

**THE IMPACT OF THE LOCAL GOVERNMENT TURNAROUND
STRATEGY ON PUBLIC PARTICIPATION AND GOOD
GOVERNANCE WITH REGARD TO THE INTEGRATED
DEVELOPMENT PLANNING PROCESS: THE CASE OF
MANGAUNG METROPOLITAN MUNICIPALITY**

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DECLARATION OF INDEPENDENT WORK

DECLARATION WITH REGARD TO INDEPENDENT WORK

I, LETSHEGO PATRICIA MATHANE, identity number [REDACTED] and student number 205059392, do hereby declare that this research project submitted to the Central University of Technology, Free State for the Degree MAGISTER TECHNOLOGIAE: PUBLIC MANAGEMENT, is my own independent work; and complies with the Code of Academic Integrity, as well as other relevant policies, procedures, rules and regulations of the Central University of Technology, Free State; and has not been submitted before to any institution by myself or any other person in fulfilment (or partial fulfilment) of the requirements for the attainment of any qualification.

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ABSTRACT

During 2009 the State of Local Government in South Africa 2009 Report, (2009:71-75) showed that much of local government is in distress and it also showed that much of the local government municipalities faced serious challenges such as the lack of service delivery, poor financial management and weak integration between the Integrated Development Plan (IDP) and the Local Economic Development (LED). To improve the performance of the municipalities, the national government approved a comprehensive Local Government Turnaround Strategy (LGTAS) that serves as a country-wide intervention with the aim to address the communities' increasing dissatisfaction with poor municipal services, as well as to improve the administrative and financial performance of all municipalities.

The purpose of the study was to investigate the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance with respect to the Integrated Development Planning (IDP) process in the Mangaung Metropolitan Municipality. It was found during the literature review that although the Local Government Turnaround Strategy (LGTAS) was successfully incorporated in the Mangaung Metropolitan Municipality Integrated Development Plan Review of 2013/2014, more needs to be done to ensure that the medium-term priorities are effectively implemented to promote good governance, and effective service delivery of Mangaung Metropolitan Municipality. The study found that although the Mangaung Metropolitan Municipality has a well-planned and well-structured community engagement strategy to promote effective public participation, more needs to be done to ensure that the communities are effectively represented during the various public participation consultation activities to ensure that the needs of the majority of the communities are addressed. The study also found that the Mangaung Metropolitan Municipality has well-defined strategies to promote good governance in its Integrated Development Plan (IDP), the effective implementation remains a challenge.

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LIST OF ABBREVIATIONS

AGSA:	Auditor General South Africa
COGTA:	Cooperative Governance and Traditional Affairs
DBSA:	Development Bank of Southern Africa
DFA:	Development Facilitation Act
DEAT:	Department of Environmental Affairs and Tourism
DWA:	Department of Water Affairs
EPWP:	Expanded Public Works Programme
GEAR:	Growth Employment and Redistribution Strategy
IGFRA:	Inter Governmental Fiscal Relations Act
LED:	Local Economic Development
LGTAS:	Local Government Turnaround Strategy
LGMS:	Local Government Municipal Systems Act
LUMB:	Land Use Management Act
LGSETA:	Local Government Sector Education and Training Authority
MTAS:	Municipal Turnaround Strategy
MTREF:	Medium Term Revenue Expenditure Framework
MOU:	Memorandum of Agreement
NCU:	National Coordinating Unit
NSDP:	National Spatial Development Perspective
PIMMS:	Planning, Implementation and Management Support Systems

PGDS: Provincial Growth Development Strategy

RSA: Republic of South Africa

RDP: Reconstruction and Development Plan

SALGA: South African Local Government Authority

SETA: Sector Education Training Authority

SDF: Spatial Development Framework

SDBIP: Service Delivery and Budget Implementation Plan

WPLG: White Paper on Local Government

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CHAPTER ONE

RESEARCH BACKGROUND, PROBLEM STATEMENT, HYPOTHESIS, METHODOLOGY AND KEY CONCEPTS

1.1 INTRODUCTION

Local government is a key role player in the transformation and development process in South Africa. Since 1996 the government introduced a variety of policy directions to ensure that local government would play a meaningful role in the development and welfare of its citizens, such as Integrated Development Planning (hereinafter referred to as the IDP), Local Economic Development (LED) and lately the Local Government Turnaround Strategy (hereinafter referred to as LGTAS) that was approved by the Cabinet in December 2009.

Section 25 of the Local Government Municipal Systems, Act 2000 (Act 32 of 2000), (hereinafter referred to as the Municipal Systems Act, 2000) provides that all municipalities must adopt a single, inclusive strategic plan for the development of its area of responsibility. Integrated Development Planning (IDP) has been introduced in 1996 to ensure the sustainable provision of services, to promote social and economic development, to promote a safe and healthy environment, to give priority to the basic needs of communities and to encourage community participation.

The Integrated Development Planning (IDP) process refers to a process through which municipalities prepare a strategic development plan for a five year period. Therefore, in terms of the Municipal Systems Act 2000, all municipalities have to compile an annual Integrated Development Plan (IDP). This plan is the principal strategic planning tool that guides and informs all management, planning, decision-making and actions on which annual budgets are based on in a municipality. The Integrated Development Plan (IDP) document contains the municipal councils' development priorities, strategies, objectives, performance indicators and a financial plans.

The Municipal Systems Act, 2000 also emphasises public participation when stating that “a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance.” Public participation in the Integrated Development Planning process serves to fulfill four major functions, namely: to take community needs and problems into account; to use the knowledge and experience of local communities in order to arrive at appropriate and sustainable solutions for problems and measures for problems; to encourage cooperation and partnerships between municipal government and residents for the Integrated Development Plans implementation and maintenance; and to ensure that it is a public event and a forum for negotiating conflicting interests in order to create a basis for increased transparency and accountability of local government towards local residents (DPSA, IDP Guide Pack, I, 2000:38).

A useful starting point towards defining good governance is provided by the King’s report on Cooperating Governance as mentioned by Edwards, (2008:48-49) that sets out seven primary characteristics of good governance namely, discipline and commitment by the senior management to promote sound ethical behaviour; transparency, avoidance of conflict of interest, accountability, responsibility, fairness and social responsibility. In the light of the above good governance in this dissertation refers to the following as cited by the Edwards, (2008:49) namely:

- Accountability is the key requirement of good governance that requires that public institutions must be able to account for their actions to the public.
- Responsiveness entails that public institutions and processes must be responsive to the needs of the public.
- Effectiveness and efficiency entails that public institutions have to produce results that meet the needs of the society while making the best use of available resources.
- Transparency requires that information must be freely available and directly accessible to those who will be affected by the decisions and the enforcement thereof.

- Public participation as a key cornerstone of good governance requires participation of the public in government affairs that will affect them.

Despite significant improvements in service delivery by local government in South Africa since 1994, most municipalities face a widening gap between the demand and supply of services. Municipalities across South Africa rapidly gained a reputation for inefficiency, corruption and incompetence. The recent incidents of unrest at the local sphere of government raise questions about the municipalities' ability, to provide effective services and good governance (State of Local Government in South Africa Report, 2009:4-5).

To improve the performance in municipalities the national government therefore approved the Local Government Turnaround Strategy (LGTAS) at the end of 2009. The twin over-arching aim of LGTAS, and the policy direction as an overall intervention, is firstly to restore the confidence of the public in municipalities as the primary deliverer sphere. Secondly, it aims to re-build and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government (Department of Co-operative Governance and Traditional Affairs (CoGTA), 2010:3). The Local Government Turnaround Strategy (LGTAS) is based on five strategic objectives to ensure that local governments will play a meaningful role as envisaged in the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) (hereinafter referred to as the Constitution, 1996).

The former Mangaung Local Municipality was established in 2000 with the amalgamation of four former transitional councils. However, the Mangaung Metropolitan Municipality, a category A municipality was established directly after the April 2011 municipal elections. In terms of the Municipal Structures Act, 1998 (Act 117 of 1998) (hereinafter referred to as Municipal Structures Act, 1998) a category A municipality comprises the areas of jurisdiction of multiple local governments that are densely populated and have an intense movement of people, goods and services, that are extensively developed or urbanised and that have more than one central business district, industrial area and concentration of employment within the area. This study aims to explore the impact of the Local Government Turnaround Strategy (LGTAS) with

respect to public participation and good governance as part of the Integrated Development Planning (IDP) process by the newly established Mangaung Metropolitan Municipality in its geographical demarcated responsibility area.

1.2 PROBLEM STATEMENT

The State of Local Government in South Africa Report, (2009:37-38) showed that there are serious challenges with the implementation of the Integrated Development Plans (IDP) in most municipalities. The report further indicated that the Integrated Development Planning process's (IDP's) credibility does not necessarily mean effective implementation and that in some municipalities the service delivery challenges becomes overwhelming. Another concern raised by the State of Local Government in South Africa Report, (2009:37-38) holds that accountability of municipalities to communities concerning the implementation of the Integrated Development Plan (IDP) remains a challenge. Another challenge is the minimum participation of councilors in the Integrated Development Planning (IDP) process. As a result of these and other challenges stated in the State of Local Government in South Africa Report, (2009:12) one could argue that the majority of the municipalities faced difficult circumstances concerning the successful implementation of their Integrated Development Planning process. The research problem therefore revolves around the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance with respect to the Integrated Development Planning (IDP) process of the Mangaung Metropolitan Municipality.

The research questions are as follows:

- What are the theories, principles and legislative requirements associated with Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS)?

- What are the key requirements, purposes, objectives, and components of public participation and good governance linked to Integrated Development Planning (IDP)?
- What are existing policies, systems, structures, approaches and operations with respect to public participation and good governance of the Integrated Development Planning (IDP) and Local Government Turnaround Strategy (LGTAS) within the Mangaung Metropolitan Municipality?
- How effective are the policies, systems, structures, approaches and operations of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance of the Integrated Development Plan (IDP) in the Mangaung Metropolitan Municipality?
- What recommendations may be made to ensure the effective and efficient implementation of public participation and good governance as part of the Local Government Turnaround Strategy (LGTAS) and Integrated Development Plan (IDP) within the Mangaung Metropolitan Municipality?

1.3 MAIN OBJECTIVES/CO-OBJECTIVES

In the light of the above, the main aim of this study is to investigate the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance with respect to the Integrated Development Planning (IDP) process in the Mangaung Metropolitan Municipality. Emerging from the above aim, the study has the following primary objectives:

- To investigate through the extensive literature and policies, the requirements, purpose, principles, objectives, and components of the Integrated Development Plan (IDP) and Local Government Turnaround Strategy (LGTAS).

- To investigate through extensive literature and policies the requirements, purpose, objectives, components and linkages of public participation and good governance of the Integrated Development Planning (IDP) process.
- To explore policies, systems, structures, approaches and operations on the implementation of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance of the Integrated Development Planning (IDP) process in the Mangaung Metropolitan Municipality.
- To determine through an evaluation of the latest annual review reports as well as through structured interviews the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance.
- To make recommendations based on research findings in order to improve public participation and good governance of the Integrated Development Plan (IDP) in the Mangaung Metropolitan Municipality.

1.4 LITERATURE REVIEW

Since 1994, Local Government has been responsible for social and economic development, sustainable service delivery and the infrastructure of communities. The Constitution of the Republic of South Africa, 1996 and other conclusive acts also demands local government to ensure sustainable provision of basic public services, to promote social and economic development, to promote a safe and healthy environment, to give priority to the basic needs of communities and to encourage community participation. In order to fulfill this developmental role the Integrated Development Plan (IDP) was introduced in 1996 as a strategic planning framework to promote sustainability.

The Integrated Development Plan (IDP) refers to a process through which municipalities prepare a strategic development plan for a five year period. Therefore, in terms of the Municipal Systems Act, 2000 all municipalities have to compile an annual Integrated Development Plan. This plan is the principal strategic planning tool that guides and

informs management, planning, decision-making and actions on which annual implementation and management support systems have been put in place by the former Department of Provincial and Local Government to support the Integrated Development Planning (IDP) process. It includes a training programme based on a set of guidelines, Integrated Development Planning (IDP) funding, the establishment of implementation and management support systems (PIMMS) in most districts, as well as an Integrated Development Plan (IDP) task team and provincial support programme (State of Local Government Report, 2009:4-5).

However, it is only since 2002 that municipalities completed an integrated development plan for a five-year period as compelled by the Municipal Systems Act, 2000. An assessment of the Integrated Development Planning (IDP) process was conducted by the former Department of Provincial and Local Government during 2006. The report indicated that around 90% of Integrated Development Plans (IDP's) were submitted and adopted by municipalities. It was also found that although the preparation of the Integrated Development Plan (IDP) is often inadequate, the involvement of some councilors and senior officials in the local government arena were high. The fact that most municipalities set up Integrated Development Plans (IDPs) and representative forums to facilitate community and role players' participation in this process, was also highlighted in the report (Van Niekerk, 2012:57-58).

The State of Local Government in South Africa 2009 Report, (2009:71-75) showed that much of the local government sphere is in distress. The report further showed that much of the local government municipalities faced challenges such as huge service delivery and backlog challenges, weak integrative focus between Integrated Development Plans (IDP's) and Local Economic Development (LED); increasing backlogs, poor financial management, poor audit outcomes and credible budgets, poor communication and accountability relationships with communities, political administrative interface, corruption and fraud, a number of violent service delivery protests and insufficient municipal capacity due to a lack of scarce skills. To improve the performance in municipalities, the national government approved a comprehensive LGTAS at the end

of 2009. Since the end of 2009 all municipalities have to consolidate their Integrated Development Plan (IDP) and budgets with the priorities of the Local Government Turnaround Strategy (LGTAS). The implications are that all municipalities (Metropolitan, District and Local Municipalities) must incorporate their own tailor-made Municipal Turnaround Strategy (MTAS) into their Integrated Development Plan (IDP), as well as into their budgeting, monitoring, evaluation and reporting process (Van Niekerk, 2012:55). The above Local Turnaround Strategy (LGTAS) and Integrated Development Plan (IDP) process meant a significant step towards institutional transformation within the sphere of local government.

The former Mangaung Local Municipality Municipality developed its own Municipal Turnaround Strategy (MTAS) during 2010 that has been prepared against the background of the Local Government Turnaround Strategy (LGTAS) approved by Cabinet in December 2009. After the 2010 elections the newly established Mangaung Metropolitan Municipality Municipal Turnaround Strategy (MTAS) focused on the rebuilding and enhancing of basic service delivery, in order to ensure good governance and public involvement by improving the efficiency and effectiveness of operations, to return the municipality to financial stability, and to ensure that local economic development as well as the development and refinement of a spatial development framework (Mangaung Metropolitan Municipality Turnaround Strategy, 2011:1-3).

1.5 METHODOLOGY

This study followed a two-pronged approach, namely a literature study and a questionnaire used during structured interviews. The literature study was based on a qualitative study, which included literature, legislation, policy documents, journal articles, books, conference papers, the Internet, government reports, IDP plans and annual review reports. The population of this study consisted of the following with whom structured interviews were conducted, namely:

- The community participation and IDP Acting Director of Mangaung Metropolitan Municipality; and
- 15 (fifteen) ward committee members.

The probability random sampling method was used to select ten of the forty five(45) ward committee members that took part in the structured interviews. Leedy, (1989:154) is of the opinion that randomisation means selecting a sample from the whole population in such a way that the characteristics of each of the units of the sample approximates the characteristics of the total population. The reason for the use of the above sampling method was to gather more accurate information than what might have been obtained if one had studied the entire population (Brynard & Hanekom, 2006:43).

A questionnaire was developed using a closed and open-ended questioning methods as to elicit information. A pilot study was conducted with the Integrated Development Plan (IDP) Acting Director of the Department of Cooperation and Traditional Affairs of the Free State Provincial Government to test the quality of the material to use and the appropriateness of the research interview questionnaire.

1.6 LIMITATIONS

The study contains certain limiting conditions, namely:

- External factors that may have an influence on the study, such as the commitment and willingness of participants to participate in the structured interviews.

1.7 MANGAUNG METROPOLITAN MUNICIPALITY: CASE STUDY

This section deals with the profile of the Mangaung Metropolitan Municipality. The geographical orientation, a map and the demographics, management structure, household structure, growth and development, human capacity, employment, housing, electricity, health and wellbeing, medium term financial plan and budgeting and

challenges of the Mangaung Metropolitan Municipality Integrated Development Plan (IDP) and its budgetary process are presented.

1.7.1 Profile of the Mangaung Metropolitan Municipality

This subsection deals with the profile of the Mangaung Metropolitan Municipality, together with the municipal location.

1.7.1.1 The Mangaung Metropolitan Municipality geographical area

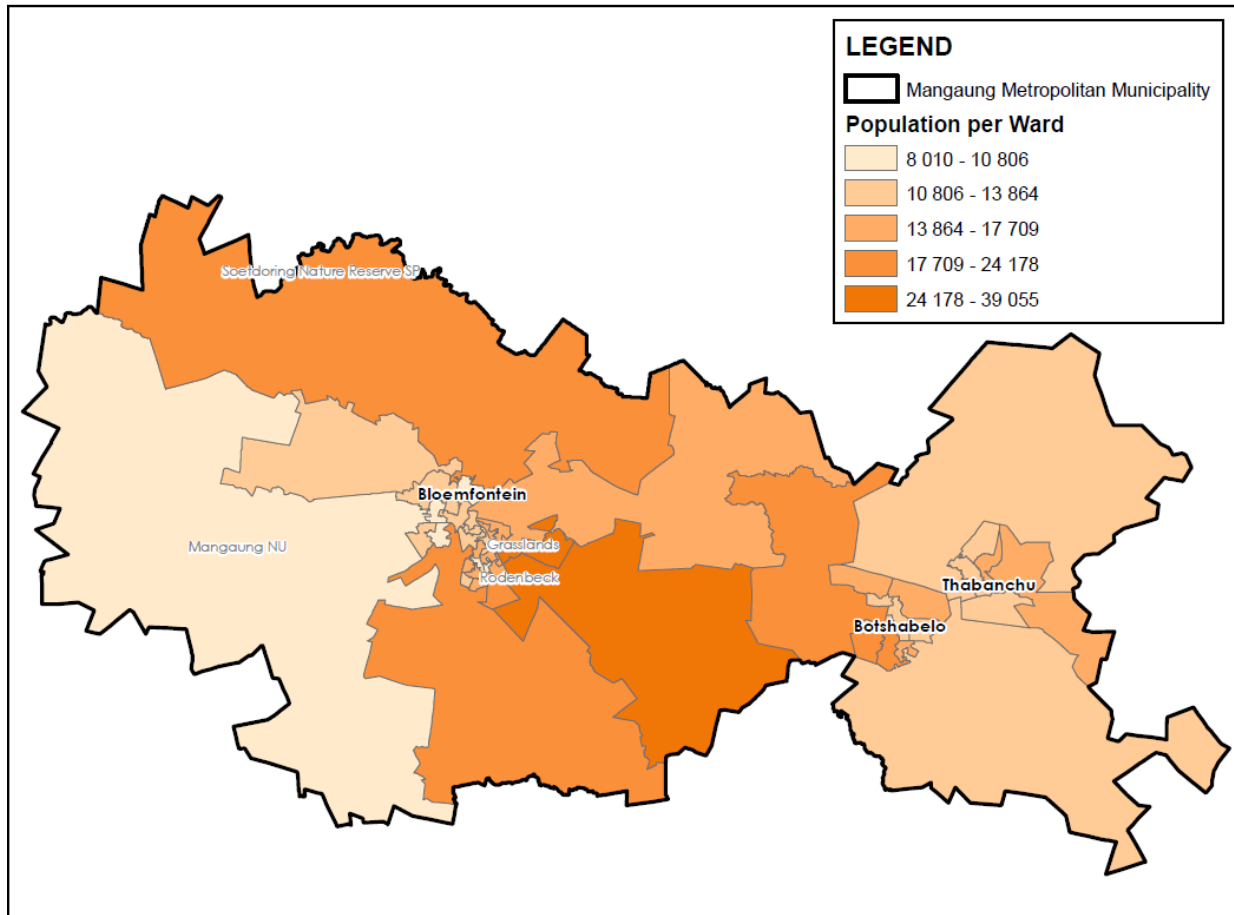
The former Mangaung Local Municipality (MLM) was established in 2000 as a category B municipality, but in April 2011 the Mangaung Metropolitan Municipality (MMM) as a category A municipality was established. The area of the Mangaung Metropolitan Municipality covers a total of 6 863 km². The area covers 6 863 km² and comprises three prominent urban centres, which are surrounded by an extensive rural area. The three urban centres include Bloemfontein, Botshabelo and Thaba Nchu. The Mangaung Metropolitan Municipal area is centrally located within the Free State Province. The Mangaung Metropolitan area is accessible via national infrastructure including the N1 (which links Gauteng with the Southern and Western Cape), the N6 (which links Bloemfontein to the Eastern Cape), and the N8 (which links Lesotho in the East with the Northern Cape in the West via Bloemfontein) (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013-2014, 2013:41).

Mangaung Metropolitan Municipality is situated in Bloemfontein which is the sixth largest city in South Africa and the capital of the Free State Province. Bloemfontein is the Judicial Capital of South Africa and serves as the administrative headquarters of the Free State Province. The city represents the economic hub of the local economy. The area is also serviced by an east/west and north/south railway line and the Bram Fischer International Airport (Mangaung Metropolitan Municipality's Integrated Development Plan, Review 2013/2014, 2013:41).

The second urban centre includes Botshabelo which is located 55km to the east of Bloemfontein and represents the largest single township development in the Free State Province. Botshabelo was established in the early 1980s and was intended to provide the much needed labour in Bloemfontein without the inconvenience of having labour at the employers' doorstep (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:41)

The third urban centre includes Thaba Nchu which is situated 12km further to the east of Botshabelo and used to be part of the former Bophuthatswana "Bantustan". As a result it exhibits a large area of rural settlements on former trusts lands (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2012:41).

Figure 1.1 A map of the Mangaung Metropolitan Municipality’s area of responsibility



(Source: Mangaung Metropolitan Municipal Integrated Development Plan, Review 2013-2014, 2013:42).

1.7.2 Demographics

Mangaung’s population is growing at a faster pace. According to Stats SA in the Mangaung Metropolitan Integrated Development Plan, Review 2013/2014, (2013:42) there were 747 431 people residing in the jurisdiction of the Mangaung Metropolitan Municipality area. This figure increased from 2001 to 2011. The highest increase has been recorded among Indians or Asians, followed by Whites as indicated in Table 1.1.

The relative development of the city of Bloemfontein in particular as a regional hub, has attracted a number of people hoping to improve their livelihood's chances. Moreover, due to it being endowed with educational facilities of high quality, Bloemfontein attracts students across the province and the country. Many of the students end up finding employment in the Bloemfontein area after completing their studies, thereby remaining permanently in the Mangaung Metropolitan Municipal area in most cases. Table 1.2 below illustrates the population since 2001 until 2011.

Table 1.1 Mangaung Population, 2001-2011

Population Group	2011	2001	Increase/Decrease (%)
Black	622 383	534,429	16%
Coloured	37 337	32,022	17%
Indian or Asian	3 204	962	23,3%
White	82 291	78,025	5%
Other	2217	0	22%
Total	747 431	645,438	16%

(Source: Stats SA in Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013-2014, 2013:43).

The above table shows that there was an increase in the total population of the Mangaung Metropolitan Municipality since 2001 until 2011. The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013-2014, (2013:43) further states that the Mangaung Metropolitan Municipality should pay attention to the volume of migration to the area. As such special attention should be paid to monitoring migration into the metropolitan area with the aim of developing and implementing appropriate

intervention plans. The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:41) further states that Bloemfontein attracts students across the province and the country due to the educational facilities of high quality in the city. Many of the students end up finding employment in the city upon completing their studies, thereby remaining permanently in the Mangaung Metropolitan Municipal area.

1.7.3 Management structure

The Mangaung Metropolitan Municipal administration is divided into many different directorates and sub-directorates, all of which deliver specific services. Some sub-directorates focus on service delivery, whilst others are more concerned with internal affairs, such as the Corporate Services. The administration of the Mangaung Metropolitan Municipality is based on seven departments, as well as an executive support that are vested in two Deputy Executive Directors in the Office of the Service Delivery and Budget Implementation Plans (SDBIPs). These are required by the Municipal Finance Management Act (MFMA), 2003 and are central to the establishment of Mangaung Metropolitan Municipality's performance management system (Mangaung Metropolitan Municipality, 2013:1).

The top level of the Service Delivery and Budget Implementation Plans (SDBIPs) includes the objectives and targets for each Directorate, relative to what should be implemented during the year. These also incorporate parts of the Integrated Development Plan (IDP) Programmes that are relevant to each specific Directorate, as well as the statutory plans for which they are responsible. The Service Delivery and Budget Implementation Plans (SDBIPs) therefore form the key mechanism for monitoring the different responsibilities that each Directorate must fulfill.

1.7.4 Household Structure

In 2001 there were 185 013 households in the former Mangaung Local Municipality. However during 2011 the households in the Mangaung Metropolitan Municipality have increased to 231 921. The average household size in 2001 was 3,4% and in 2011 the

size has decreased to 3,2%. Although the majority of households are headed by men, female headed households have also increased rapidly from 40,6% in 2001 to 40,8% in 2011 (Mangaung Metropolitan Municipality Integrated Development Plan 2013/2014, 2013:47).

1.7.5 Growth and Development

According to the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:98) the economy of the Mangaung Metropolitan Municipality continues to experience a positive growth pattern with a modest increase in job creation. However, the economic growth of the area is not sufficient to address the high rise in youth unemployment as well as to eradicate poverty effectively. Bloemfontein, as the first urban centre of the Mangaung Metropolitan Municipality, serves as the hub of economic activities in the municipal area, as well as in the Free State Province. The Mangaung Metropolitan Municipality Integrated Development Plan Review 2013/2014, (2013:51-53) further maintains that the area of the Mangaung Metropolitan Municipality is the largest contributor to the Gross Value Product (GDP) of the Free State Province. The majority of economic sectors have declined since 1996 until 2011. Examples of this economic sector decline include a decline in agriculture from 1,55% in 1996 to 1,2% in 2011. This is followed by a decline of 0,5 % in 1996 to 0,3% in 2011 in manufacturing, and a decline in construction from 1,7% in 1996 to 1,1% in 2011 as well as a decline in wholesale and retail trade from 2,2% in 1996 to 2,1% in 2011. The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:98) further identified rural development as the most important strategy to ensure food security. The emphasis and investments of the Mangaung Metro Rural Development Implementation Plan as provided in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:98) not only strengthen the fight against poverty, but it would also create employment opportunities and rejuvenate the economies of the rural area. The human capacity development aspects will be discussed below.

1.7.6 Human Capacity Development

According to the Mangaung Metropolitan Municipality's Annual Performance Report 2011/2012, (2012:13) education is one of the key pillars of fighting the problem of ubiquitous poverty in the Mangaung Metropolitan Municipality area. The area has institutions that cater for all levels of education commencing from pre-school, primary and secondary education to Further Education and Training (FET) and tertiary institutions.

As such, Bloemfontein as the first urban centre of the Mangaung Metropolitan Municipality is well positioned to nurture the skills of its citizens as well as those of neighbouring municipalities (Mangaung Metropolitan Municipality's Annual Performance Report 2011/2012, 2012:13).

1.7.7 Employment

Bloemfontein as the administrative headquarters of the Free State Provincial Government offers a large number of employment opportunities within the community services sector. According to Stats SA in the Mangaung Metropolitan Municipal Integrated Development Plan, Review 2013/2014, (2012:52) the unemployment rate decreased from 40.1% in 2001 to 27,7% in 2011. The Mangaung Metropolitan Municipality Integrated Development Plan, Review, 2013/2014, (2013:52) further indicated that the youth unemployment rate was in 2001 49,1% in 2001 and it decreased to 37,2% in 2011. However, youth unemployment is still unacceptably high and it remains a challenge that the Mangaung Metropolitan Municipality needs to address.

1.7.8 Housing

Bloemfontein as the first urban centre of the Mangaung Metropolitan Municipality faces a huge housing backlog compared to other municipalities in the Free State Province.

More than half of the population in the Bloemfontein area resides in township areas of the city as a result of Bloemfontein being perceived as an economic hub of the Free State Province and people believing that there are better work prospects and better living conditions in this region. The Mangaung Metropolitan Municipal Integrated Development Plan, Review 2013/2014, (2013:56) indicated that there was an increase in the provision of formal housing from 71,9% in 2001 to 84,4% in 2011. There was also a decrease from 23,7% to 14,2% in the informal dwellings in that more formal houses had been provided through a range of government housing programmes. The Review Report further holds that the housing backlog in 2010 was 53,820 houses. In cooperation with the Provincial Department of Human Settlements the Mangaung Metropolitan Municipality's old and dilapidated houses were demolished and replaced with new houses in the Batho Township area as part of the urban renewal project. Another housing project is the Brandwag project where a total of 1052 low cost rental units are built. This will project will increase the economic integration of the area in the sense that it is in close proximity of businesses, educational, health and recreational facilities. The Mangaung Metropolitan Municipality Integrated Development Plan Review 2013/2014, (2013:59) further showed that the Mangaung Metropolitan Municipality together with the City and Housing Development Agency (HAD) aimed at ensuring that all urban informal initiatives are properly coordinated in terms of prioritization, development planning, resources allocation and implementation. A summary of the medium term financial plan will be discussed below.

1.7.9 Summary of the medium term financial plan

In terms of Section 24 of the Municipal Finance Management Act, 2003 (Act 56 of 2003), the annual budget of the Mangaung Metropolitan Municipality's total revenue is R6,193,762,852, with an operating expenditure of R5,368,472,823 and a capital expenditure budget of R865,988,708 for the financial year 2012/2014. The operating revenue budget is projected at R6,193.7 billion in 2013/2014 representing an increase in revenue of R637,74 million (11.48%) on the 2012/2013 Adjustment Budget of R5,556,million. The allocations for the outer two years of the Medium Term Revenue

Framework period is approximately R6,994,8 billion and R7,629.14 billion respectively (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:306).

Furthermore, the Municipal Finance Management Act, 2003 (Act 56 of 2003) requires the Mayor of the Mangaung Metropolitan Municipality, as in the case of all other municipalities, to provide general political guidance over the budget process and to priorities that must guide the preparation of a budget. According to the Mangaung Metropolitan Municipal Integrated Development Plan, Review 2013/2014, (2013:306) the new National Treasury Budget Regulations, gives further effect to this by prescribing that the Mayor of the Mangaung Metropolitan Municipality must establish a Budget Steering Committee to assist in discharging the mayor's responsibility as set out in Section 53 of the Municipality Financial Management Act, 2003. Compilation of the Mangaung Metropolitan Municipality's annual budget commenced with the presentation of the budget parameters to the Budget Committee, composed of executive political representatives. The committee's terms of reference include the following:

- To provide guidance on budget principles
- To consider draft budget operational and capital parameters
- To review directorates' budget inputs via budget hearings after tabling of the draft budget; and
- To review and advise on the outcome of the Medium-term Expenditure Framework (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:306).

According to the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:23), its Integrated Development Plan (IDP) outlined the key areas after it took into account national and regional development priorities, outcomes and goals for the development of its short to medium term priorities. These are commitments that the Mangaung Metropolitan Municipal Council will take forward. By and large the Mayoral Committee played a significant role in shaping these priorities

and it was necessary to link them to the national, provincial, district and sector department priorities and plans. The Mangaung Metropolitan Municipality identified the following development priorities for the next five years, namely:

- Poverty reduction, job creation , rural and economic development;
- Financial sustainability with focus on revenue enhancement and clean audit targets;
- Spatial development and the built environment;
- Eradication of the bucket system in the Mangaung, Botshabelo and Thaba Nchu areas;
- Human settlements;
- Public transport;
- Environment management and climate change;
- Social and community services; and
- Good governance (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:17, 97 and 307).

1.7.10 Integrated Development Plan 2012-2016 and the Mangaung Metropolitan Service Delivery Budget Implementation Plan (SDBIP)

In terms of the Municipal Finance Management Act, 2003 (Act 56 of 2003) (hereinafter referred to as Municipal Finance Management Act, 2003) all municipalities are mandated to develop a Service Delivery Budget Implementation Plan (SDBIP) that is an integral part of the financial planning process that incorporates the Integrated Development Plan (IDP) and the budget for a specific year. The Service Delivery Budget Implementation Plan (SDBIP) is therefore a detailed plan approved by the Executive Mayor for implementing the Mangaung Metropolitan Municipality Integrated Development Plan (IDP) and its related annual budget (Mangaung Metropolitan Municipality's Annual Performance Report 2011/2012, 2012: 41).

1.8 CHALLENGES OF MANGAUNG METROPOLITAN MUNICIPALITY INTEGRATED DEVELOPMENT PLAN AND BUDGETARY PROCESS

According to the Integrated Development Plan (IDP) Review 2011/2012 Report, (in Van Niekerk, (2012:63-64), the Mangaung Metropolitan Municipality, like any other municipality in the country faces a number of challenges to turn -around its financial and operational affairs. These challenges include the effective management of expenditure, anticipating and monitoring of revenue, maintaining the reserves, and creating and adhering to future medium-term revenue expenditure framework (MTREF) multi-year budgets. Van Niekerk, (2012:64) further mentioned that the Mangaung Metropolitan Municipality also faces serious challenges in terms of service delivery backlogs and financial resources after meeting its 2010 Soccer World Cup commitments. Furthermore, the former Mangaung Local Municipality receives a disclaimer of opinion audit report for the 2009/2010 and 2010/2011 financial years. In its first year as a category A municipality, the Mangaung Metropolitan Municipality received a qualified audit opinion during the 2011/2012 financial year (Auditors General Report on the Audit Outcomes of the Free State Local Government, 2011 to 2012, 2012:37). Thus, although the Local Government Turnaround Strategy was incorporated in the Mangaung Metropolitan Municipality's own tailor-made Municipal Turnaround Strategy (MTAS), one of the most significant challenges in the Mangaung Metropolitan Municipality is to become a financially viable and well-managed Metropolitan municipality.

