, especially as the questionnaires tend to be returned by the more literate sections of the population. While interviewing is suitable for quantitative data collection, it is particularly useful when qualitative data are required. The use of interviews to question samples of people is a very flexible tool with a wide range of applications. There are two main methods of conducting interviews; face-to-face and telephone).

Table 4.10 Interview Questions

Interview Questions asked	Reason for asking the Question	What the Researcher wanted to determine
1. Could you please tell me about your school history and your development as an academic scholar, if any?	To determine the academic background of the participant and the type of work they currently do.	To establish whether they have attended school, if any, which grade they had attended and participant's academic history.
2. The municipality is currently experiencing serious transformation. What are those changes, especially in Integrated Development Plan and service delivery?	To determine whether the participant knows the relationship between Integrated Development Plan and service delivery.	To check the level of understanding of policy and legislation issues.
3. Are you satisfied with the way the municipality is handling issues of service delivery through Integrated Development Plan?	To determine how the individual, the community and departments are performing.	To check how the municipality is performing.
4. Which strategies are set up by the institution	To determine the extent of involvement of	To establish perceptions of and opinions on

Interview Questions asked	Reason for asking the Question	What the Researcher wanted to determine
to encourage public participation in Integrated Development Plan?	stakeholders.	community involvement.
5. Was the community involved in the drafting of the vision, mission, priorities regarding needs and values as well as the objectives of Integrated Development Plan?	To determine whether the community was part of the drafted vision, priorities, mission and values as well as objectives of Integrated Development Plan.	To establish perceptions about the said issues of Integrated Development Plan.
6. Were you satisfied with project consolidation and did your municipality complete all projects?	To determine whether they are acquainted with project consolidation e.g. prioritisation of needs. To determine whether targets, outputs and key performance areas are implemented.	To determine their perception on service delivery on projects.
7. What plans were put in place by your municipality on integration?	To determine whether plans like disaster, spatial, targets and budgets are in place	To determine participants' understandings of integration.
8. Is the community satisfied with the level of service delivery after the implementation of Integrated Development Plan?	To determine the level of satisfaction or dissatisfaction of the community.	To establish the participant's understanding on issues that the community is not happy with.
9. How would you make sure that you play a role as a member of Integrated Development Plan forum to implement strategies that will fast-track service delivery and make the community happy?	To determine their role in making Integrated Development Plan a success, especially on service delivery.	To establish the participant's role to make Integrated Development Plan workable for service delivery and regarding which strategies to implement to improve service delivery.
10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?	To determine whether there are educational programmes.	To establish gaps.
11. Do you feel proud of your Integrated Development Plan	To determine loyalty and dedication.	To establish if they are hardworking.

Interview Questions asked	Reason for asking the Question	What the Researcher wanted to determine
product?		
12. What is hindering your Integrated Development Plan from having an excellent programme for service delivery?	To determine inadequacies.	To establish areas of weaknesses.
13. Comparing your municipality with others in South Africa, what is your opinion?	To determine their knowledge in local government.	To establish knowledge of our local government institutions.
14. Are there any other issues you would like to mention?	To highlight any other area of concern.	Any closing remarks on areas that were not covered by questions, but where the participant needs to add or substantiate.

4.6 CONDUCTING THE INTERVIEWS

A letter requesting permission to conduct the research in the Thabazimbi municipality was written to the municipal manager who in turn approved the study. The staff members and the council were briefed about the researcher's intentions and were requested by the Municipal Manager to co-operate and assist him.

According Walliman (2005: 284-285) face-to-face interviews can be carried out in a variety of situations - in the home, at work, outdoors, on the move (e.g. while travelling) — and can be used to question members of the general public, experts or leaders, specific segments of society, e.g. elderly or disabled people, ethnic minorities, both singly and in groups. Interviews can be used for subjects both general or specific in nature and even, with the correct preparation, for very sensitive topics. They can be one-off or, for longitudinal studies, repeated several times over a period to track developments. The interviewer is in a good position to be able to judge the quality of the responses of the subjects, to notice if a question has not been properly understood, and to reassure and encourage the

respondent to be full in his/her answers. Visual signs, such as nods, smiles etc., are valuable tools in promoting complete responses.

The principle of informed consent was read to all participants in the study to allay their fears. The purpose is to assure confidentiality. The study did not require parental consent as minors were not used.

Confidentiality and anonymity was ensured by the researcher using code names of people (e.g. the study used V1 to V8) and places. Researcher had a dual responsibility: protection of the participants' confidences from other persons in the setting whose private information might enable them to identify them, and protection of the informants from the general reading public.

Brown and Dowling (1998:268) point out that the promise of confidentiality and the anonymity of each participant can also have an effect.

The interview with the Officials was the first to be conducted due to work commitments. Other interviews for youth and community members were scheduled by means of a timetable because they stemmed from different interest groups, and each group needed to be given its own time to deliberate on issues, which needed confidentiality. There were problems regarding transport as Thabazimbi municipality cover an 80km radius; nonetheless, these were overcome because transport was made available to all interviewees. A relaxed atmosphere was created for all participants.

The researcher introduced himself in a friendly manner to set participants at ease and the objectives of the research project were outlined to all. Participants were given a chance to ask questions about certain matters that might be unclear or that might jeopardize them.

All participants played an important role because they were permitted to ask about anything that they did not understand. Some questions were especially translated into their languages; as a result, they felt more at ease.

Presentation in the participants' language was imperative because it influenced the answers. The participants were therefore allowed to inform the researcher if the language used for the research is not understandable.

Table 4.11 Interview Schedule

Participant Interviewed	Date	Time/Duration
1. 3 Officials(each 1hour)	16 July 2002	3 hours
2. Councillor	20 August 2002	45 minutes
3. 2 Youth leaders	15 May 2003	2 hours
4. Woman	16 May 2003	45 minutes
5. Resident: Civic Movement and Community Member	17 May 2003	45 minutes

The interviews were tape-recorded and notes were also taken for future reference.

4.7 DATA ANALYSIS

As McMillan and Schumacher (1997:501) indicate, qualitative data analysis is primarily an inductive process of organising the data into categories and identifying patterns (relationships) among these. Unlike quantitative procedures, most categories and patterns emerge from the data, rather than being imposed on the data prior to data collection. McMillan and Schumacher (1997:150) note that the data evaluation phase involves specifications about decisions concerning evidence that will be included in the review.

After tape-recording all interviews, the notes were typed and analysed, and where amendments and additions were to be made, unnecessary work was eliminated.

The interview transcripts were thoroughly analysed and long sentences were reduced to simple categories. Sentences, constructions, spelling, phrases and words were also checked and corrected.

4.8 RESEARCH FINDINGS

The following factors represent the opinion of the researcher on the factors that might influence the findings. The interviewees stem from different backgrounds and their needs as regards the Integrated Development Plan will differ.

Table 4.12 Factors that might influence Officials of Municipality (V1, V2, and V3)

Interest group	Needs	Reasons
Officials	To be successful in implementing Integrated Development Plan	Efficient service delivery
	Lack of resources	Financial constraints

Table 4.13 Factors that might influence Councillor (V4)

Interviewee	Needs	Reasons
Councillor	All projects implemented	To achieve political stability
	Public participation	Disseminate information

Table 4.14 Factors that might influence Youth (V5, V6)

Interviewee	Needs	Reasons
Youth	Drinking water	Complain regarding clean water and see water as an important thing
	Lack of jobs	Many are unemployed and need jobs.
	Recreation/sports	Do not have facilities to play e.g. soccer and tennis.
	Access to land	There are no opportunities in state and private land for youth.
	Location of training	Youth need learnerships as many are qualified but do not get jobs - see their Degrees and Diploma certificates as useless.
	Payment of services	They see their parents find it very hard to afford expensive municipal services.
	Performance	They also perceive municipal officials as not performing as expected.

Table 4.15 Factors that might influence Woman (V7)

Interviewee	Needs	Reasons
Woman	Drinking water	Necessity for basic needs to be met, cooking etc.
	Lack of jobs	Many as single parents are unemployed and cannot provide for certain needs.
	Recreation/sports	Children are naughty and if they are given recreation they will be off the streets
	Vocational	Agree with youth that training opportunities could alleviate unemployment.
	Payment of services	Many families cannot afford payment as they owe municipality thousands. They see rates as unaffordable, needing to be restructured for the poor.
	Performance	There are no performance indicators for employers of the municipality.