In light of the above the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:21) cited that an Integrated Development Planning Alignment and Assessment Workshop was convened in April 2013 by the Free State Provincial Department of Cooperative Governance and Traditional Affairs. The workshop was attended by representatives of national, provincial and local government to review the National Development Plan of 2030, the Free State Growth and Development Strategy and the draft Integrated Development Plan of the Mangaung Metropolitan Municipality to ensure that its reviewed Integrated Development Plan (IDP)

is aligned with national and provincial governments plans, outcomes and strategies. As a result of the review the following challenges were identified:

- Ineffective implementation of decentralisation concerning the municipal transformation and institutional development together with a shortage of personnel in critical divisions such as infrastructure departments and supply chain remains a challenge;
- The housing backlogs, and incomplete housing projects still remains a problem;
- The increase in illegal informal settlements and land invasions in areas planned for different development initiatives;
- The development of the Marga Mangrove Metropolitan Municipality disaster management centre;
- Ineffective service delivery such as refuse and waste collection and ensuring reliable water supply remains a challenge;
- Ageing service delivery infrastructure including electricity and water line losses and utilities remains a serious challenge; and
- Ineffective revenue collection due to the reliance on Intergovernmental Relations transfers such as conditional grants remains a challenge (Marga Mangrove Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013: 81-85).

According to the Marga Mangrove Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:88,96) the following aspects are key consideration in the medium to long term as incorporated in the Marga Mangrove Metropolitan Municipal Integrated Development Plan (IDP) and its Local Governments Turnaround Strategy (LGTAS) ten point plan, namely:

- Achieve clean audits by 2014
- Facilitate the development of the N8 corridor development
- Dealing with the fiscal gap by dealing with critical issues such as billing completeness and accuracy, collections efficiency, debtors minimization and

management, tax and tariff increases for existing revenue sources and expenditure efficiencies

- Ensuring the effective implementation of the bulk contribution policy such as the 7000 properties that are not metered for varied services
- Ensure water service supply and sustainability
- Mainstreaming of poverty reduction as incorporated in the IDP
- Developing Botshabelo and Thaba-Nchu to reduce transportation costs on the poor
- Accelerating of Level 2 Housing Accreditation; and
- Leveraging resources for a number of flagship projects namely land development, Inner city redevelopment, and township rehabilitation (including greening, open spaces and cemeteries).

The above challenges are incorporated into current Municipality's Integrated Development Plan to be addressed in the medium to long- term. The layout of chapters in this dissertation will be explained in the next section.

1.9 LAYOUT OF PRELIMINARY CHAPTERS

This study is divided into the following five chapters:

Chapter 1: Introduction and Research background

This chapter outlines the problem statement, research methodology, research questions and objectives.

Chapter 2: Theoretical overview of integrated development planning, local government turnaround strategy and its implementation in the South African local government sphere

This chapter outlines the origin, statutory and regulatory framework as well as the implementation of the LGTAS and IDPs in South African Municipalities.

Chapter 3: Public participation, Integrated Development Planning (IDP) and Good Governance: A Conceptual Practical Interface

Firstly the chapter provides the legislative and policy directives of the national government of South Africa and literature exploration with regard to public participation and good governance with regard to the IDP. Finally, the chapter concludes by giving an account of how public participation and good governance enables municipalities to achieve developmental objectives by means of the IDPs.

Chapter 4: Research Methodology and Empirical Findings of the Local Government Turnaround Strategy (LGTAS) on Public Participation and Good Governance in the Integrated Development Planning (IDP) process: The Case of Mangaung Metropolitan Municipality

This chapter focuses on the research methodology used in this study. The chapter further focuses on the research conducted in the Mangaung Metropolitan Municipality area to explore the impact of the Local Government Turnaround Strategy on public participation and good governance in the Integrated Development Planning process.

Chapter 5: Research Summary and Recommendations

A conclusion is drawn and proposals are made on the impact of the LGTAS on public participation and good governance in the IDP process within the Mangaung Metropolitan Municipality based on the facts analysed from the research findings.

CHAPTER 2

A THEORETICAL OVERVIEW OF INTEGRATED DEVELOPMENT PLANNING, THE LOCAL GOVERNMENT TURNAROUND STRATEGY AND THEIR IMPLEMENTATION IN THE SOUTH AFRICAN LOCAL GOVERNMENT'S SPHERE

2.1 INTRODUCTION

Section 154 of the Constitution of the Republic of South Africa, 1996 provides that the national and provincial governments must support and strengthen the capacity of local authorities by legislative and other measures to manage their own affairs, to exercise their power and to perform their functions. The Constitution, 1996 emphasises that these authorities have a distinctive role in promoting social development and democracy on the local sphere. Giving effect to these constitutional principles it requires all municipalities (Metropolitan, District and Local Municipalities) to manage their administration, budgeting and planning processes in such a manner that they give priority to the basic needs of the community and promote the economic and social development of their people. The introduction of the White Paper on Local Government (WPLG), 1998 reinforced this mandate by recognising the South African local government sphere as being primarily developmental in the sense of being committed to working with communities to find suitable ways to meet their social, economic, and material needs and to improve the quality of the citizens lives. Since 1996 the government introduced a variety of policy directions to ensure that local government would fulfill a meaningful role in the development and welfare of its citizens. In terms of the Local Government Municipal Systems Act, 2000, all municipalities must have an Integrated Development Plan (IDP) and should engage in an annual Integrated Development Planning (IDP) process.

However, the State of Local Government in South Africa Report in 2003 and again in 2009 showed that most municipalities in South Africa routinely receive poor audit reports and are therefore gaining a reputation of poor service delivery, ineffectiveness, incompetence and experiencing high levels of corruption. During 2009, the Department of Cooperative Government and Traditional Affairs (CoGTA) conducted a provincial wide assessment to ascertain the root causes for the poor performance, distress or disfunctionality of municipalities. Drawing from the provincial wide assessments of each of the 283 municipalities and the 2009 State of Local Government in South Africa report, the Department of Co-operative Governance and Traditional Affairs (CoGTA), announced the Local Government Turnaround Strategy (LGTAS). The Local Government Turnaround Strategy (LGTAS) is a comprehensive intergovernmental intervention that identified five areas within the municipalities' operations that need to be addressed and improved. The main aim of the Local Government Turnaround Strategy (LGTAS) is to turnaround the municipalities' performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government (Department of Cooperative Governance and Traditional Affairs (CoGTA),LGTAS, 2009:3-4).

This chapter discusses the origin of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS), as well as the statutory and regulatory framework of Integrated Development Planning (IDP) and Local Government Turnaround Strategy (LGTAS). The nature and extent of typical municipal services and the key performance areas of Integrated Development Planning (IDP) as well as the composition of IDP phases are also discussed in this chapter. The local Government Turnaround Strategy (LGTAS) in context is also discussed to solicit the five strategic objectives and immediate medium-term priorities of this strategy followed by a discussion about the implementation of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS). The next section focuses on the origin of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS).

2.2 THE ORIGINS OF INTEGRATED DEVELOPMENT PLANNING

A useful starting point is to define development. Swanepoel and De Beer (1997:43) define development simply as the opposite of poverty in that development addresses the poverty of people, whereas Wessels and Pauw (1999:100) maintain that development refers to constructive work aimed at improving human welfare. Further, Human (2007:5) asserts that development may be regarded as the process by which poverty is reduced, not only in monetary value, but also in terms of social inclusion and access to goods and services.

Fitzgerald (1997:3-4) cited that during the 1980's the development debate in South Africa was not the main priority as attention was focused on the political struggle during the Apartheid years. In the beginning of the 1990's there was a shift towards the negotiated transition and slowly the development debate began to emerge. Since the first democratic elections has taken place in 1994, and the newly established democratic government has faced enormous challenges such as poverty, inequality and greater access to basic public services. As a result the government began addressing these challenges by enshrining constitutional rights to basic service access, radically reforming economic and sector policies and funding service delivery programmes. One such programme was the Restructuring Development Programme (RDP) that was the first development-oriented approach of the newly established democratic government. Pillay, Tomlinson and Du Toit (2001:23) hold that the Reconstruction and Development Programme was an integrated, coherent socio-economic policy framework that aimed to eradicate poverty and deprivation, to meet the basic needs of communities, to build the economy, to promote the democratising process of the state and society, to develop human resources and to build the nation and addresses spatial settlements. The salient weaknesses of the Reconstruction and Development Programme were that it was not a detailed plan with detailed targets, implementation mechanisms and budgeting. It was rather a statement of a vision, in which development meant, first and foremost the satisfaction of basic needs (Robinson and White (2002:316). Du Plessis, Lundy and Swanepoel, (1998:14-15) further argue that the former Reconstruction and Development Programme (RDP) was the first development-oriented policy since 1994

(IDP, Local Pathway to Sustainable Development in South Africa 2002:4-6). The latter was replaced by the former Growth Employment and Redistribution Strategy (GEAR) and in 2010 by the New Economic Growth Path Plan that hopes to enhance growth, employment creation and equity in South Africa in 2010.

In light of the above, Van Niekerk (2012:55) mentioned that Integrated Development Planning (IDP) has its roots from the United Nations Conference on Environment and Development held in 1992 in Rio de Janeiro. Local Agenda 21 was announced at this conference as attempts of the 180 member states to address sustainable development through a programme of actions at local level. Local Agenda 21's main objectives are to raise awareness of environmental and sustainability amongst the public, to maximise the support and involvement of local communities, and to promote economic development and social progress while reducing environmental impact (DEAT in Van Niekerk, 2010:55). Du Plessis, Lundy and Swanepoel, (1998:13) are of the opinion that the principles of Local Agenda 21 are embedded in the Constitution, 1996 that gives the following mandate to local government, namely: to provide democratic and accountable government for all communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development and to promote a safe and healthy environment.

Except for the Local Agenda 21 initiative, the poor service delivery in township areas during the Apartheid years was appalling; this situation also prompted the idea of integrated development planning (Krige, 1998:13). Therefore, the former Department of Provincial and Local Government initiated the restructuring of local government and introduced the integrated development planning in an attempt to improve the planning process at local government sphere. Integrated Development Planning (IDP) came into effect with the passing of the Local Government Transition Second Amendment Act, 1996 and the White Paper on Local Government, 1998 as a way to promote a developmental local government in South Africa. The enactment required that all transitional metropolitan, district and local municipalities prepare an Integrated Development Planning (IDP). The effect of the enactment has been the introduction of

an instrument that would assist the newly constituted municipalities to execute their functions in a coordinated, strategic, developmental and fiscally responsible manner. The effect of the enactment was the introduction of Integrated Development Planning that guides and informs all management, planning, decision-making and actions on which annual budgets are based in a Municipality. Key characteristics of an Integrated Development Planning (IDP) are that it has a lifespan of five years, and that it is aligned directly to the term of office for local councilors. This means that after every local government election, the new council can adopt the existing Integrated Development Planning (IDP) or develop a new IDP that takes existing plans into consideration.

However, Pillay, Tomlinson and Du Toit (2006:196) contend that this was done in haste, in response to a particular opportunity and that there was no time to develop the concept of the Integrated Development Planning (IDP) before introducing the abovementioned legislation. Most of the municipalities followed a one-size-fits-all approach with the introduction of their first Integrated Development Plan (IDP). Previous governmental interventions such as Project Consolidate and the five year Strategic Local Government Agenda also applied a “one-size-fits-all” approach to restore good performance and effective service delivery of the country’s municipalities (Department of Co-operative Governance and Traditional Affairs (CoGTA), 2009:24). Both of these interventions failed to focus on root causes of local government distress (Vika, 2010:1-4).

Van Niekerk, (2012: 57-58) indicates that although much progress has been made since 2002 with the introduction of Integrated Development Planning (IDP), numerous service delivery protests occurred since 2004 where communities were demanding effective service delivery, infrastructure, housing, electricity and water among other essentials. This situation demanded an urgent response as municipalities were at the centre of delivery. The Presidency, Ten Year Review Report”, (2003:2) showed that the government is making progress on its objectives originated in the Reconstruction and Development Programme that includes meeting basic needs, building the economy, democratising the state and society, developing human resources, and building the

nation. But the report also showed that weaknesses reside at local sphere with the management and implementation of these objectives. However, the report also announced that continuing on the current trajectory would precipitate a vicious cycle of decline in all spheres. It further emphasised the need for greater participation and interaction of communities with the Integrated Development Planning (IDP) processes.

2.3 THE IMPORTANCE OF INTEGRATED DEVELOPMENT PLANNING

According to the White Paper on Local Government, (1998:47), the purpose of integrated Development Planning (IDP), in line with the new paradigm on development planning, is to provide a framework within which municipalities can understand the various dynamics operating within their areas of jurisdiction, develop a concrete vision for their areas and formulate strategies for financing and realising their visions in partnership with other stakeholders. The enactment of the Municipal Systems Act, 2000 underlines the importance that each municipality has to adopt a single, inclusive plan for the development of the municipality.

The Municipal Systems Act, 2000 clearly sets out the principles, processes and mechanisms for municipalities to shift into a new position within the landscape of development. Requirements to enhance Integrated Development Planning (IDP) were introduced in Section 26 of the Municipal Systems Act, 2000 as cited by Van Niekerk, (2012:25) further determines that all Integrated Development Plans (IDPs) must reflect Municipal Councils' vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs. This Municipal Systems Act, 2000 also describes the content requirements to be followed by each municipality in developing their inclusive Integrated Development Plan (IDP). The Municipal Structures Act, 1998 (Act, 117 of 1998) (hereinafter referred to as the Municipal Structures Act, 1998) provides that district municipalities are also responsible for integrated development planning and sets out a framework for integrated development plans. It should also be noted that Integrated Development Planning (IDP) for local municipalities should be aligned with the district municipalities IDP framework. Furthermore, each municipal Integrated Development Plan (IDP)

should be aligned with the provincial sector department's policies and programmes. In addition provincial governments are also responsible for the monitoring of the Integrated Development Planning (IDP) process in the province and to ensure that resources allocations are guided by IDPs (Ceaser & Theron 1999: 60-63).

2.4 AN OVERVIEW OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA), (LGTAS, 2009:19; and (CoGTA), LGTAS, Municipal Guidelines, 2010:3), the Local Government Turnaround Strategy (LGTAS) is a country-wide intervention, with strong emphasis on improving performance, monitoring, governance, and accountability. The primary aim of the Local Government Turnaround Strategy (LGTAS) is to ensure that all municipalities and their communities embark upon a concentrated effort to deal with the root causes undermining the country's municipalities and to restore good performance and effective service delivery. One of the main aims of the Local Government Turnaround Strategy (LGTAS) is to renew the vision of the developmental local government. To do this the Local Government Turnaround Strategy (LGTAS) seeks to improve the organisational and political performance of municipalities and in turn to improve the delivery of services. The goal is to improve the lives of citizens, and progressively meet their social, economic and material needs, thereby restoring community confidence and trust in government (Buthelezi, 1999:21).

On the one hand, the Local Government Turnaround Strategy (LGTAS) strives to address the communities' increasing dissatisfaction with poor municipal service delivery, while on the other hand the intervention strives to improve the administrative and financial performance of all municipalities. The latter was confirmed by the Auditor-General South Africa (AGSA) Report on Local Government 2007/2008. (Van Niekerk, 2012:58) noted that an overwhelming number of municipalities had received poor audit opinions, either disclaimers or qualified opinions, due to mismanagement and a lack of control systems. The Local Government Turnaround Strategy (LGTAS) approach required every municipality to draw up its own tailor-made Local Government Turnaround Strategies that should be known as a municipality's own Municipal

Turnaround Strategies (MTAS) by April 2010 to remedy problems in the area of jurisdiction (The Department of Cooperative Governance and Traditional Affairs (CoGTA), 2009:43). Subsequently, the Municipal Turnaround Strategies (MTAS) should find expression in the municipality's own Integrated Development Plan (IDP), as it is intended to address the key strategies of the municipality through key projects. These projects must be aligned to the strategies and priorities of the municipality, Integrated Development Plan (IDP) and the budget (Lekgoro, 2011:4-6). This means that the Municipal Turnaround Strategy (MTAS) for each municipality cannot exist outside that municipality's Integrated Development Plan (IDP). Thus, the Local Government Turnaround Strategy (LGTAS) provides the municipality with guidelines for action, as well as with resources for support, which must be reflected in the Integrated Development Plan (IDP). Annual and mid-term budgeting is also based on the Integrated Development Plan (IDP) of a municipality. However, a municipality's budget is neither an implementation plan nor a management plan. In terms of the Local Government: Municipal Finance Management Act, 2003 the Service Delivery and Budget Implementation Plan (SDBIP) gives effect to the implementation of the municipal IDP and budget. It furthermore provides the basis for measuring performance in service delivery against end-of-year targets and budget implementation (Sol Plaatje Municipality, 2010:28). One could argue that the Service Delivery and Budget Implementation Plan (SDBIP) can be seen as a contract between a municipality's administration, the council and community, expressing the strategic objectives set by the council as quantifiable outputs to be implemented by the administration during a specific financial year.

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA),(2009:19) the Local Government Turnaround Strategy (LGTAS) strives to achieve five strategic objectives, namely;

- To ensure that municipalities meet the basic service needs of their communities
- To build a clean, effective, efficient, responsive and accountable system of local government
- To improve performance and professionalism within municipalities

- To improve national and provincial policy, oversight and support
- To strengthen partnerships between communities, civil society and local government (Department of Co-operative Governance and Traditional Affairs (CoGTA), LGTAS, 2009:19).

Drawing from the State of Local Government in South Africa Report of 2009, Van Niekerk, (2012:58) states that some municipal powers and functions were revised with the enactment of the Municipal Systems Amendment Bill, 2010. The main objective of this bill is to grant the Minister for Co-operative Governance and Traditional Affairs adequate regulatory powers in respect of municipal managers and those directly accountable to them. The Bill furthermore addresses key elements of the Local Government Turnaround Strategy (LGTAS). Due to the inherent vagueness of the Municipal Structures Act, 1998 concerning the power to appoint a municipal manager or someone to act in that position, the Bill transfers this power to the Municipal Systems Act, 2000 that specifies the requirements relating to the skills and expertise that municipal managers must have in order to perform the duties associated with the position. Other amendments include new provisions in the Municipal Systems Act, 2000 that will allow for the appointment of a municipal manager to lapse if a performance agreement is not signed within 60 days. Moreover, any municipal staff member who has been dismissed for misconduct may only be re-employed in a municipality after a certain period of time has elapsed, while a staff member dismissed for financial misconduct, corruption or fraud may not be re-employed in a municipality for a period of ten years. The proposed amendments reaffirm government's commitment to strengthening the performance and accountability of municipalities. This might have an effect on public decision-making, however, in that autonomy is concentrated at the national sphere of government, and one could argue that it could lead to delays in decision-making at local sphere.

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA, LGTAS, Municipal Guidelines, 2010:3-4) the Local Government Turnaround Strategy (LGTAS) has different focus areas: Firstly the focus was on the immediate

priorities prior to the 2011 elections. Secondly, the focus from March 2011 until 2014 will be on medium-term or post-election priorities. The immediate priorities prior to the 2011 elections consisted of four phases that commenced at the end of January 2010 and concluded in March 2011. The first phases can be seen as a pilot project in which selected municipalities per province developed their respective own Local Government Turnaround Strategies referred to as the municipalities own Municipal Turnaround Strategy (MTAS), followed by the second phase in which all municipalities followed the same process before incorporating their Municipal Turnaround Strategy in their Integrated Development Plan (IDP). The third phase includes the budgeting and approval of each municipality's Integrated Development Plan (IDP), while the fourth phase involves implementation, monitoring and evaluation.

2.5 NATURE AND EXTENT OF MUNICIPAL SERVICES

Service delivery is one of the core functions of a municipality, whereas, Integrated Development Planning (IDP) is a mechanism to fast-track the delivery of services by promoting good governance, effective decision-making, public participation and accountability at local sphere (Nealer, in Van der Waldt et al 2007:102). The objects of local government, the required municipal services and the developmental duties of municipalities are set out in the Constitution, 1996. Section 152 of the Constitution, 1996 indicated that the objectives of local government is to provide a democratic and accountable government to all communities in a specific municipal area. Municipal services should be provided in a sustainable manner, municipalities are responsible for promoting social and economic development, promoting a safe and healthy environment and encouraging the involvement of communities and community organizations in the matters of local government. Whereas, Section 153 of the Constitution 1996, sets out the developmental duties of municipalities in that all municipalities must participate in national and provincial development programmes. Furthermore, this section holds that all municipalities must structure and manage its administration and budgeting and planning processes to give priority to the basic needs

of the community and to promote the social and economic development of the community.

Fox and Meyer, (1995:118) refer to service delivery as the provision of public goods, activities, benefits or satisfaction. The Municipal Systems Act, 2000 refers to basic municipal services that are necessary to ensure an acceptable and reasonable quality of life, and if not provided, would endanger public health or safety or the environment in a specific municipal area. The Municipal Systems Act, 2000 further indicates that a municipal service refers to a service that a municipality provides in terms of its powers and functions or may provide to or for the benefit of the local community irrespective of whether such a service is provided, or is to be provided by an internal or by an external mechanism or fees, charges or tariffs that are levied in respect of such a service or not.

The Constitution, 1996 sets out the powers and functions of municipalities in Section 156 and Schedules 4 and 5. The functions and powers of district and local municipalities that are divided in accordance with the provisions of the Municipal Structures Act, 1998 maintain that metropolitan municipalities' functions and powers are set out in Part B of Schedule 4 and 5. The Municipal Structures Act, 1998 further provides that a district municipality has the following functions and powers conferred on it namely:

- Integrated Development Planning (IDPs) for the district municipality
- Portable water supply systems
- A Bulk supply of electricity
- Domestic waste water and sewage disposal systems
- Solid waste disposal sites
- Municipal roads
- The regulation of passenger transport services
- Municipal airports serving the area of the district municipality as a whole
- Municipal health services
- Responsible for firefighting services, serving the area of the district municipality

- To establishment and control of fresh produce markets and abattoirs serving the area of the major proportion of the municipalities in the district
- To establishment, conduct and control of cemeteries and crematoria serving of a major proportion of municipalities in the district
- The promotion of local tourism for the area of the district municipality
- Responsible for the receipt, allocation and distribution of grants made to the district municipality
- Responsible for the imposition and collection of taxes, levies and duties assigned to the district municipality
- Responsible for municipal public works and
- Any other functions assigned to the district municipality.

A local municipality is authorised to exercise a power to perform the following municipal services as cited in Craythorne, (2006:156-157), namely:

- To provide potable water supply
- To provide a bulk supply of electricity, including the transmission, distribution and – where applicable - the generation of electricity
- To provide a domestic waste-water and sewage disposal systems and
- To provide municipal health services.

Nealer, (in Van der Waldt et al, 2007:151) further states that local municipalities are also responsible, amongst others, for the following municipal services:

- To provide corporate services, for example, the supply of information and statistics
- Responsible for crime prevention and law enforcement
- Responsible for environmental management
- Responsible for housing provisioning and valuations of properties
- Responsible for social development
- To ensure good governance and

- Responsible for disaster management.

Although legislation clearly provides the functions and powers of the local sphere of government, the reality is that the majority of local municipalities struggle to promote effective service delivery. Despite the fact that much progress has been made since 2002 with the introduction of integrated development planning in all municipalities numerous incidents of service delivery protests occurred since 2004 where communities were demanding effective service delivery, infrastructure, housing, electricity and water among other essentials. In response to flaring tensions, government, through the Ministry of Local Government and Traditional Affairs, among others, commissioned a national study on the state of Local Government. The State of Local Government Report, 2009 in Edwards, (2010:58) found widespread municipal corruption and abuse of political office and job status for personal gain. The report further emphasizes that in most instances, municipalities appointed managers who are not capable and competent to provide the necessary leadership and supervision to promote effective service delivery (The Department of Cooperative Governance and Traditional Affairs (CoGTA), LGTAS, 2009:52-53). This situation demanded an urgent response as municipalities were at the centre of delivery. As a result the Department of Cooperative Governance and Traditional Affairs (CoGTA) announced the draft Local Government Turnaround Strategy (LGTAS) in October 2009 at the Local Government Indaba that was subsequently approved by Cabinet in December 2009 in order to address the numerous service delivery challenges at local government sphere (Van Niekerk, 2012:25).

2.6 THE STATUTORY AND REGULATORY FRAMEWORK OF INTEGRATED DEVELOPMENT PLANNING

This section outlines the statutory and regulatory framework that forms the basis for the formulation and implementation of Integrated Development Planning (IDPs) and Local Government Turnaround Strategies (LGTAS).

2.6.1 The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The concept of sustainable development is entrenched in Section 23 of the Constitution of the Republic of South Africa, 1996 and affirms the democratic values of human dignity, equality and freedom. The Constitution, 1996 further emphasises that everyone has the right to an environment that is not harmful to their health or wellbeing. Section 23 of the Constitution, 1996 further affirms the need to secure ecologically sustainable development and the use of natural resources while promoting justifiable economic and social development. Chapter 10 of the Constitution, 1996 sets out the basic values and principles governing public administration. The Constitution, 1996 gives the following mandate to local authorities:

- To provide a democratic and accountable government for all citizens in their jurisdictions
- To promote sustainable provision of services to communities
- To promote social and economic development
- To promote a safe and healthy environment and to
- Encourage community participation in matters of local government.

Section 154 of the Constitution, 1996 provides that national and provincial governments must support and strengthen the capacity of local authorities by legislative and other measures to manage their affairs, to exercise their power and to perform their functions, thereby giving these authorities a distinctive role in promoting social development and democracy on local sphere. The Constitution, 1996 also mandate municipalities with major developmental responsibilities to ensure that the quality of life of its citizens is improved. The role for local government includes the provision of basic services, creation of jobs and eradication of poverty. Section 153 of the Constitution, 1996 implies that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community (Craythorne, 2006:146).

2.6.2 The Development Facilitation, 1995 (Act 67 of 1995)

The Development Facilitation Act, 1995 introduced a new planning ethos in South Africa by providing the general principles for land development and development planning. The Act further places a responsibility on local authorities to promote efficient and integrated land development to encourage environmentally sustainable land development practices and procedures and to prepare their annual Land Development Objectives. The Land Development Objectives imply that land use development should be planned in an integrated and strategic manner. The Land Development Objectives were later incorporated into the municipalities' Integrated Development Plans (IDP) with the introduction of the White Paper on Local Government, 1998.

2.6.3 Land Use Management Bill, 2007

The Land Use Management Bill, 2007 provides the principles that guide the formulation, determination, development and implementation of all policies and legislation in the three spheres of government regarding land development and land use management. To facilitate the land development process, the Bill further requires each municipality to align its Spatial Development Framework (SDF) a component of the Integrated Development Plan (IDP) and land use scheme with the framework for Integrated Development Planning (IDPs).

2.6.4 The Local Government Transition Second Amendment Act, 1996 (Act 97 of 1996)

This Act as well as the Draft Local Government Municipal Systems Bill, 1999 require that all municipalities have an Integrated Development Plan (IDP). It also requires that Metropolitan councils and local authorities must prepare their financial and other plans in accordance with their Integrated Development Plans (IDPs). These authorities have to monitor and assess their performance against their Integrated Development Plan

(IDP) and also report to and receive comments from their communities regarding the objectives set in the IDPs.

2.6.5 Inter Governmental Fiscal Relations Act, 1997 (Act 57 of 1997)

The Inter Governmental Fiscal Relations Act, 1997 provides the framework that permits the implementing of the sharing of state financing between the three spheres of government in support of Section 214 of the Constitution, 1996.

2.6.6 White Paper on Local Government, 1998

Integrated Development Planning (IDP) came into effect with the passing of the Local Government Transition Second Amendment Act, 1996 and the White Paper on Local Government, 1998 to promote a developmental local government in South Africa. It requires municipalities to address the following:

- The skewed settlement patterns which are functionally inefficient
- The extreme concentrations of taxable economic resources in formerly white areas, demanding redistribution between and within local areas
- To manage backlogs in service infrastructure in historically underdeveloped areas
- To entrench modes of decision-making, administration and delivery inherited from municipalities geared for the implementation of urban and rural apartheid
- The inability to leverage private sector resources for development due to a breakdown in the relationship between capital markets and local authorities
- The substantial variations in capacity, with some local authorities having little or no pre-existing institutional foundations to build on
- The need to rebuild relations between local authorities and the local communities they serve (Kroukamp, 2006:23; White Paper on Local Government, 1998:17).

The White Paper on Local Government, (1998:18) maintains that Integrated Development Planning (IDPs) is a way of achieving developmental local government.

The White Paper on Local Government (1998:18) also stipulates that an Integrated Development Plan (IDP) intends:

- To align scarce resources around agreed policy objectives
- To ensure integration between sectors with local government
- To enable alignment between provincial and local government
- To ensure transparent interaction between municipalities and residents, making local government accountable.

The central theme of the White Paper on Local Government, 1998 is the need for municipal councils to become more developmental in focus. It further states that local government should fulfill its mandate to improve and accelerate the delivery of essential services and development.

2.6.7 Local Government Municipal Systems Act, 2000 (Act 32 of 2000) and Amendment Act, 2011 (Act 7 of 2011)

The Municipal Systems Act, 2000 (Act 32 of 2000) sets out the principles, processes and mechanisms for municipalities to shift into a new position within the landscape of development and included in these is the Integrated Development Planning process.

Section 25 (1) of the Municipal Systems Act, 2000 requires the municipal council, within a prescribed period after the start of its elected term, to adopt a single, inclusive and strategic plan for the development of the municipality namely:

- To link, integrate and coordinate plans and take into consideration proposals for the development of the Municipality
- To align the resources and capacity of the municipality with implementation of the plans
- To form the policy framework and general basis on which annual budgets must be based
- To comply with the provisions of Chapter 5 of the Act

- To ensure that the national provincial development plans and planning requirements are binding on the municipality in terms of legislation
- In the light of the above, it means that all municipalities (i.e metropolitan district municipalities and local municipalities) should undertake an integrated development planning process to produce integrated development plans.

Section 26 of the Municipal Systems Act, 2000 further outlines the core components of the Integrated Development Plan (IDP) of a municipality to 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;
- The councils operational strategies
- Applicable disaster management plans
- A financial plan, which must include a budget projection for at least the next three years.

Furthermore, Section 41 of this Act also provides the key performance indicators and performance targets determined.

The Municipal Systems Amendment Act, 2011 (Act 7 of 2011) sought to professionalize local governance by ensuring that officials holding senior positions have the appropriate qualifications and that there is no conflict of interest between political office and local government administering by barring political office bearers from holding senior

positions in municipalities. Section 56 A (1) states that “A municipal manager or manager directly accountable to a municipal manager may not hold political office in a political party, whether in a permanent, temporary or acting capacity”. Section 57 A (1) further states that “Any staff member dismissed for misconduct may only be re-employed in any municipality after the expiry of a prescribed period” Section 57 A (3) of the Municipal Systems Amendment Act, 2011 further stipulates that “A staff member dismissed for financial misconduct, corruption or fraud, may not be re-employed in any municipality for a period of ten years.

2.6.8 Intergovernmental Relations Framework 2005 (Act, 13 of 2005)

The Intergovernmental Relations Framework Act, 2005 presents an important support mechanism to the Integrated Development Planning (IDP) process and provides for the obligation of all spheres of government to allow their own planning processes to be influenced by the municipal Integrated Development Plans (IDPs) and the Local Government Turnaround Strategy (LGTAS).

The Intergovernmental Relations Framework Act, 2005 fosters a greater level of cooperation across the different spheres of government based on the systems of mutual support, information sharing, communication and coordination of activities. The objective is thus to ensure coherent government, effective service provision and the realization of national priorities. The Act is also a response to the limited success in the alignment of the framework to support intergovernmental cooperation and coordination required by the Constitution, 1996.

2.6.9 Municipal Finance Management (MFMA), 2003 (Act 56 of 2003)

The Municipal Finance Management Act, 2003 was promulgated to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government. It has the objectives of modernising budget and financial management practices in municipalities in order to maximise their capacity for service delivery.

Section 53 (6) of the Municipal Finance Management, 2003 provides that the mayor of a municipality must determine how the Integrated Development Plan (IDP) is to be taken into account or revised for the purposes of the budget. Thus, the annual budget of a municipality should indicate how it gives effect to the municipality's Integrated Development Plan (IDP) over the next three budget years and how the IDP may need to be revised, given the budgetary resources and spending commitments within the municipality.

2.6.10 Traditional Leadership and Governance Framework Amendment Act, 2003 (Act 41 of 2003)

The Traditional Leadership and Governance Framework Amendment Act, 2003 (Act 41 of 2003) stipulates the active involvement of the traditional leadership in the formulation and the implementation of the Integrated Development Plan (IDP). To this effect, Section 4 of this Act provides for the establishment of traditional councils that should:

- Support municipalities in the identification of community needs
- Facilitate the involvement of the traditional community in the development or amendment of the Integrated Development Plan (IDP) of a municipality in areas in which the community resides
- Participate in the development of policy and legislation at the local government sphere
- Promote the ideals of cooperative governance, integrated development planning, sustainable development and service delivery to promote indigenous knowledge systems for sustainable development and disaster management.

According to Mojapelo (2007:48) a significant percentage of the population in South Africa resides in villages ruled and governed by traditional leaders. Thus, municipalities have to ensure that traditional leaders are involved in the Integrated Development Planning (IDP) and review process.

2.6.11 Local Government Turnaround Strategy, (LGTAS), 2009

The Department of Cooperative Governance and Traditional Affairs (CoGTA) published its Local Government Turnaround Strategy with the main aims to restore the confidence of the majority of the South African citizens in our municipalities that are primarily responsible for service delivery, and to re-build and improve the basic requirements of our municipalities to ensure that they are functional, responsive, accountable, effective, and an efficient developmental local government. As alluded to in Section 2.4 of this study the Local Government Turnaround Strategy (LGTAS), 2009 identified five strategic objectives to guide the Local Government Turnaround Strategy (LGTAS) interventions and support framework (Department of Co-operative Governance and Traditional Affairs (CoGTA), 2009:19).

2.6.12 National Framework for Local Economic Development (LED), 2006-2011

The National Framework for Local Economic Development, 2006-2011 was announced by the former Department of Provincial and Local Government in 2006. The framework promotes a strategic approach to the development of local economies. It aims to support the development of sustainable local economies through integrated government action. This framework has been developed as a guide that seeks to advance an understanding of Local Economic Development (LED) and has put forward a strategic implementation approach that municipalities, provinces and national government, state-owned enterprises and communities may concentrate on in order to improve local economic development (DPLG, National Framework for Local Economic Development (LED), 2006:3).

2.6.13 Medium-term Expenditure framework (MTEF)

The 3-year Medium-term Expenditure Framework is a significant policy for Local Government as it takes its detail from the 5 year financial Plan of the municipal Integrated Development Plan (IDP) and the annual municipal IDP review process. The Medium-term Expenditure Framework is a policy guide to future approaches by national

government to financing its programmes, including those designated in Local Government. The MTEF requires that all three spheres of government keep to their budget projections for a 3-year period. The MTEF further assists the different spheres of government to establish their 3 year budgets with actual commitments for 1 year and indicative figures for the following 2 years. The purpose of the MTEF is to increase the scope for longer term planning and more coherent delivery over a number of years (IDP Guide Pack VI, 2000:36).

2.6.14 Integrated Development Planning Guide Packs

The former Department of Provincial and Local Government (DPLG, IDP Guide Pack, Guide O, An Overview 2000:5) produced a range of Integrated Development Plan (IDP) Guide Packs to assist municipalities with their Integrated Development Planning process to produce Integrated Development Plans (IDPs). The new more user-friendly IDP Guide packs consist out of seven guides. The purposes of the Integrated Development Plan (IDP) Guide Pack are firstly, to provide a summary on the complete picture of the Integrated Development process to those stakeholders who do not need a detailed technical understanding of the IDP, and secondly, to enable different stakeholders of the three government spheres to know and understand their different roles. Thirdly, it provides a quick overview of the IDP process to municipal officials who will be responsible for the management of the IDP process. The Integrated Development Plan (IDP) Guide Pack, consists of the following guides:

Guide O, Orientation

Guide I, General IDP Guidelines

Guide II, Preparing of the IDP Process

Guide III, IDP Methodology

Guide IV, IDP Toolbox

Guide V, Sectoral and cross-cutting policy issues

Guide VI, Implementation and Monitoring (Guide Pack, Guide O An Overview 2000:5).

2.6.15 Division of Revenue Act and Provincial Division of Revenue Act

The annual Division of Revenue Act as cited by the DPLG, IDP Guide Pack VI, (2000:35) defines the horizontal and vertical distribution of national finances. This Division of Revenue Act is crucial for municipalities as it provides information on a significant income stream that it requires to provide effective service. The Provincial Division of Revenue Act must be passed by each Province to spell out its vertical and horizontal disbursement of finances available to the province which informs the directing of finances across different provincial government programmes and departments. The Provincial Division of Revenue Act defines the financial allocations to all municipalities within the province. The Provincial Division of Revenue Act takes some of its form from the priorities emerging from the IDP processes within all municipalities in a specific province (IDP Guide Pack VI, 2000:35). However, certain limitations were experienced with the implementation of Integrated Development Plans (IDP) at local sphere, which are outlined in the following section.

2.6.16 Other national and provincial development planning policies and frameworks

According to the Mangaung Metropolitan Municipality's Integrated Development Plan, Review 2013/2014, (2013:10), a number of national and provincial policies and development planning frameworks have a bearing on the Integrated Development Planning (IDP) process of all municipalities (Metropolitan, District and Local municipalities). The first of these includes the Millennium Development Goals (MDG) that set out the eight critical economic and development priorities by 2015 that comes from the Millennium declaration that was signed by 189 countries including South Africa during September 2000. The eight Millennium Development Goals (MDG) as cited in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:17) includes the following; "eradicate extreme poverty and hunger; to achieve universal primary education; to promote gender equality and empower women; to reduce child mortality, to improve maternal health; to combat HIV/AIDS, malaria and

other diseases; to ensure environmental sustainability and to develop a global partnership for development”. The National Government’s Medium-term Strategic Framework (MTSF), 2009 to 2014) that identifies the development challenges of South Africa, outlines the medium-term strategy for improving the living conditions of South Africans by taking into account the Millennium Development Goals (MDG). The Medium-term Strategic Framework (MTSF, 2009 to 2014) as cited in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:10) identifies the five developments, namely: “halve poverty and unemployment by 2014; to ensure a more equitable distribution of the benefits of economic growth and to reduce inequality; to improve the health profile of the nation as well as to improve the skills base of the nation and to ensure access to basic services to all citizens; to build a free country of all forms of racism, sexism, tribalism and xenophobia; and to improve the safety of citizens by reducing incidents of corruption and crime”. The five development objectives lead to the development of national governments twelve outcome areas, namely:

- Outcome 1. To improve the quality of basic education
- Outcome 2. To ensure a long and healthy life for all South Africans
- Outcome 3. All people of South Africa are and feel safe
- Outcome 4. Decent employment through inclusive economic growth
- Outcome 5. A skilled and capable workforce to support an inclusive growth path
- Outcome 6. An efficient, competitive and responsive economic infrastructure network; Outcome 7. Vibrant, equitable and sustainable rural communities with food security for all
- Outcome 8. Sustainable human settlements and improved quality of household life
- Outcome 9. A responsive, accountable, effective and efficient local government system
- Outcome 10. Environmental assets and natural resources that are well protected and continually enhanced

- Outcome 11. To create a better South Africa and contribute to a better and safer Africa
- Outcome 12. To create an efficient, effective and development-oriented public service and an empowered, fair and inclusive citizenship for all citizens (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:10-11)).

The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:14) further emphasized that outcome 9 is the most important outcome for all municipalities. As such the national Department of Cooperative Governance and Traditional Affairs (CoGTA) identified seven outputs to achieve a responsive, accountable, effective and efficient local government system (Outcome 9). The seven outputs include the following:

- To implement a differentiated approach to municipal financing, planning and support
- To improve access to basic services for all citizens
- To implement Community Work Programmes
- To identify actions that is supportive of the human settlement outcomes
- To deepen democracy through a refined Ward Committee model
- To improve administrative and financial capabilities and to promote coordination through the establishment of a “single window” of coordination (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:14).

The above requires that all municipalities have to adopt its Integrated Development Planning (IDP) process to implement the Community Work Programmes, as well as to ensure Ward Committees are representative and fully involved in community consultation processes around the IDP, budget and other strategic service delivery aspects. It also requires that all municipalities improve municipal financial and administrative capacity by implementing competency norms and standards and to act

against corruption and incompetence in a suitable manner (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:14).

Each municipality should take into account the fundamental provincial government's framework, namely the Growth and Development Strategy (PGDS) that should be aligned in its Integrated Development Planning (IDP) and budgetary process. The Free State Provincial Growth and Development Strategy (PGDS), Vision 2030 sets out the six key development priority areas of intervention and sets broad measurable performance targets for the medium and longer term. The six priorities include the following; "Inclusive economic growth and sustainable job creation; education innovation and skills development; improved quality of life; sustainable rural development, efficient administration and good governance and to build social cohesion" Thus, the Mangaung Metropolitan Municipality aligns its Growth and Development Strategy and its Integrated Development Plan (IDP) with those of the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030 (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:16-17).

Another key development plan that was adopted by Cabinet in August 2012 is the National Development Plan, 2030 which sets out specific development priorities and proposes performance targets that intersect with the development mandates assigned to all municipalities. The National Development Plan, 2030 requires from all government departments, including municipalities, to implement the plan. Thus, municipalities are required to respond to the development imperatives as stated in the National Development Plan, 2030 during the IDP review process for the next five years and as well as when developing the three-year Medium-term Revenue Expenditure Frameworks (MTEF) of the municipality (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:14-15).

2.7 LIMITATIONS OF INTEGRATED DEVELOPMENT PLANNING

Integrated Development Plans in South African Municipalities have several limitations (World Bank World Bank Report on Accountability in the Public Sector in South Africa, 2011:61-62). These limitations include the following: firstly the IDPs have a five-year strategic vision without concrete mechanisms to influence the annual budgeting and priority setting. Secondly, Municipal Systems Act, 2000 provides that public participation is mandatory. In reality in most municipalities, public participatory in the Integrated Development Planning (IDP) process is limited. The report mentioned that when citizens are effectively informed about Integrated Development Planning (IDP), community participation in the IDP process increase. The report cited that municipal officials drive the Integrated Development Planning (IDP) process rather than councillors or citizens, without effective widespread public community participation. The report further showed that councilors are informed about Integrated Development Planning (IDP) activities, but that they are not really involved in the Integrated Development Planning (IDP) decision-making process. Friedman (in World Bank 2011:62) is of the opinion that there are instances where the communities were asked to comment on specific municipalities Integrated Development Planning (IDP) resource allocations that municipal officials had already agreed on, while ward councilors had not even seen the draft Integrated Development Plan (IDP). Therefore the report indicated that “public participation has largely been restricted to input-gathering activities of the Integrated Development Planning (IDP) processes with little effectiveness, because communities are not compelled to explore and resolve competing demands and trade-offs themselves between communities with different needs” (Pieterse et al in World Bank Report on Accountability in the Public Sector in South Africa, 2011:62). Thirdly, the interpretation of the purpose of the Integrated Development Plan (IDP) differs between municipal officials and members of the community in that municipal officials see the IDP as a strategic tool rather than operational. Municipal officials further views community participation as a legal requirement and simply seek public agreement on their municipalities’ Integrated Development Plan (IDP). Fourthly, the report further mentioned that although the Integrated Development Planning (IDP) processes makes provision for consultation mechanisms it is not widespread enough to ensure that

municipal planners are accountable to citizens for the effective implementation of their municipal IDPs. Fifthly, the public knowledge of Integrated Development Planning (IDPs) is low. The report showed that in Alexander a township in Gauteng province only 7 percent of the residents had heard of the Integrated Development Plan (IDP). Sixthly, there is a major challenge in information materials outlining the Integrated Development Plan (IDP) that should set the stage for public participation, as the municipal IDPs are written in technical English. Often notices of public meetings are not widely distributed. Seventhly, another limitation is that facilitation of meetings in some municipalities is often poor and the outcomes and targets are not clear. Lastly, a further limitation is that after the public participation meetings, the reports following the meetings are often not created and distributed. The public participate as individuals while civil society organisations are mostly absent from Integrated Development Planning (IDP) public community participation meetings. The World Bank Report on Accountability in the Public Sector, in South Africa (2011:6) further cited that in cases where civil society organisations participate more fully, service delivery challenges are effectively identified. The result is that the prioritisation of service delivery needs is also more appropriate if civil society organizations attend Integrated Development Planning (IDP) community participation meetings (World Bank Report on Accountability in the Public Sector, in South Africa 2011:62). In the light of this the Presidency, in Towards the Ten Year Review cited that Integrated Development Planning (IDPs) as a form of local consultation that seeks the effective participation of local communities in order to identify their needs to involve the communities in more decision-making processes concerning their municipal IDPs, remains a challenge. As discussed in Section 2.7 the Department of Cooperative Governance and Traditional Affairs (CoGTA) announced the draft Local Government Turnaround Strategy (LGTAS) that was approved by Cabinet in December 2009 to address the numerous challenges and amongst others, the limitations of integrated development planning. The components of an Integrated Development Planning (IDP) process will be discussed in the next section.

2.8 COMPONENTS OF AN INTEGRATED DEVELOPMENT PLANNING PROCESS

The DPLG, IDP Guide Pack III, (2000:15) provides the detail on the Integrated Development Planning (IDP) methodology that needs to be followed by all municipalities. Whereas, DPLG, IDP Guide Pack, 0, An Overview (2000:16) states that before the Integrated Development Planning (IDP) process can commence, a municipality has to compile its IDP Process Plan to ensure proper management of the planning process. The IDP Process Plan must contain the following information of a municipality, namely the institutional structures to be established for the management of the process, the approach that needs to be followed concerning public participation, the structures to be established for public participation and the time schedule for the planning process. It should also outline the roles and responsibilities and indicate how the process will be monitored. Furthermore, as part of the preparation stage, a district municipality must adopt a framework for Integrated Development Planning (IDP) that will guide each municipality with the preparation of their IDP Process Plan. Thus, the framework for Integrated Development Planning (IDP) determines the procedures for consultation, coordination and alignment between the district and the local municipalities IDPs.

The Integrated Development Planning (IDP) methodology consists of five phases as cited in the IDP Guide Pack, 0, An Overview (2000:16), that will be discussed in this section. Nealer in Van der Waldt et al, (2007:102) mentioned that the Integrated Development Planning (IDP) process should be seen as a strategic management planning process that follows a logical sequential cycle, and a change in one phase of the planning process will affect the other phases. Thus, each phase of the Integrated Development Planning (IDP) process has its own challenges that will influence the ultimate usefulness of the IDP in municipal service delivery. The Integrated Development Planning (IDP) methodology consists of five phases that will be discussed in this section.

2.8.1 Phase 1: Situation Analysis Phase

During the analysis phase the municipality has to analyse the challenges faced by the community in the municipal area such as poor service delivery, crime, unemployment, and lack of basic service delivery amongst others. Public participation during this phase is imperative in that the community who are affected by the challenges should be involved in determining the nature and extent of these challenges. The challenges as indicated by Local Government Sector Education and Training Authority (LGSETA) in their IDP Skills Programme, Workbook III, (2000:44) are weighed according to their urgency and their importance in that the municipality will not have sufficient resources to address all of the various challenges faced by the community. During the situation analysis all planning decisions need to be based on reliable and relevant information that are used to draw conclusions and to determine priority issues. The national key performance areas for local government as outlined in the Local Government Municipal Planning and Performance Management Regulations, 2001, are: infrastructure and service, socio-economic development, democratisation and governance, institutional transformation and financial management that will assist municipalities to collect and organize information during the situation analysis phase of the Integrated Development Plan (IDP) according to these performance areas. This process will assist municipalities to avoid a common mistake in the Integrated Development Planning (IDP) process namely, to exclude institutional and financial related issues in their IDP process. The key performance areas also inform the strategic objectives which municipalities have to formulate during the next phase of the Integrated Development Planning (IDP) process. The outputs of the analysis phase includes an assessment of existing level of development, identification of priority issues, information on the extent and nature of the causes of priority issues and information on available resources to address these issues (LGSETA, IDP Skills Programme Workbook III, 2000: 44; IDP Guide Pack, 0, An Overview, 2000:17).

2.8.2 Phase 2: Strategies Phase

Once a municipality has a clear understanding of its challenges and priority issues it must then formulate the solutions to address these challenges. The IDP Guide Pack, 0, An Overview, (2000:17) states that public participation during this phase should take the form of a public debate on the appropriate ways to solve the challenges that were identified during the first phase. The strategy phase includes the following outputs:

- **The vision.** The vision can be seen as a statement that indicates the ideal situation the municipality would like to achieve in the long term once it has addressed the challenges as identified during the first phase of the Integrated Development Planning (IDP) process (IDP Guide Pack, 0, An Overview, 2000:17).
- **Development objectives.** The priority issues identified during the first phase need to be translated into quantifiable and achievable objectives. IDP Guide Pack, 0, An Overview, (2000:17) maintains that development objectives are statements which refer to what the municipality would like to achieve in the medium term in order to address the challenges as well as to realise the vision statement of the municipality. The MFA, Circular 13 as cited in LGSETA, IDP Skills Programme Workbook III, (2000:72) also requires that these strategic objectives identified during phase 2 must be integrated into service delivery targets in the Service Delivery and Budget Implementation Plan (SDBIP).
- **Development strategies.** Once the municipality has identified its development objectives, it must then develop its development strategies as the most appropriate way and means to achieve the set objectives (Nealer, in Van der Waldt et al, 2007:104).
- **Project identification.** As soon as the municipality formulated its strategies the municipality has to identify a list of projects. Once projects are listed, a financial and resource discussion should follow to fund the required projects.

Without funding possibilities the strategy becomes problematic and the municipality has to discuss alternatives (LGSETA, IDP Skills Programme Workbook III, 2000:78).

2.8.3 Phase 3: Project Phase

During this phase the municipality deals with the design and specification of projects for implementation. IDP Guide Pack, 0, An Overview, (2000:17) holds that the municipality must ensure that the identified projects are aligned to the priority issues and the strategic objectives that were identified during the first phase. During this phase the target group as the beneficiary of the projects, the location of the project, the time frames of the project, the role clarification, the resources needed and the people who will fund the projects and the specific indicators to measure the performance of the projects need to be clarified. The outputs of this phase include: performance indicators, project outputs, targets and the location, the project details and time frames, and the cost and budget estimates (Nealer in Van der Waldt et al, 2007:104; IDP Guide Pack, 0, An Overview, 2000:17-18).

2.8.4 Phase 4: Integration Phase

During this phase the municipality has to ensure that the projects are in line with the municipality's objectives, strategies, resource frameworks and that it complies with legal requirements. During this phase the municipality has to consolidate its operation strategies which include the following:

- Integrated Sector Programmes that include the Integrated Local Economic Development Programme (LED), poverty alleviation, an Integrated HIV/AIDS programme and an integrated environmental program
- An Integrated institutional plan
- A 5 year financial plan
- A 5 year capital investment programme
- An Integrated Spatial Development Framework

- A consolidated monitoring and performance management system (LGSETA, IDP Skills Programme Workbook III, 2000:96).

2.8.5 Phase 5: Approval Phase

During this phase the municipality has to submit its Integrated Development Plan (IDP) to the municipal council for consideration and approval. Before the council's approval of the municipalities' Integrated Development Plan (IDP), the municipality must give the public an opportunity to comment on the draft IDP. Once the municipality amends the draft Integrated Development Plan (IDP) in accordance to the input from the public the council considers the IDP for approval (IDP Guide Pack, 0, An Overview, (2000:19).

Once a municipality has adopted its Integrated Development Plan (IDP), the Member of Executive Council (MEC) of the province has to assess that the IDP complies with the requirements of the Municipal System Act, 2000 and that the municipality's IDP is not in conflict with the IDPs and strategies of other municipalities and organs of state (IDP Guide Pack, 0, An Overview, 2000:19). The Integrated Development Plan (IDP) of a municipality cannot be implemented without the necessary resources and funding available. In the next section the Integrated Development Plan (IDP) and municipal budgets are discussed.

2.9 INTEGRATED DEVELOPMENT PLANS (IDP's) AND MUNICIPAL BUDGETS

The Constitution, 1996 provides in Section 215 that all spheres of government must have budgets to promote accountability, transparency and effective financial management. Therefore the municipal budget is a legal requirement of all municipalities and can be seen as a financial plan for the appropriation of finances for the implementing of the Municipalities activities. The Municipal budget provides the financial framework that sets out how resources are allocated to achieve the municipalities objectives for each financial year. Fourie, and Opperman, (2011:122) are of the opinion that the Integrated Development Plan (IDP) serves as the strategic blueprint of the municipality. However, the annual municipal budget provides the financial framework

for the effective implementation of the municipalities' Integrated Development Plan (IDP).

According to Fourie, and Opperman, (2011:123) a municipal budget consists of two components, namely the capital budget and the operating expenditure budget and an operating or operational budget that are integrated into a total budget. The capital budgets refer to the amounts that are allocated to spend on acquiring or developing municipal assets that have an expected lifespan of at least three years. Valeta and Watson (in Montingoe, 2011: 29) are of the opinion that the capital and the operational budget must be aligned with the objectives and strategies set out in the municipality's Integrated Development Plan (IDP). The capital budget makes provision for all capital and development programmes and projects. Thus the capital budget represents the fiscal expression of the Integrated Development Plan (IDP) of the municipality. The operational budget refers to the amounts allocated to pay for the running costs of the municipality, covering both its direct and support services (IDP Guide Pack IV 2000: 39). The capital budget is therefore a budget that addresses the acquiring or developing of fixed assets, whereas the operational budget refers to the payment of short term running costs of the municipality.

Fourie, and Opperman, (2011:124) further maintain that municipal budgets are traditionally divided into votes. The purpose for dividing a budget into capital and operating votes is to ensure that each of the principal activities and projects of the municipality is assigned a fair portion of the resources available and to hold the relevant head of the department or senior official accountable for managing the resources allocated to the specific vote in an efficient manner. The votes on the operating budget will represent the principal activities of the municipality which may be the various departments into which the municipal structure has been divided, amongst others, as emergency management and technical services. Fourie and Opperman, (2011:123) further mentioned that in larger municipalities departments are often divided into several votes as in the case of technical services it would be divided into separate votes such as electricity services, water services, sewerage, refuse removal and related services, roads, stormwater and public works. Whereas, in the case of the capital budget, it is

customary to allocate a separate vote for each project to be undertaken as well as for each major fixed asset or group of fixed assets.

The Municipal Finance Management Act, 2003 (Act 56 of 2003) indicates that a municipality may incur expenditure only in terms of approved budgets, and within the limits of the amounts appropriated for the different votes in an approved budget. The Act further provides that for each financial year the council of a municipality must approve an annual budget for the municipality before the start of that financial year.

Although preparing the municipal budget and the Integrated Development Plan (IDP) are separate processes, the two are closely linked. According to DPLG, IDP Guide Pack VI, (2000:39) the budget and the Integrated Development Planning (IDP) process of the municipality are closely linked, not only to assist the municipality to achieve its developmental responsibilities set out in the IDP, but to also budget for outcomes and outputs as outlined in the service delivery objectives of the municipality's IDP as well as inputs from the community to promote transparency with the allocation of finances. The Municipal Finance Management Act, 2003 further provides in Section 21 that when preparing the annual budget, the mayor of the municipality must take into account the municipality's Integrated Development Plan (IDP). The mayor must also coordinate the processes for preparing the annual budget and reviewing the municipality's Integrated Development Plan (IDP) and budget related policies to ensure that the tabled budget and any revisions of the IDP and budget related policies are consistent, and credible. Thus, the municipality's budget must conform to the municipality's Integrated Development Plan (IDP). According to DPLG's, IDP Guide Pack VI, (2000:42) linkage of the municipality's Integrated Development Plan (IDP) and the budgeting process further relies on the effective cooperation, role and function clarification of the different role players within the Municipality as outlined in Table 2.1.

Table 2.1: Roles and Functions with the municipal budgeting and IDP process

Role players	Function in IDP process	Function in Budget process	Role in linking the processes
Executive Mayor	To ensure the Council fulfills its legal responsibilities by preparing an IDP within legislative and procedural guidelines	To ensure the Council fulfills its legal responsibilities by preparing an annual budget and a three year financial plan within legislative and procedural guidelines	Gives key political support to the proper integration of processes
Council	Responsible for approving the IDP	Responsible for passing the Budget	Assess the linkage is achieved at the points of passing joint IDP and Budget and at interim points in the process
Municipal Manager	Strategic management of the Process. Responsible to see that the IDP is carried out as required by legislation and procedures	Strategic Management of the Budgeting Process and preparation of a three year plan. Accounting Officer of the Municipality.	Is in best position to ensure strategically that the process is integrated structurally within the Council.
IDP Manager (If no IDP Manager the Municipal Manager is responsible)	Day to day responsibility for the Integrated Development Planning Process	Day- to-day work to link with the financial manager in helping to ensure IDP outputs are integrated into Budget.	Ensures through all IDP activities that linkages are made with Budget. Ensure the flow of information from the Budget process into the IDP and IDP outputs into the

Role players	Function in IDP process	Function in Budget process	Role in linking the processes
			Budgeting process.
Financial Manager	Key participant in the IDP Steering Committee	Day- to -day management of the budgeting process.	Ensures that IDP outputs are integrated into Budget. Ensure timing and alignment of the two processes.
IDP Steering Committee	Oversee the effective management of the IDP process Contribute to the assessing of needs and prioritising	Ensure the organisational linkage with the Budget Steering Committee.	IDP and Steering Committees could be structured together under the coordination of the Municipal Manager.
IDP Representative Forum	To provide community stakeholder inputs into all phases of the IDP	Can provide community stakeholder inputs into consultation parts of the IDP linked to the Budgeting process.	Ensure that terms of reference and membership of forum reflects this contribution to both processes.

(Source: DPLG, IDP Guide Pack VI, 2000:41).

Thus, all role players have specific functions to ensure the effective integration and alignment between the Integrated Development Plan (IDP) and that the Budgeting process take place. DPLG, IDP Guide Pack VI, (2000:42) further cited that the effective interlinking of Integrated Development Plan (IDP) activities within joint time frames is crucial. In addition, the timing of the different Integrated Development Planning (IDP)

phases, namely the preparation phase, the analysis phase, the strategies phase, the project phase, the integration phase and the IDP approval phase are determined by the budgeting process. Furthermore, the Integrated Development Plan (IDP) and the municipal budgeting process must interact with the national and provincial budget process. The differences between the financial year of the spheres of government and the Integrated Development Planning (IDP) process make it even more difficult to synchronise the budgeting process. It requires from municipalities to have their priority inputs as indicated in the Integrated Development Plan (IDP) ready 12 months before the actual financial year in which that they will spend on the implementation (DPLG, IDP Guide Pack VI, 2000:42). The Municipalities' five year Financial Plan must inform the other spheres of government budget process in a proactive and timeous manner. The Medium Term Revenue Expenditure Framework (MTREF) also requires from all three spheres of government to do budget projections for a three year period. The Medium - term Revenue Expenditure Framework (MTREF) takes its detail from the five year Financial Plan of the Integrated Development Plan (IDP) and the annual IDP review. The Medium -term Revenue Expenditure Framework (MTREF) assists the spheres to establish their three year budgets with commitments for one year and indicative figures for the following two years (DPLG, IDP Guide Pack VI, 2000:38-42). According to the DPLG, IDP Guide Pack VI, (2000:38-42) the support of good financial planning and management is central to the implementation of the IDP process and particularly the integration of the various project costs, effective fiscal planning, the five year financial plan and the capital and operational budget developments. The the effective interlinking of the Integrated Development Plan (IDP) and the budgeting process thus relies on proactive planning and effective management of different role players. Taking cognisance of the abovementioned alignment Van Niekerk (2012:25) mentioned that all municipalities should ensure that their Municipal Turnaround Strategy (MTAS), the Integrated Development Plan (IDP), the Municipal Budget, their Service Delivery Budget Implementation Plan (SDBIP) as well as the Municipality's Performance Management Systems are aligned to ensure effective implementation of the budget and the Integrated Development Plan (IDP), as well as to measure their performance optimally.

The Municipal Finance Management Act, 2003 provides that the “funding of a municipality’s expenditure may only be funded from realistically anticipated revenues that may be collected, or from cash-back accumulated funds from previous years’ surpluses not committed for other purposes and borrowed funds, but only for the capital budget”. The Municipal Finance Management Act, 2003 further provides that a municipality may spend funds on a capital project only if the funds for the projects have been appropriated in the capital budget, the project has been approved by the council, and the sources of funding that have been considered, are available and have not been committed for other purposes.

Van der Waldt et al (2007:202-203) hold that municipalities generate funds by collecting taxes, levies, rates and service charges from the inhabitants within its municipal area. As such a municipality must generate more than 90% of its budget from their own revenue sources. Transfers from others spheres of government are of a much smaller percentage of local government revenue. In obtaining financial resources the municipality should maximise both its operational and capital financing to be able to achieve its mandate (DPLG, IDP Guide Pack VI, 2000:42).

According to Pillay, Tomlinson and Du Toit (2001:160-161) a municipality’s revenue is supplemented by substantial grants from the national sphere of government. The Division of Revenue Act provided the basis for the transfers and sets out grants to all municipalities for the next three financial years. All these transfers should be gazetted. The three year Medium Term Revenue Expenditure Framework (MTREF) as indicated in the DPLG, IDP Guide Pack VI, (2000:48-52) allocations by the National Sphere of Government makes provision for the following grants:

- The National Government Grants such as the equitable share and related grant and water and sanitation operating grant
- The capacity building and restructuring grant such as the Local Government support Grant, the Financial Management Support Grant and the Municipal System Improvement Programme

- Capital grants such as the Municipal Infrastructure Grant, Community Based Public Works and Local Economic Development (LED) grants.

According to the DPLG, IDP Guide Pack VI, (2000:52-53) provincial government loans and direct payments refer to funds from provincial government revenue resources to municipalities such as:

- Agency Agreements. If there is a direct transfer of finances from a provincial government service function carried out by a Municipality on behalf of the provincial government
- Specialist Subsidy such as a housing subsidy.

Other sources of funding refer to grants from international agencies operating within South Africa and through international agencies without presence in South Africa (DPLG, IDP Guide Pack VI, 2000:52: 53).

2.10 IMPLEMENTATION OF THE MUNICIPAL BUDGET AND THE INTEGRATED DEVELOPMENT PLAN THROUGH THE SERVICE DELIVERY AND BUDGET IMPLEMENTATION PLAN (SDBIP)

Van der Walt et al (2007:190) mentioned that both the municipality's budget and its integrated Development Plan (IDP) are strategic plans and not implementation plans. Therefore, all municipalities must develop a Service Delivery and Budget Implementation Plan (SDBIP). The Municipal Finance Management Act, 2003 provides that each municipality must compile its Service Delivery and Budget Implementation Plan (SDBIP) to ensure the effective implementation of its budget and IDP. The Municipal Finance Management Act, 2003 and the National Treasury's Circular 13 as cited in LGSETA, IDP Skills Programme Workbook III, (2000:72) introduce the Service Delivery and Budget Implementation Plan (SDBIP). The Service Delivery and Budget Implementation Plan (SDBIP) is a detailed annual financial operational plan that gives effect to the municipal Integrated Development Plan (IDP) and the municipal's budget.

It also serves as a contract between the municipal administration, council and community in that it expresses the goals and objectives set by the council in quantifiable outcomes for the next twelve months. It requires that all municipalities must report on their achievements of the specific targets by the end of a year in relation to the budget spent. Fourie, and Opperman, (2011:185) maintain that the Municipal Financial Management Act, 2003 states that the Municipal Manager as the accounting officer of the municipality must submit to the mayor a draft Service Delivery and Budget Implementation Plan (SDBIP) for the budget year to the mayor no later than fourteen days after the approval of the annual municipal budget.

In light of the above Fourie, and Opperman, (2011:185) state that the municipality's Service Delivery and Budget Implementation Plan (SDBIP) promotes accountability in that it holds the municipality and its management accountable for the performance of set targets, programmes and projects. The Service Delivery and Budget Implementation Plan (SDBIP) does not introduce an additional monitoring process, but can be seen as a comprehensive framework that links the budget performance with the Integrated Development Plan (IDP) performance within the municipality's performance management system. The National Treasury, Circular 13 (2005:5) further holds that the Service Delivery and Budget Implementation Plan (SDBIP) requires the transfer of implementation measures such as specific targets and performance indicators as set in the municipalities Integrated Development Plan (IDP) and the budget, to the performance management system.

The Municipal Finance Management Act, 2003 and the guiding National Treasury, Circular 13 (2005:5) requires that the following to be included in the Service Delivery and Budget Implementation Plan (SDBIP) of all municipalities:

- Monthly projection of revenue to be collected for each source
- Monthly projections of expenditure (operating and capital) and revenue for each vote
- Quarterly projections of service delivery targets and performance indicators for each vote.

Thus, the Service Delivery and Budget Implementation Plan (SDBIP) serves as the financial operational implementation plan of a municipality's Integrated Development Plan (IDP) and its budget and is aligned with the performance management system of a municipality. In the following section attention will be focused on the implementation of the Local Government Turnaround Strategy.

2.11 IMPLEMENTATION OF LOCAL GOVERNMENT TURNAROUND STRATEGY

According to Van Niekerk (2012:58) the Local Government Turnaround Strategy (LGTAS) is a country-wide intervention that strives to address the communities' increasing dissatisfaction with poor municipal services, as well as to improve the administrative and financial performance of all municipalities. The Department of Cooperative Governance and Traditional Affairs (CoGTA, 2010:3-4) states that the Local Government Turnaround Strategy (LGTAS) has different focus areas, namely the immediate priorities prior to the 2011 elections and the medium-term focus or post election priorities from March 2011 till 2014.

2.11.1 Immediate priorities prior to the 2011 elections

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA), LGTAS, 2009:22-23) the emphasis of the immediate priorities prior to the 2011 elections are to address the immediate financial and administrative problems in municipalities with regard to a lack of effective and efficient service delivery mechanisms in place. Another priority is to improve and regulate the indiscriminate hiring and firing of valuable staff members, and ultimately ensuring and implementing a transparent municipal supply chain management system. Other immediate priorities included the following: to strengthen the Ward Committee capacity; to ensure national and provincial commitments in the municipal Integrated Development Planning process (IDPs); to differentiate responsibilities and to simplify Integrated Development Planning (IDP); to promote a funding and capacity strategy for municipal infrastructure such as

extending the Municipal Infrastructure Grant (MIG) to 2018 in rural areas; upscale community work programmes to ensure ward based development systems; to implement the “Revenue Enhancement and Public Mobilisation” campaign, as well as the launching of the “good citizenship” campaign that focus on good governance values to unite the nation and to promote the involvement of communities in local development affairs (CoGta, LGTAS, 2009:22-23).

The Department of Cooperative Governance and Traditional Affairs, (CoGTA, LGTAS, 2009:22-23) further states that the immediate priorities prior to the 2011 elections consisted of four phases that commenced at the end of January 2010 and concluded in March 2011. The first phase was a pilot project in that selected municipalities had to complete the standardized Local Government Turnaround Strategy (LGTAS) template provided by the Department of Cooperative Governance and Traditional Affairs in order to develop their own tailor-made Municipal Turnaround Strategies. During the second phase of the immediate priorities all municipalities followed the same process before incorporating their Municipal Turnaround Strategies (MTAS) into their Integrated Development Plan (IDP). The third phase includes the budgeting and approval of each municipality’s Integrated Development Plan (IDP) after the incorporation of the Municipal Turnaround Strategies (MTAS). The fourth phase involves the implementation of the Integrated Development Plan, as well as the monitoring and evaluation of the implementation process (Department of Cooperative Governance and Traditional Affairs, CoGTA, LGTAS, 2009:22-23; Van Niekerk, 2012:59).