Table 4.16 Factors that might influence Resident (V8)

Interviewee	Needs	Reasons
Resident	Drinking water	Not having access to clean water.
	Health services	Need to be improved, especially emergency services.
	Crime rate	Very high with statistics hampering economic growth.
	Lack of jobs	Other business people are not doing enough to create job opportunities.
	Recreation/ Sports	Many youth might be helped by recreational services not to commit crime.
	Vocational training	Government has to create policies that can enforce learnership in all business sectors to reduce unemployment.
	Performance	Lack of performance measurement

This section deals with the responses gathered in the interviews conducted. The participants were given numbers for the researcher to be able to identify them easily. Municipal Officials:V1-Integrated Development Plan Manager,V2- Social and Community Development Manager V3- Communication Officer, V4-Councillor,Youth-V5-Youth Commissioner ,V6 - Youth Community Worker, V7-woman and V8-Resident.

The interviews were based on the following main questions:

- Are managers satisfied with the level of service delivery through an Integrated Development Plan in the Thabazimbi community?
- Is the community satisfied with the level of service delivery implemented through an Integrated Development Plan by Thabazimbi municipality?

The patterns and themes emerging from the answers will be used in data analysis

4.8.1 The Background of the interviewees

All selected participants were able to answer the questions as they are all intensely involved in community issues and participate in Integrated Development Plan committees, related to service delivery issues. Their level of education did not have any negative influence, although participants V1, V3 and V3 evidenced exceptional skills and knowledge of Integrated Development Plan phases. The investigation did not accommodate a large number of people due to limited resources.

4.8.2 Findings on Transformation in Local Government

All participants agree that transformation in Local Government is posing serious problems for service delivery. Participants V1, V2 and V3 see transformation as being implemented without capacity and empowerment, not enough programmes being offered for managers. Participants V4, V5, V6, V7 and V8 blame managers for not speeding up transformation that could bring about efficient service delivery.

Participant remark(s):

V5: "the challenge is IDP which is not aligning to organogram, budget and Performance Management System. "

V3:"the challenges are that of not having broader public participation. IDP is not credible and the capacity of managers imperative."

V4: "the municipality has slow transformation and a lot need to be transformed. Managers do not do as expected, as i expect the officials to give efficient service delivery."

Jupmet (2000:41) had the following opinion: the transforming leader is critically involved in envisioning, communicating, and creating an improved future for self, any other person, group or organisation. The transforming leader has clear personal beliefs: without clarity about one's own life stance on

life's major questions, an individual can be easily swayed by situations (which are becoming increasingly complex, unstable and unpredictable).

4.8.3 Are you satisfied with the way the Municipality is handling Issues of Service Delivery through Integrated Development Plan?

To some extent participants V1, V2 and V3 express uncertainty and a certain degree of satisfaction regarding the Integrated Development Plan here. However, it seems that participants V4, V5, V6, V7 and V8 are not being made aware of Integrated Development Plan processes and are not informed about certain meetings concerning Integrated Development Plan; these participants feel that the municipality is not doing enough to deliver services since they feel alienated. The reason behind this could be attributed to the Municipality not stating a clear vision and objectives.

Participant remark(s):

V2: It is difficult to measure satisfaction as people keep on complaining; however the institution is trying very hard to address some challenges as they come. “

For instance, certain participants did not understand Integrated Development Plan, e.g.V7, until the researcher explained what it means.

V7:” may you please explain what IDP is? Service delivery is important but the municipality must assist indigent people e.g. old aged people and unemployed women.”

All participants agree that experts like consultants are needed to help to measure performance, with respect to, e.g.

Inputs result, and financial perspective.

Outputs result, service delivery perspective

Outcome impact, customer satisfaction, growth and quality of life.

The Integrated Development Planning process and its performance: The management process should appear to be seamlessly integrated. Integrated

development planning fulfils the planning stage of Performance Management. Performance management in turn carries out the implementation, management, monitoring and evaluation of the Integrated Development Plan process.

Steyn and Nunes (2001:1) suggest (Swanepoel, 1996) that Community development is a collective activity where a group of people that share mutual interests and concerns become aware of their needs and resources, and act together to improve their situation. It refers to development at the micro level, is therefore situational and community based, cannot be generalised or applied on a national base, and is not suited to large-scale modernisation efforts such as creating sophisticated infrastructure

Participant remark(s):

V8: "Not, at all because resources are not provided to the community. Water pipes and electricity are a big problem, and this is resulting in the community not paying rates and taxes. There is a broken relationship."

4.8.4 Findings on Public Participation

Participants V5, V6, V7 and V8 seem to agree that the municipality is not doing enough to involve them in Integrated Development Plan processes, which could assist the municipality in the provision of service delivery. Participants V1, V2 and V3 however appear to concur that the municipality is doing something but that the community is not willing to be involved and is sometimes passive when invited. Some of the stakeholders were only attending meetings irregularly, not as is expected, and this hindered progress in attaining broad public support and consensus. All participants agreed that meetings were not inclusive.

V8: "there are policies and plans, which are not implemented. There is IDP forum where stakeholders should participate but unfortunately the municipality does not implement things as expected. Councillors are coming with police to community

meetings and this is intimidating people. I feel this restricting freedom of people. Councillors do not give reasons for not allowing people to participate. People are not attending meetings especially white people who feel disillusion about service delivery. Mistrust is a big problem.”

A high percentage of participants reported that insufficient meetings were called by councillors and this resulted into dissatisfaction because communities are not informed about community developments issues.

V2: “yes because communities are afforded an opportunity to voice whatever they might need”.

V7:”Meetings are not taking place as arranged by the municipality. Small rural women- communities are not visited. It seems our leaders are afraid to address issues.”

It seems that there is no clear strategy for public participation, and that the municipality therefore needs to establish a strategy that will encourage stakeholders to participate in issues of Integrated Development Plan, which could result in more efficient service delivery.

Stohr et al. (2001:6) agree by emphasizing that local communities provide practical basis for personal involvement and participation and strengthening the public domain or civil society.

Participation, which by it's a nature, implies that the central locus of planning and administration remains in government hands, covers a wide of possible modes. Going approximate order from relatively top-down (restricted participation) to relatively bottom-up (open-participation), those include:”notice and comment” rule making, advisory commissions (Nickum and Oya 2001:38).

V3:”strategy is that the municipality need to involve the broadbased structures and stakeholders have to participate in the IDP processes. It is also imperative to have all

sectors participate. e.g. NGO's, Government departments, youth and all relevant structure; including ward committee."

4.8.5 Findings on Prioritisation

All participants concur that there is evidence of involvement in this aspect, but participants V1, V2, V3 and V4 show little ownership of vision, values and prioritisation of projects. The vision does not provide sufficient guidance to everybody for the development of the municipality during the council's term of office. All participants agree that the workshop was held but yet have to see the municipality being involved in a long-term development.

The other participants feel that the municipality should do more to establish participatory programmes. All participants again agree that the priority of issues is related to major service delivery and perceive the importance of being part of this stage. No participants are content with the formulation of goals, which hinders the mandate of service delivery to historically disadvantaged people. The goals do not have clear targets nor do they set time-frames for achievement. None of the participants mention clear and specific objectives that assist performance targets relating to the priority issues.

Participants agree that a vision statement was drawn up but that it was not inclusive. Only one participant concurs that it took the principles of Batho-pele into consideration; this shows that not all stakeholders felt that the vision statements expressed key issues; seemingly the vision is not explicitly related to the context of the municipality.

Participant remark(s):

V4: "no, people were we not informed nor invited to draft the vision, only officials were involved."

V8: "managers do things alone and also go to communities who must approve without knowledge. I see this as a unilateral decision by officials."

V7: "i do not remember councillors calling us as women to show what we might put in our vision to address women problems. I will be glad if this could be done."

It should be clearly understood that privatisation is not a panacea for all ills. It is true that the government should not do the things it cannot do, but there are areas where government must play its role, otherwise poorer segments of the population will be hard hit. The role of the private sector, the government and the public should be clearly spelled out and partnerships established to achieve better results. Certain responsibilities especially in the field of primary education, basic health and family planning can be shared by communities. The government could take care of bigger projects. Support organisations, NGO's and CBO's (community based organizations) could also play a larger role in organising and training the people, while the government could launch special programmes for the purpose.

Participants felt that community committees do not have greater policy making powers and this does not enhance participatory democracy.

Special attention should be accorded to supporting peasant proprietors in rural areas. They need knowledge about the latest research in respect of agriculture, livestock, and fisheries through extension services. They also require credit for purchase of inputs at the appropriate time. With a little support they could be instrumental in increasing agricultural and livestock production within two or three years (Siddiqui 2001:22).