2.11.2 Medium-term of post-election 2011 to 2014 priorities

The medium-term priorities strive to achieve the Department of Cooperative Governance and Traditional Affairs;s, Vision 2014, that includes the following priorities:

- To establish a single election for national, provincial and local government
- To reduce infrastructure backlogs, establish the clean cities approach through the management of waste in such a way that it creates employment and wealth

- To ensure that all schools, clinics and hospitals and other public facilities have access to water, sanitation and electricity
- To ensure that each municipality has the necessary Information and Communication Technology (ICT) infrastructure and connectivity
- To ensure that all provinces and all municipalities have clean audit reports;
- To reduce municipal debt by half
- To empower and capacitated organs of people's power such as ward committees
- To train competent councilors, traditional leaders, officials, ward committee members, community development workers and community activists (Department of Cooperative Governance and Traditional Affairs (CoGTA, LGTAS, 2009:23-24 and Van Niekerk, 2012:60).

2.11.3 Institutional Arrangements for the implementation of the Local Government Turnaround Strategy (LGTAS)

Van Niekerk (2012:60) maintains that the Department of Cooperative Governance and Traditional Affairs (CoGTA) introduced a number of support measures to ensure that all role players effectively contribute to the successful implementation of the Local Government Turnaround Strategy (LGTAS). These measures include the establishment of a special ministerial advisory and monitoring structure, the National Coordinating Unit (NCU) that is responsible for monitoring and reporting on the the progress of the Local Government Turnaround Strategy across government and society. Technical Services Units (TSUs) are established in all provinces to provide technical support to all municipalities with the implementation of their tailor-made Municipal Turnaround Strategies (MTAS). Another support measure that was established is an intergovernmental working group to support the implementation of the Local Government Turnaround Strategy (LGTAS). The composition of the intergovernmental working group consisted of officials from the various national sector departments, the offices of provincial premiers, a representative from the South African Association of Local Government (SALGA) and from the Department of Cooperative Governance and

Traditional Affairs (CoGTA) (Department of Cooperative Governance and Traditional Affairs (CoGTA), LGTAS, 2009:44).

2.11.4 Success factors for the implementation of the LGTAS

According to the Department of Cooperative Governance and Traditional Affairs (CoGTA), (LGTAS, 2009:46-47) the following success factors are an imperative for the successful implementation of the Local Government Turnaround Strategy (LGTAS), namely:

- Institutional capacity to develop and successfully implement each municipality's own the tailor-made Municipal Turnaround Strategy (MTAS)
- Political ownership at different spheres of government to oversee the implementation of the Local Government Turnaround Strategy (LGTAS). This means that existing institutional arrangements should be utilised at national, provincial and local sphere that includes the Minister of the Department of Cooperative Governance and Traditional Affairs (CoGTA), the nine Premiers, the Members of Executive Councils responsible for Local Government and Mayors;
- Effective leadership is needed from the Municipal Managers and councillors to implement the Local Government Turnaround Strategy effectively in all municipalities
- Effective communication is needed to enhance public awareness through effective consultation processes with various stakeholders concerning the developments surrounding the implementation of the Local Government Turnaround Strategy (LGTAS).

Thus, the successful implementation of the Local Government Turnaround Strategy requires not only political ownership, effective management and leadership, but also commitment from all stakeholders to turn around the financial and service delivery challenges of each municipality.

2.12 ROLE OF INTERGOVERNMENTAL RELATIONS

According to the Intergovernmental Relations Framework Act, (Act 13 of 2005) Intergovernmental Relations refer to the relationships that arise between different spheres of government or between organs of state from different governments in the conduct of their affairs. The nature of relations between the different spheres of government at national, provincial and local government means that different structures are dependent on other structures for resources. Local governments depend on resources from provincial and national government to implement specific programmes. Furthermore the implementation of national policies requires effective cooperation and coordination between the three spheres of government. Geldenhuys (in De Vries, Reddy and Haque, 2008:94) indicates that the effective implementation of public policies required effective coordination of aspects such as programming, planning and budgeting and communication actions through the different intergovernmental relations structures. Geldenhuys (in De Vries et al, 2008:96) is further of the opinion that intergovernmental relations are inspired by a set of formal and informal processes and institutional arrangements and structures that lead to bilateral and multilateral cooperation between the different spheres of government. Integrated Development Planning (IDP) processes and reviews serve as an example of these kinds of actions.

In light of the above, Chapter 3 of the Intergovernmental Relations Framework Act, 2005 contains specific provisions for the establishment of different municipal intergovernmental forums such as district intergovernmental forums, Integrated Development Planning Forums (IDP forums), the composition, role and meetings of these forums and inter-municipality forums. Furthermore, Chapter 3 of this Act contains specific provisions of the way to deal with the conduct of intergovernmental relations, including provincial policies and legislation affecting local government and the responsibility for coordinating intergovernmental relations in district municipalities. Section 25 of the Intergovernmental Relations Framework Act, 2005 reflects the role of the district intergovernmental forum, namely to serve as a consultative for the promotion and facilitation of intergovernmental relations between the district municipality and the local municipalities in the district on matters of mutual interest such as draft national and

provincial policy and legislation that will affect local government's interest in the district; the implementation of national and provincial policy and legislation; matters arising in the Premier's intergovernmental forum that affect the district; mutual support in terms of Section 88 of the Local Government Municipal Structures Act, 1998; the provision of services within the district; matters concerning coherent planning and development in the district such as the Integrated Development Plan (IDP); the coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities within the district area; and any other matters of strategic importance that affect the interest of the municipalities in the district.

Section 27 of the Intergovernmental Relations Framework Act, 2005 contains specific provisions pertaining to inter-municipality forums. The role of the inter-municipality forum is to serve as consultative forum for the participating municipalities to discuss and consult each other on matters of mutual interest including cooperation on municipal development challenges affecting more than one municipality, to sharing information on best practices and to consulting with each other on other matters of strategic importance that affects the interest of the participating municipalities. The Intergovernmental Relations Framework Act, 2005 also makes provision for Intergovernmental technical support structures to provide technical support structures if there is a need for such a service.

The role of these forums is dealing with intergovernmental relations and the operational activities at local sphere in terms of other applicable legislation including the Local Government's Municipal Systems, 2000 and the Municipal Finance Management Act (MFMA), 2003 and other applicable legislation and policies could not be over-emphasised to ensure the effective implementation of Integrated Development Plans (IDPs) and matters of mutual interest such as the effective implementation of Local Government Turnaround Strategies.

Section 32 of the Municipal Systems Act, 2000, contains specific provisions for the effective coordination and alignment of Integrated Development Plans (IDPs) of the different municipalities within their areas, including the district and local municipalities

within its area as well as to ensure that IDPs are in accordance with the plans, strategies and programmes of national and provincial government. Therefore, the successful implementation of the Integrated Development Planning (IDP) processes depends on the effective cooperation between, and consultation with municipalities and between all the applicable intergovernmental relations forums.

2.13 THE ROLE OF LOCAL ECONOMIC DEVELOPMENT

According to the National Framework for Local Economic Development (LED), (DPLG, 2006:9) local economic development is about creating a platform and environment to engage stakeholders in implementing strategies and programmes. Although the Constitution, 1996 stipulates in Section 154 that the local sphere has a distinctive role in promoting social development, schedules 4 and 5 make provision for the functions of local authorities. The schedules do not include Local Economic Development, prompting views that local economic development was unfunded mandates for municipalities. The White Paper on Local Government, 1998 reinforced the mandate by recognising that the South African local government is primarily responsible for developmental local government in that municipalities must be committed to work with citizens and groups within the communities to find sustainable ways to meet their social, economic and material needs and to improve the quality of the citizens lives. The White Paper on Local Government, 1998 further emphasised that, local government is not directly responsible for creating jobs, but local government is responsible for taking active steps to ensure that the overall economic and social conditions are conducive to promoting job creation and boosting the local economy. The White Paper on Local Government, 1998 further emphasized that in realising the economic development facilitation role of district municipalities, the funding for institutional capacity as well as implementation programmes should be established through a review of powers and functions and the equitable share grant. Municipalities should not run local economic programmes themselves, but should rather focus on establishing forums to build partnerships and to draw on the support of a range of stakeholders, such as Sector Education and Training Authorities (SETAs) to address skills development in specific areas (DPLG, LED, 2006:9).

The National Framework for Local Economic Development (LED), as viewed by DPLG, (2006:10) maintains that local economic development (LED) is not just about what municipalities do, but more about what the different spheres of government and other support stakeholders do together with municipalities to promote job creation and boost the local economy. Therefore, municipalities can actively provide support to local stakeholders such as local enterprises by linking up with provincial and national agencies in different economic sectors (Kroukamp, 2006:23-24; DPLG, LED, 2006:9-11).

In promoting local economic development DPLG, (LED, 2006:19-20) emphasised the primarily role of municipalities, namely to focus on:

- The provision of infrastructure and services to enhance economic efficiency
- To manage spatial policies
- To provide land-use regulations and development applications
- To manage service tariff policies
- To manage a progressive property tax system
- To market the territory effectively

Thus, local authorities need to ensure that the processes of regulation are administered in such a way that it does not impair business start-up and growth and inhibit job creation.

Kroukamp, (2006:24) mentioned that local economic development should be directly linked to the process of Integrated Development Planning (IDPs) that focuses on the sustainable development of municipal areas envisaged in the Municipal Systems Act, 2000. Section 26 of the Municipal Systems Act, 2000 provided that local authorities must compile Integrated Development Plans (IDPs) that reflect the long-term vision of the municipality, including its local economic development objectives. The provincial government should draw up their Provincial Growth and Development Strategies (PGDS) in line with the National Spatial Development Perspective (NSDP) and Integrated Development Plans (IDPs) of the district and local government authorities. The provincial government is also responsible for its role in facilitating finances and

promoting and coordinating practices for developing the local economy (Lukkarinen in Kroukamp, 2006: 29) Furthermore, councilors and municipal officials must be aware of the stipulations in the municipal Integrated Development Plan and the Provincial Growth and Development Strategies (PGDS) and the National Spatial Development Perspective (NSDP) to promote co-ordination among the spheres of government to ensure that resources are effectively and efficiently utilised.

2.14 THE ROLE OF PERFORMANCE MANAGEMENT

Performance Management can be seen as tool to monitor and evaluate the delivery of a Municipality's Integrated Development Plan (IDP) (DPLG, IDP Guide Pack VI, (2000:111). The Performance Management Guide for Municipalities, (DPLG, State of Local Government Management, 2001:16) cited that Integrated Development Planning (IDP) fulfills the planning stage of performance management. The Guide further holds that performance management fulfills the implementation management, monitoring and evaluation of the Integrated Development Planning (IDP) process. Therefore the effective performance management of each municipality's Integrated Development Plan (IDP) will assist the municipality to make appropriate changes in delivery and management of resources. As such performance management enables municipalities to identify and overcome major challenges as well as to guide future planning on developmental objectives and to ensure the effective usage of resources (DPLG, IDP Guide Pack VI, 2000:110).

The former Department of Provincial and Local Government also implemented measures to enhance the performance of municipalities' Integrated Development Planning (IDPs). Section 34 of the Municipal System Act, 2000 as well as the Integrated Development Planning Guide Pack 1, (2000:110) set out specific measures to enhance the performance of municipalities Integrated Development Plans (IDPs). These measures include that all municipalities have to monitor, evaluate, review and report on their performance against indicators and targets set in the municipalities' Integrated Development Plans (IDPs). Other support systems, such as the Performance Management Guide for Municipalities, (DPLG) 2001 outline how the Performance

Management System (PMS) should be implemented. It means that the Performance Management System (PMS) can be seen as the primary mechanism to plan for performance management, monitoring, reviewing and improving the implementation of a municipality's Integrated Development Plan (IDP) (Montingoe, 2011:68). Furthermore, performance management must assist municipalities in making immediate and appropriate changes in delivery and the management of resources. It further assists municipalities to identifying and overcoming specific blockages and in guiding future planning on developmental objectives and resources (Van Niekerk, 2012:57). The annual review of the municipality's Integrated Development Planning (IDP) forms part of the Performance Management System of a Municipality that will be discussed below.

2.15 ANNUAL INTEGRATED DEVELOPMENT PLANNING REVIEW PROCESS

The Municipal Systems Act, 2000 introduces the annual review and amendment of Integrated Development Plans (IDPs). Section 34 of this Act provides that a municipal council must review its Integrated Development Plan (IDP) annually in accordance with an assessment of its performance measurements such as strategic objectives, targets and performance indicators and to the extent that changing circumstances so demand are taken into consideration. Section 34 of this Act further maintains that the Integrated Development Plan (IDP) may be amended in accordance with a prescribed process. The purpose of the Integrated Development Plan annual review as described by DPLG, IDP Guide Pack VI, (2000:119) is to ensure that the Integrated Development Plan (IDP) as a municipality's strategic plan is still relevant. It also informs other components of the municipality, such as the institutional and financial planning and budgeting process as well as the cyclical intergovernmental planning and budgeting cycle. The annually reviewed IDP can be seen as a key form of the Municipality's three year Medium Term Strategic Framework (MTSF) and the Medium Term Expenditure Framework as required by the national and provincial spheres of government (DPLG, IDP Guide Pack VI, 2000:119-120).

The DPLG, IDP Guide Pack VI, (2000:119) and the Municipal Systems Act, 2000 maintain that the annual Integrated Development Planning (IDP) Review process should include the following:

- **Preparing for the annual Integrated Development Plan (IDP) Review.** The annual Integrated Development Planning (IDP) Review process commences with the preparations of the IDP review in that certain institutional preparations have to be made to ensure that the process will be conducted effectively. These include the designing of an action plan for the review process, assigning roles and responsibilities and to conducting institutional arrangements including the confirming of the Integrated Development Planning (IDP) Steering Committee and the procedures and mechanisms for public participation (DPLG, IDP Guide Pack VI, 2000:119).
- **The monitoring process.** The monitoring process that refers to the gathering of certain information such as implementation management information, information about the achievement of objectives set in the Integrated Development Planning (IDP) and relevant new information that may be generated from internal or external sources that reflects changes to the internal and external context of the municipal area. The latter could include information such as new policies and legislations, budget information from other spheres of government as well as municipal budget reviews processed, new information about existing situations and priority issues, information about new development trends, changes in the existing situations due to unexpected events such as natural disasters and new investments opportunities (DPLG, IDP Guide Pack VI, (2000:119).
- **Evaluation.** During this phase the information gathered through the process of monitoring is analysed and synthesised for its relevance to the Integrated Development Planning (IDP). Therefore, the information is assessed to

understand its relevance and implications to the priority issues, objectives, indicators and targets.

- **Review.** During this phase the knowledge gathered through the evaluation proofs is taken into account by assessing the content of the existing Integrated Development Planning (IDP) and affecting appropriate changes. The review of the IDP includes a refined understanding of the situation around priority issues; additional objectives, revised new strategies and revised new projects. The review activities also include the revision of projects, sector programmes and integrated programmes such as Local Economic Development (LED) and the Spatial Development Framework, financial plans and programmes.
- **Council Adoption of Revised Integrated Development Planning (IDP).** The revised Integrated Development Planning (IDP) has to be adopted by the Municipal Council.
- **Prepare and Adopt an Annual Budget.** This means that the next annual Municipal Budget should reflect the objectives, strategies, projects and programmes contained in the revised IDP (IDP Guide Pack VI, 2000:119).

The DPLG, IDP Guide Pack VI, (2000:119) further holds that the Integrated Development Planning (IDP) is reviewed annually to reflect the impact of the Municipality's success as well as corrective measures to address its challenges. The annual review process also takes into consideration changing internal and external circumstances that impact on the set priorities, objectives, strategies, projects and programmes of the municipal Integrated Development Planning (IDP).

Both the annual Integrated Development Planning (IDP) Review process and the performance management system can be seen as mechanisms to assist the municipality to assessing the implementation of its IDP to improve its capacity to deliver effective services to its community.

2.16 CONCLUSION

This chapter outlines the evolution as well as the origin, statutory and regulatory framework of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS). It further highlights the Implementation of IDPs and LGTAS. It concludes by explaining how Integrated Development Planning (IDPs) and the Local Government Turnaround Strategy (LGTAS) are operationalized within the municipalities and indicates how external resources, organisational culture and leadership culture supports their implementation in South Africa.

From the discussion in the chapter, it may be inferred that Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS) are important strategic interventions to address development challenges and their implementation is crucial to achieve the developmental priorities and objectives of municipalities.

It was emphasised that the Local Government Turnaround Strategy (LGTAS) was introduced to ensure that all municipalities and their communities embark on a concentrated effort to address the root causes of the problems undermining the country's municipalities.

From the discussion in the chapter, it may be inferred that a "one size fits all" approach to the Local Government Turnaround strategy is not realistic when it comes to ensuring that all municipalities fulfill their developmental role and promote satisfactory service delivery for all. Therefore, each municipality has to develop and incorporate its own tailor-made Municipal Turnaround Strategy into their municipal Integrated Development Plan, as well as in the budgeting, monitoring, evaluation and reporting process.

In the light of all the above expositions, it can be concluded that both the IDP and LED are essential municipal developmental tools, without which none of the goals of the South African development agenda will be achieved. The link between the two will enhance the likelihood of achieving the goals and objectives of development. Now that the place and role of the local government sphere in South Africa is clear, and that the necessary legislation and executive structures are in place, effective governance that

leads to development can be achieved. By taking it step by step and tackling every unsatisfactory service delivery challenge individually in an effective manner, a positive difference can be facilitated to enable all citizens to live a better life, as one of the main objectives of the government is to ensure and sustain a livelihood for all the citizens.

CHAPTER 3

PUBLIC PARTICIPATION, INTEGRATED DEVELOPMENT PLANNING AND GOOD GOVERNANCE: A CONCEPTUAL AND PRACTICAL INTERFACE

3.1 INTRODUCTION

The previous chapter provided an overview of Integrated Development Planning (IDP). The importance and objectives of the Local Government Turnaround Strategy were also discussed. The purpose of this chapter is to explore the interface between Integrated Development Planning (IDP), public participation and good governance. In this chapter the key public participation concepts are outlined, followed by a discussion about the legislative and policy framework for participatory governance, an overview of the different approaches, building blocks and modes of public participation in local government, public participation strategies, and public participation in local government's Integrated Development Planning (IDP) process and will conclude with a brief outline of community participation in the case of the Mangaung Metropolitan Municipality.

Since 1996 the Constitution of the Republic of South Africa, 1996 has laid the foundation for the grass-roots democratisation, good governance and developmental local government. The White Paper on Local Government, (1998:37) states that developmental local government means that local government is committed to working with its citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of life for all citizens. These needs are addressed in a municipality's Integrated Development Plan (IDP). An Integrated Development Plan (IDP) is a five year strategic plan, aimed at the integrated development and management of a municipal area to assist municipalities to fulfill their developmental mandate. One of the strengths of an Integrated Development Plan (IDP) is that it recognises the linkages between development, delivery and democracy.

The White Paper on Local Government, (1998:53) provides that one of the central roles of a municipality is to build local democracy and to develop strategies and mechanisms that include participative planning to continuously engage with citizens, businesses and community groups. In addition the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) provided that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance that encourages and creates conditions for the local community to participate in the affairs of the municipality such as the preparation, implementation and review of its Integrated Development Planning (IDP). Furthermore, public participation should also promote good governance at local sphere in that public participation legitimizes a municipality's decisions and actions.

In order to promote effective public participation, the International Association of Public Participation (IAP2) as cited in Theron et al, (2007:8) offers seven core values that practitioners and change agents should expect of the participation process to make the public more effective partners in the participation process, namely:

- The public should have input in decisions about actions that affect their lives
- Public participation includes the promise that the citizens' contribution will influence the decisions made by practitioners and politicians
- By means of the public participation process the interest and needs of all participants should be communicated
- It seeks and facilitates the involvement of the people to be affected by or have an interest in a decision
- The public participation process requires the input from participants in designing how they participate
- It must also be communicated to participants how their inputs affect the decisions made
- It provides participants with the necessary information that is needed for them to participate in a meaningful way (Theron et al, 2007:8).

Theron, (2007:8) is further of the opinion that the above international core values of public participation might assist practitioners and change agents to promote effective public participation in the South African local government.

Although public participation has received increasing attention in South Africa since 1994, the reality is that local government faces many challenges to effectively implement participatory development through public participation effectively. Over the last few years it was acknowledged from a wide range of government institutions that insufficient consideration has been paid to public participation, and that existing policy frameworks, institutional mechanisms and programme interventions are failing to comply with government's constitutional and statutory obligations. As a result of this and other cases of lack of effective participation in municipalities, the former Department of Provincial and Local Government (DPLG), developed the Draft National Policy Document on Public Participation in 2005 and implemented it in 2007 to promote effective public participation in the affairs of local municipalities. Thus, each municipality developed its own Community Participation Framework that must be reflected in its Integrated Development Plan (IDP) to promote effective public participation in the affairs of the municipality such as the preparation, implementation and review of its Integrated Development Plan (IDP). The key public participation concepts are outlined in the next discussion.

3.2 DEFINING AND CONCEPTUALISING KEY PUBLIC PARTICIPATION CONCEPTS

Before discussing, the legislative and policy guidelines of public participation, some key related definitions are reviewed. The purpose is to gain a better understanding of the concept of public participation, community participation and civic participation in local government affairs.

3.2.1 The term ,participation'

According to Fokane, (2008:41) there are numerous definitions of participation and it means different things to different people upon the context and background in which it is applied. In addition Theron et al (2008:5) is of the opinion that definitions of participation should not be seen as blueprints, but should be dealt with as part of all social learning processes to those that relate to grassroots interaction. Whereas Theron, Ceasar and Davids (2007:4) maintain that confusion in the South African context exist concerning participation in because it is so ill defined that everyone may interpret it as they wish. De Beer and Swanepoel, (in Theron et al 2008:15) hold that participation means that the most important role players in the development process should be its beneficiaries. Whereas Bucher (in Van Der Waldt et al 2007:27) maintains that participation entails more than just involving beneficiaries but that it should focus on wide-ranging forms of engagement by citizens in policy formulation and decision-making in key areas that affect their lives.

Understanding these concepts is crucial in the context of Integrated Development Planning, in that it seeks to address developmental needs in a holistic manner. The seven typologies of participation of Perry as cited in Theron, (2008:106-107) can be used to clarify the concept and strategy of participation, namely:

- **Passive participation.** It means that citizens are being told what is going to happen or what has already happened. This is a top-down approach;
- **Participation in information giving.** Citizens participate by means of surveys or telephone interviews. In this case the citizens do not have the opportunity to influence proceedings as the findings are not shared or evaluated for accuracy;
- **Participation by consultation.** People participate during community meetings in that they are consulted while change agents listen to their viewpoints, but do not include any share in the decision-making process by the participants, and change agents are not committed to consider the public's view. It is still a top-

down approach because communication flows from the top to the bottom in that the participants are passive recipients in the process of being informed;

- **Participation for material incentives.** This type of participation normally takes place in rural environments where citizens participate by providing resources, such as their labour in return for food or cash;
- **Functional participation.** This type of participation usually takes place after all the important decisions have already been made in that citizens participate in a group to meet predetermined objectives related to a project;
- **Interactive participation.** In this case participation is being seen as a right, not just a means of achieving the goals of a programme in that citizens participate in joint analysis, and the development of action plans and capacity building; and
- **Self mobilisation.** In this type of bottom-up participation citizens participate by taking the initiative, independent of external institutions to change systems.

The above typologies are useful to demonstrate the different conceptions concerning participation.

In addition to explaining these typologies, Theron, (2008:108) demonstrates the process of public participation through which a community moves away from a less desirable situation to a more desirable one that covers four modes that overlap with the above typologies, namely:

- **Anti-participatory model.** Public participation entails a voluntary contribution in a programme or project with no expectation from the community in shaping the content and outcome of the development initiative;
- **Manipulation model.** In this model the community participates in the decision-making, implementation and evaluation processes and benefits from the development programme or project;
- **Incremental model.** In this model participation is concerned to increase the control over resources in given social situations for communities who were previously excluded from such control; and

- **Authentic public participation.** It refers to an active process by which the community influences the direction and execution of a development programme or project to improve their well-being.

According to Kalk (in Van der Walddt et al. 2007:30) the various levels of participation should be taken into account to describe participation. Information giving can be seen as the lowest level of participation. On this level the council of a municipality makes a policy and just informs the community about the policy without any proper and prior consultation. Kalk (in Van der Walddt et al. 2007:30) holds that the next level of participation refers to consultation. At this level the council sets the agenda policy making, but although not committed to the outcomes of debates the council still invites the community to participate in debates concerning the policy. The third level of participation deals with advice at this level of participation. The citizens and politicians jointly set the policy agenda and citizens participate during policy-making debates. The fourth level refers to co-producing that can be regarded as an interactive process in that politicians, municipal officials and interest groups jointly identify policy issues. At this level of participation the council is committed to the outcome of the joint policy decisions. The fifth level of participation refers to co-agenda setting where all role players and stakeholders jointly set the policy agenda. This is the type of participation that the municipality should promote, joint responsibility and participative decision-making. The sixth level refers to co-responsibility for policy decisions, in that the community will assist in ensuring that the policy outcomes and decisions of a municipality are put into practice. Kalk's last level as cited in Van der Walddt, et al, (2007:30) is participative decision-making. The above levels demonstrate the different conceptions with regard to participation.

In light of the above Davids, Theron and Maphunye, (2009:126) identified four levels wherein municipalities should require active participation with communities, which includes firstly, participation with the voters to ensure maximum democratic accountability of the elected political leadership for the policies they are authorised to promote. Secondly, it includes participation with forums established from within or

outside local government. Thirdly, it includes participation with organised groups to initiate policies and influence policy formulation and fourthly it requires active participation of the community to participate in the monitoring and evaluation activities of a municipality. In the next section the terms community participation, public participation and citizen participation will be clarified.

3.2.2 The terms community participation, public participation and citizen participation

The terms community, citizen and/or public participation are often used interchangeably. The White Paper on Local Government (1998:53) refers to citizen participation, whereas the Local Government Municipal Systems Act, 2000 refers to community participation, while the DPLG, IDP Guide Pack, Guide 0, An Overview (2000:9-10) refers to public participation. A useful starting point is to define the concept community in the context of local government. There are considerable differences of opinion as to what community participation entails. Van der Waldt et al (2007:26) maintain that community refers to all the citizens living within the areas of a jurisdiction of a municipality. Community participation refers to an active process by which beneficiaries should be able to influence the direction and execution of a development activity to improve their lives (Paul in Fokane, 2008:41). Whereas Fox and Meyer (1995:20) refer to community participation as the involvement of citizens in a wide range of administrative policy-making activities that include the determination of priorities, levels of service, acceptability of physical construction projects in order to orientate government programmes towards community need, to build public support and to encourage a sense of cohesiveness within a society. This definition emphasises the involvement of the community in processes that affect their lives. In addition the National Policy Framework for Public Participation, (2007:4) defines community participation as: “an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision- making.”

In light of the above Oakley (in Tshabalala, 2006:44) defines of community participation as a means to empower citizens by facilitating the development of their skills and abilities, by enabling them to negotiate with the development system and by equipping them to make their own decisions in terms of their development, needs and reality. Midgley (in Tshabalala, 2006:44) emphasises the notion of institutional building in the promotion of community participation and cited that community participation should denote the creation of procedures for democratic decision-making at local sphere that involve the people in these procedures to the extent that they regard them as a normal way of conducting community affairs.

In addition, the DPLG, IDP Guide Pack VI, (2001:15) holds that an integrated development planning representative body must be established to promote the participation of communities in a municipality's Integrated Development Planning (IDP) process. Thus, community participation in the Integrated Development Planning (IDP) process requires effective communication between the community and the municipality to address the needs of the community and to ensure that assumptions and unrealistic expectations can be dispelled. Midgley (in Tshabalala, 2006:44) emphasises the notion of institutional building in the promotion of community participation and cited that community participation should denote the creation of procedures for democratic decision-making at local sphere that involves the people in these to the extent that they regard them as a normal way of conducting community affairs.

In the light of the above Tshabalala (2006:44) made a distinction between community participation and public participation in that public participation involves the broader public that is not bound by a specific geographic area. Brynard (in Tshabalala 2006:45) holds that public participation provides a mechanism for democratising the planning process and as a result of this, the public manages the process to the extent that public participation in the local sphere can be seen as a democratic right. Integrated Development Planning provides the communities the opportunity to exercise their democratic right in local development issues. For the purpose of this study, the researcher will refer to the participation in the Integrated Development Planning process

as public participation in that public participation in the local sphere is related to a democratic right. In the next session the legislative and policy framework for participatory governance will be discussed.

3.3 THE LEGISLATIVE AND POLICY FRAMEWORK FOR PARTICIPATORY GOVERNANCE

Since 1994 the government has put in place many policy and legislative frameworks which require some form of public participation in local government. Four of the key legislative frameworks include the Constitution of the Republic of South Africa, 1996, the White Paper on Local Government, 1998, the Municipal Structures Act, 1998 and the Municipal Systems Act, 2000. A good starting point is to introduce the legislative requirements concerning the above key legislative frameworks. Some of the other legislative and policy frameworks which require some form of public participation will also be discussed in this section.

3.3.1 Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The Constitution, 1996 as the supreme law of the country not only makes provision in Chapter 2 for the Bill of Rights that includes the rights of all citizens to equality, human dignity, freedoms, environment and the right to housing, health care, food, water and social security. The notion of public participation is also embedded in Section 151 (1). In particular, the Section 151(1) of the Constitution, 1996 places an obligation on local government to do the following: to provide democratic and accountable government for all local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment; and to encourage the involvement of communities and community organizations in the matters of local government. In terms of Section 153 of the Constitution, 1996 a municipality must structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; a municipality

must also participate in national and provincial development programmes. While Section 195 (1) of the Constitution, 1996 provides the basic values and principles governing public administration that require that the people's needs must be responded to and public must be encouraged to participate in policy-making matters. This builds on the commitment of government to promote effective public participation with the promulgation of numerous policy frameworks concerning the matters of local government that will be outlined below.

3.3.2 White Paper on Local Government, 1998

According to the Ward Committee Resource Book (2005:13) the White Paper on Local Government (1998) often referred to as the "mini- constitution" for local sphere of government, set out the vision and policies for ensuring that local government fulfills its developmental role. The objects of community participation are embedded in the following four principles as set out in the White Paper on Local Government, (1998: 53):

- to ensure political leaders remain accountable and work within their mandate;
- to allow citizens (as individuals or interest groups) to have continuous input into local politics;
- to allow service consumers to have input on the way services are delivered; and
- to afford organised civil society the opportunity to enter into partnerships and contracts with local government in order to mobilise additional resources.

In addition the White Paper, (1998:53-54) also provides that municipalities should develop mechanisms to ensure participation and good governance in policy initiation and formulation, as well as to promote the monitoring and evaluation (M&E) of decision-making and implementation. Davids, et al (2012:60-61) maintain that the White Paper on Local Government, 1998 symbolises a fundamental renewal of local government in South Africa and it gave meaning to the paradigm shift in terms of how municipalities should integrate their Integrated Development Plans (IDP) with community based goals. The White Paper on Local Government, (1998:16) further emphasizes the constitutional

concepts of human dignity, human rights and democracy as important elements of developmental local government by including references to the redistribution of income and opportunities in favour of the poor. Section D of the White Paper on Local Government (1998:77) constitutes that the most important role of the municipality is to promote local democracy. The White Paper on Local Government (1998:5) further refers to the importance of local sphere of government as a space where citizens can participate to shape their own living environments and extend their democratic rights. Not only does the local sphere of government provide space for the public, but it is also critical to cultivating participatory governance and democracy in that the public is more likely to exert some influence over policy decision in a smaller local institution closer to home.

3.3.3 The Local Municipal Structures Act, 1998 (As amended in 2000 and 2003)

Puntu (2006:16) contends that the Local Government Municipal Structures Act, 1998 (Act 117 of 1998) requires the municipality to strive towards achieving the goals set out in Section 152 of the Constitution, 1996. Chapter 4 of the Municipal Structures Act, 1998 holds that the municipality must establish ward committees as a structured system which encourages the participation of communities. The Act sets out the powers and functions of a ward committee. In this regard, the Local Government Municipal Structures Act (1998:52) requires that a Category A municipality with a sub-council or a ward participatory system, or a Category B municipality with a ward participatory and executive committees or mayors must report on an annual basis on the participation of communities and community organisations concerning the local matters of the municipality. Upon the establishment of ward committees, which promote public participation, Section 73 of the Municipal Structures Act, 1998 stipulates that if a metropolitan municipality or a local council decides to have ward committees, it must establish a ward committee for each in the municipalities that consisting of a ward councilor representing that ward on the council and who must also be the chairperson of the committee and not more than ten other persons of the ward. The Act further holds that a metropolitan municipality or local council must make rules regulating the ward

committee that includes the procedure to elect the ten other members of the ward committees by taking into account the need for women to be equitably represented on a ward committee. Provision should also be made for the circumstances under which those members must vacate office and the frequency of meetings of ward committees. The Act also provides that a metropolitan municipality or local council may take administrative arrangements to enable ward committees to perform their functions and practice their powers effectively. The Ward Committee Resource Book (2005:14) outlines that Section 5(1) of the Municipal Structures Act (1998) set out the rights and duties of the members of local community. In terms of the Act the community has the right to contribute to the decision-making process of the municipality as well as to be able to submit written or oral recommendations, representations and complaints to the municipal council

3.3.4 The Local Government Municipal Systems Act, 2000 (Act 32 of 2000)

According to Puntu (2006:18) the Municipal Systems Act, 2000 (Act 32 of 2000), states in Chapter 4 Section 17(2) that a municipality must establish appropriate mechanisms processes and procedures to enable the local community to participate in the affairs of the municipality. Similarly the Ward Committee Resource Book (2005:14) also confirms that the Municipal Systems Act (2000) requires municipalities to develop a culture of government within a system of participatory governance and public participation.

Section 4 of the Municipal Systems Act, 2000 requires that municipalities must determine strategies to consult the community about the level of quality, range and impact of municipal services provided by the municipality, either directly or through another service provider.

Section 5 of the Act states that members of the community have the right to contribute to the decision-making processes of the municipality and submit written or oral recommendations, representations and complaints to the municipal council. Furthermore, the Act requires that the community should be informed about decisions of

the municipal council as well as to get regular disclosure of the affairs of the municipality including the financial affairs of the municipality. Section 16 of the Municipal Systems Act, 2000 makes provision for the following requirements concerning public participation:

- A municipality must develop a culture of municipal governance that supports formal representative government through a system of participatory governance; and
- A municipality must encourage and create conditions for the community to participate in the affairs of the municipality, including participation in a municipality Integrated Development Planning, performance management system, monitoring and review of performance, the preparation of its budget, and strategic decisions about the provision of municipal services.

Regarding the mechanisms, processes and procedures for public participation, Section 17 of the Municipal Systems Act, 2000 requires amongst other issues that public participation by the local community in the affairs of the municipality must take place through the political structures for participation as set out in the Municipal Structures Act, 1998 (as amended in 2000 and 2003). Furthermore in terms of Section 17 of the Municipal Systems Act, 2000 municipalities must create conditions that will allow members of the community, such as disabled people, other disadvantaged groups and people who are illiterate, to participate in the affairs of the municipality.

In terms of Section 18 (1) of the Municipal Systems Act, 2000 the municipality must communicate to its community information about public participation and must communicate what are the available mechanisms, processes and procedures are in order to encourage and facilitate participation. Section 19 of the Act requires that the municipal manager must give notice to the community as determined by the council, about the date, time and venue of every meeting and urgent meeting of the council and every special or urgent meeting of the council, unless time constraints make it impossible. Furthermore, Section 20 provides that meetings of the council and its

committees are open to the public, including the media and neither the council nor its committees may exclude the public and media. In addition the council has the right to take the necessary steps to regulate public access and public conduct during its meetings.

Section 26 of the Act sets out the core components of the Integrated Development Plan (IDP) that all municipalities (Metropolitan, district and local municipalities) should undertake to produce its own Integrated Development Plan (IDP).

Whereas, Section 42 of the Municipal Systems Act, 2000 provides that a municipality must involve the local community through appropriate mechanisms, processes and procedures in the development, implementation and review of the municipalities performance management system and must allow the community to participate in the setting of appropriate key performance indicators and performance targets of the municipality.

3.3.5 Municipal Finance Management Act, 2003 (Act 56 of 2003)

According to the Ward Committee Resource Book (2005:17) the purpose of the Municipal Finance Management Act, 2003 includes the following:

- to bring about transparent and effective financial management in municipalities and municipal entities;
- to set up a municipal financial recovery service which allows the National Treasury to intervene where a municipality faces a financial emergency; and
- to show the difference between short-term borrowing and long-term capital investment.

The objective of the Municipal Finance Management Act, 2003 is to modernise budget and financial management processes and practices of local government to maximize their capacity as well as to promote effective service delivery. The Municipal Finance

Management Act, 2003 requires municipalities to engage communities in the following activities of the budget process.

- The preparation, tabling and approval of the annual budget; and
- The annual review of the IDP and other budget related policies;

In terms of Section 53 (6) of the Municipal Finance Management Act, 2003 the Mayor of a municipality must ensure that the annual budget of a municipality should indicate how it will implement the objectives set out in its Integrated Development Plan (IDP) over the next three years. In addition the municipality should also indicate how its integrated development plan will be revised by taking into consideration the budget and spending commitments.

3.3.6 Local Government Municipal Property Rates Act, 2004 (Act 6 of 2004) (Amended in 2009)

The Local Government Municipal Property Rates Act, 2004 further provides that the municipal manager of a municipality must clearly display the draft rates policy for a period of at least 30 days at the municipality's head and satellite offices, at libraries and on an official website of the municipality to ensure that the public has access to the information. The municipality must advertise in the media notices by stating that a draft rates policy has been prepared for submission to the council and that a draft rates policy is available in the municipality's head office and on its websites for inspection during office hours. Furthermore, the municipality has to invite the local community to submit comments and representation to the municipality within a period specified in the notice which may not be less than 30 days. The Act also provides that a municipal council must take all comments and representations made to it or received by it into account when it considers the draft rates policy. The Municipal Property Rates Act, 2004 also requires that public participation in amendments to a rates policy must be reflected through the municipality's annual budget process.

3.3.7 The National Policy Framework for Public Participation, 2007

The National Policy Framework for Public Participation, 2007 provides a policy framework for public participation in all municipalities (Metropolitan, district and local). Firstly, the Framework identifies certain minimum requirements which municipalities must meet for its constitutional obligation of participatory governance. The requirements entail *inter alia* that all municipalities must implement a community complaints management system. It requires that all municipalities must take steps to publicize the municipality's public participation principles that in general set the norms and values of participatory governance within the municipality. Therefore, a municipality must publish and distribute its Citizen Participation Framework that spells out the various local structures to contact as well as the public participation mechanisms that exist within a municipality in order to maximise public participation. The National Policy Framework for Public Participation, 2007 encourages municipalities to conduct citizen satisfaction surveys as a means of becoming aware of its community satisfaction concerning service delivery within its area.

Secondly, the National Policy Framework for Public Participation, 2007 requires that municipalities empower and support ward committees to promote participatory governance. As such, ward committees must be involved in key municipal processes of development planning, the budget, the performance management system, performance assessment and service delivery agreement as required by the Municipal Systems Act, 2000. The Framework further requires that municipalities must incorporate representatives from their ward committees to serve on audit committees as well as on the personal performance evaluation panel. In order to promote effective public participation the election and operation of ward committees must be adopted in policies and by-laws. The Framework further requires that municipalities should empower and support its Integrated Development Plan representative forums, also known as the IDP forums, to promote participatory governance. The National Policy Framework for Public Participation, 2007 also requires that municipalities must keep a comprehensive

local stakeholders register, to ensure the full inclusion of as many community members as possible.

Thirdly, the National Policy Framework for Public Participation, 2007 recommended that municipalities use local stakeholders that include representatives from applicable ward committees and local stakeholder groups to assist the municipality in its monitoring and evaluation of the implementation of projects as set out in its Integrated Development Plan (IDP). The National Policy Framework for Public Participation, 2007 further recommended that the responsibility for coordinating public participation should be fulfilled by a Public Participation Unit that is overseen by the Speaker. The Framework also recommended that the Public Participation Unit will be responsible to draw up an annual public participation plan which specifies the responsibilities of all role players responsible for participatory governance within the municipality. Lastly the Framework recommended that public participation key performance areas, indicators and targets should be included in contracts of officials to secure a basic threshold of participatory governance.

3.3.8 The Local Government Turnaround Strategy, 2009 and Public Participation

The Local Government Turnaround Strategy was introduced during 2009 as a strategic intervention to address the challenges as identified in an assessment of the state of local government. These challenges in municipalities include aspects such as poor governance and accountability, weak financial management and high vacancy rates in critical senior management positions. The findings further found that some municipalities do not have the capacity to deliver on the core set of critical municipal services. Therefore, the Local Government Turnaround Strategy aims to restore the confidence of South Africans in local government as the primary delivery organ of the developmental state as well as to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government. Furthermore, the Local Government Turnaround Strategy strives to intervene in communities increasing dissatisfaction with poor service delivery, as well as

to improve the administrative and financial performance of all municipalities (metropolitan, district and local municipalities). The Local Government Turnaround Strategy aims to achieve five strategic objectives, namely: to ensure that municipalities meet the basic service needs of their communities; to build a clean, effective, efficient, responsive and accountable system of local government; to improve performance and professionalism within municipalities; to improve national and provincial policy, oversight and support; and to strengthen partnerships between communities, civil society and local government (The Department of Cooperative Governance and Traditional Affairs (CoGTA), LGTAS, 2009:19). The Local Government Turnaround Strategy identified its immediate priorities prior to the 2011 elections, as well as its medium-term and post-election priorities until 2014. The immediate priorities prior to the 2011 elections were a pilot project in which selected municipalities per province had to develop their own Municipal Turnaround Strategies. During the Medium -term that have commenced after the 2011 elections until 2014 requires that all municipalities have to develop and incorporate their own Municipal Turnaround Strategy in their Integrated Development Plan (IDP) as well as to monitor and evaluate the municipality's performance. During this phase the municipalities have to ensure that communities take part in the process. The Local Government Turnaround Strategy further requires that all municipalities must produce quarterly in-year financial reports to promote transparency. The result is that the National Treasury releases the In-Year Management, Monitoring and Reporting System for Local Government that enables national and provincial government to exercise their oversight role over municipalities as well as to identify possible challenges in implementing municipal budgets and conditional grants.

3.3.9 The South African National Development Plan, 2030

The South African National Development Plan, 2030 aims to eradicate poverty and to reduce inequality by 2030. The National Development Plan identified six interlinked priorities:

- To utilise all South Africans around a common programme to achieve prosperity and equity;
- To promote active citizenry to strengthen development, democracy and accountability;
- To bring about faster economic growth, higher investment and greater labour absorption;
- To focus on key capabilities of people and the state;
- To build on a capable and developmental state; and
- To encourage strong leadership from government, business, labour and throughout society to address South Africans current challenges effectively (The National Development Plan 2030, Executive Summary, 2012:16).

The National Development Plan, 2030, Executive Summary (2012:44-45) further emphasised that more needs be done to remedy the uneven and often poor performance of government including local government. Not only should accountability be reinforced by clarifying lines of accountability and to strengthen coordination through the intergovernmental system, but more needs to be done to strengthen the public-interest as well as to promote transparency. The National Development Plan 2030, Executive Summary (2012:44-45) further provides that municipalities should avoid undermining democratic accountability for service delivery. Thus, more needs to be done to make it easier for citizens to raise their concerns concerning service delivery. The rising number of service delivery protests indicate that the state also needs to promote effective public participation to promote active citizenry as well as to strengthen participatory governance and accountability. An overview of the different approaches, building blocks and dimensions of public participation in local government will be provided in the following section.

3.4 AN OVERVIEW OF THE DIFFERENT APPROACHES, BUILDING BLOCKS AND MODES OF PUBLIC PARTICIPATION IN LOCAL GOVERNMENT

According to Olivier (2005: 22) participation within the context of local governments has three sources. Firstly, participation was used in the 1950's by social activists and project field workers as part of development projects. Olivier (2005:22) further maintains that the World Bank, as well as the Development Bank of Southern Africa have taken the notion of participation as a prerequisite for successful project implementation at local government sphere.

Secondly, participation within the context of good governance emerged in the 1980's and 1990's as a result of democratic disengagement and unresponsive and inefficient local government in Western democracies. Olivier (2005:22) also indicated that South Africa experienced the same trends after the 1994 elections. It prompted a range of initiatives to re-establish the legitimacy of local councilors, to address social exclusion and to improve participation and good governance in representative democracy. It leads to new forms of democratic participation to improve representative democracy such as the increase of residential community associations and community development corporations.

Thirdly, the empowerment approach to community participation is located within the radical paradigm of alternative development that manifests itself in the mobilisation of popular political power. An example of this approach was the dialogical forums at local government sphere prior to the 1994 elections in South Africa, where stakeholder groups with a political empowerment agenda engaged the local state in participating on a wide range of development initiatives. After 1994 these dialogical forums still form the dominant mode of participation in the preparation of Municipal Integrated Development Plans. Olivier (2005:22) further holds that municipalities often intermingles participation on a project-based engagement in a similar manner as consultation in the municipalities integrated development planning process that falls more within the good governance realm. At other times communities with which municipalities engage often resemble

empowerment by using participation as political engagement. Thus, there is no one approach or model of participation. Participation should therefore be understood in the context within which communities are engaged by local government to ensure that the most appropriate participative mechanisms and processes are used to promote effective participation of communities in their own development.

In the light of the above Abbot (in Olivier 2000:22-23) acknowledges that different approaches to community participation exist, namely community development, empowerment and negotiated development. Abbot (in Olivier 2000:22-23) further mentioned that each of the participation approaches or models display specific characteristics of participation as shown in Table 3.2 below.

Table 3.1 The different participation approaches or models

	Participation approach or model	Participation approach or model	Participation approach or model
Characteristics	Community development	Empowerment	Negotiated development
Role of government	Open	Close	Open
Nature of decision-making	Small development programmes and projects with clearly defined outputs, often a single output	Political and or economic targeted development programmes with clearly defined agendas and outputs	Complies multi variable and multifaceted development programmes.
Community	Focuses through	Focuses through strength of needs or	Diffuse, heterogeneous and

	Participation approach or model	Participation approach or model	Participation approach or model
dynamics	project selection	development initiatives or issues	required level of moderation
Primary purpose of the participation process	Limited Participation	Participation centered around a dispute between community and government	An integrated system approach with a wide range of interaction

(Source: Abbot in Olivier 2000:22-23).

Thus, different approaches to participation exist and are appropriate for different contexts. Practitioners in the South African local government need to use a variety of participation approaches or modes, as the context within which the participation takes place, will determine the most appropriate form of participation that needs to be applied.

3.4.1 Public participation and the building blocks of development

Max-Neef (in Davids, et al, 2009:122) points out that public participation is one of the needs of humans that should be satisfied through the development process. Public participation is thus an integral part of the human development approach and it is as complex as human nature itself. According to Meyer and Theron (in Davids et al 2009:122-123) the building blocks of development consist of the following processes in a logical sequence:

- **Public participation.** Public participation can be seen as the first building block of development that is also a component of human growth. Davids et al, (2009:122-123) mentioned that public participation is one of the essential conditions for development, in that it is a basic human need and this means that

the most important role player in development initiatives must be the public. Through public participation, the public as the beneficiaries of development initiatives should not only be able to share in the programmes but should also be able to influence and direct the process. It implies that ward councilors, as change agents when facilitating the process of public participation, should always take the inputs of the public as the beneficiaries as of utmost importance

- **Social Learning approach.** The second building block of development entails the social learning approach that needs to be introduced once public participation has been set in place (Meyer & Theron (in Davids, et al 2009:132). In addition Kotze and Kellerman in Davids, et al (2009:133) indicate that the social learning process has its origin in Senge's idea of the learning organisation that supports the principle of bottom-up planning and public participation. It entails that ward councilors should adopt learning in a partnership approach with the beneficiaries of development initiatives. The integrated development plan of a municipality can be seen as an example of a bottom-up planning, where ward committees and ward councilors can be engaged in public participation. Theron (in Davids et al 2009;123) maintains that through the social learning process approach, the public contributes to integrated development planning through their indigenous knowledge systems (IKS) and experience
- **Empowerment.** According to Davids, et al (2009:124-125) the third building block of a development approach is empowerment. Public participation and empowerment are essential issues to the planning process and to sustainable development. It also requires that the public is equipped with the power to decide and to take action concerning their own development. As such public participation as empowerment and social learning process, leads to collective action at grassroots level, making the public self-aware and self-reliant (Theron and Oakley as cited in Fokane, 2008:51)

- **Sustainability.** Theron (in Fokane, 2008:51) states that together with the other blocks of development public participation and sustainability are devolutions of power wherein the public should have access to decentralised institution that will address the public needs and priorities in development initiatives. Furthermore, public participation and sustainability are the devolution of power. Sustainability also entails that the public should have access to local government institutions that should honour their priorities, and it means that these institutions through the focus on developmental local government, are represented by the IDP at local government level.

The above building blocks of development are important to move from a less desirable to a more desirable approach in development of which public participation is an integral part to promote a reciprocal relationship and a partnership in development.

In light of the above Section 16 of the Municipal Systems Act, 2000 provided that municipalities must develop a culture of municipal governance that complements formal representative government with a system of cooperative and participatory governance. The Act further states that municipalities must encourage and create conditions for the local community to participate in the affairs of the municipality that include participation during the preparation, implementation and review of a municipalities' Integrated Development Plan (IDP). Thus, the success or failure of a municipality's cooperative and participatory governance depends on how effective the reciprocal relationship between the municipality and its community is managed throughout the preparation, implementation and review process of its Integrated Development Planning (IDP) process. The distinction of public participation as a means and end will be emphasised below.

3.4.2 Distinction of public participation as a means and/or an end

Oakley (in Davids et al, 2009:118) argues that public participation can be distinguished as a means and/or an end. Public participation as a means relates to passive

participation while public participation as an end relates to active participation. When public participation is viewed as an end, it becomes a long-term process, to develop in that it strengthens the capabilities of the public to participate directly in development issues. The distinction is presented below in Table 3.1 as cited by Davids et al, (2009:118):

Table 3.2: Distinction between public participation as a means and/or an end

Participation as a means	Participation as an end
<ul style="list-style-type: none"> • Implies the use of participation to achieve some predetermined objective. • Attempts to use resources in order to achieve the objectives of a development programme or project. • It is common in government development programmes, to mobilise and involve the community to improve the efficiency of delivery systems. • It is generally a short-term process. • It appears to be a passive form of participation. 	<ul style="list-style-type: none"> • It attempts to empower people to take part in their own developments. • It attempts to increase the role of the community in development issues. • It focuses on improving the ability of the community to participate rather than just achieving the objectives of a development programme or project. • It is favoured by non-governmental organisations but less favoured by government agencies. • It becomes a long-term process in that it is more active and dynamic than participation as a means.

(Davids et al, 2009:118).

From the above table it can be deduced that by considering public participation as a means to an end entails that it is a social learning process, which is necessary for the success of any development programme or project.

3.4.3 Distinction between public participation as involvement and public participation as empowerment

Another distinction that often contributes to the confusion in conceptualizing public participation is the kind of public participation needed. This distinction as cited by De Beer (in Davids et al, 2009:119) refers to the distinction between public participation as involvement and public participation as empowerment. On the other hand public participation and involvement entails “weak” public participation that refers to a top-down decision-making process that can be seen as a manipulative form of participation. On the other hand public participation as empowerment entails “strong” participation that can be seen as a social learning process, or a capacity building process that includes a bottom-up decision-making process. Public participation as empowerment requires the decentralization of decision-making. The different modes of public participation will be discussed below.

3.4.4 Modes of public participation

According to Booyesen in (in Anon, 2007:22-25) the following six modes of participation are distinguished:

- Proactive or conventional participation. In this mode of participation members of civil society could actively engage in the phases of agenda setting or in policy formulation. It may emanate from community and or non-governmental organisations (NGO's) initiatives.

- Representation or representational participation. In this top-down mode of participation citizens might be satisfied with having their interest represented by their elected members of government.
- Centre driven initiatives. Another top-down mode of participation is where political and public service officials are responsible for a range of participatory initiatives.
- Community engagement participation. This mode of participation is identified as participation that relates to a range of different phases of the policy process and governance and has a bearing on engagement with members of political and bureaucratic spheres of government. This mode of participation brings executives, legislatives, bureaucrats and citizens together to discuss development issues.
- Alternative or unconventional participation. It refers to a situation where civil society members regard protest and mobilisation as the required form of policy participation.
- Information related modes of engagement with government. This mode of participation takes place when citizens use policy-related information that they have received from government or from government media, or from mass electronic and print media on government to become more active participants in public affairs.

In addition, Oakley and Marsden (in Theron, 2008:108) holds that the process of participation can be presented on a continuum that covers four modes through which a community moves away from a less desirable to a more desirable situation. The four modes as explained by Oakley and Marsden (in Theron et al 2008:108) consist of the following:

- Anti-participatory mode. In this mode participation can be considered as a voluntary contribution by the community but the beneficiaries are not expected to take part in shaping a development programme or project's content and outcomes.

- Manipulation mode. In this mode participation includes the involvement of the beneficiaries in decision-making processes and the implementation of development programmes or projects as well as in the sharing of the benefits sharing in the benefits, and involvement in the evaluation of the project or programme.
- Incremental mode. In this mode participation is concerned with efforts to increase control over resources and to ensure that groups or movements are excluded from such control over resources of a development programme or project.
- Authentic participation. In this mode of participation, participation can be seen as an active process by which the communities or beneficiaries influence the direction and execution of a development programme or project with a view to enhance their wellbeing in terms of income, personal growth, self-reliance or other values that they seek (Oakley and Marsden in Theron et al 2008:108).

In light of the above modes of participation Arnstein and Pretty (in Davids, et al 2012:116-117) developed seven typologies to demonstrate the different conceptions concerning public participation. The seven typologies of participation consist of the following:

- Passive participation. In this type of participation community members remain clueless and powerless in that the community participates by being told what is going to happen or what has already happened concerning a development project or programme.
- Participation in information giving. In this type of participation community members participate by taking part in surveys or interviews or other participation strategies but they do not have the opportunity to influence or direct proceedings. The findings are also not shared with community members.
- Participation by consultation. In this type of participation community members are being consulted by professionals. However the professionals are under no

obligation to consider the public view and the community members have no share in decision-making concerning the development initiative.

- Participation for material incentives. In this type of participation, the community participates in the development initiative in return for food or monetary incentives.
- Functional participation. In this type of participation community members participate in a group context at the early stages of a development programme or project to meet predetermined objectives related to a the programme or project.
- Interactive participation. In this case participation is being seen as a right not just a means to achieve a project goal.
- Self-mobilisation. In this type of participation community members retain control over how resources are used in a development programme or project.

Thus, considering the modes or typologies of participation one could argue that participation varies from passive participation where the community is being told what to do to self-mobilisation where the community members control the development process.

3.4.5 The benefits of public participation

According to the National Policy Framework for Public Participation, (DPLG, 2007:17-20) the benefits of public participation include, but are not limited to the following:

- Public participation assists municipalities to increase levels of information to communities
- Public participation contributes to the improvement of service delivery and assists in better identification of the needs of communities
- Public participation helps the public to develop a clear sense of direction concerning development initiatives
- Public participation contributes to achievement of greater accountability in that it contributes to restore municipal credibility with the public

- Public participation also assist the stakeholders to identify alternatives to be considered when addressing development priorities and issues
- Public participation also creates a better understanding of a development initiative and its objectives amongst the public.

The above benefits emphasised the importance of effective public participation of the community in the affairs of a municipality to promote cooperative and participatory governance.

3.5 PUBLIC PARTICIPATION STRATEGIES

Public participation strategies should not be seen as blueprints for development. Each development initiative requires a specific, relevant combination of strategies depending on the expectations of the local sphere and the beneficiaries of the development programme or project (Theron, 2008:111-112). In addition Theron et al (2008:111-112) refers to a spectrum of participation that includes informing the public, consulting the public, involving the public to collaborating and empowering of the public through a process of public participation. Firstly public participation strategies should be aimed at informing the public. These strategies are merely intended to inform the public to become aware of a development programme or project (Theron et al 2008:113-114; Davids et al, 2009;128-130). Options utilized under this strategy include the following:

- Legal notices
- Advertisements
- News articles
- Background information material
- Exhibits and displays
- Technical reports
- Websites
- Field trips
- Press conferences

- Radio and television talk shows
- Expert panels

(Theron, 2008:113-114 and Davids et al, 2009;128-130)

Secondly public participation strategies, through consultation require that relevant stakeholders are contacted and assembled at a specific point to be consulted about a development initiative. However, public participation is considered a voluntary contribution by the public and they are not necessarily expected to take part in shaping the development programme or projects content or outcome. Options of this strategy involved include the following:

- Public or community meetings
- Public hearings
- Open days
- Briefings
- Central information contact
- Field offices of information centres
- Comments and response sheets
- Surveys and polls
- Interviews
- Telephone hotlines
- Electronic democracy

(Theron, 2008:113-114; Davids et al, 2009:128-130).

Thirdly, public participation strategies aimed at involving the public to collaborate as well as to empower the public, provide a reciprocal learning relationship between the beneficiaries and the development agencies such as local government. Options of this strategy include the following:

- Focus groups key stakeholder meetings and workshops
- Advisory committees and panels

- Task force
- Citizen juries
- Consensus conference
- Imbizo
- Indaba
- Participatory rural appraisal, participatory learning action
(Theron et al 2008:128-130).

Thus, municipalities should use a combination of strategies to promote effective participatory governance.

According to Olivier (2005:16-17) the most common options in South African municipalities relating to participation are:

- Formal advertising in the press to ensure that municipalities adhere to the minimum legal requirements for considering the views of the community about their own development
- Dialogue forums such as IDP forums, sectoral forums are other applicable ward-based forums
- Ad-hoc meetings around specific issues that occur occasionally;
- Market research and opinion polls
- Ward participatory structures that exist in many municipalities are set up through formal provincial notices and requiring by-laws
- E-Government provided by larger municipalities and metropolitan municipalities makes provision for online voting to gain a measure of public opinion on development issues
- Communication capacity through corporate communication services, such as occasional newsletters, to reach communities. Other examples include the use of community radio stations, newspapers and media, and even television to reach community members concerning development issues

- Customer relations and Citizen Charters driven by the need to manage the public expectations concerning development. Examples of these options include one-stop shops where a range of services are combined in one area, self service facilities and electronic services, and even the internet. Other options that municipalities use include help desks where all inquiries can be lodged through a single portal.

In the light of the above Theron (2008:112) warns that a one-size-fits-all strategic approach is not recommended. The challenge is to present local government with a mixture of approaches and strategies to promote effective public participation within a particular municipal context.

3.6 PUBLIC PARTICIPATION IN LOCAL GOVERNMENT'S INTEGRATED DEVELOPMENT PLANNING

As shown in previous sections of this chapter the White Paper on Local Government, 1998, the Municipal Structures Act, 1998, the Municipal Systems Act, 2000 and the Local Government Finance Management Act, 2003 provides the involvement of the public in local matters. The White Paper on Local Government, (1998:53) is explicit on the importance of public participation by communities at the local sphere of government. It obliges municipalities to develop mechanisms to ensure citizen participation in policy initiation, formulation and implementation, and an evaluation of its programmes takes place. The White Paper on Local Government, (1998:53) further required that municipalities should develop strategies and mechanisms to continuously promote participation with the public and the community groups.

In terms of Section 16 of the Local Government Municipal Systems Act, 2000, a municipality must strive to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. It further requires that municipalities should encourage and create conditions for the local community to participate in the affairs of the municipality such as in the strategic

decision-making relating to municipal services. It further requires the community to participate in the preparation, implementation and review of its integrated development plan and annual budget. It also requires that the community should be involved in the establishment, implementation and review of its performance management system. Whereas Section 17 of the Local Government Municipal Systems Act, 2000 provides that participation by local community in the affairs of the municipality must take place through political structures that is laid out in terms of the Municipal Structure Act, 1998. In addition the National Policy Framework for Public Participation of 2007 provides a formal framework for public participation.

The former Department of Provincial and Local Government developed the Integrated Development Planning (IDP) Guide Packs in 2000 to assist municipalities with guidelines in the preparation, review and implementation of their IDP's. The DPLG, IDP, Guide Pack, VI, (2000:120-123) proposes that an Integrated Development Planning Forum (IDP Forum) needs to be established to promote effective participation of community members during each phase of the Integrated Development Planning (IDP) process. Van der Waldt, et al (2007:105) cited that the purpose of this forum is to provide a structure for discussions, negotiations, joint decision-making and participation in the planning and implementation process of local government issues such as integrated development planning. Van der Waldt et al (2007:105) stipulated that the Integrated Development Planning Forum (IDP Forum) should include the following members:

- Members of the Integrated Development Planning Committee
- Councilors, including various districts
- Traditional leaders
- Ward committee representatives
- Senior officials and heads of municipalities
- Representatives from organised groups
- Other suitable community representatives.

The above mentioned members participate in the Integrated Development Planning Forum to inform stakeholders and the communities about relevant planning activities. The forum also determined the Integrated Development Planning priorities and it strives to reach consensus concerning these priorities. Van der Waldt, et al (2007:105) state that members of the forum should participate in the design and evaluation of project proposals and are also responsible for monitoring the implementation performance of the municipalities. Govender, Khan and Moodley, (2007:72) cited that most municipalities have chosen to establish ward committees to comply with the aspect of public participation concerning the Integrated Development Planning process. However, some municipalities choose to refer to these to participatory structures or development forums that have the same purpose as the ward committees.

As noted in previous sections in this chapter the Municipal Systems Act, 2000 commits in Section 16 of Chapter 4 that the local community must take part in the preparation, implementation and review of the municipalities Integrated Development Plans (IDP's). This means that all municipalities must create a platform for the public participation concerning the Integrated Development Planning process. The DPLG, IDP Guide Pack O, An Overview, (2000:15-19) prescribes that the process of developing an Integrated Development Plan (IDP) should consist of five phases that should be carried out in consultation with the community. Public participation during these phases will be discussed in the next session.

3.6.1 Phase 1. The Situation Analysis phase

As shown in Chapter 2 of this study during the situation analysis phase the municipality has to analyse the challenges faced by the community in the municipal area such as poor service delivery, crime, unemployment and a lack of basic service delivery amongst others. Public participation during this phase is an imperative in that the community who are affected by the challenges should be involved in determining the nature and extent of these challenges. During this phase the municipality must also identify the needs and priorities of the community through an interactive process

between the municipality and the community. This needs assessment process provides an opportunity to the community to inform the IDP process of which needs should be responded to by the municipality. Van der Waldt, et al (2007:105) states that the following public participation activities should be encouraged during this phase namely; community meetings such as the ward meetings arranged by ward councilors, stakeholder meetings and surveys and opinion polls to gain the views of the public about the communities challenges and development needs.

It is also important to consult with different community organizations such as women groups, youth groups and civic organizations should take part in the needs assessment process of the community. The municipality should ensure that the needs assessment process does not merely become a “wish-list’ generating process”. Therefore, it is important that public officials of the municipality must validate information; this also leads to increased accountability. After the needs assessment has been completed both the municipality and the stakeholders of the community have to reach an agreement on the priorities for the community. This constitutes phase 2 of the Integrated Development Planning process (IDP Guide Pack 0, An Overview, 2000:17; Van der Waldt, et al 2007:103-104).

3.6.2 Phase 2: Strategies to define local vision and the objectives phase

Once a municipality has a clear understanding of its challenges and priority issues it must then formulate the solutions to address these challenges. The IDP Guide Pack, 0, An Overview, (2000:17) states that public participation during this phase should take the form of a public debate on the appropriate ways to solve the challenges that were identified during the first phase. The strategy phase includes the following outputs: the municipality’s vision, its development objectives, development strategies and the project. The municipality’s vision provides a clear picture of the goals of the municipality. Tshabalala (2006:62) cited that it is important that the community supports the municipality’s vision and that it is not imposed upon them by the municipality.

Van der Waldt et al, (2007:104) maintains that objectives indicate what the municipality would like to achieve in the medium term in order to address the challenges of the community and it should also contribute to the realisation of the municipality's vision. Thus, through a continuous communication process, both the community and the municipality have to reach an agreement about the vision statement and its objectives. Once the objectives have been identified the municipality should formulate strategies to reach its objectives. During this phase the municipality should consult with the public through public debate on the appropriate strategies in accordance with the municipality's development mandate. Other forms of public participation during this phase should include meetings with the Integrated Development Planning representative forum such as the ward committee as well as meetings with affected communities and stakeholders (Van der Waldt, et al 2007:105). Once the strategies are formulated and the municipality has to identify its development projects.

3.6.3 Phase 3: The project phase

During the project phase the municipality has to design projects and deal with its specifications. The municipality has to ensure that the identified projects have direct linkage to the priorities and objectives that were identified in the previous phases. Community participation in the project design is as important as participation in decision-making as it ensures that the Integrated Development Plan will become a reality. Van der Waldt, et al (2007:105) mentioned that participatory meetings should be arranged with representatives of stakeholders on project sub-committees. Performance targets and indicators should also be formulated in order to measure the performance and impact of the projects (Van der Waldt, et al 2007:104 and Hoff in Tshabalala, 2006:63).

3.6.4 Phase 4: The integration phase

During the integration phase the municipality has to ensure that the projects are in line with the municipality's objectives, strategies and resource frameworks and that it

complies with legal requirements. Furthermore, the municipality has to consolidate its operation strategy with its Integrated Sector Programmes such as its Integrated Local Economic Development Programme (LED), Poverty alleviation, Integrated HIV/AIDS programme, and an Integrated environmental program, its integrated institutional plan, its 5-year financial plan, 5-year capital investment programme, the municipality's Integrated Spatial Development Framework and its consolidated monitoring and performance management system. The Integrated Development Planning representative forum should also be consulted during this phase to promote effective public participation. The municipality has to involve all relevant departments through consultation to reflect a multi-sectoral approach in order to ensure the integration and coordination with the programmes of other spheres of government (Van der Waldt, et al 2007:105 and Tshabalala, 2006:64).

3.6.5 Phase 5: Approval of the municipality's Integrated Development Plan (IDP)

During this phase the municipality has to submit its IDP to the Municipal Council for consideration and approval. Section 25 of the Municipal Systems Act, 2000 provided that the public must be given an opportunity to comment on the draft IDP within 14 days of the adoption of the municipality's Integrated Development Plan (ID). Once the municipality amends its IDP in accordance with the input from the public, the council, considers the IDP for approval (IDP Guide Pack, An Overview, 2000:19). Thus, public participation in the Integrated Development Planning process is not only a legislative requirement but without it the municipality's Integrated Development Plan (IDP) would become just another strategic plan that fails to respond to the expectations and needs of the public within a specific municipal area.