4.8.6 Findings on Project Consolidation

Participants V6, V7 and V8 see this as a wish list, which lacks a clear and appropriate linkage between the technical data based analysis and the outputs of participatory activities. Some priorities seem to contradict current realities, because some stakeholders were not participating and it is important to be inclusive when undertaking the prioritising and ranking of issues. Some priorities need to be clustered to minimise the number of issues. It appears

that no detailed specification issues were identified. Prioritising and ranking are not sufficiently analysed in order to establish the real causes of problems in the community, e.g. supplies of water and electricity. All participants are agreed that prioritising and ranking of goals were carried out but not satisfactorily since some, as note above, perceive this as a wish list. Goals are not medium and long-term orientated. One participant complained of not being part of the ranking and prioritising of goals.

Participant remark(s):

V8: "is a wish list, it is just a book which I feel is misusing money because it is not implemented and councillors cannot inform communities about it. This makes people angry."

V3: "yes, through project consolidate we were able to put all system in place. Supply chain Management and other related system are now in place. By prioritising the projects and making sure that all projects are implemented, whenever priorities are not met, community need to be engaged and their inputs will be vital to avoid confrontation as far as service delivery is concern."

Asthana (1994:24) had the following to say: project content: priority and non-priority needs depend upon several other factors. The project's beneficiaries perceive a hierarchy of needs and hard developmental inputs such as housing and infrastructure generate more community interest than soft project relating to health, educational and social development,

Steyn and Nunes (2001:27) are of the opinion that community members involved have to commit themselves to principles, and reach consensus on working together before planning for the project. Groups involved have a leadership structure which normally includes a Chairperson, Vice Chairperson, Secretary, Treasurer and various representative members. There must be a balance between male and female leadership positions.

Cotzee et al. (2000: 16) remark that the while the focus of the integrated development plan planning process is on the priority issues, there are also a

number of departmental routine projects (e.g. maintenance) which are found to be necessary though not regarded as a priority.

4.8.7 Findings on Integration

Participants disagree that this has been done and also not happy with this integration since Black people are not receiving services as required. The officials do not involve other stakeholders. The strategy to achieve goals does not appear to be adequately specified. Some objectives need to be specified and clarified sufficiently. Strategies are not feasible and sustainable; not even cost-effective. Participants V1, V2 and V3 perceive this as an important stage, which Integrated Development Plan can deliver that of service. All participants agree that the spatial development framework has been devised but not sufficiently, as the facilitation of development is not appropriate to its local context. No participants mention anything about a visual representation of the desired spatial form or a representation in more tangible detail of the spatial capital investment framework and a strategic assessment of the environmental impact. Participants do not outline the municipality's programmes and projects for the development of land and have perception that municipality does not consistently have event-centred approach; they all agree that Integrated Development Plan should deliver the following products:

An assessment of development in the municipal area, identifying development challenges, marginalized and vulnerable citizens and communities; and a long term development vision for the municipal area that overcomes its development challenges.

V5: "before we were not happy as black people as were not receiving services like the white community".

All components of the integrated development plan, whether they are strategies or priority areas, need to be translated into a set of clear and tangible objectives. This is a crucial stage in ensuring that there is clarity on the integrated development plan and that suitable indicators are found (Bell and Espasch 2005: 24).

According to Stohr et al. (2001:6) the strengthening of local power is one way of integrating important stakeholders of economic processes such as the workforce, the local community, local training facilities, service providers and the local representatives of local business into decision making.

Managing the implementation of the Integrated Development Plan, including ensuring the strategies, projects and programmes are implemented in time, that the council conducts all its activities in accordance with Integrated Development Plan (Oranje et al. 2000: 28).

Cotzee et al. (2000: 50) concur that to ensure that general policy guidelines related to cross-cutting dimensions such as development principles, environmental sustainability, poverty alleviation, gender equity, local economic development strategies, and institutional aspects are adequately considered when strategies are designed and projects are planned.

4.8.8 Are the Community and Managers satisfied with the level of Service Delivery after the implementation of Integrated Development Plan?

All participants are unanimously agreed that service is not delivered as it should be because the municipality has been proclaimed as a poorly performing municipality by the provincial government. The community members interviewed blame the government officials for not doing their duty or not performing according to the set standards. Participants V1, V2, V3 and V4 blame the community for not being part of the development. Officials of the council must subscribe to values and the constitution of the country which encourages a corruption free society.

V1: "something has happened a little in terms of service delivery. The project consolidate team had no impact in the municipality. This may have been alignment problems."

V2: "it is difficult to measure satisfaction of people Yes! Because the institution was able to put a number of systems in place."

Keen and Scase (1998:170) concur that managers will need to continue to enhance their skills to function in the changing local government environment. Yet they will be operating, under the Labour government environment, within a more sympathetic political climate, in the sense of an acknowledgement of the importance of the welfare state and public service provision.

Siddiqui (2001:217) supports the statement by analysing corruption as follows: the lower functionaries -The clerical staff, irrigation and officials, sub-inspectors, supervisors, policemen etc. These people have been traditionally corrupt. Their corruption was ignored because it is the survival mechanism of low-paid staff, and it is difficult to control. This class of people were living reasonably well and if they could make extra money they would purchase a house or agricultural land. The second category, which is now the biggest chunk of corrupt officers, comprises civil judges, magistrates and district officers, personnel of the anticorruption agencies, engineers of the nation-building departments, excise inspectors.

The needs of the community were partly catered for; however, there are those who see to it that their needs are taken into consideration by raising issues that affecting them with certain officials. This attributed to the attitude of certain managers in the municipality. If their attitude is positive, there is satisfaction.

The other dissatisfaction shared by the community by members of the community is that meetings are not well organised and result in disruption. Subsequently, community meetings do not have ample time to deal with serious community issues in detail. V1, V2 and V3 are absolutely dissatisfied with the community members who ignore notices for meetings and they also put blame on “political agenda” of people who are antidevelopment.

V1:” Notice boards, loud speakers and letters are used to inform the community, but unfortunately people do not come as expected.”

V8:” Some are left out and some councillors are selective because certain people do get preference.”

If Integrated Development Plan occurs haphazardly without a proper plan of action and taking stakeholders along during planning phases, it may result in managers not achieving their goal.

Good planning will give the community and managers capacity to implement and Integrated Development Plan which may result in efficient and effective service delivery.

4.8.9 Findings on Institutional Arrangements

All participants agree that they should adequately participate in this structure although V6 perceives it as a structure established by managers to implement a bureaucratic way of handling real issues.

V6: "There's a red tape in implementing youth issues. Only promises and less implementation."

According to Limpopo Provincial Government Integrated Development Plan Comments (2003:26) Institutional plan is efficient through an organogram that specify the institutional requirements for increasing the capacity of the municipality.

4.8.10 Findings on Capacity building and Empowerment

V1, V2 and V3 view these as an important role where the municipality can succeed in implementing programmes of service delivery but claim that it will be difficult to implement all programmes as the government does not have enough funds. All other participants agree that managers are deliberately not implementing programmes as they fear the community gaining knowledge because this might help the community to evaluate the managers' performance.

V4:” they make sure that the community is not getting enough knowledge. Little has been done to encourage the implementation of community programmes.”

Participant remark(s):

V7:” managers are not giving and providing information to women as if they are afraid of us to get knowledge or we have a perception that they are afraid that we can be empowered.”

V6:” calling the mass meeting and listening to our needs is not enough and they must give youth programmes that can provide job opportunities. Officials must get mandate from us.”

V3:” by first training and empowering ward committees, so that they can assist to capacitate communities in their wards. Funds are a big problem.”

Orange et al. (2000: 41) suggest it is important to note that the Integrated Development Plan training Framework is not aimed at prescribing the content or the format for training programmes, causes, modules or qualifications to respective service providers, nor is aimed at regulating and controlling Integrated Development Plan training and/or private initiative.

4.8.11 Integrated Development Plan Document

V1, V2 and V3 feel that the municipality is doing something but other participants feel that there is much which could be improved in the document, especially regarding the relationship between the budget and the performance management systems.

V4:”There must be timeframes for projects when implementation is taking place. The community must participate fully. Good planning may results in efficient and effective delivery.”

Limpopo Provincial Government Integrated Development Plan Comments (2003:7) is of the opinion that Integrated Development Plan document provides transparent bench marks for municipalities to continuously assess

their own performance and improve their expertise and ability to plan and implement.

4.8.12 What is hindering Integrated Development Plan?

V1, V2 and V3 argue that capacity programmes for managers must be implemented to inculcate more knowledge but other participants think that relevant people need to be appointed in positions directly linked to Integrated Development Plan implementation.

V1: "Change of attitude in terms of implementation of transformation in some departments"

V5: "We must distinguish administration and politics and there is lot of politics."

V8: "leadership qualities for electing councillors should be reconsidered or new criteria to elect public representatives must be put in place. Public Representatives and officials must not be seen conniving to do wrong things. People who can articulate issues are sometimes not allowed to voice their grievances."

4.8.13 Comparison with other Municipalities

All participants agree that their municipality must share information with other municipalities, as this might assist in revealing their weaknesses and strengths.

V8: "this could be the best town because we have mines and agriculture, but unfortunately policies and action plans are not well implemented, to be honest I am disappointed to be a resident of this municipality."

V2: "the institution has not been doing well but has since improved tremendously through involvement of the communities."

Orange et al. (2000: 49) cites New Jersey, State Planning Act, 1985 that a process of comparison of planning policies among governmental levels with the purpose of attaining compatibility between local, county and state plans. The process is designed to results in a written statement specifying areas of

agreement and areas requiring modification by parties to the cross-acceptance.

Limpopo Provincial Government Integrated Development Plan Comments (2003:5) agree that to assist horizontal alignment between the district and each local municipality (and in future vertical alignment activities) separate tables have to be developed that consolidate each municipality's priority issues, objectives, strategies and projects per category issues, across the district, called a district overview table.

4.9 THE MAIN FINDINGS

The purpose of this section is to shed more information on the findings of the research in relation to the problem statement, objectives and research questions.

Research question1

- Are managers satisfied with the level of service delivery through an Integrated Development Plan in Thabazimbi community?

The literature discussed in chapter three (3) indicated that an Integrated Development Plan can change and transform society if well implemented and that ultimately such development will optimise the level of service delivery, which will alleviate poverty and promote social development. Managers are also required to do their part to satisfy consumers by implementing innovative programmes that will result in constructive opportunities.

Stohr et al. (2001: 125) explain that the problems being experienced are attributed mainly to the lack of genuine political commitment to support decentralisation initiatives, the absence of local capacity to accommodate demands and local level decisions which are simply confined to a limited functional area and a small part of the decision making process.

Perhaps the most natural response is to look to the question of delivery. It is easy to argue that local governments are not delivering services because their budgets are too small, or because officials lack the skills. It is also easy to argue that citizens have not taken advantage of existing participatory structures - such as ward committees - because they have not known how to do so. However, an additional layer must be recognised if a lasting solution is to be found (Delivery 2006:16).

Pauw and Wessels (1999:42) point out that the nature of the rights that require service delivery by the state through public administration leaves us with the question of the origin of these rights. The origin of human rights has been identified as the basis of the argument for individual as opposed to group rights and is intrinsically related to the theory of innateness. Persons are born with these rights; these rights reside inherently in persons. Why do those people responsible for service delivery owe their authority to the people they serve?

Practitioners of Integrated Development Plan have to ensure that knowledge and services provided are satisfying the policy requirements. They must also ensure that communities are happy and therefore need to communicate with all stakeholders if they are unable to implement certain services due to budget constrain.

Departments, sections, and individuals exist together in any municipality in an integrated way. The citizens of the municipality need the services and support of the councillors in order for social, economic and other forms of development to happen. Councillors in turn need the services and support of staff in order to perform their legislative, oversight, and administrative duties effectively. Most of all, within each department or section, workers need the services and support of each other to provide professional and responsive services to their clients (Bell and Espasch 2005:59).

Research question 2

- Is the community satisfied with the level of service delivery implemented through an Integrated Development Plan by Thabazimbi municipality?

Swanepoel and De Beer (1997:27) explain that the basic needs theory represents a shift in emphasis away from economic development and lies more in the direction of a human-centred approach

Discussion of local government as a matter of 'service delivery' to 'consumers' throws the role of the citizens into question. If this is only to express needs and demand service and accountability from government, then all of the other valuable activities that community groups are carrying out cease to fit in. The current crisis of 'service delivery' creates an opportunity for South Africans to reflect on how they have framed their relationship with government and to try out new alternatives. It is crucial that this key relationship be re-established in a way that provides a basis for greater citizen action. But how should that be done?

The challenge is both to improve the way existing resources are used, and to establish a relationship between citizens and government that better understands where resources are lacking and identifies community efforts to fill the gap (Delivery 2006:16).

The plan should be strategic and has to be based on an informed and implementation oriented process. It must be specific enough to inform budgets, business plans and land use management decisions within the municipality. This progress is facilitated by the application of specific methodological tools, designed to support the integrated development planning process (Progress 2006:18).

It also needs to facilitate the access of the poor to basic amenities and services, such as water, sanitation, transport, and energy. Special programmes to provide relief to the poor have had a long history (Nickum and Oya 2001:20-21).

Community involvement will result in the community understanding what the municipality can provide and what is impossible. The municipality must ensure that a performance management system is implemented to optimise service delivery and to ensure that managers are performing according to set standards.

4.10 SUMMARY

Chapter has addressed the empirical findings which are fully discussed and there is dissatisfaction of both community members and some managers. There is a need to improve service delivery in local community by implementing Integrated Development Plan in holistic way. Failure to address community issues will lead to tension that will have negative impact at local level. Managers need to be treated with respect and community leaders need to involve all stakeholders particularly in the planning of all projects.

CHAPTER 5

DISCUSSION, CONCLUSION AND RECOMMENDATIONS

Some new approach more in touch with current intellectual and cultural, concern is required- Brian Fay.

5.1 INTRODUCTION

This chapter offers a data analysis and interpretation and presents a summary of the findings of the research. The summary is structured according to the two main research questions discussed in chapter one. The recommendations, implications and limitations of the study are discussed and areas for further research are mentioned.

5.2 MAIN FINDINGS AND DISCUSSIONS

Silverman (2000: 283) explains that qualitative research is best viewed not as a set of freestanding techniques but as based on some analytically defined perspective or 'model'. Qualitative researchers ought to question the conventional wisdom that their kind of research can only be 'explanatory' or 'anecdotal'.

Generally, most respondents in Thabazimbi municipality are not satisfied with its Integrated Development Plan as a vehicle to realise service delivery expectations. The following conclusions highlight the problems encountered by Integrated Development Plan practitioners, community representatives and the community.

5.2.1 Findings on Community Participation

- The lack of community participation is a point of concern and the municipality and its personnel need to devise a strategy of adequately involving all stakeholders.

- If people are not involved, they might disrupt the smooth running of the institution.
- All councillors who represent the communities in the Integrated development plan forum should possess skills and knowledge regarding Integrated Development Plan. They have to involve communities in all decisions and challenges facing the municipality

Raga and Taylor (2005:247) suggest that municipalities should be responsible for developing the capacity of local communities to understand and participate in the governing process as a partner.

The constitution and the Bill of Rights ensure that every person in South Africa is accorded recognized human rights, which reflect the nation's values concerning human dignity, equality and freedom.

These rights are intended to guarantee certain essential freedoms, personal security and privacy. They include freedom of religion, expression, movement, trade, fair labour practices, the ability to own property and political rights.

They further include access to a healthy environment, adequate housing, healthcare services, education, and information and to courts. They recognize the importance of protecting the cultural heritage, and the right to just administrative actions.

An Integrated Development Planning process must not only keep such important rights in mind – it should seek to further the cause of making such rights fully part of the daily life experience of every person in the nation (Bell and Espasch 2005:22-23).

5.2.2 Findings on Prioritisation

- The municipality must look seriously at the new strategies for transforming service delivery issues by introducing innovative methods

of service delivery, e.g. public-public and private-public partnerships

- Cloete and Wissink (2005:127) cite Hogwood and Gunn 1986: 165 developing a hierarchy of goals and objectives requires the ability to prioritise. To be able to determine priorities, attention should be paid to the other aspects of priority -setting: Such as selection of criteria for determining priorities, dimension of choice in which the priorities are expressed, type of resources in which allocations are denominated and mechanism by which priorities are actually implemented.

5.2.3 Findings on Vision and Mission

- The community's involvement in the drafting of the vision, the mission as well as the values is important.
- If the stakeholders are not adequately involved this may cause serious problems of legitimacy.

Municipalities must expect constant questions from the public as an integral part of the democratic process. The formulation and implementation of an effective Integrated Development Plan will provide an impersonal, objective and rational framework upon which to answer such questions. This framework can then be used to explain why hard decisions were made, to question poor performance and to constantly protect the welfare of the public.

While the Integrated Development Plan should provide a clear vision for any locality and clarify the goals of an elected municipal council it should also act as the framework to link all the sectoral plans and issue-based policies required of local authorities by national and/or provincial legislation/policy. It must at least: summarise the major features of these different plans/strategies, deal with the linkages between them and specify and integrate all the spending implications over a five year period in a Municipal Infrastructure Investment Programme.

5.2.4 Findings on Project Consolidation

- Projects need to be linked with performance management systems to monitor the performance of managers.

In this respect the Project Management Body of Knowledge (MBOK) defines project management as:

“The application of knowledge, skills, tools, and techniques to project activities in order to meet or exceed stakeholders’ needs and expectations from a project.”