In terms of Section 34 of the Municipal Systems Act, 2000 the municipal council must review its Integrated Development Plan (IDP) annually in accordance with an assessment of its performance measurements to the extent that changing circumstances so demand. It further provides that the municipality may amend its Integrated Development Plan (IDP) in accordance with a prescribed process. The

Municipal Systems Act, 2000 further provides that the aims of the review is to ensure that the municipality's Integrated Development Plan (IDP) remains relevant and to make the necessary changes to the plan. During the review process the budget must be informed by the IDP because the budget must reflect the objectives, programmes and projects contained in the revised IDP. In terms of the Municipal Systems Act, 2000 the review process must include the following stages. Firstly, officials of the municipality are responsible for the institutional arrangements and the preparation includes the design of action programme, to assign roles and responsibilities and finalise the procedure and mechanisms for public participation during the review process. Secondly, the Municipal Systems Act, 2000 states that monitoring entails the gathering of relevant information that relates to the implementation of projects and programmes and the achievement of objectives, while evaluation of the information gathered entails that the necessary adjustments need to be made to improve delivery. Review calls for an assessment of the contents of a municipality's current Integrated Development Plan to identify the appropriate changes that need to be taken into account and that need to be incorporated in the municipality's other plans. Thirdly, the adoption by Municipal Council of the revised Integrated Development Plan (IDP) should take place in accordance with the Municipal Planning and Performance Regulations, 2001. Lastly, the Municipal Systems Act, 2000 further provides that the preparation of the municipal annual budget requires that the budget must be informed by its revised Integrated Development Plan (IDP).

3.7 CURRENT CHALLENGES OF PUBLIC PARTICIPATION IN THE SOUTH AFRICAN LOCAL GOVERNMENT

Although constitutional mandates require participatory governance, the National Policy Framework for Public Participation, (DPLG, 2007:7) warns that most municipalities struggle to encourage communities and community organisations to become involved in the affairs of their municipality. One whole chapter namely, Chapter 4 of the Municipal Systems Act, 2000 emphasises the importance of public participation in the affairs of all municipalities. The National Policy Framework for Public Participation, (DPLG, 2007:7),

further holds that although the Municipal Systems Act, 2000 is fairly prescriptive on what is required by municipalities concerning public participation the Act does not provide clear detailed guidelines on how municipalities should achieve more effective public participation but rather leaves it to the discretion of municipalities. As a result the absence of a well-planned, well-resourced and structured active participation programme in most municipalities resulted in the development of the Draft National Policy Framework for Public Participation, that was announced in 2005 and implemented in 2007 to serve as a guideline for all municipalities with the implementation of their own Public Participation Framework Plan to overcome the public participation challenges in local government.

In addition Theron et al (in Davids, et al 2009:131) identifies the following challenges concerning public participation:

- The confusion surrounding the concept of participation needs to be clarified
- The stakeholders such as clients, concerned individuals and interested and affected parties need to be identified
- Deciding which government spheres are responsible for the public participation engagement and intervention
- The role and responsibility of the municipal Integrated Development Planning office concerning public participation need to be clarified
- Identifying an interdisciplinary public participation team that should include the Integrated Development Planning (IDP) office of the municipality and change agents of the community such as ward councilors and other stakeholders of the community who possess indigenous knowledge and the necessary people skills to collaboratively plan for public participation
- The public needs to be re-orientated to take part in decisions which will affect their lives
- Public officials at local spheres should be trained and re-oriented to not only become change agents, but also to engage with stakeholders and beneficiaries and to involve the public in development issues in promoting public participation.

Theron, Caesar and Davids, (2007: 6-7) further argue that most of the municipal officials and the ward community members do not have the capacity to manage and implement effective public participation concerning the municipalities Integrated Development Plan (IDP). By addressing the above challenges, municipalities have to ensure that a shift from a top-down planning to a bottom-up planning approach at local sphere, about public participation take place.

Fokane, (2008:54) identifies obstacles such as those that can be attributed to the poor participation. These external obstacles include biases emanating from the role of development professionals, governments orientation toward promoting participation, the application of selective participation and other issues such as technical, as well as financial biases of development agencies (Fokane, 2008:54). Except for these external obstacles Botes (in Fokane, (2008:54-55) further identifies the following internal obstacles that contribute to poor participation, namely:

- Assumptions that the majority of development programmes or projects are initiated by government or development agencies and rarely come from the community
- Lack of communities' interest in participating, especially when their expectations were not fulfilled
- Conflicting interests within the public as the beneficiaries of public participation could arise as a result of competition among community based institutions for access to resources (Botes in Fokane, 2008:54-55).

In a study conducted by Tshabalala during 2005 and 2006 about the role of community participation in the Integrated Development Plan of Govan Mbeki Municipality Tshabalala (2006:65-68) identified the following obstacles to community participation in the Integrated Development Planning (IDP) process:

- A lack of active involvement of communities can have a negative impact on the Integrated Development Planning process on agreement on the communities development needs and priorities;
- Diversity amongst people in a community creates different interests which might give rise to difficulty in reaching an agreement on a common vision or plan such as the municipality's Integrated Development Plan (IDP). This situation raises concerns about the status of the municipality's Integrated Development Plan, in particular whether it is a truly representative process or whether it is dominated by certain people of the community that could lead to poor participation;
- Lack of accountability in that community members cannot be held liable for wrong decisions that they take during the public participation process; and
- A lack of proper guidance by most of the municipalities to provide enough information to communities to ensure that their participation in decision-making is effective.

From the above as well as the statement made by the National Policy Framework for Public Participation, (DPLG, 2007:7) that most municipalities struggle to encourage communities and community organizations to become involved in the affairs of their municipality. Therefore, one could argue that all municipalities must promote community participation in their Integrated Development Planning (IDP) process. Thus, municipalities should embark on a well-planned, well-resourced and structured public participation process that should be incorporated into its Integrated Development Planning (IDP) process to promote effective cooperation and participatory governance.

3.8 COMMUNITY PARTICIPATION IN THE CASE OF THE MANGAUNG METROPOLITAN MUNICIPALITY

As discussed in Section 3.3 the South African government has put in place many statutory policy and legislative frameworks which require some form of public participation in local government. Section 153 of the Constitution, 1996 states that all municipalities must structure and manage its administration, budgeting and planning

processes, in such a manner that it gives priority to the basic needs of the community. In addition Section 151(1) of the Constitution, 1996 places an obligation on local government to encourage the involvement of communities and community organisations in the matters of local government. The Municipal Systems Act, 2000 (Act 32 of 2000), states in Chapter 4 Section 17(2) that a municipality must establish appropriate mechanisms processes and procedures to enable the local community to participate in the affairs of the municipality. The National Policy Framework for Public Participation, 2007 also requires that municipalities must keep a comprehensive local Stakeholder Register, to ensure the full inclusion of as many community members as possible in its engagements with stakeholders. Furthermore, all municipalities in the provinces have to ensure that their reviewed Integrated Development Plans (IDPs) are aligned with the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030. In addition, all municipalities within the province Integrated Development Plans (IDPs) must be aligned with and complement the Integrated Development Plans (IDPs) and strategies of other affected municipalities and other organs of state to give effect to the principle of cooperative and participatory governance. According to the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2012:21) the Free State Provincial Department of Cooperative Governance and Traditional Affairs, (CoGTA) held in April 2012 an Integrated Development Planning (IDP) Alignment and Assessment Workshop wherein the National Development Plan, 2030, the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030 as well as the draft reviewed Integrated Development Plans (IDPs) of all municipalities in the provinces were thoroughly reviewed and assessed. The workshop was attended by Integrated Development Planning (IDP) officials from the Mangaung Metropolitan Municipality and other municipalities within the region, and representatives of other sector departments from national and provincial government.

As a result community participation in the affairs of the Mangaung Metropolitan Municipality, including in its Integrated Development Planning (IDP) and review process are being seen as a very urgent and important matter. For this reason the Mangaung Metropolitan Municipality organised - as indicated in the (Mangaung Metropolitan

Municipality Integrated Development Plan, Review 2013/2014, 2012:21-22) - a number of meetings, consultations and public hearings with all interested stakeholders such as national, provincial departments, organised businesses, traditional leadership councilors and members of the community, as well as ward committees in the short and medium term. As cited in the Mangaung Metropolitan Municipality Integrated Development Plan, review 2013/2014 (2012:21-22), a total of 19 engagements with communities were made by the Mangaung Metropolitan Municipality during 2012 and 2013 that involved interactions with communities at ward levels, interactions with rural communities, and business and youth representatives which represented various regions of the Mangaung Metropolitan Municipality. The Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2012:21-22) clearly lists the place where the engagements took place, the ward community who took part in the engagements as well as the dates of the engagements. However what is missing in the Mangaung Metropolitan Municipality Integrated Development Plan, Review of 2013/2014 is that the total number of ward committee members who attended the community engagements was not listed. This type of information could assist the researcher in establishing whether the community engagements were attended by a representative audience from each ward.

As a result of the above engagements a number of development challenges were raised during these interactions with various community ward representatives and have been in turn been aligned with key development thrusts as indicated in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2012:22-24). According to the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2012:24-39) some of the issues that were raised during the interactions with various community ward representatives that are affecting communities include poor maintenance of existing infrastructure, particularly roads and drainage as well as sewage systems, matters of safety and well-being of the residents received considerable attention. In addition residents complained about low maintenance or lack of street or high mast lights that affect personal safety, the erection of speed humps to reduce accidents. The key development thrusts of the Mangaung Metropolitan

Municipality include the following; “poverty eradication, rural and economic development and job creation; financial sustainability including revenue enhancement and clean audits; spatial development and the build environment; eradication of bucket systems in Botshabelo, Mangaung and Thaba Nchu regions; other issues include building solar farming, power plant feasibility study, safety and security; human settlements, public transport, environmental management and climate change and social and community services”.

As a result of the above engagements the Mangaung Metropolitan Municipality identified six community needs priorities that will be addressed in the short, medium and long term by the Metropolitan, including:

- Upgrading of tarring and gravel roads, fixing potholes and building speed humps in all wards
- Controlling and maintaining of storm water channels in all wards
- Attending to water cuts and regular disruptions of water supply due to poor maintenance in all wards
- Providing, connecting and maintaining of waterborne sewerage systems in the place of bucket systems in some of the wards
- High electricity bills need to be addressed in all wards
- Addressing theft of electrical cables, electricity failure at all times in all wards and
- Social and recreation facilities, libraries youth centres and community halls in all wards need attention (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2012:39-40).

One could argue that the above priorities are the result of a well planned and well structured community engagement strategy to promote effective public participation in the Mangaung Metropolitan Municipality region.

3.9 GOOD GOVERNANCE

The Constitution, 1996, Section 195 provides the constitutional guidelines for effective public administration that need to be implemented in all spheres of government to promote good governance. As explained in Chapter 1, Section 1.1, a useful starting point towards defining good governance is provided by the King's report on Cooperating Governance as mentioned by the Anon, Parliament Research Unit, (2008:2-3) which sets out seven primary characteristics of good governance namely: discipline and commitment by the senior management to promote sound ethical behavior, transparency, avoidance of conflict of interest, accountability, responsibility, fairness and social responsibility. In the light of the above good governance in this article refers to the following as cited by Anon, Local Democracy in Action, (2008:12) namely:

- Accountability is the key requirement of good governance that requires that public institutions must be accountable for their actions to the public.
- Responsiveness entails that public institutions and processes must be responsive to the needs of the public.
- Effectiveness and efficiency entail that public institutions have to produce results that meet the needs of the society while making the best use of available resources.
- Transparency requires that information must be freely available and directly accessible to those who will be affected by the decisions and the enforcement thereof.
- Public participation as a key cornerstone of good governance requires participation of the public in government affairs that will affect them.

In light of the above, Edwards (2009:48-49) believes that good governance is not only about social responsibility and effective and efficient delivery of services, but that it should also be reflected in councilors' and municipal manager's leadership abilities to inspire and influence people to contribute toward change for the benefit of the community as a whole. Kroukamp (in Van Niekerk, (2010:49-50) agrees with the

above statement by indicating that good governance is not only reflected in terms of value driven perspectives that include aspects such as effective, legitimate democratic governance but that good governance is also reflected in the ability of the leadership cadre in local government to promote effective service delivery to all citizens to improve the general welfare of all citizens.

In light of the above, Van Niekerk, (2012:59-60) asserts that the Local Government Turnaround Strategy (LGTAS) provided a strategy to restore the confidence in government at local sphere and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government. Van Niekerk, (2012: 59-60) further maintains that the Local Government Turnaround Strategy (LGTAS) strives to promote good governance in all municipalities in that the strategy strives to ensure the following in the short to medium term: to ensure that local government sphere meets the basic needs of communities; to build a clean, responsive and accountable local government; to improve functionality, performance and professionalism in municipalities; to improve national and provincial policy, support and oversight to local government and to strengthen partnerships between local government, communities and society.

In the case of the Mangaung Metropolitan Municipality good governance is critical to ensure the effective and efficient utilisation of all resources to meet the needs of the communities within the region. According to the Mangaung Metropolitan Municipality's Integrated Development Plan, Review 2013/2014, (2013:174) states that the council of the Mangaung Metropolitan Municipality places a strong emphasis on good governance by ensuring effective leadership, accountability and effective management of all resources but in particularly financial resources. The Mangaung Metropolitan Municipality reflected in its reviewed Integrated Development Plan, 2013 clear strategies, objectives and critical performance indicators to promote good governance for the next five years. The strategies to promote good governance as constituted in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, (2013:175-191) include the following:

- Providing strategic leadership and planning with well defined targets aligned to the budget
- Improving performance management and accountability
- Implementing of the Institutional Performance Management System (IPMS)
- Ensuring effective functioning of the Audit, Oversight and Public Account Committees
- Establishing of effective, functioning Audit, Oversight and Public Account Committees as well as to ensuring that the committees consist of knowledgeable persons
- Fully capacitated Intern Audit Activities consisting of competent and knowledgeable staff
- Developing and monitoring of an Information Technology governance model, and strategies to promote effectiveness
- Proper record keeping of all information communication technology and related equipment, systems and software
- Redeveloping of the Mangaung Metropolitan Municipalities Intranet system and upgrading of current information communication technology systems
- Analysing of all current information systems used by the Mangaung Metropolitan Municipality
- Maintaining a 2-hour turnaround time on support calls
- Effective proactive risk management governance framework and processes
- Enhancing public participation in the affairs of the municipality
- Fostering good relationships with organized labour and conclude all outstanding labour disputes
- Promoting the retention of skilled employees
- Maintaining effective work place skills plan
- Institutional transformation and re-design
- Tracking of decisions made by council

- Developing guidance on good practices with the aim of establishing and consistent standards of records
- Establishing common and consistent standards of records
- Establishing and linking operational modules throughout the Mangaung Metropolitan Municipality (Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, 2013:176-191).

From the above it is clear that the Mangaung Metropolitan Municipality has well- defined strategies to promote good governance. The effective implementation remains a challenge in that the former Mangaung Local Municipality received a disclaimer audit report in the 2010 an 2011 financial year. Although the Mangaung Municipality received a qualified with opinion audit report during its first year as a Metropolitan for the financial year 2011/2012 more needs to be done to promote good governance and effective financial management in the Metropolitan. Furthermore, the Mangaung Metropolitan Municipality has to ensure that it receives a clean audit report by 2014 as required by the Local Government Turnaround Strategy. In addition, the Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012, (2012:40) states that it is a concern that the Mangaung Metropolitan Municipality had findings on both usefulness and reliability of reported information because it is expected from the Mangaung Metropolitan Municipality to set the example in the Free State Province. All municipalities including the Mangaung Metropolitan Municipality had findings on non-compliance with laws and regulations and it has become a norm as no municipality in the Free State province addressed its findings of the previous year. Non-compliance in all municipalities as stated in the above report relates to material misstatements in submitted financial statements; the prevention and addressing of unauthorized irregular as well as fruitless and waste full expenditure need urgent attention; matters relating to annual reports such as the annual performance reports that were not prepared based on the Integrated Development Plans (IDPs), and other areas of non-compliance included procurement and contract management, budgets, internal audit units and audit committees (The Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012, (2012:14). Other concerns regarding the Mangaung

Metropolitan Municipality as stated in the Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012, (2012:140) include the following:

- “The current liabilities of the Mangaung Metropolitan Municipality exceeds its current assets;
- The Mangaung Metropolitan Municipality did not always settle debts within 30 days, as required by national legislation;
- The Mangaung Metropolitan Municipality was experiencing serious difficulties with regard to debt collection;
- The Mangaung Metropolitan Municipality has not set any funds aside to settle significant defined benefit obligations; and
- The Mangaung Metropolitan Municipality may therefore be unable to realize its assets and discharge its liabilities in the normal course of business”.

Thus, one could argue that although the Mangaung Metropolitan Municipality has clear strategies, to promote good governance the leadership should ensure that the strategies are effectively implemented to promote good governance, effective financial management and effective service delivery in the region.

3.10 CONCLUSION

The key concepts of public participation were clarified in this chapter. The chapter further outlined the legislative and policy framework of public participation. From this discussion it is clear that the key legislative frameworks include the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996) the White Paper on Local Government, 1998, the Municipal Structure Act, 1998 (Act 117 of 1998) and the Municipal Systems Act, 2000 (Act 32 of 2000).

The Municipal Systems Act, 2000 not only emphasises the importance of public participation in the matters of all municipalities, but also stipulates that members of the local community have the right to contribute to the decision-making process of the

municipality as well as to submit written or oral recommendations and complaints to the municipal council. Furthermore, the discussion holds that although the Municipal Systems Act, 2000 provides in Chapter 4 specific guidelines on what is required by municipalities about public participation Act 4, the Act leaves the way in which municipalities should achieve more effective public participation to the discretion of municipalities. The discussion further showed that due to a lack of well planned, well-resourced and structured active public participation in most municipalities, the National Policy Framework for Public Participation, 2007 was introduced by national government to assist all municipalities with the implementation of a more structured participatory governance approach. As explained in the discussion the Local Government Turnaround Strategy was introduced due to the poor performance of most municipalities as stated in the Department of Local Government, State of Local Government Report of 2009. One of the strategic objectives of the Local Government Turnaround Strategy is to strengthen partnerships between communities, civil society and local government. The strategy further aims to ensure that all municipalities developed and incorporated their own Municipal Turnaround Strategy in their Integrated Development Plan (IDP), as well as to monitor and evaluate the municipality's performance and to promote effective public participation.

The discussion also showed that although the Municipal Systems Act, 2000, provides that a municipality must encourage and create conditions for the community to participate in the affairs of the municipality including the Integrated Development Planning process, it does not provide clear and detailed guidelines concerning the process and structure for identifying appropriate means of achieving more effective public participation in the municipalities integrated development planning. It was argued that the Municipal Systems Act, 2000 promotes a descriptive and even a top-down approach to participation in the Integrated Development Planning process of a municipality that could further contribute to poor public participation. Another concern that was raised is that most of the municipal officials and the ward community members do not have the capacity to manage and implement effective public participation during the municipality's Integrated Development Planning process. As explained in the discussion a lack of active involvement of communities can have a negative impact on

integrated development planning process on agreement on the communities' development needs and priorities.

The rising number of service delivery protest indicates that the government needs to promote effective service delivery as well as to strengthen participatory governance and accountability. Many challenges concerning the promotion of effective public participation remain. Even the South African National Development Plan, 2030 states that municipalities should avoid undermining democratic accountability for service delivery. It is clear that more needs be done to strengthen the public interest as well as to promote transparency in local government. Although national government announced the National Policy Framework for Public Participation in 2007 and the Local Government Turnaround Strategy in 2009 to promote effective participation in particular in the Integrated Development Planning (IDP) process, more needs to be done to ensure that all municipalities embark on a well-planned, well-resourced and structured public participation process to promote effective participatory governance. The next chapter explores the research methodology used during the empirical study.

CHAPTER 4

RESEARCH METHODOLOGY, PRESENTATIONS AND INTERPRETATION OF EMPIRICAL FINDINGS

4.1 INTRODUCTION

While in the previous chapters details were given about the current state of Integrated Development Planning (IDP), the Local Government Turnaround Strategy (LGTAS), as well as the role of public participation, Integrated Development Planning and good governance with specific reference to the Mangaung Metropolitan Municipality, this chapter will explore the research methodology, the presentations and interpretations of the empirical findings.

The research methodology as cited by Brynard and Hanekom, (2006:35) refers to the collection and processing of data within the framework of the research process. This chapter is also linked to the research objective, namely to determine through structured interviews the impact of the Local Government Turnaround Strategy on public participation and good governance of the Integrated Development Plans in the Mangaung Metropolitan Municipality. A literature review was used for qualitative data and a structured questionnaire was used to collect data, which was statistically analysed.

As discussed in Chapter 1, the aim of the study was to explore the impact of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance as part of the Integrated Development Planning (IDP) process in the newly established Mangaung Metropolitan Municipality. The research problem of this study revolved around the impact of the Local Government Turnaround Strategy (LGTAS) on the Integrated Development Planning (IDP) process, public participation and good governance on local government with specific reference to the Integrated Development

Planning (IDP) process of the Margaung Metropolitan Municipality. The following research questions were asked:

- What are the theories, principles and legislative requirements associated with Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS)?
- What are the key requirements, purposes, objectives, and components of public participation and good governance of Integrated Development Planning (IDP)?
- What are existing policies, systems, structures, approaches and operations with respect to public participation and good governance of the Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS) within the Margaung Metropolitan Municipality?
- How effective are the policies, systems, structures, approaches and operations of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance of the Integrated Development Plan (IDP) in the Margaung Metropolitan Municipality?
- What recommendations may be made to ensure the effective and efficient implementation of public participation and good governance as part of the Local Government Turnaround Strategy (LGTAS) and Integrated Development Plan (IDP) within Margaung Metropolitan Municipality?

The research objective of the study were the following:

- To investigate through extensive literature and policies the requirements, purpose, objectives, components and linkages of public participation and good governance of the Integrated Development Planning (IDP) process
- To explore policies, systems, structures, approaches and operations on the implementation of the Local Government Turnaround Strategy (LGTAS) with

respect to public participation and good governance of the Integrated Development Planning (IDP) process in the Mangaung Metropolitan Municipality

- To determine through an evaluation of the latest annual review reports, as well as through structured interviews the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance
- To make recommendations based on research findings in order to improve public participation and good governance of the Integrated Development Plan (IDP) in the Mangaung Metropolitan Municipality.

The above research objectives gave effect to the layout and organization of the chapters in this study. This chapter therefore considered the research design and data collection techniques and sampling procedures, as well as a statistical analysis of the results. It also clarified the rationale behind the methodology applied, how the questionnaire was pre-tested, the ethical consideration and what measures were taken to ensure the validity and reliability of this study.

4.2 STUDY DESIGN AND DATA COLLECTION TECHNIQUES

The research design is a general plan of how the researcher goes about answering the research question (Saunders, Lewis and Thornhill, 2009:136). According to Cooper and Schindler (2003:149), a research design is regarded as the blueprint for collecting, measuring and analyzing data. As explained in Chapter 1, Section 1.5 a two-pronged approach, namely a literature study and a questionnaire used during structured interviews was used in this study. The literature study was based on a qualitative study, which includes literature, legislation, policy documents, journal articles, books, conference papers, published and unpublished documents, the internet, government reports, Integrated Development Plans and annual review reports and performance management reports concerning the Mangaung Metropolitan Municipality. The study was conducted using a single case study method that is the Mangaung Metropolitan

Municipality which implied that the researcher focused on one setting and its processes without comparing it to other case studies or settings. Welman, Kruger and Mitchell, (2007:25 and 193) explain that the term case study pertains to the fact that a limited number of units of analysis are studied intensively. In this approach research is directed at understanding the uniqueness and idiosyncrasy of a particular case study in all its complexity. The aim of using a case study is to investigate the dynamics of some single bounded system, such as a group, community, participants in a project, institution and practice.

According to Maree et al, (2009:257) qualitative research refers to an approach through which data is collected from people immersed in the setting of everyday life in which the study is framed. Welman, et al (2007: 188) as well as Brynard et al (2006:39) agrees with this statement and indicates that a qualitative study does not provide the researcher with a step-by step plan to follow, but is determined by the researcher's choices and actions. In a quantitative approach, the researchers' designs are more fixed and more specified in advance of execution and defined by technical considerations.

4.2.1 Literature review

According to Lues and Lategan (2006:20) a literature review investigates the information and data that have been published on a topic and considers their contribution and weakness. The literature review in this study was based on a number of both published and unpublished relevant primary and secondary sources such as literature, legislation, policy documents, journal articles, books, conference papers, published and unpublished documents, the internet, government reports, Integrated Development Plans and annual review reports, and performance management reports to provide relevant information that led to a better understanding of the strategies adopted in this study.

4.2.2 Structured Interviews

In this study structured interviews were conducted in order to gather information. Bless and Higson-Smith, (2000:107) explain that structured interviews refer to the most structured way of getting information directly from respondents is by means of a scheduled structured interview. Bless and Higson-Smith, (2000:107) further explain that this method is based on an established questionnaire that consists out of a set of predetermined questions. An advantage of a structured questionnaire is that it is presented to each respondent in exactly the same way to minimize the role of influences of the interviewer. It also provides a more objective comparison of the results. In this study a structured interview were conducted with the respondents by using a structured questionnaire to elicit information.

4.2.3 Questionnaire

According to Babbie and Mouton (2001:205) the construction of a questionnaire requires considerable time and thoroughness as the measuring instrument has the greatest influence on the reliability of data collected. In this study a structured questionnaire was used during the structured interviews conducted with the respondents to ensure a high response rate and to avoid the challenges of a low response rate as in the case of mailed questionnaires. A well designed structured questionnaire with clear and concise instructions was developed. Items in the structured questionnaire were arranged and grouped into logically coherent sections to increase cooperation. The questionnaire consisted of closed as well as open-ended questions method to collect information from respondents during structured interviews. According to Welman, et al, (2007: 174-175) close questioning offers the respondent a range of answers to choose from, while open-ended questioning is one of which the interviewer asks a question without any prompting with regards to the range of answers expected. In this study a line or space was left for the respondent to write his or her own answer and there was no prior list of answers with the open-ended questioning.

Section A of the structured questionnaire consisted out of 6 questions to elicited biological information, while Section B of the structured questionnaire consisted of three categories to elicit information concerning the Local Government Turnaround Strategy (LGTAS), good governance and the Integrated Development Planning (IDP) process (See Annexure B- research questionnaire). The result was that Category 1 of Section B of the structured questionnaire focused on questions about the Local Government Turnaround Strategy (LGTAS) and consisted of 8 questions to collect information. Whereas, Category 2 of Section B focused on the Integrated Development Planning (IDP) process and consisted out of 10 questions. Lastly, Category 3 of the structured questionnaire focused on good governance and consisted of 5 questions.

4.3 STUDY POPULATION AND SAMPLING PROCEDURES

A sample is a representative part of a population. Therefore, sampling means that the research sample should be selected in a manner that ensures that each and every member of a defined population has an equal chance of being included in the sample (Maree et al, 2009:172). For the purpose of this study the population and sampling procedures are described below.

4.3.1 Population and sample size

The population of this study consisted of the following with whom structured interviews were conducted namely:

- The Community Participation and IDP Manager of Mangaung Metropolitan Municipality
- Fifteen (15) Ward Committee members of the Mangaung Metropolitan Municipality.

The probability random sampling method was used to select fifteen of the forty-five ward committee members that took part in the structured interviews. Leedy, (1989:154) is of

the opinion that randomization means selecting a sample from the whole population in such a way that the characteristics of each of the units of the sample approximates the characteristics of the total population. The reason why the above sampling method was used was to gather more accurate information that what might have been obtained if one had studied the entire population (Brynard and Hanekom, 2006:43).

Probability sampling is described as a method in which each person or other sampling unit in the population has the same chance of being chosen and the researcher can specify in advance that each segment of the population will be represented in the sample (Leedy, 1989:154).

4.4 ENSURING VALIDITY AND RELIABILITY

According to Brynard and Hanekom, (2006:47) validity refers to the potential of an instrument to achieve or measure what it intends to measure. A valid measuring instrument is doing what it is intended to do, as measuring what it is supposed to measure, and as yielding scores whose differences reflect the true differences of the variable being measured rather than random or constant errors (De Vos, Strydom, Fouche and Delpont, 2005:166). In this regard, the following validity criterion has been developed:

- **Content Validity-** Usually refers to the correctness and appropriateness of the questions included in a test or questionnaire.
- **Construct Validity-** A measurement technique has high construct validity if it uncovers the information which it was designed to uncover.
- **Face Validity-** Face validity is concerned with the way the instrument appears to the participants. For example, do they view it as so simple, childish, and boring that they experience it as an insult to their intellect, or does it appear so difficult that the participants give up even before starting? Face validity is therefore based on the subjective judgement of the researcher and the respondents for whom a specific instrument is intended and it is

important because without it, resistance on the part of respondents may be encountered which may in turn adversely affect the results obtained.

- **External Validity-** Depending on the representativeness of the sample, and the study being a simulation of the real world and real-life situations, the conclusions reached with the research should be applicable to similar problems (Struwig and Stead, 2010:143).

On the other hand Brynard and Hanekom, (2006:48) defined reliability as the accuracy and consistency of measures. It means that same instrument must be able to produce the same results at a later stage under similar conditions.

Therefore in this study efforts were made to ensure both validity and reliability of the questionnaire. Literature related to the research topic was consulted and a thorough planning was done before constructing a questionnaire. In the case of this study a statistician provided inputs and recommendations about the instrument and mistakes were corrected before the interviews were conducted to ensure that the instrument measure what it intended to measure. A pilot study was conducted with the Acting Director of Integrated Development Plan (IDP) of the Department of Cooperation and Traditional Affairs of the Free State Provincial Government as an expert in Integrated Development Planning (IDP) to ensure that the instrument measured what it intended to measure, as well as to ensure the accuracy and consistency of measuring by repeating two of the questions in the pilot study instrument.

4.5 ETHICAL CONSIDERATIONS

The following principles of ethical conduct were considered and adhered to in this study:

- Letters of consent. A letter was submitted to the Senior Director Corporate Services of the Mangaung Metropolitan Municipality to make the municipality aware of the research purpose and to get the consent to conduct the interviews

with the Ward Committee members by means of a structured questionnaire (See Annexure A).

- Voluntary participation of respondents to the questionnaire.
- Informed consent. Participants were made aware of the research purpose and were asked to give their consent to participate in the research.
- Privacy. The confidentiality of information and anonymity of participants were protected at all times.

4.6 STATISTICAL TECHNIQUES

Statistics is a summary measure that is computed to describe characteristics from only a sample of the population. It encompasses the collection, presentation and characterisation of information to assist in both data analysis and the decision-making process. Descriptive statistics were used to summarise the results where categorical variables were summarised by frequencies and percentages. In this study the collected data was analysed by a statistician using the SAS Version 9.2 programme.

4.7 DATA ANALYSIS AND THE PRESENTATION OF DATA

Data analysis in a qualitative research begins with data collection. According to Mouton, (2005:108) data analysis means the “breaking up” of the data into manageable themes, patterns, trends and relationships. The data collected is then analysed for the purpose of drawing certain conclusions that reflect on the issues that initiated the enquiry. In this study the data was classified into categories on the structured questionnaire that was used during the structured interviews with fifteen (15) ward committee members (See Annexure B - research questionnaire).

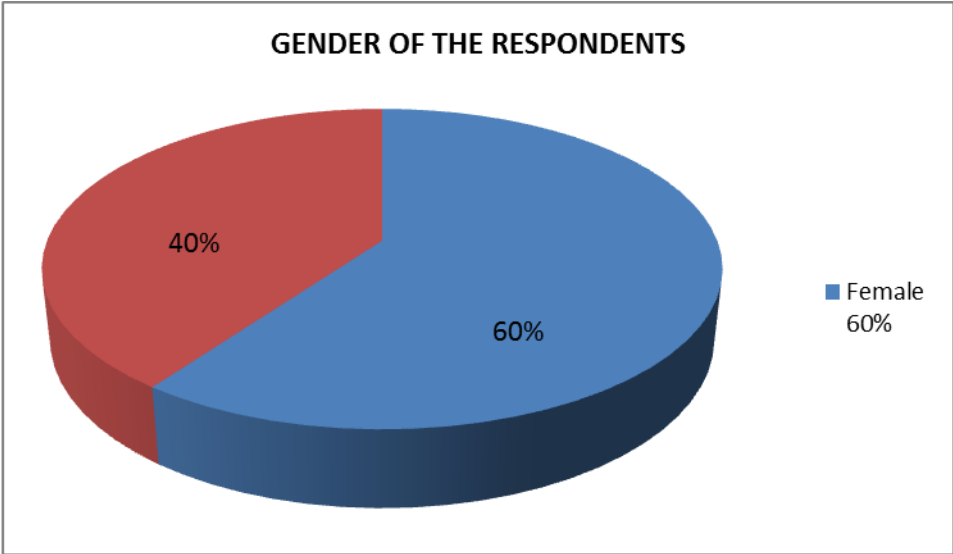
The presentation of data collected from face-to-face structured interviews took place with fifteen (15) Ward Committee members of the Mangaung Metropolitan Municipality. The structured questionnaire consists of two sections. Section A focused on the biographical information, whereas Section B consisted of three categories. Category

one (1) focused on the Municipal Turnaround Strategy and eight specific questions were asked to assess the strategy. Category Two (2) focused on the IDP process and development projects and ten questions with specific sub-questions were asked. Category three (3) concentrated on good governance that addressed five specific statements assessed.