Project management is to be distinguished from a “management by projects” approach, which encourages organizational flexibility, decentralized management responsibility, a holistic view of problems, and a goal-oriented problem solution process (Bell and Espasch 2005:8).

- The terms of reference of projects should ensure that the purpose and outputs of those projects which require co-funding and/or the participation of both the district and local municipalities in order to be implemented are coherent and consistent across the district’s area of jurisdiction. This means in particular that where more than one local municipality has formulated similar projects, the resources to be mobilised for implementation and ongoing maintenance are effectively utilised. It will also be important to consider the possibility of sharing resources with neighbouring municipalities or of creating new facilities in locations that can strategically serve more than one local municipality.

Planning events are usually meetings or workshops of the organisational structure in charge of Integrated Development Plan process (Integrated Development Plan representative forum, Integrated Development Plan steering committee, project task teams. Each planning event is supposed to result in certain “outputs” (Coetzee et al. 2000: 7).

It was found that many projects failed to realise expectations because the above-mentioned elements were not done.

5.2.5 Findings on the Strategies

- Before the implementation of all projects, managers must ensure adequate participation by community members in prioritisation.
- Formulations of strategies have to be inclusive, encompassing not only finance plans but also such plans as HIV/AIDS programmes, as the disease is seriously impacting on the community.

5.2.6 Findings on Legitimation

Cloete and Wissink (2005:89) relevantly point out that the explicit recognition that further change had to be negotiated with legitimate leaders of all communities also changed the top down style of decision making which characterized the policy process in the past. In the present situation the following should be noted:

- The situation of non-participation by the community, and managers and public representatives, who do not possess adequate knowledge, must be improved by implementing capacity and empowerment programmes.
- The lack of a holistic plan has a serious effect on planning and service delivery since budgets, Integrated Development Plan and performance systems are separately implemented.
- Public comments and inputs are a point of concern, as the municipality seems not to be going back to the communities before finalising the Integrated Development Plan.

5.3 RECOMMENDATIONS AND IMPLICATIONS

The Integrated Development Plan should be a key tool in assisting Municipalities to fulfil their developmental mandates but it should be “Transformative”, and should thus focus on issues such as institutional change, spatial fragmentation, job creation, poverty alleviation, and the addressing of backlogs in services and infrastructure. This approach should be used in the preparation of plans and programmes within all the three spheres of government.

The authority responsible for the management of the Integrated Development Plan process is to be either the executive committee or executive mayor of a municipality or, in cases where a municipality has neither, a committee of councillors appointed by the municipal council for the task.

5.3.1 Practitioners

- Clear strategic plans should be formulated by government institutions to capacitate local government officials regarding the vision of national government.
- The programme should be unfolded by means of financial assistance or grants.
- Complex, bureaucratic mechanisms of integration and co-ordination should be minimised and more flexible processes of interactive top-down bottom-up planning systems of integrative development devised.

The Integrated Development Plan may be an effective vehicle for service delivery if the human resource management problem is resolved. The development of technical specialists seems to be scarce and people with skills in communicating such knowledge are needed to enable communities to benefit from the Integrated Development Plan. As Stohr et al. (2001:201) argue, the affordability and sustainability of services at a local level are linked with the availability of community–level professionals. Many communities receive basic urban services

offered by professionals working in the informal sector. Delivery systems which are designed and operated by informal sector entrepreneurs can be used by local governments and the formal sector in service upgrading and quality improvement without increasing costs significantly

Policies should aim at improving the plight of the poor by closing gaps, e.g. concerning the land reforms policy.

5.3.2 Public Representatives

A clear protocol should be developed between all committees and political offices. A system for co-ordinated planning that avoids hierarchical relationships and protects the integrity of different spheres of government should be designed. Regarding the UK, for example, Keen and Scase (1998:6) explain that the external political control over local authorities means that decisions about the provision of services are made within a statutory framework on the basis of balancing resource availability with essentially political (value based) group decisions and reflecting this changing expectation in more partisan voting both in council and in committee meetings.

5.3.3 Finance

- Budgets should be linked to all projects that are to be implemented. Projects without funding should not be linked to the current financial year.
- Planning should happen within the financial and administrative capacities of local government, and recognition should be given to differences in capacity between municipalities.
- The planning system should promote flexibility and innovation without compromising the crucial tasks of alignment and co-ordination of planning, budgeting and delivery/spending within and between spheres.
- The Integrated Development Plan must act as the policy framework on which the medium term plans and annual budget for the municipality are

based, and careful attention should be paid to the sequencing of planning and budgetary processes.

- The financial limitations of the municipality must be taken into account from the outset of preparing an Integrated Development Plan, in so doing facilitating the production of a prioritised list of interventions that are affordable and sustainable.

No fixed rule exists for determining the size of budgets. This will depend on the information and the other resource needs, scope, depth and methodology contemplated (Cloete and Wissink 2005: 218)

5.3.4 Community

CCTP (2004:26) explains that the South African society needs a major paradigm shift: a departure from the old system of doing things to one in which partnerships and innovative schemes can be entered into and development encouraged to provide the services desperately needed by communities. The challenge is to deliver services in accordance with the constitution.

Consequently,

- The government should ensure that the Acts are seen as binding on the municipalities as regards public participation, and communities should play their role in participating. A plan for participation needs to be adopted by the whole community.
- Ward committees and other community representatives need to be capacitated by allocating resources.
- Development of an integrated community participation strategy which includes disciplinary procedures for all stake-holders.

Consultants should be used for particular aspects of the planning process, provided that the nature of their involvement is given careful consideration and is well managed.

Local communities must be consulted in the formulation of the process, including decisions with respect to the form that community participation will take in the preparation of the Integrated Development Plan.

Members of the ward committee should submit reports of proceedings to relevant officials for action to be taken. Active participation by communities in matters of local governance should be required: this includes matters such as capacity-building programmes, ward service delivery audit, enhancing community participation, ensuring customer care principles and strengthening relations with the community-based organisations (Raga and Taylor 2005: 2005-252).

5.3.5 The Role of the District Municipality, Provincial Legislature and National Government.

- In preparing for the future processes significant attention should be given to undertaking joint activities to ensure that alignment of priority issues, objectives, strategies, and projects is achieved. The municipalities should consult the district plan to identify specifically where alignment potential currently exists. The District Municipality is in a suitable position to co-ordinate a process of in depth analysis and prioritisation based on the issues already prioritised for itself and jointly with the local municipalities, in order to assist the latter to develop a more useful understanding of the causal factors associated with their priority issues. In turn this should greatly enhance the ability of the local municipality to consider the need for alignment and, where necessary, to undertake future activities in a co-ordinated and mutually supportive way.
- Although planning should be increasingly devolved to the local level, a national framework for development should serve a useful purpose in setting the parameters for planning by other spheres/tiers, and in clarifying national goals and priorities for local authorities.

- The district municipalities should manage a process of engagement with the local municipality in its area of jurisdiction to ensure that the objectives which they have formulated are coherent and complementary. The latter should take it upon itself to critically consider the extent to which its respective objectives are aligned with those of the district and any others affected. This will also assist the devising of strategies from a collective/joint perspective.

The District Municipality should provide capital or operating expenditure for the purpose of support. This will allow for an assessment of horizontal alignment in respect of the financial plans, as it will be clear whether the expected sources of revenue for a given municipality are consistent with the provisions made by the other municipalities.

Capacity building, consisting of the dissemination of information, training and the centres, should be provided and/or managed by the DPLG. Provinces, local authorities and SALGA have an important part to play in the building of the capacity of councillors, officials and civil society.

There is an urgent need for an Intergovernmental System of Integrated Development Planning, which will give substance to the Ideal of co-operative governance. The Integrated Development Plan should comprise a key instrument In this system as it represents the goals and programmes of local Government.

National and provincial government should ensure the involvement of the local sphere in the preparation of any policies and plans that will affect municipalities.

5.3.6 Strategies

- The strategies should aim to limit duplication, competition and situations where the strategies of neighbouring small towns within the

same region potentially undermine each other. The District Municipality is in a suitable position to facilitate this co-ordination process.

- Co-operation will ensure that available resources are maximised and that the municipality can strategise collectively about effectively and cost-efficiently using its separate existing capacities to manage any disaster, in the form of equipment and personnel.

Voice (2003:17) suggests that the multi-level, multi-actor approaches emerging from international experience in low and middle income countries, do not sit easily with the approach to Integrated Development Planning as conceived in South Africa.

Greater attention should therefore be given to the expression of the priority issues, objectives, strategies, and projects to ensure that the potential for alignment is easily identified. This is not to suggest that their expression should be identical but that they should be sufficiently defined for such potential to be considered.

5.3.7 Performance Measurement

- The Integrated Development Plan should be participative, strategic, integrative, focussed on the areas and communities of greatest need, and outcomes- and delivery-oriented.
- Clear and realistic indicators and targets should be constructed during Integrated Development Plan-preparation and a municipal council must review its Integrated Development Plan quarterly in accordance with its performance measurements.

5.4 LIMITATIONS OF THE STUDY

The study was limited to one local municipality and as a result the findings cannot be generalised to other local municipalities in South Africa but the sample used may have provided a useful picture of how many local municipalities experience certain problems.

The study might lead to serious political problems as the municipality is a political structure: some interviewees might have been influenced by their political affiliation in giving certain responses

A lack of financial resources limited this study to certain aspects only, as the area of Thabazimbi is geographically scattered and this hindered further investigations into other factors.

5.5 RECOMMENDATION FOR FURTHER RESEARCH

The study has opened opportunities for further research into the following:

- Its findings should help to improve the implementation of the Integrated Development Plan in Thabazimbi and reveal weaknesses in service delivery. This type of study should be performed elsewhere in South Africa and in Africa to expose the reasons why municipalities implement Integrated Development Plan but serious problems concerning service delivery nevertheless exist. There is also a need to investigate further why South African communities seem to demand more from the government rather than helping the government to deliver services.
- Research can be conducted into the effectiveness of the Integrated Development Plan in terms of the skills of managers.
- The impact of performance measurement models on Integrated Development Plan.
- The appointments of Integrated Development Plan practitioners as Integrated Development Plan managers and the criteria for selection.
- The application of uniform standards in Provincial expenditure.

- The elimination of special incentives schemes.
- Effective mobilisation of community based organisation and business sector.
- Achieving high rates of payments for service and efficient debt collection.
- Municipalities becoming authorities rather than service providers.
- Impact of the non-implementation of Council resolutions.

As regards Integrated Development Planning, the land development objectives (in terms of the Development Facilitation Act) and Integrated Development Plans (in terms of the Local Government Transition Act Second Amendment Act) provide municipalities with powerful statutory instruments through which to define local priorities. In combination they can form the basis of a participatory planning process to establish clear objectives, targets and strategies for the local area, ranging from economic growth, investment, and employment creation to training, poverty reduction and service and tariff levels. If these plans are realistic – that is, based on a thorough assessment of current realities and available resources – they can provide important signals to local and external stakeholders (Bell and Espasch 2005:13).

5.6 SUMMARY

In this study an attempt was made to explore the weaknesses, shortcomings and strengths of the Integrated Development Plan in a particular local municipality. It is disturbing to realise how the Integrated Development Plan is being implemented without insufficient community participation but nonetheless, expecting good results and extraordinary performance from some managers with the limited financial resources they are given. This study has the potential to lay a solid foundation for Integrated Development Plan practitioners and community developers.

The findings of this study present challenges to practitioners who must see to it that Integrated Development Plan helps to deliver services to communities. It

makes local leaders and communities aware of policies which could expedite service delivery by means of an Integrated Development Plan and assesses the need for the latter.

It is hoped that all stakeholders in local municipalities and practitioners will take the findings and recommendations into consideration and that the result will be improved implementation of Integrated Development Plan's and better service delivery, especially to previously disadvantaged communities.

As Raga and Taylor (2005: 253) point out, the municipality should become a real vehicle for transformation and enhance service delivery, and therefore it is imperative that community structures should be more effective and play a more significant role in local matters.

Coetzee et al. (2000:14) says the search for integration in South Africa with its heritage of inequitable growth and development, and its reality of countless demands and limited resources, is probably more complex and pronounced than anywhere else in the world. South Africa can hardly afford expensive development mistakes. Instead; it needs to achieve integration through Integrated Development Planning a\with the view to harness the countries scarce resources in a coherent and purposeful manner.

Orange et al. (2000:50) explain that the national government should clarify the national goals and priorities for local government. The present writer concurs, adding that finally, an Integrated Development Plan must take into consideration the bill of rights of the South Africa constitution as this will assist each local municipality to provide for the basic needs of people since it promotes accountability, public participation, transparency and other rights.

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ADDENDUM A

P.O. Box 2448

THABAZIMBI

0380

31 June 2002

Municipal Manager
Thabazimbi Local Municipality
P.O. Box 90
THABAZIMBI
0380

SIR

REQUEST FOR PERMISSION TO CONDUCT RESEARCH.

I am currently registered for Master in Philosophy (Education for Community Development) with University of Pretoria. As part of the requirements for this course, one has to do research.

I therefore request permission to conduct research in your Municipality. The research has to do with councillors, officials, youth and community. I believe that the findings of this research will be very helpful not only to our Municipality but also to all other municipalities.

Yours faithfully

Molapisi M.P
(Councillor)



THABAZIMBI

MUNICIPALITY • MUNISIPALITEIT • MASEPALA

Alle korrespondensie moet gerig word aan die Munisipale Bestuurder
All correspondence must be directed to the Municipal Manager
Makwalo otlhe a lebiswe go Mookamedl wa Masepala

Private Bag X 530
Thabazimbi
0380

Tel: 014 - 777 1525
Fax: 014 - 777 1531
Email:
tbzmun1@lantic.net

REF./VERW: Pers. 2286
MZ Namate x 201

ENQUIRIES/NAVRAE:
10th May 2005

Mr MP Molapisi
P O Box 2448
THABAZIMBI
0380

Sir

REQUEST TO CONDUCT RESEARCH ON THE IDP FOR STUDIES

Your letter dated 20 September 2002 has reference.

It is our pleasure in granting you permission to do research on our Organization.

You are hereby requested to abide with ethics of educational research and provide our organization with maximum co-operation where needed.

Looking forward to assisting you in your research.

Yours faithfully

MZ NAMATE
ACTING MUNICIPAL MANAGER

ADDENDUM D

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V1

Participant	Variables
1. How old are you?	33
2. What were specialisation subjects at College/University level?	Geography, Psychology and Project Management
3. What is your educational level?	BA Degree and Project Management
	10 years

4. How many years did you involve in local government?	
5. What is your racial background?	African
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Town
8. What position are you currently holding?	Manager IDP

PART: B: V1

Participant	Variables
1. Could you please tell me about your school history and your development as an academic scholar, if any?	<i>Matriculated 1994 obtained BA degree-at University of the North HR Diploma-Damelin Project Management – university of South Africa.</i>
2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?	<i>We are still putting structures in place.</i>

<p>3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?</p>	<p><i>Yes. The changes will remain with the implementation of the projects.</i></p>
<p>4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?</p>	<p><i>Notice boards, loud speakers, letters are used to inform the community, but unfortunately people do not come as expected.</i></p>
<p>5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?</p>	<p><i>Partially</i></p>
<p>6. Were you satisfied with the project consolidation and did your municipality complete all projects?</p>	<p><i>Something has happened a little in terms of service delivery. The project consolidate team had no impact in the municipality. This may have been alignment problems.</i></p>
<p>7. What plans were put in place by your municipality regarding integration?</p>	<p><i>Intergovernmental relations, district coordination meeting.</i></p>
<p>8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?</p>	<p><i>No very few projects were implemented.</i></p>
<p>9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?</p>	<p><i>The IDP office is responsible to monitor project implementation in various areas.</i></p>
<p>10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?</p>	<p><i>I also think it is important to have enough fund for training of</i></p> <ul style="list-style-type: none"> - <i>Councillors</i> - <i>Ward committee members.</i>

11. Do you feel proud of your Integrated Development Plan product?	<i>Yes of course. It's unfortunately that the IDP Office does not do enough.</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>Change of attitude in terms of implementation of transformation in some departments.</i>
13. Comparing your municipality with others in South Africa, what is your opinion?	<i>It is not the bad municipality if one compared it with the Eastern Cape Municipality</i>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V2

Participant – V2	Variables
1. How old are you?	46
2. What were specialisation subjects at College/University level?	Private Law, Evidence Criminal Law, Criminal Procedure and Mercantile Law

3. What is your educational level?	NQL Level 7 or 8
4. How many years did you involve in local government?	+/- Six years
5. What is your racial background?	African
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Suburb
8. What position are you currently holding?	Manager

PART: B V2

Questions	Answers
1. Could you please tell me about your school history and your development as an academic scholar, if any?	<i>I matriculated at Shiyana High because I was not well off; I had to leave for Johannesburg to work for temporary employment. I remained in Gauteng for a year after which I left for further advancement.</i>
2. The municipality is currently	<i>The challenges are that of not</i>