4.8 FINDINGS AND RESULTS FROM SECTION A OF THE QUESTIONNAIRE: BIOGRAPHICAL INFORMATION OF WARD COMMITTEE MEMBERS OF THE MANGAUNG METROPOLITAN MUNICIPALITY

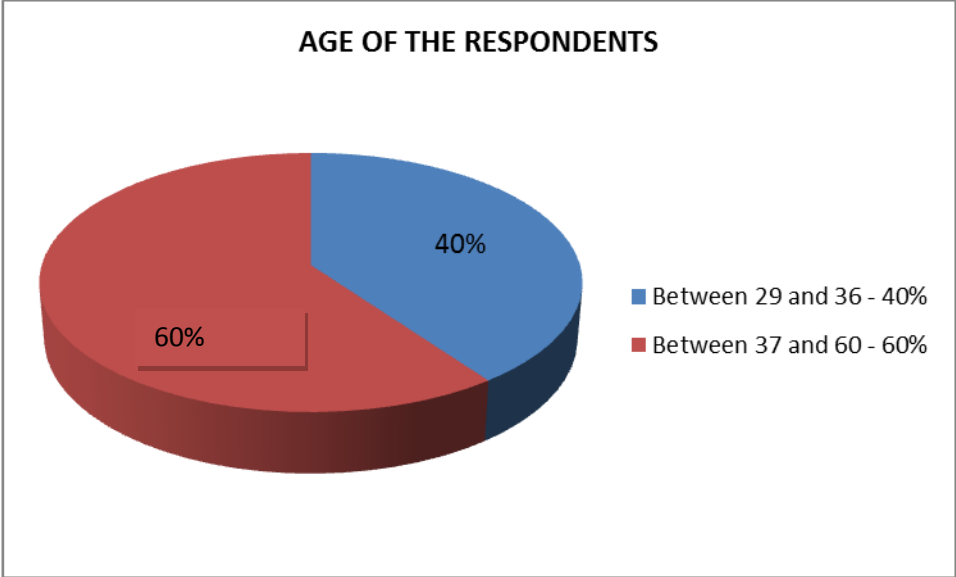
Section A of the questionnaire focused on the biographical details of the respondents. Question 1 of this section in the structured questionnaire was about the respondents' gender. From Figure 4.1 below it can be depicted that 40% of the respondents were males and 60% were female respondents. The aim of this question was to draw the attention to the gender differences of the respondents.

Figure 4.1. Gender of the respondents



Question 2, of Section A of the structured questionnaire was asked to determine the age of the ward committee members as showed in the figure below (Figure 4.2).

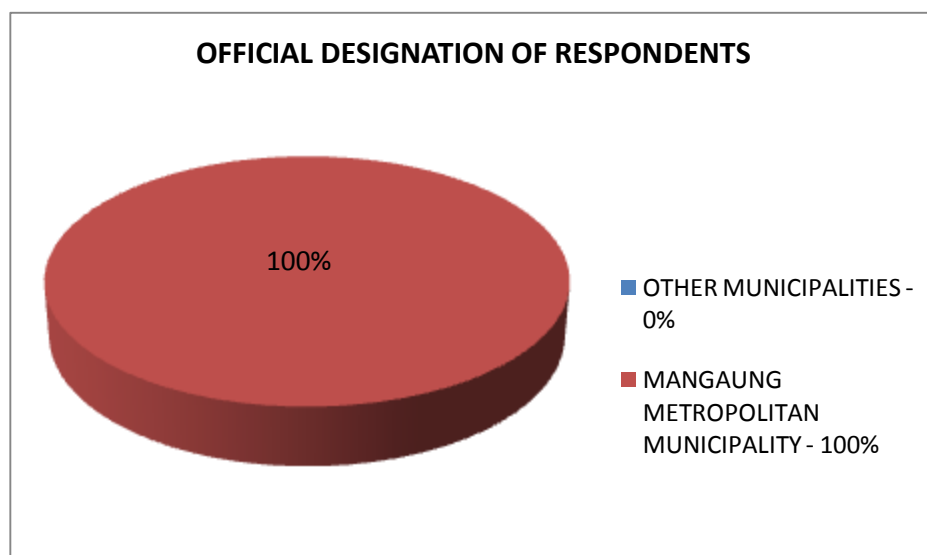
Figure 4.2 Ages of research participants



The figure above demonstrated that 40% of the participants were between the ages of 29 and 36 and 60% were between the ages of 37 and 60. The main aim of this question was asked was to draw the attention to the age group and category of the respondents.

In question 3 of Section A of the structured questionnaire the designation of the respondents were asked. The results were as follows:

Figure 4.3 Official designation



From the above graphical information, 100% of the respondents are ward committee members from the Mangaung Metropolitan Municipality. The respondents were asked in Question 4 of Section A, to indicate which ward they are representing. The results are shown in the table below (Table 4.1).

Table 4.1 Wards represented by the respondents

Question 4 (Section A) Wards represented in the Mangaung Metropolitan Municipality				
Ward represented	Frequency	Percentage	Cumulative Frequency	Cumulative Percent
Ward 11	1	6.67	1	6.67
Ward 15	1	6.67	2	13.33
Ward 16	1	6.67	3	20.00
Ward 18	1	6.67	4	26.67

Question 4 (Section A) Wards represented in the Mangaung Metropolitan Municipality				
Ward represented	Frequency	Percentage	Cumulative Frequency	Cumulative Percent
Ward 2	1	6.67	5	33.33
Ward 22	1	6.67	6	40.00
Ward 23	1	6.67	7	46.67
Ward 24	1	6.67	8	53.33
Ward 27	1	6.67	9	60.00
Ward 3	1	6.67	10	66.67
Ward 4	1	6.67	11	73.33
Ward 46	1	6.67	12	80.00
Ward 47	1	6.67	13	86.67
Ward 5	1	6.67	14	93.33
Ward 8	1	6.67	15	100.00

From Table 4.1 it can be deduced that at least 30% of the forty five ward committee members in the Mangaung Metropolitan Municipality was presented and the ward committee members were interviewed. In question 5 of Section A of the structured questionnaire the focus was on the highest level of education of the ward committee members. The results were as follows:

Figure 4.4 Highest level of Education

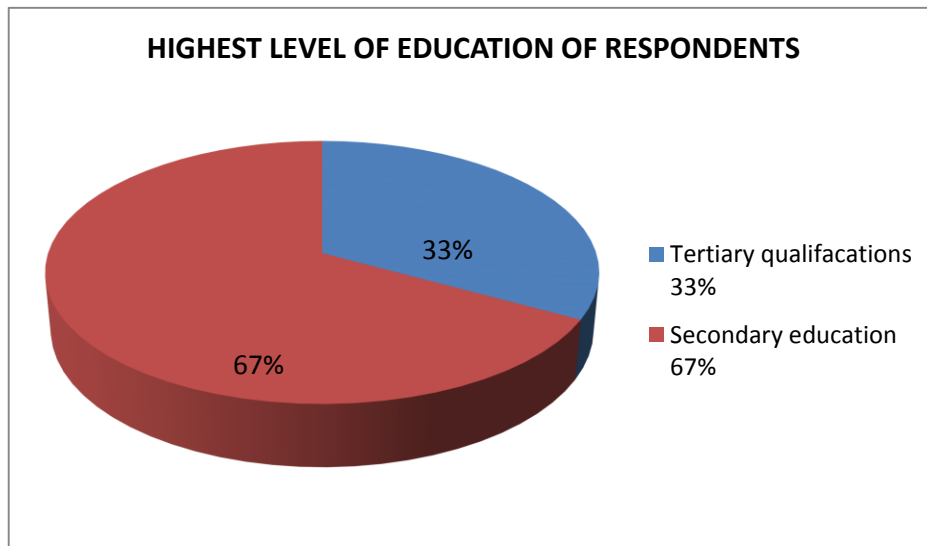


Figure 4.4 shows that 67% of the respondents have completed secondary education and only 33% of the respondents have tertiary qualifications. In Section A, Question 6 the question was asked: “How long have you lived in the Mangaung Metropolitan Municipality Area?” The results were as follows:

Table 4.2 Total years lived in the Mangaung Metropolitan Municipality

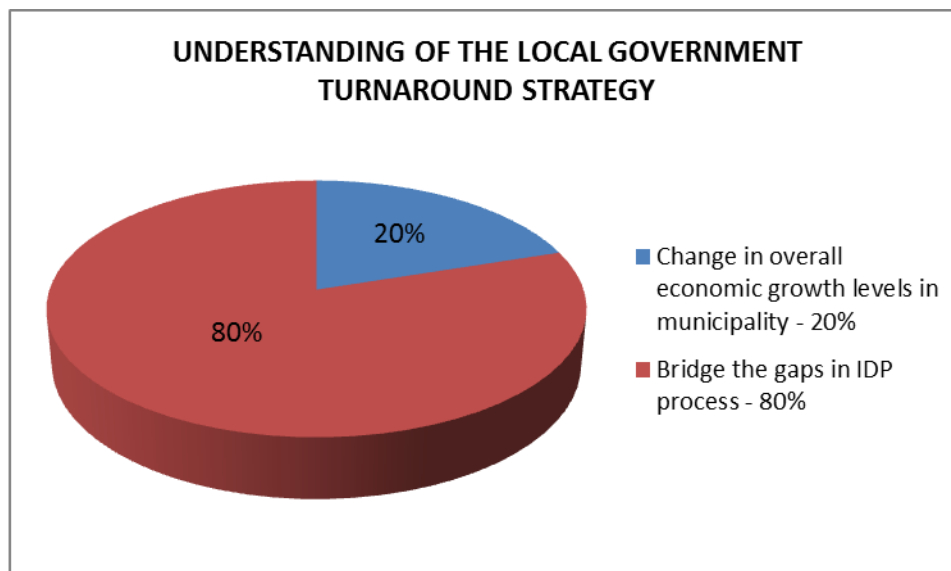
Question 6 (Section A) Total years lived in Mangaung Metropolitan Municipality				
Total years	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Over 10 years	15	100.00	15	100.00

Table 5.2 demonstrated that 100% of the respondents have been living in the Mangaung Metropolitan Municipality’s area for over ten years and more.

4.9 FINDINGS AND RESULTS FROM SECTION B, CATEGORY 1. LOCAL GOVERNMENT TURNAROUND STRATEGY

This part of the structured questionnaire consists of questions that seek to collect information about the Local Government Turnaround Strategy. The results of question 1.1 of Section B, Category 1 of the structured questionnaire were as follows:

Figure 4.5 What is your understanding of the Local Government Turnaround Strategy?



The above graph depicts that 80% of the respondents' understanding of the Local Government Turnaround Strategy is that it was introduced to bridge the gaps in the Integrated Development Planning (IDP) process with a view of improving the municipality's performance levels, whereas 20% of the respondents are of the opinion that the Municipal Turnaround Strategy was introduced to bring about change in the overall economic growth levels in the municipality. This shows that the majority of the ward committee members were of the opinion that the Local Government Turnaround Strategy (LGTAS) was introduced to bridge the gaps in Integrated Development Planning (IDP).

In Question 1.2 of Section B, Category 1 of the structured questionnaire the respondents were asked: “What is the main aim of the Local Government Turnaround Strategy?” The results were as follows:

Table 4.3 What is the main aim of the Local Government Turnaround Strategy (LGTAS)?

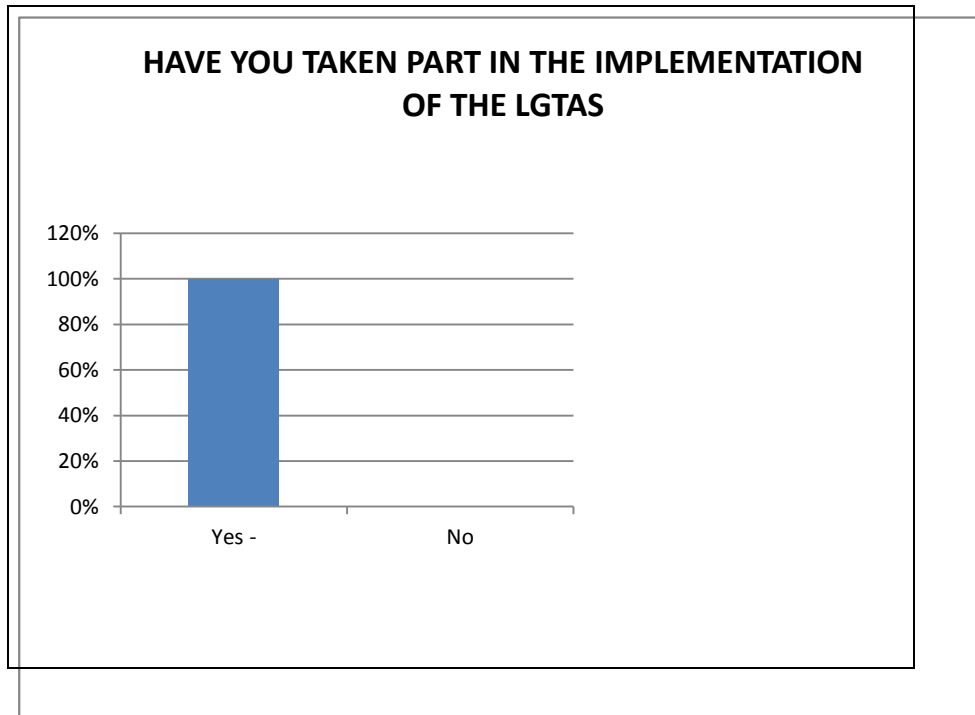
Question 1.2 (Section B)				
What is the main aim of the LGTAS?	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Bridge a gap between service delivery imbalances	1	6.67	1	6.67
Bring about change in the economy	1	6.67	2	13.33
Increase economic growth and create job opportunities	2	13.33	4	26.67
Promote economic growth through LGTAS	1	6.67	5	33.33
Strengthen municipalities in performing	1	6.67	6	40.00
Strengthen the IDP process	8	53.33	14	93.33
Strengthen the ties between LGTAS and IDP	1	6.67	15	100.00

Table 4.3 shows that 93% of the respondents believe that the LGTAS was introduced solely with an aim of strengthening the IDP process and bridging gaps and loopholes in service delivery processes, while 26% of the respondents view the LGTAS as a mechanism of increasing economic growth and job creation opportunities. A total of 40% of the respondents were of the opinion that the main aim of the Local Government Turnaround Strategy is to strengthen the municipality’s performance. A total of 100% of the respondents mentioned that the main aim is to strengthen the ties between the Local Government Turnaround Strategy and Integrated Development Planning. In addition 6% of the respondents were of the opinion that the main aim is to bridge a gap

between service delivery imbalances. Chapter 2, Section 2.1 of the study states that the main aim of the Local Government Turnaround Strategy is to turnaround the municipality's performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government (COGTA, 2009:3-40). The conclusion that may be drawn is that if the ward council members are not familiar with such a crucial governmental intervention such as the aim of the Local Government Turnaround Strategy, that aims solely to turnaround the municipality's performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental of local government. It is therefore unlikely that the ward committee councilors will communicate the correct aim to the community who needs to be consulted on the affairs of the Mangaung Metropolitan Municipality. The scenario above suggests that the Municipal Manager of the Mangaung Metropolitan Municipality needs to clarify the purpose and main aim of the Local Government Turnaround Strategy within the Mangaung Metropolitan Municipality with all stakeholders including the ward committee members to obtain a clear understanding of the role of the Local Government Turnaround Strategy.

In Question 1.3, Section B, Category 1 of the structured questionnaire the respondents were asked whether they had taken part during the implementation of the Local Government Turnaround Strategy of the former Mangaung Local Municipality in 2010.

Figure 4.6 Section B, Question 1.3: “Have you taken part in the implementation of the LGTAS in the Mangaung Metropolitan Municipality?”

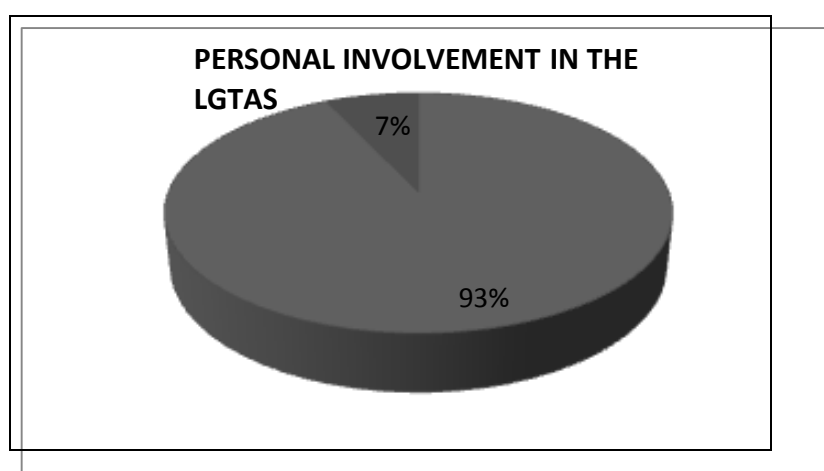


From the above figure one can see that 100% of the respondents have answered “yes” to the question of whether they have taken part in the implementation of the LGTAS in the former Mangaung Local Municipality. In Chapter 2, Section 2.4 the literature showed that the Local Government Turnaround Strategy has different focus areas: Firstly the focus was on the immediate priorities prior to the 2011 elections. Secondly, the focus from March 2011 until 2014 will be on medium-term or post-election priorities. The immediate priorities prior to the 2011 elections consisted of four phases that commenced at the end of January 2010 and concluded in March 2011. The first phases can be seen as a pilot project in which selected municipalities per province developed their respective own Local Government Turnaround Strategies referred to as the municipalities’ own Municipal Turnaround Strategy, followed by the second phase in which all municipalities followed the same process before incorporating their Municipal Turnaround Strategy in their Integrated Development Plan (IDP). The third phase includes the budgeting and approval of each municipality’s IDP, while the fourth phase involves implementation, monitoring and evaluation. The conclusion may be drawn that

the majority of the respondents took part in the development of the former Marga Mangsaung Local Government's own Municipal Turnaround Strategy during 2010 as well as with the incorporation of the different phases of the Local Government Turnaround strategy in the Integrated Development Plan of the municipality that received metro status during 2011.

In Question 1.4, Section B, Category 1 of the structured questionnaire the focus was on the respondents' personal involvement in the Marga Mangsaung Metropolitan Municipality's own Municipal Turnaround Strategy Process. The results were as follows (Figure 4.7):

Figure 4.7 Personal Involvement in the Local Government Turnaround Process

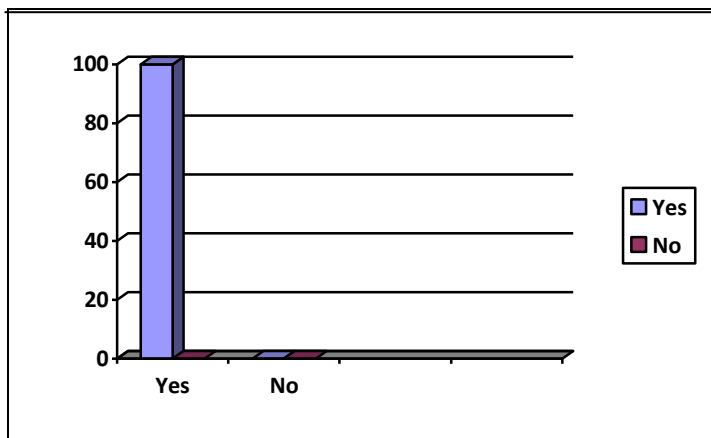


From the above figure it can be detected that 93% of the respondents were personally involved in the Marga Mangsaung Metropolitan Municipality's own Local Government Turnaround Strategic (LGTAS) process by serving as representatives of communities in the decision-making process of the municipality. Only 7% of the respondents said they were never involved in the implementation of the Local Government Turnaround Strategy process as proper training was not given. The conclusion that may be drawn is that if all ward committee members are not familiar with such a crucial strategy that was develop solely to turnaround municipalities' performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government - as stated in Chapter 2, Section 2.4 of the

study – it unlikely that the main aim as well as the implementation processes of the Local Government Strategy were clearly communicated during 2010 to all ward committee members.

Question 1. 5, Section B of the structured questionnaire focused on whether the ward committee members were informed of the implementation of the Local Government Turnaround Strategy. The results were as follows (Figure 4.8):

Figure 4.8 “Were the ward committee members informed of the implementation of the LGTAS in the former Mangaung Metropolitan Municipality?”



A total of 100% of the respondents have responded that they were informed during Council and General members meetings of the implementation of the Local Government Turnaround Strategy (LGTAS) though they were never trained and inducted as to what will be expected of them, why and how? In Chapter 3, Section 3.6 the Local Government Municipal Structures Act, 1998, Section 74 provides that one of the functions of ward committee members is to make recommendations on any matter affecting its ward. The implementation of the Local Government Turnaround Strategy within the Mangaung Metropolitan Municipality should have implications for all the wards within its area and as such ward councillors should be informed by Council or any relevant sub-council of any matters affecting its ward with the implementation of the

Local Government Turnaround Strategy (LGTAS) and the incorporation into the Integrated Development Plan (IDP) as seen in Chapter 2, Section 2.4.

In Question 1.6 of Section B of the structured questionnaire the respondents were asked whether there were any improvements in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy as indicated in Figure 4.9 below.

Figure 4.9 Section B, Question 1.6: “Was there any improvement in the Mangaung Metropolitan Municipality since the introduction of LGTAS?”

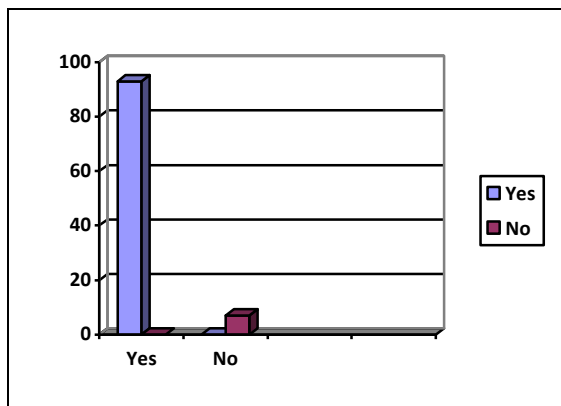


Figure 4.9 shows that 93% of the respondents said yes that they have seen improvements in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy, while 7% of the respondents said that they have seen no changes in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy. In Chapter 2, Section 2.4. it was seen in the literature that the intention of the Local Government Turnaround Strategy is to turn around the poor service delivery and performance of local government in general. It is

the responsibility of the municipal manager of each municipality to ensure that the objectives of the Local Government Turnaround Strategy as stressed in Chapter 2, Section 2.4 are effectively implemented and incorporated in the Mangaung Metropolitan Municipality's Integrated Development Plan (IDP).

In Section B question 1.6.1, respondents who said yes to the above question were asked to provide at least three improvements made in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy. The results were as follows:

Table 4.4 The following improvements were made in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy

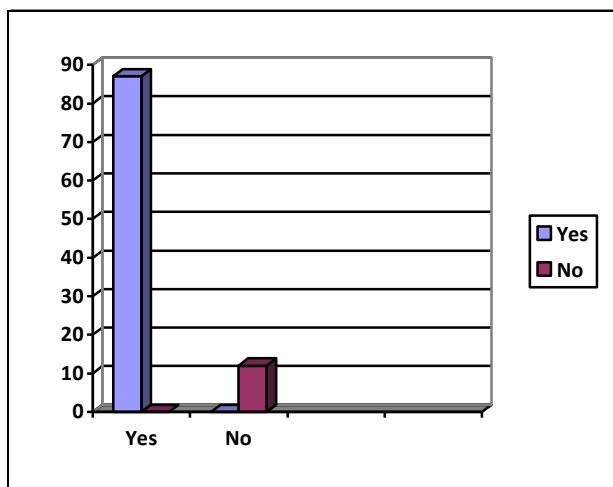
Section B Question 1.6.1 Improvements made in the Mangaung Metropolitan Municipality since the introduction of the Local Government Turnaround Strategy				
Improvements identified by the respondents	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Better basic services for everyone	1	7.14	1	7.14
Increase in job creation projects and basic services	1	7.14	2	14.29
Overall service delivery such as water, electricity and sanitation	12	85.71	14	100.00

Table 4.4 shows that 100% of the respondents mentioned that overall service delivery such as water, electricity and sanitation was improved since the Local Government Turnaround Strategy was introduced, while 14% of the respondents were of the opinion

that the introduction of the Local Government Turnaround Strategy leads to the increase in job creation projects and basic services. A total of 7% of the respondents mentioned that since the introduction of the Local Government Turnaround Strategy, better basic services for everyone were made in the Manguang Metropolitan Municipality. It may be concluded that none of the respondents indicated that the overall performance of the Manguang Metropolitan Municipality has improved since the Local Government Turnaround Strategy was introduced. It is the responsibility of the municipal manager to ensure that the aim of the Local Government Turnaround Strategy, namely to turnaround the Manguang Metropolitan Municipalities performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government as shown in Chapter 2 Section 2.4 of this study is achieved.

In question 1.7, Section B, Category 1 of the structured questionnaire, the respondents were asked whether there were any improvements in the Manguang Metropolitan Municipality's performance to obtain a clean audit report since the introduction of the Local Government Turnaround Strategy. The results were as follows (Figure 4.10):

Figure 4.10. "Were there any improvements in the Manguang Metropolitan Municipality in obtaining clean audit reports"



In Figure 4.10 a total 87% of the respondents said that the Mangaung Metropolitan Municipality has obtained clean audit reports, as they are aware of the efforts of the municipality to introduce strict measures of doing away with corrupt activities more especially in the management of finances. In addition only 7% said that the municipality have not received any clean audit reports as there is still corruption in the management of finances and that there are no effective mechanisms to reduce corruption. As seen in Chapter 2, Section, 2.9 the Municipal Financial Management Act, 2003 was promulgated to secure the sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government. The literature review presented in Chapter 2, Section 2.4 and again in Section 2.6.11 stated that one of the objectives of the Local Government Strategy is to promote a clean, effective, efficient, responsive and accountable system of local government.

In Question 1.7.1 the respondents were asked to provide reasons for their answer. The results were shown below in Table 4.5:

Table 4.5: Provide reasons why you indicated that there were not any improvements in the Mangaung Metropolitan Municipality in obtaining clean audit reports

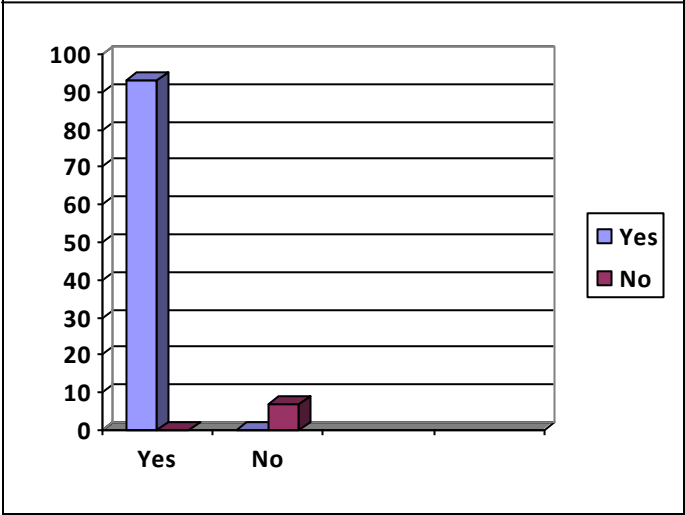
Section B, Category 1, Question 7.1.1 Provide reasons why you indicated that there were not any improvements in the Mangaung Metropolitan Municipality in obtaining clean audit reports				
Reasons	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Corruption in the municipality still continue	1	50.00	1	50.00
No mechanisms to reduce corruption in the municipality	1	50.00	2	100.00

A total of 50% of the respondents indicated that the reasons why there were not any improvements in the Mangaung Metropolitan Municipality in obtaining clean audit

reports, were that corruption in the municipality still continues. In addition 50% of the respondents mentioned that the reason was due to the fact that no mechanisms were in place to reduce corruption in the Mangaung Metropolitan Municipality. As discussed in Chapter 2, Section 6 it is the municipal manager’s responsibility to ensure that all applicable legislation is implemented in the Mangaung Metropolitan Municipality. As seen in Chapter 2, Section 2.4 and Section 6.11 one of the main aims of the Local Government Turnaround Strategy is to promote effective and efficient governance in local government. It is crucial that the Council of the Mangaung Metropolitan Municipality should ensure as part of their oversight role that legislation such as the Municipal Financial Management Act, 2003 be effectively implemented.

Question 1.8, Section B, Category 1 of the structured questionnaire asked “In your opinion has the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government?” The results were as follows (Figure 4.11):

Figure 4.11 “Has the Mangaung Metropolitan Municipality achieved a responsive and accountable system of local government?”



From the above graph 93% of the respondents said that the municipality has achieved a responsive and accountable system, while only 7% of the respondents said that the municipality is not achieved a responsive and accountable system, because the municipality is not transparent in terms of the management of financial resources and other resources as well. In Chapter 2, Section 2.6.9 it was stated that the Municipal Financial Management Act, 2003 was promulgated to secure the sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government. It has the objectives of modernising budget and financial management practices in municipalities in order to maximise their capacity for service delivery. It is crucial that the Council should ensure that the municipal manager be held accountable for the financial affairs of the Mangaung Metropolitan Municipality.

In Question 1.8.1, Section B, Category 1 of the structured questionnaire on the reasons why the respondents were of the opinion that the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government, the results were as follows (Table 4.6):

Table 4.6. Reasons why the respondents were of the opinion that the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government

Section B, Category 1. Question 1.8.1				
Reasons why the respondents were of the opinion that the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Implementation of some projects EPWP	1	7.14	1	7.14
At least there is an increase in learnerships and internships for the unemployed	1	7.14	2	14.29

Section B, Category 1. Question 1.8.1				
Reasons why the respondents were of the opinion that the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Communities needs must be prioritized	3	21.43	5	35.71
Corruption was exposed totally	1	7.14	6	42.86
Improved financial management and economic growth	2	14.29	8	57.14
Limited resources to satisfy unlimited wants	1	7.14	9	64.29
Overall improvement on service delivery	1	7.14	10	71.43
Service delivery challenges can be responded to promptly	1	7.14	11	78.57
Standard of living of the poor has increased	1	7.14	12	85.71
There is an increase in economic growth and development	2	14.29	14	95.00

A total of 86% of the respondents were of the opinion that the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government. Fourteen respondents (95%) indicated that there is an increase in economic growth and development. Only 1 (7%) of the respondents mentioned that some of the EPWP projects were implemented, while 2 (14%) of the respondents indicated that there is an increase in learnership and internships for the unemployed. A total of 6 respondents (43%) held that corruption was exposed totally, whereas, 8 respondents (57%) maintained that there is improved financial management and economic growth. A total of 12 respondents (86%) mentioned that the standard of living of the poor has increased and a total of 10 respondents (71%) were of the opinion that there was an overall improvement on service delivery. Only 5 respondents (36%) were of the opinion that communities need must be prioritized. It is crucial that the Municipal

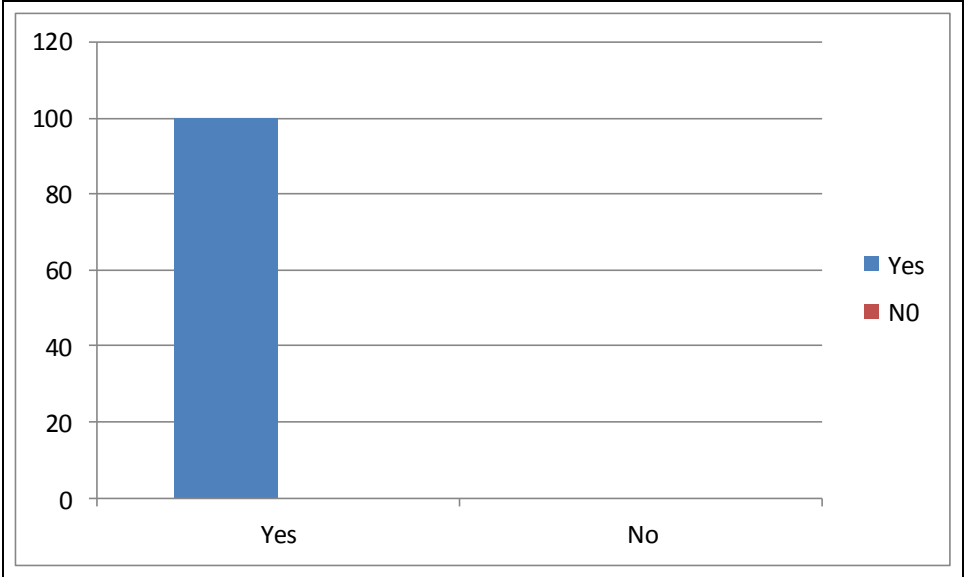
Manager as head of administration ensures that all stakeholders are aware of progress being made within the Mangaung Metropolitan Municipality since the implementation of the Local Government Turnaround Strategy and the incorporation in the Integrated Development Plan (IDP).

4.10 FINDINGS AND RESULTS FROM SECTION B, CATEGORY 2 INTEGRATED DEVELOPMENT PROCESSES AND DEVELOPMENT PROJECTS

This part of the structured questionnaire consists of questions that seek to collect information about the Integrated Development Processes (IDP) and development projects including public participation.

In Question 2.1, Section B, Category 2 of the structured questionnaire the respondents were asked the following: “In your opinion does communities benefit from participating in the IDP process?”. The results were as follows (Figure: 4.12):

Figure 4.12 Does the community benefit from participating in the IDP process



All 15 respondents (100% of the respondents) to this question responded with a “yes”.

In Question 2.1.1, as shown in Table 4.7 below, all 14 respondents (100%) mentioned that the reason why communities benefit from participating in the Integrating Development Planning (IDP) process of the Marga Mangrove Metropolitan Municipality is that the services they receive are of good quality as they expect. Only 14% of the respondents (93%) mentioned that the interest and opinions of communities are taken into consideration. Only 2 of the respondents (13%) maintained that the Integrated Development Planning (IDP) process in the Marga Mangrove Metropolitan Municipality added value to the decision-making within the municipality. A total of 8 respondents (53%) said that consultation is vital in improving service delivery, 6 of the respondents (40%) holds that consultation before service delivery is equally important, while only 3 of the respondents (20%) said that communities air their views easily enough. Only 4 of the respondents (27%) maintain that communities are satisfied with the Integrated Development Planning (IDP) process in the Marga Mangrove Metropolitan Municipality. Chapter 3, Section 3.1 of the study states that the White Paper on Local Government-1998 provides that one of the central roles of a municipality is to build local democracy and to develop strategies and mechanisms that include participative planning to continuously engage with citizens, businesses and community groups. In addition the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) provided that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance that encourages and creates conditions for the local community to participate in the affairs of the municipality such as the preparation, implementation and review of its Integrated Development Plan (IDP). It may be concluded that the Municipal Manager of the Marga Mangrove Metropolitan Municipality has to create conditions for the local community to participate in the affairs of the municipality such as the preparation, implementation and review of its Integrated Development Plan (IDP).