<p>experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?</p>	<p><i>having broader public participation. IDP is not credible and the capacity of managers imperative.</i></p>
<p>3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?</p>	<p><i>It is difficult to measure satisfaction as people keep on complaining; however the institution is trying very hard to address some challenges as they come.</i></p>
<p>4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?</p>	<p><i>Establishment of ward committees and stakeholders.</i></p>
<p>5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?</p>	<p><i>Only the Steering committee (IDP).</i></p>
<p>6. Were you satisfied with the project consolidation and did your municipality complete all projects?</p>	<p><i>Yes! Because the institution was able to put a number of systems in place.</i></p>
<p>7. What plans were put in place by your municipality regarding integration?</p>	<p><i>Appointment of all section 57 managers and the IDP manager.</i></p>
<p>8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?</p>	<p><i>It is difficult to measure satisfaction as people keep on complaining however the institution is trying very hard to address some such challenges as they come.</i></p>

9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?	<i>By accessing funds, and familiarizing the projects to the communities.</i>
10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?	<i>Empowering ward committees, but funds might be a problem.</i>
11. Do you feel proud of your Integrated Development Plan product?	<i>Not yet, but we are getting there.</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>Poor planning.</i>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V3

Participant	Variables
1. How old are you?	38
2. What were specialisation subjects at College/University level?	Currently studying Communication Media Studies- Public Relations

3. What is your educational level?	Grade 12
4. How many years did you involve in local government?	10
5. What is your racial background?	African
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Regorogile
8. What position are you currently holding?	Communication officer

PART: B V3

Questions	Answers
1. Could you please tell me about your school history and your development as an academic scholar, if any?	<i>Passed matric, currently studying, national diploma in public relation management.</i>
2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and	<i>The challenges are that of not having broader public participation. IDP is not credible and capacity of managers imperative.</i>

service delivery?	
3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?	<i>Not really as broader consultation expected.</i>
4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?	<i>strategy is that the municipality need to involve the broadbased structures and stakeholders have to participate in the IDP processes. It is also imperative to have all sectors participate. e.g.NGO's, Government departments, youth and all relevant structure; including ward committee.</i>
5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?	<i>No, only the IDP steering committee</i>
6. Were you satisfied with the project consolidation and did your municipality complete all projects?	<i>Yes, through project consolidate we were able to put all systems in place. Supply chain Management and other related system are now in place. By prioritising the projects and making sure that all projects are implemented, whenever priorities are not met, community need to be engaged and their inputs will be vital to avoid confrontation as far as service delivery is concern.</i>
7. What plans were put in place by your municipality regarding integration?	<i>The appointment of senior management and adoption of IDP.</i>

<p>8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?</p>	<p><i>Not at all, because some communities were not involved in the planning of the IDP.</i></p>
<p>9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?</p>	<p><i>By prioritising the projects and making sure that all projects are implemented, whenever priorities are not met, community need to be engaged and their inputs will be vital to avoid confrontation as far as service delivery is concern.</i></p>
<p>10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?</p>	<p><i>by first training and empowering ward committees, so that they can assist to capacitate communities in their wards. Funds are a big problem.</i></p>
<p>11. Do you feel proud of your Integrated Development Plan product?</p>	<p><i>Yes, only if the planning phases and proper procedures are met. The priorities need to be followed so that we have credible IDP.</i></p>
<p>12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?</p>	<p><i>Poor planning especially non-involvement of community members.</i></p>
<p>13. Comparing your municipality with others in South Africa, what is your opinion?</p>	<p><i>To have open and broader public community involvement as far as IDP and service delivery is concern through the supply chain management and improvement of system. The municipality is busy closing the gap and shows some improvement as far as service delivery is concern.</i></p>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V4

Participant -	Variables
1. How old are you?	56
2. What were specialisation subjects at College/University level?	N/A
3. What is your educational level?	NQF LEVEL 1
4. How many years did you involve in local government?	15 years
5. What is your racial background?	African
6. Which religion do you belong?	Christianity
7. In which residential area do you reside in Thabazimbi?	Regorogile Extension 1
8. What position are you currently holding?	Councillor in Planning and Economic Management

PART: B V4

Questions	Answers
1. Could you please tell me about your	<i>I did my JC at Turfloop , involved</i>

<p>school history and your development as an academic scholar, if any?</p>	<p><i>in the formation of the trade unions especially NUM and I further studied in several courses related to local Government.</i></p>
<p>2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?</p>	<p><i>The municipality has slow transformation and a lot need to be transformed. Managers do not do as expected, as i expect the officials to give efficient service delivery.</i></p>
<p>3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?</p>	<p><i>No, I am not at all satisfied because there are lot of incomplete projects and this is affecting people not to pay services to the municipality</i></p>
<p>4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?</p>	<p><i>The municipality did not do well to encourage public participation, certain meetings are sometimes disrupted by the elements within the community, and this is affecting progress in the community.</i></p>
<p>5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?</p>	<p><i>No, people were we not informed nor invited to draft the vision, only officials were involved.</i></p>
<p>6. Were you satisfied with the project consolidation and did your municipality complete all projects?</p>	<p><i>No. I see this as wish lists, which lacks a clear appropriate linkage between the technical data. Some priorities contradict current realities. The ranking of goals were also not well done.</i></p>

<p>7. What plans were put in place by your municipality regarding integration?</p>	<p><i>I am not happy with the integration because black people are not receiving services required. Officials are not including community stakeholders, the municipality is not applying event centred appropriate. Spatial development frame work is not efficiently done and also o appropriate to local council.</i></p>
<p>8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?</p>	<p><i>Service delivery is very poor, the officials must take the responsibility as they are not performing their work accordingly .I also blame the community for not taking part.</i></p>
<p>9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?</p>	<p><i>There must be timeframe for projects when implementation is taking place. The community must participate fully. Good planning may results in efficient and effective delivery.</i></p>
<p>10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?</p>	<p><i>They make sure that the community is not getting enough knowledge. Little has been done to encourage the implementation of community programmes.</i></p>

11. Do you feel proud of your Integrated Development Plan product?	<i>Yes, but unfortunately a lot need to be done.</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>Relevant people need to be appointed in positions directly linked to IDP implementation. Decisions are taken without consulting the people on the grounds. Consultants must be brought in to assist.</i>
13. Comparing your municipality with others in South Africa, what is your opinion?	<i>The only thing that is backward is sanitation. Studying weaknesses and pitfalls of other municipalities.</i>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V5

Participant	Variables
1. How old are you?	33 years
	I attended school only up to Grade 12

2. What were specialisation subjects at College/University level?	With the following subjects: Tswana, English, Afrikaans, Biology and History.
3. What is your educational level?	Grade 12
4. How many years did you involve in local government?	Seven years
5. What is your racial background?	Black
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Regorogile low income area, Thabazimbi Municipality
8. What position are you currently holding?	Acting Senior Community Developer

PART:B V5

Questions	Answers
1. Could you please tell me about your school history and your development as an academic scholar, if any?	<i>I passed grade 12 and presently doing Municipal Governance.</i>
2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?	<i>The challenge is IDP which is not aligning to organogram, budget and Performance Management System.</i>

<p>3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?</p>	<p><i>But not adequately. Because the community at large is not adequately involved. The situation is gradually changing.</i></p>
<p>4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?</p>	<p><i>Ward committees, IDP forum and Mass meetings and other structures.</i></p>
<p>5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?</p>	<p><i>Yes, to a certain level.</i></p>
<p>6. Were you satisfied with the project consolidation and did your municipality complete all projects?</p>	<p><i>but I am not entirely satisfied as certain projects were not completed.</i></p>
<p>7. What plans were put in place by your municipality regarding integration?</p>	<p><i>Before we were not happy as black people as were not receiving services like the white community but with integrative social housing we are getting there.</i></p>
<p>8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?</p>	<p><i>The community is not satisfied because the level of the service delivery is very slow but everything is under control now.</i></p>
<p>9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?</p>	<p><i>By convening the mass meeting per ward regarding IDP and inform the community about developments of our municipality.</i></p>
<p>10. What does the municipality do to</p>	<p><i>Presently we have Ward committee</i></p>

capacitate and empower the community on Integrated Development Plan related issues?	<i>workshop where in ward committee members are capacitated about IDP. They must make funds available to capacitate our community.</i>
11. Do you feel proud of your Integrated Development Plan product?	<i>Yes! It's fine, only it is not aligned well with the budget, Organogram and PMS</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>We must distinguish administration from politics and there is lot of politics.</i>
13. Comparing your municipality with others in South Africa, what is your opinion?	<i>Our community is reluctant to pay their services so that our income can be enough and community expect to give services but yet they are not paying. Our town has grown to its fullest capacity. Municipality is struggling meet the needs of people. We need to educate our community to pay their services.</i>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V6

Participant - (youth development)	Variables
1. How old are you?	23 years
	English

2. What were specialisation subjects at College/University level?	Tswana Physical Science Biology Geography
3. What is your educational level?	Grade 12
4. How many years did you involve in local government?	Four years
5. What is your racial background?	African
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Northam
8. What position are you currently holding?	groundbeaker (lovelife)

PART: B V6

Questions	Answers
1. Could you please tell me about your school history and your development as an academic scholar, if any?	
2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated	<i>Since this experience only the talk has grown, implementation is there but slow.</i>

Development Plan and service delivery?	
3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?	<i>May you please explain what IDP is. Service delivery is important but the municipality must assist indigent people e.g. old aged people and unemployed women.</i>
4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?	<i>Ward committee, youth leagues and forums. There's a red tape in implementing youth issues. Only promises and less implementation.</i>
5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?	<i>No, the needs community are what we expect.</i>
6. Were you satisfied with the project consolidation and did your municipality complete all projects?	<i>Not at all, because other projects are not completed as others were abandoned. Sports facilities were supposed to be developed and also our youth centre, but were not done. These were imperative to acquire full information. Some of the principles of Batho Pele need to be considered. We were not part of the ranking and prioritising of goals</i>
7. What plans were put in place by your municipality regarding integration?	<i>To invest mostly in the youth by giving them out the bursaries.</i>
8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?	<i>Not much some services were not taken seriously for example sewages, there always blockages and this causes unhealthy</i>

	<i>environment for the community.</i>
9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?	<i>By being an active youth member in the community and encouraging other youth to participate in the community meetings and but given what we youth need. Officials need to complete the youth projects and have to include us in decision-making.</i>
10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?	<i>Calling the mass meeting and listening to our needs is not enough and they must give youth programmes that can provide job opportunities. Officials must get mandate from us.</i>
11. Do you feel proud of your Integrated Development Plan product?	<i>No we are not satisfied at all.</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>There's a red tape in implementing youth issues. Only too much promises and less implementation.</i>
13. Comparing your municipality with others in South Africa, what is your opinion?	<i>As a local municipality it is difficult for us to receive all the resources we want. We only receive the certain projects which created temporary job –opportunities for youth. This never brought solution for high unemployment which is prevalent among youth. Youth department must be aligned with other department to expedite delivery.</i>

TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A
BIOGRAPHY OF THE PARTICIPANT: V7

Participant - woman	Variables
1. How old are you?	50
2. What were specialisation subjects at College/University level?	N/A
3. What is your educational level?	N/A
4. How many years did you involve in local government?	10
5. What is your racial background?	Black
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Regorogile
8. What position are do you currently hold?	Cleaner

PART: B V7

Questions	Answers
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<p>1. Could you please tell me about your school history and your development as an academic scholar, if any?</p>	<p>-</p>
<p>2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?</p>	<p><i>Yes! May you please explain what IDP. Service delivery is important but the municipality must assist indigent people e.g. old aged people and unemployed women.</i></p>
<p>3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?</p>	<p><i>Not satisfied about IDP there are not important meeting taking place because there is no consultation.</i></p>
<p>4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?</p>	<p><i>Meetings are not taking place as arranged by the municipality. Small rural women- communities are not visited. It seems our leaders are afraid to address issues.</i></p>
<p>5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?</p>	<p><i>I do not remember councillors calling us as women to show what we might put in our vision to address women problems. I will be glad if this could be done.</i></p>
<p>6. Were you satisfied with the project consolidation and did your municipality complete all projects?</p>	<p><i>The IDP is wish list of things not done. Projects were abandoned and people did not get the progress reports.</i></p>
<p>7. What plans were put in place by your municipality regarding integration?</p>	<p><i>The integration is not adequately done I will be glad if this could be sufficiently done.</i></p>
<p>8. Is the community satisfied with the level of service delivery after the</p>	<p><i>Delivery is the point of concern to us as women. The officials are</i></p>

<p>implementation of the Integrated Development Plan?</p>	<p><i>performing poorly and meeting are not arranged accordingly. Sometimes there is disruption of meetings.</i></p>
<p>9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?</p>	<p><i>I would be happy if priorities are not changed unnecessarily. If there are changes projects, people be consulted before anything is affected.</i></p>
<p>10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?</p>	<p><i>Managers are not giving and providing information to women as if they are afraid of us to get knowledge or we have a perception that they are afraid that we can be empowered.</i></p>
<p>11. Do you feel proud of your Integrated Development Plan product?</p>	<p><i>We are not conversant with IDP because information is not given to relevant women structures. The structure must involved women in levels.</i></p>
<p>12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?</p>	<p><i>The positions are given to people who are not well qualified. I will be glad if all people can be involved in drafting of all phases.</i></p>
<p>13. Comparing your municipality with others in South Africa, what is your opinion?</p>	<p><i>Other neighbouring municipalities must be visited to share information.</i></p>

+TRANSCRIPTS OF INTERVIEWS QUESTIONS

PART: A

BIOGRAPHY OF THE PARTICIPANT: V8

Participant -	Variables
1. How old are you?	38
2. What were specialisation subjects at College/University level?	N/A
3. What is your educational level?	N/A
4. How many years did you involve in local government?	22 years
5. What is your racial background?	African
6. Which religion do you belong?	Christian
7. In which residential area do you reside in Thabazimbi?	Ward 2 Regorogile
8. What position are you currently holding?	Protocol and Event Officer

PART: B V8

Questions	Answers
1. Could you please tell me about your school history and your development as an academic scholar, if any?	<i>Municipal courses</i>
2. The municipality is currently experiencing serious transformation. What are those changes, especially in the Integrated Development Plan and service delivery?	<i>Transformation at the beginning was taking place but unfortunately things are moving backwards because municipality does not service as expected. Things are not moving, the relationship not good between the municipality and the community there is mistrust.</i>
3. Are you satisfied with the way the municipality is handling issues of service delivery through the Integrated Development Plan?	<i>Not, at all because resources are not provided to the community. Water pipes and electricity are a big problem, and this is resulting in the community not paying rates and taxes. There is a broken relationship.</i>
4. Which strategies are set up by the institution to encourage public participation in the Integrated Development Plan?	<i>There are policies and plans, which are not implemented. There is IDP forum where stakeholders should participate but unfortunately the municipality does not implement things as expected. Councillors are coming with police to community meetings and this is intimidating people. I feel this restricting freedom of people. Councillors do not give reasons for not allowing people to participate.</i>

	<i>People are not attending meetings especially white people who feel disillusion about service delivery. Mistrust is a big problem.</i>
5. Was the community involved in the drafting of the vision, mission, priorities of needs and values as well as objectives of Integrated Development Plan?	<i>Managers do things alone and also go to communities who must approve without knowledge. I see this as a unilateral decision by officials.</i>
6. Were you satisfied with the project consolidation and did your municipality complete all projects?	<i>No, at all, projects are done without involving people, the ones which were promised to communities. Some are left out and some councillors are selective because certain people do get preference. There are lots of projects on the list but unfortunately implementation is very poor.</i>
7. What plans were put in place by your municipality regarding integration?	<i>There is no plan, inter-departmental discussions take place but unfortunately the municipality do not honour certain things.</i>
8. Is the community satisfied with the level of service delivery after the implementation of the Integrated Development Plan?	<i>The community is not nearer to be satisfied because there is a backlog in sportsgrounds, parks, and sanitation/water. There is a huge gap between councillors and officials. Some councillors are not interested to convene</i>

	<i>ward committee meetings, and go the extent of not holding community meetings. This result in not getting inputs from the people.</i>
9. How would you make sure that you play a role as a member of the Integrated Development Plan forum to implement strategies that will fast track service delivery and make the community happy?	<i>Through engagement maybe things can change but implementation can be the solution.</i>
10. What does the municipality do to capacitate and empower the community on Integrated Development Plan related issues?	<i>Honestly speaking there is no capacity and empowerment programme.</i>
11. Do you feel proud of your Integrated Development Plan product?	<i>Is a wish list, it is just a book which I feel is misusing money because is not implemented and councillors cannot inform communities about it. This makes people angry.</i>
12. What is hindering your Integrated Development Plan from offering an excellent programme for service delivery?	<i>Leadership qualities for electing councillors should be reconsidered or new criteria to elect public representatives must be put in place. Public Representatives and officials must not be seen conniving to do</i>

	<p><i>wrong things. People who can articulate issues are sometimes not allowed to voice their grievances.</i></p>
<p>13. Comparing your municipality with others in South Africa, what is your opinion?</p>	<p><i>This could be the best town because we have mines and agriculture, but unfortunately policies and action plans are not well implemented, to be honest I am disappointed to be a resident of this municipality.</i></p>