Table 4.7 Reasons why the respondents were of the opinion that communities benefit from participating in the Integrating Development Planning (IDP) process

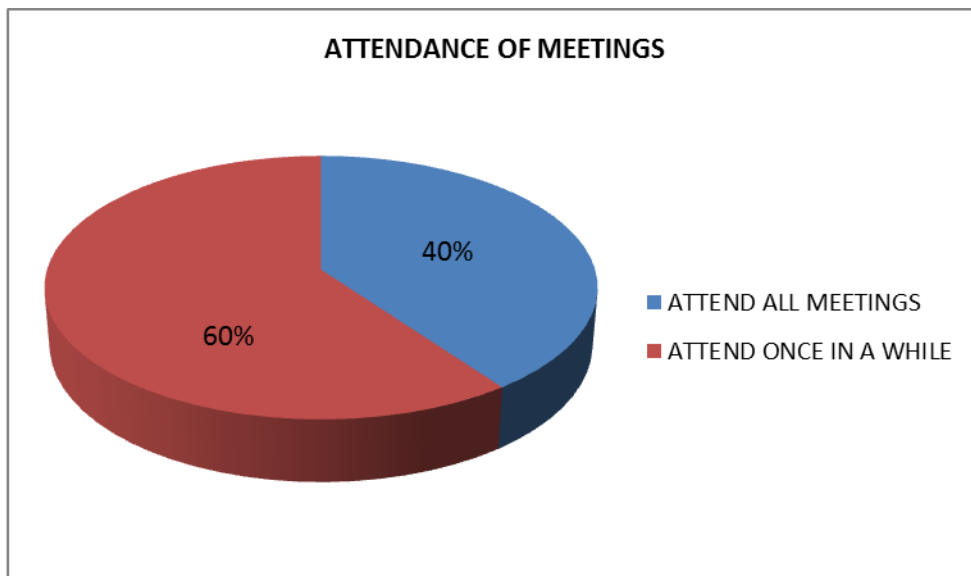
Section B, Category 2, Question 2.1.1: Reasons why the respondents were of the opinion that communities benefit from participating in the Integrating Development Planning (IDP) process.				
Reasons why the respondents were of the opinion that communities benefit from participating in the Integrating Development Planning (IDP) process	Frequency	Percent	Cumulative Frequency	Cumulative Percent
The municipality knows what to deliver when and how	1	6.67	1	6.67
Added value to the decision making within the municipality	1	6.67	2	13.33
Communities air their views easily enough	1	6.67	3	20.00
Communities are satisfied	1	6.67	4	26.67
Consultation before service delivery is equally important	2	13.33	6	40.00
Consultation with communities is of utmost importance	1	6.67	7	46.67
Consultation is vital in improving service delivery	1	6.67	8	53.33
Improved overall service delivery	3	20.00	11	73.33
Interests and opinions are taken into consideration	3	20.00	14	93.33
Services they receive are of good quality as they expect	1	6.67	15	100.00

From the above table one can determine that 20% of the respondents are of the opinion that the reason why communities benefit from participating in the Integrated Development Planning (IDP) process is that their interest and opinions are taken into consideration. A total of 20% of the respondents holds that another reason was that public participation in the Integrated Development Planning (IDP) process would improve the overall service delivery of the Mangaung Metropolitan Municipality, while

7% of the respondents hold that consultation with communities concerning the Integrated Development Plan (IDP) is of utmost importance. Another 7% of the respondents indicated that communities have to participate in order to ensure that the services that they receive are of good quality. The literature review presented in Chapter 3, Section 3.1, Chapter 2 stated that the Local Government Municipal Systems Act, 2000 requires that the community should be involved in the establishment, implementation and review of its performance management system. This means that the Mangaung Metropolitan Municipality has to ensure that mechanisms are in place to promote effective participation of the communities in the Integrated Development Planning (IDP) process.

In Question 2.2, Section B, Category 2, the respondents were asked to indicate what meetings have they attended, while in Question 2.3 the respondents were asked how often they attended the meetings. The combined results are indicated in Figure 4.13 below:

Figure 4.13 Attendance of ward councillors, the IDP Steering committee and community ward meetings

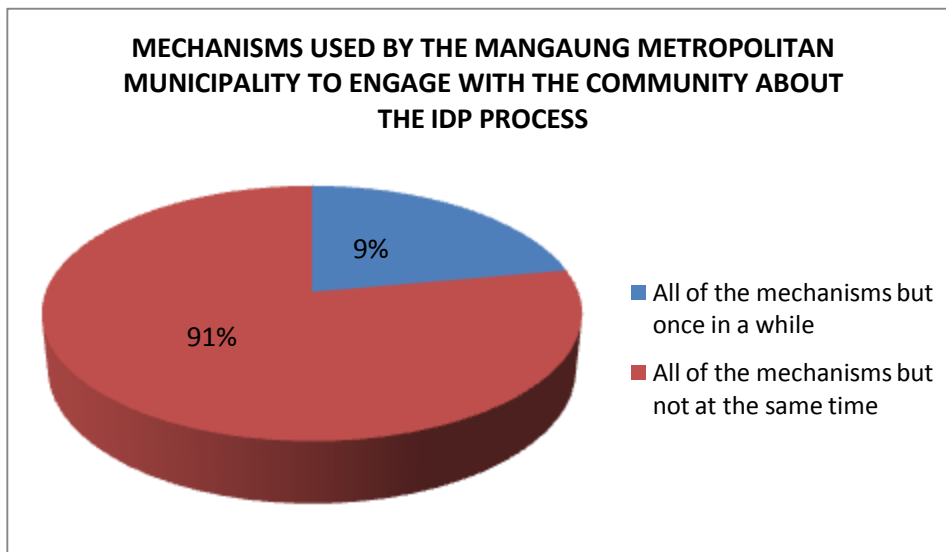


From the above graph 60% of the respondents responded that they have attended all of the meetings once in a while when necessary to attend and 40% has attended all the meetings every time, regardless of whether it is necessary for them to attend or not. In Chapter 3, Section 3.7 of the study, it was stated that the IDP, Guide Pack, 2001 proposes that an Integrated Development Planning (IDP) forum be created such as stakeholders and community members in the IDP process. The purpose of this forum of which ward committee members should be included is to provide a structure for discussions, negotiations, joint decision-making and participation in the planning and implementation process of local government issues such as Integrated Development Planning (IDP).

Chapter 3, Section 6.2 of the study found that the Municipal Structures Act (1998) makes provision for the establishment of ward committees as a possible way of encouraging public participation. It was also seen in the literature in Chapter 3, Section 6.2 that a Metropolitan or Local Council may take administrative arrangements to enable ward committees to perform their functions and practice their powers effectively.

In Question 2.4 of Section B, Category 2 the focus was on the mechanisms used by the Mangaung Metropolitan Municipality to engage with the communities on the Integrated Development Planning process. The outcome was as follows (Figure 4.14):

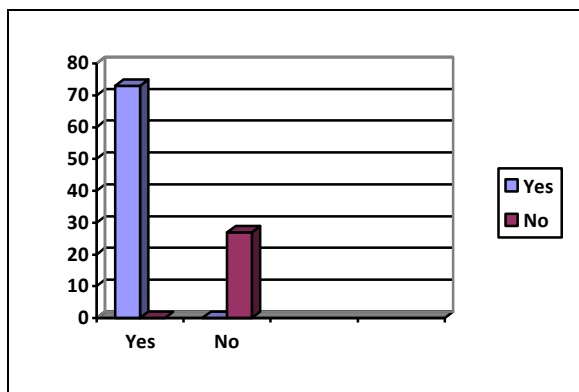
Figure 4.14 Mechanisms used by the Mangaung Metropolitan Municipality to engage with the community about the IDP process.



From the above it can be depicted that a total of 91% of the respondents indicated that the Mangaung Metropolitan Municipality makes use of all the mechanisms once in a while, such as ward committee meetings, road shows, work group discussions and public invitations to access the IDP at a central place (for example as a community centre or a public library) to engage with the community. A total of 9% of the respondents indicated that the Mangaung Metropolitan Municipality makes use of all the mechanisms to engage with the community, but not at the same time. None of the respondents indicated that the Mangaung Metropolitan Municipality makes use of other mechanisms as listed above to engage with the community about the IDP processes. The literature review presented in Chapter 3, Section 3.5.1 indicated the various public participation mechanisms or strategies that aim to inform the communities to participate and to become aware of Integrated Development Planning (IDP) process, development programmes or projects of the Mangaung Metropolitan Municipality.

In Question 2.5 of Section B, Category 2 of the structured questionnaire the respondents were asked to describe the extent of public participation of ward community members over the last five years concerning the Integrated Development Planning (IDP) process. The outcome was as follows (Figure 4.15)

Figure 4.15 The extent of public participation of ward community members over the last five years

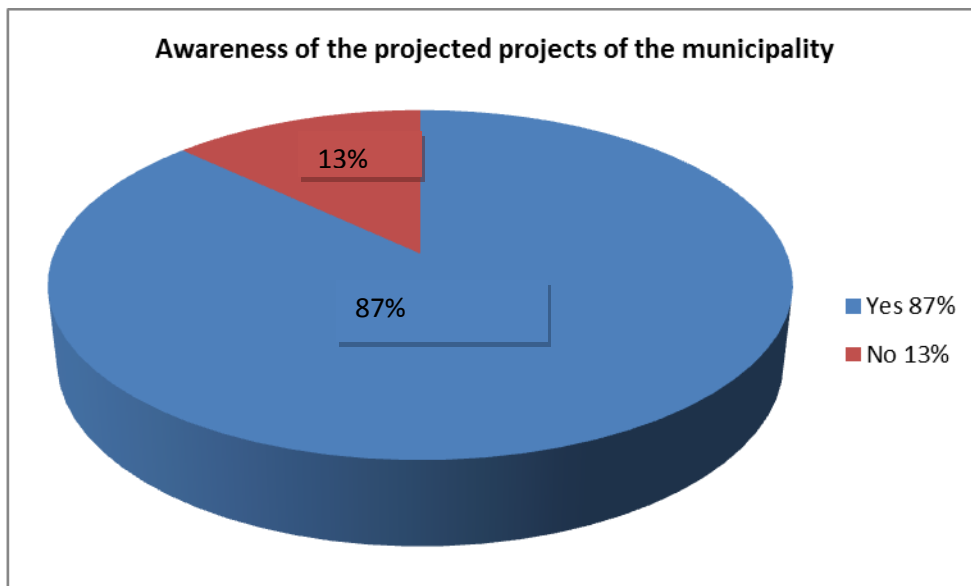


From the graph above one can determine that 73% of the respondents regarded the extent of public participation of ward community members over the past five years as very good because most community members know how and when to practise their rights and are more empowered and enriched than before. Only 27% of the respondents have responded that the public participation of ward community members is average. The latter could be contributed to the fact that not all ward committee members attended the engagement opportunities, such as ward committee meetings on a regular basis. The literature review in Chapter 3, Section 3.6.2 of the study states that the Municipal Structures Act (1998) provides that the Council of a metropolitan or local municipality may take administrative arrangements to enable ward committees to

perform their functions and practise their powers as well as the frequency of meetings of ward committees effectively.

In Question 2.6 of Section B, Category 2 of the structured questionnaire the respondents were asked to indicate whether they were aware of the projected projects listed in the Mangaung Metropolitan Municipality? The results were as follows (Figure 4.16):

Figure 4.16 “Were the ward committee members aware of the projected projects of the municipality?”

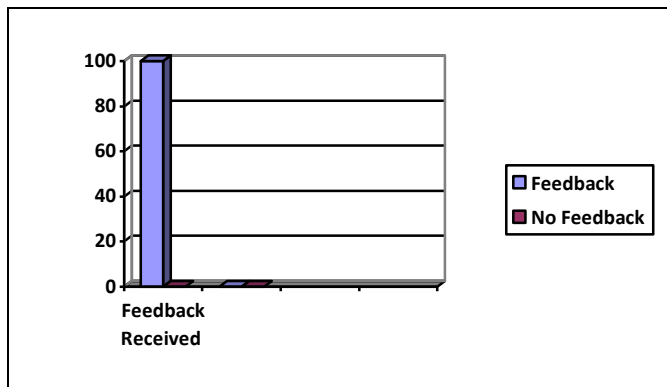


A total of 87% of the respondents have responded with a yes that they were aware of the projected projects listed in the Mangaung Metropolitan Municipality and only 13% of the respondents responded with a no that they were not aware of the projected projects listed in the Mangaung Metropolitan Municipality. It may be concluded that not all of the ward committee members are aware of the projected projects listed in the Mangaung Metropolitan Municipality Integrated Development Plan (IDP). Chapter 3, Section 3.7.3 of the study states that a municipality has to design projects and deal with its specifications during the project phase of the Integrated Development Plan (IDP). The

literature further states that each municipality has to ensure, through public participation that the identified projects have direct linkage to the priorities and objectives that were identified in the previous phases. The conclusion may be drawn that the Mangaung Metropolitan Municipality should ensure that it promotes community participation in the project design phase to ensure that the identified projects listed in the Integrated Development Plan (IDP) will become a reality.

In Question 2.7 of Section B, Category 2 of the structured questionnaire the respondents were asked whether they had received any feedback from the engagement of the Mangaung Metropolitan Municipality with the community. The results are showed below in (Figure 4.17):

Figure 4.17 Have you ever received feedback from the engagement of the municipality with the community?

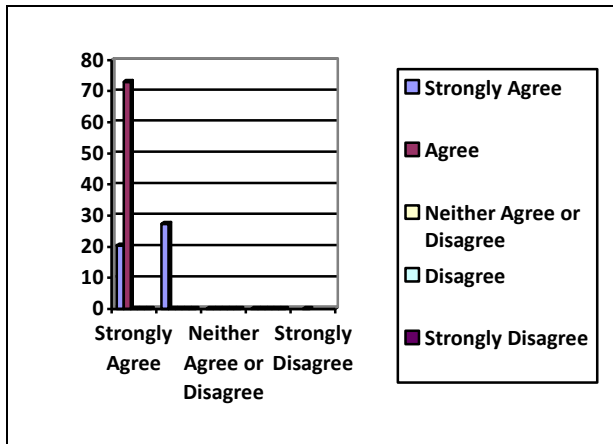


All of the respondents (100%) as community ward committee members have responded with a yes that they do receive feedback from community members after engaging with the municipality. For example, when the Mangaung Metropolitan Municipality identified and analysed the needs of communities, the community members had to provide feedback to the Mangaung Metropolitan Municipality about the priorities and needs from

the various wards. Another example listed by respondents was that communities provided feedback especially if they are not satisfied with the level and standard of services received from the Mangaung Metropolitan Municipality.

In Question 2.8.1, of Section B, Category 2 of the structured questionnaire focused on whether the ward community committees are very effective in articulating the interest of the community. The results were as follows (Figure 4.18):

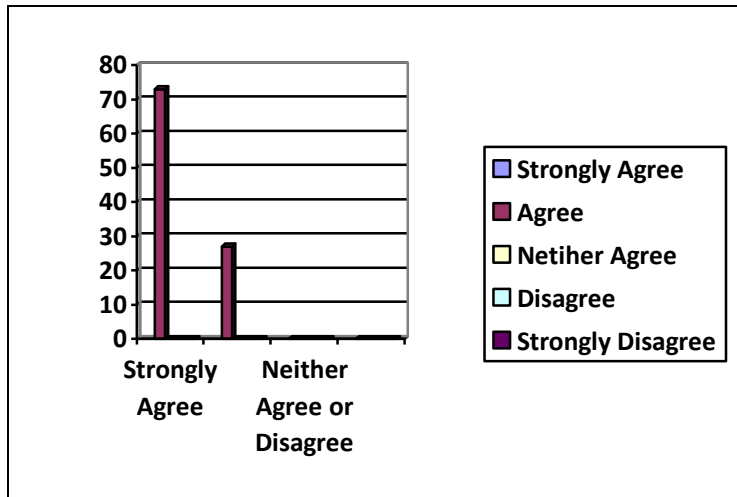
Figure 4.18 The ward community committees are very effective in articulating the interest of the community



A total of 73% of the respondents strongly agreed that ward committees are effective in articulating the needs and interests of the communities, while a total of 27% agreed. None of the respondents disagreed, strongly disagreed, or neither agreed nor disagreed with the statement.

In Question 2.8.2, of Section B, Category 2 the focus was on whether the community members received feedback on how their inputs affected decisions made by the Mangaung Metropolitan Municipality. The outcome was as follows (Figure 4.19):

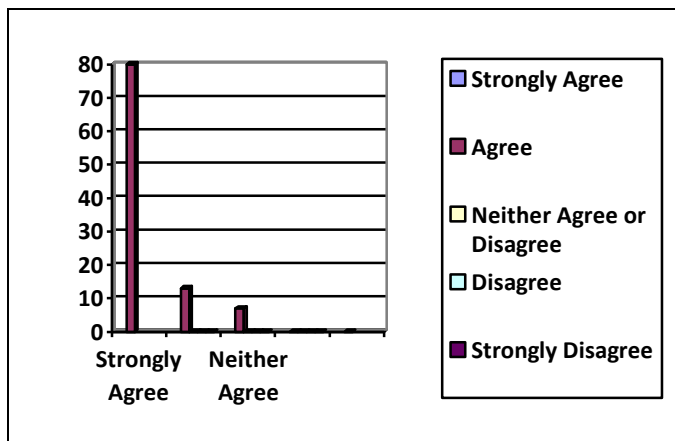
Figure 4.19 The community members received feedback on how their inputs affected decisions made by the Mangaung Metropolitan Municipality



The above graph shows that a total of 73% of the respondents strongly agreed while 27% agreed that community members received feedback on how their inputs affected decisions made by the Mangaung Metropolitan Municipality. Chapter 3, Section 3.3.6 of the study stressed that the Local Government Municipal Systems Act, 2000 requires that municipalities should encourage and create conditions for the local community to participate not only in the preparation and implementation of the Integrated Development Plan (IDP), but also during the review of its Integrated Development Plan (IDP) and annual budget. It is crucial that the Municipal Manager of the Mangaung Metropolitan Municipality as head of administration ensures that effective participation of the local community is promoted not only during the preparation, and implementation of its IDP but that the community is also involved in the review proves of its IDP to ensure that the community receives feedback concerning the progress of its Integrated Development Plan (IDP).

In Question 2.83 of Section B, Category 2 it was stated that only a few selected members of the community participated in the IDP process. The results were as follows (Figure 4.20):

Figure 4.20 Only a few selected members of the community participated in the IDP process

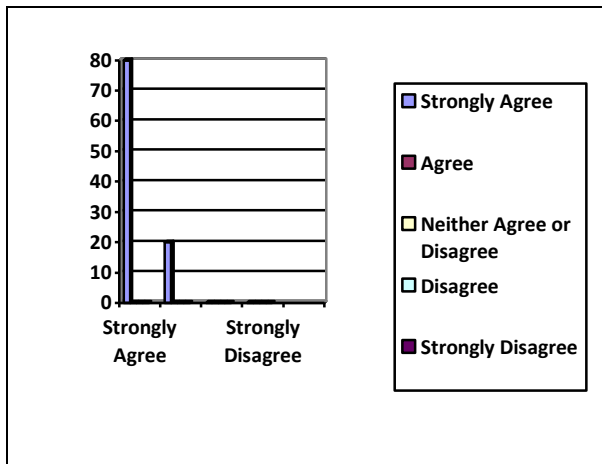


The above graph indicates that a total of 80% of the respondents strongly agreed that selected members of the community participate in the IDP process, while a total of 13% of the respondents agreed with the above statement. Whereas, 7% of the respondents neither agreed, nor disagreed with the above statement, none of the respondents disagreed or strongly disagreed with the above statement. The literature review presented in Chapter 3, Section 3.6.3 of this study stated that municipalities are also required in terms of Chapter 3 of the Municipal Systems Act (2000), to create conditions that will allow for the most members of the community, such as disabled people, disadvantaged groups and people who are illiterate, to participate in the affairs of the municipality, whereas, Chapter 3, section 3.3.5 states that public participation strategies aimed at empowering the public provide a reciprocal learning relationship between the beneficiaries and the municipality by using specific strategies to reach as many

members of the community as possible. These strategies include various dialogue forums such as IDP forums and the Ward Committee system that have clear criteria for membership to town-hall meetings that occur occasionally.

In Question 8.4 of Section B, Category 2 on whether public participation in the Integrated Development Planning (IDP) process is meaningful, the results were as follows (Figure 4.21):

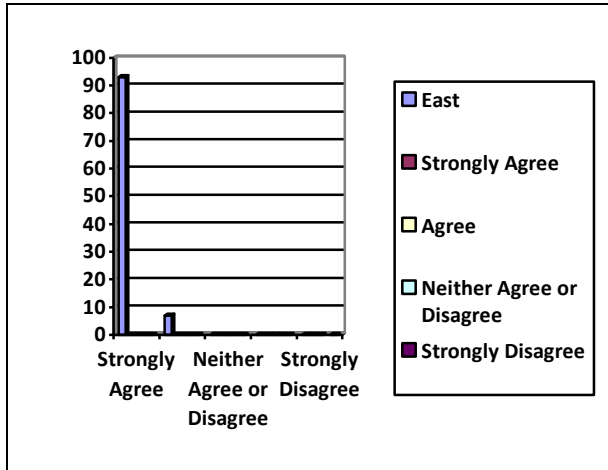
Figure 4.21 Public participation in the IDP process is meaningful



From the above graph one can determine that 80% of the respondents strongly agreed with the statement that public participation in the IDP process is meaningful. A total of 20% of the respondents agreed that public participation in the IDP process is meaningful.

Question 2.8.5, Section B, Category 2 of the structured questionnaire aimed to determine whether the IDP aims to respond to local communities' needs. The outcome was as follows:

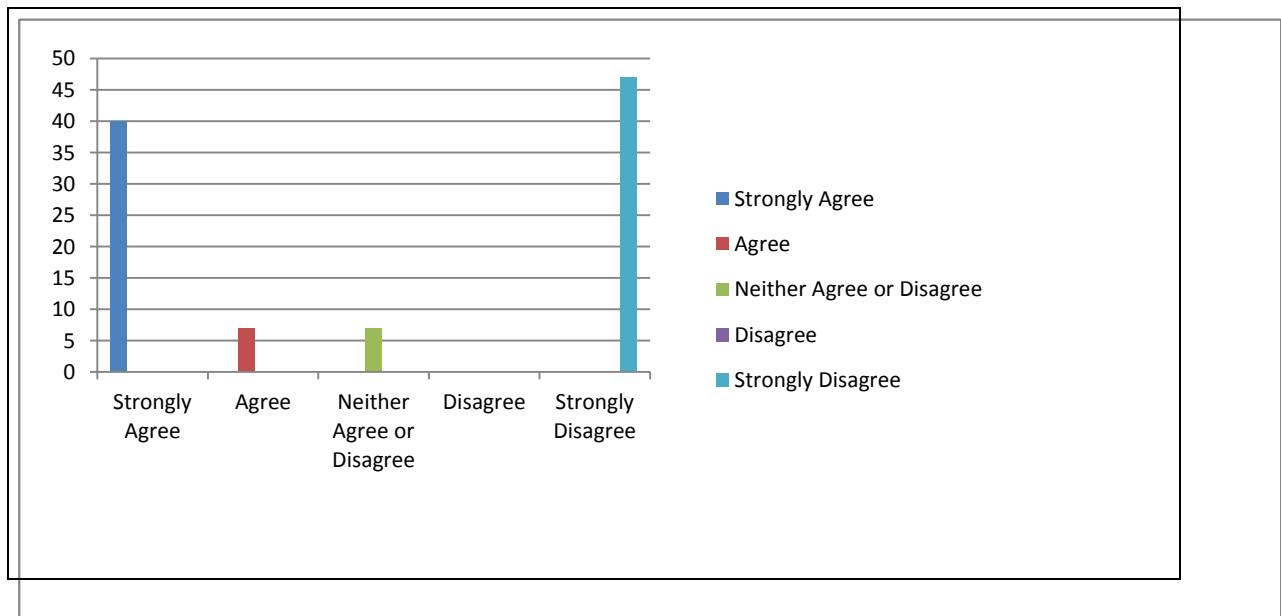
Figure 4.22 The IDP aims to respond to local communities needs



A total of 93% of the respondents strongly agreed that the Integrated Development Planning (IDP) aims to respond to local communities' needs. Another 7% indicated that they agreed with the statement. Chapter 3, Section 3.1 of the study states that the White Paper on Local Government, (1998:37) states that developmental local government means that local government is committed to working with its citizens and groups within the community to find sustainable ways to meet their social, economic and material needs to improve the quality of life for all citizens.

In Question 8.6 of Section B, Category 2 of the structured questionnaire the respondents were asked to whether the community is given a chance to identify and prioritise the projects which should be implemented. The outcome was as follows (Figure 4.23):

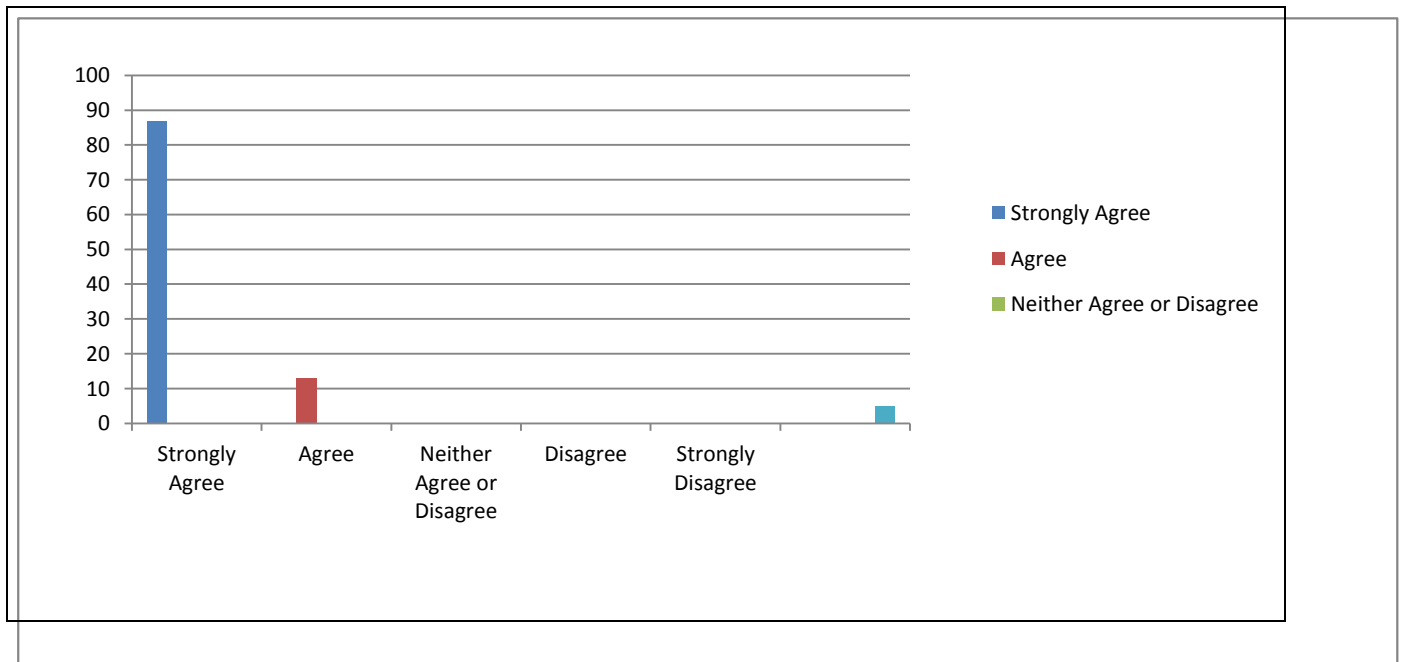
Figure 4.23 The community is given a chance to identify and prioritise the projects which should be implemented



The above graph shows that 40% of the respondents strongly agreed that the community is given a chance to identify and prioritise the projects which should be implemented. In contradiction a total of 47% of the respondents strongly disagreed with this statement, while 7% agreed and 7% of the respondents neither agreed nor disagreed with the statement that the community is given a chance to identify and prioritise the projects which should be implemented. As seen in Chapter 3, Section 3.7 of the study the IDP Guide Pack, 2001 maintains that the Integrated Development Planning (IDP) forum should be determined by the Integrated Development Planning (IDP) priorities and it strives to reach consensus concerning these priorities. This forum also promotes public participation in that the members of the forum include ward committee representatives as well as representatives from organized groups and other suitable community representatives. As stressed in Chapter 3 it is crucial that the members of the above members participate in the Integrated Development Planning (IDP) forum to inform stakeholders and the communities about relevant planning activities.

In Question 2.8.7 the focus was on whether the IDP is instrumental in implementing the projects that were prioritized by the community through public participation. The results were indicated in Figure 4.24 below:

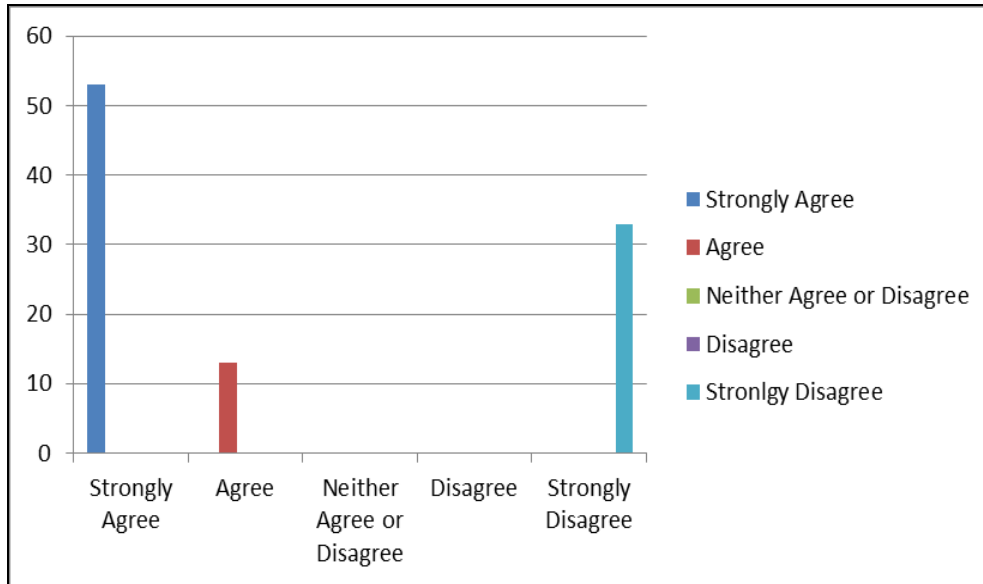
Figure 4.24 The IDP is instrumental in implementing the projects that were prioritized by the community through public participation



From the above graph one can determine that 87% of the respondents strongly agreed, while 13% of the respondents agreed that the IDP is instrumental in implementing the projects that were prioritized by the community through public participation.

In Question 2. 8.8, Section B, Category 2 of the structured questionnaire on whether the involvement of the community in the IDP process should take place during the implementation process, the outcome was as follows (Figure 4.25):

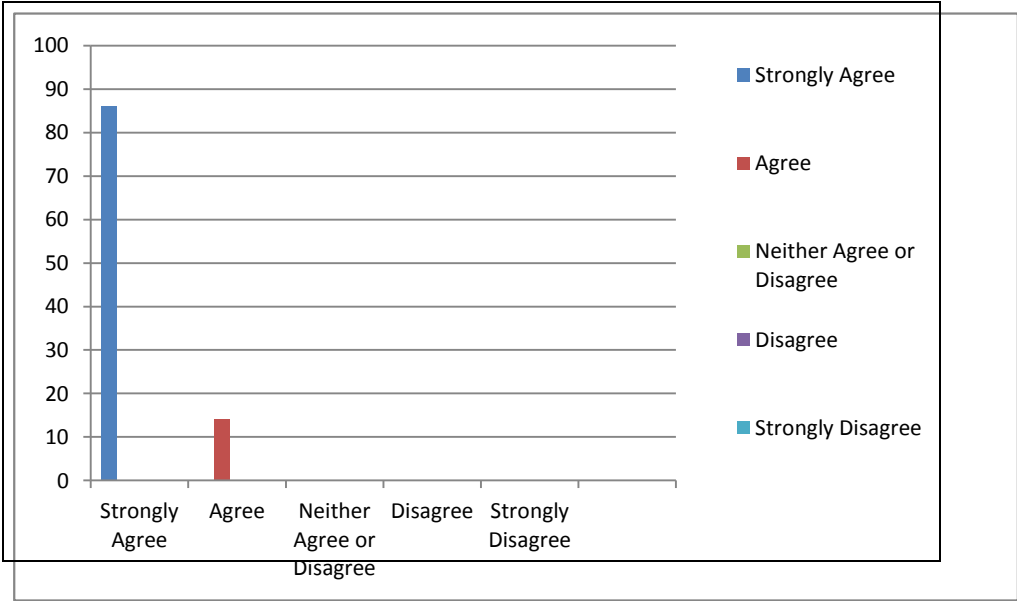
Figure 4.25 The involvement of the community in the IDP process should take place during the implementation process



The chart above shows that 53% of the respondents strongly agreed and 13% agreed with the statement that the involvement of the community in the IDP process should take place during the implementation process. In contradiction, 33% of the respondents strongly disagreed with the statement.

In Question 2.8.9, Section B, Category 2 of the structured questionnaire on whether effective public participation can boost rural development in the Mangaung Metropolitan Municipality Area, the outcome was as follows (Figure 4.26):

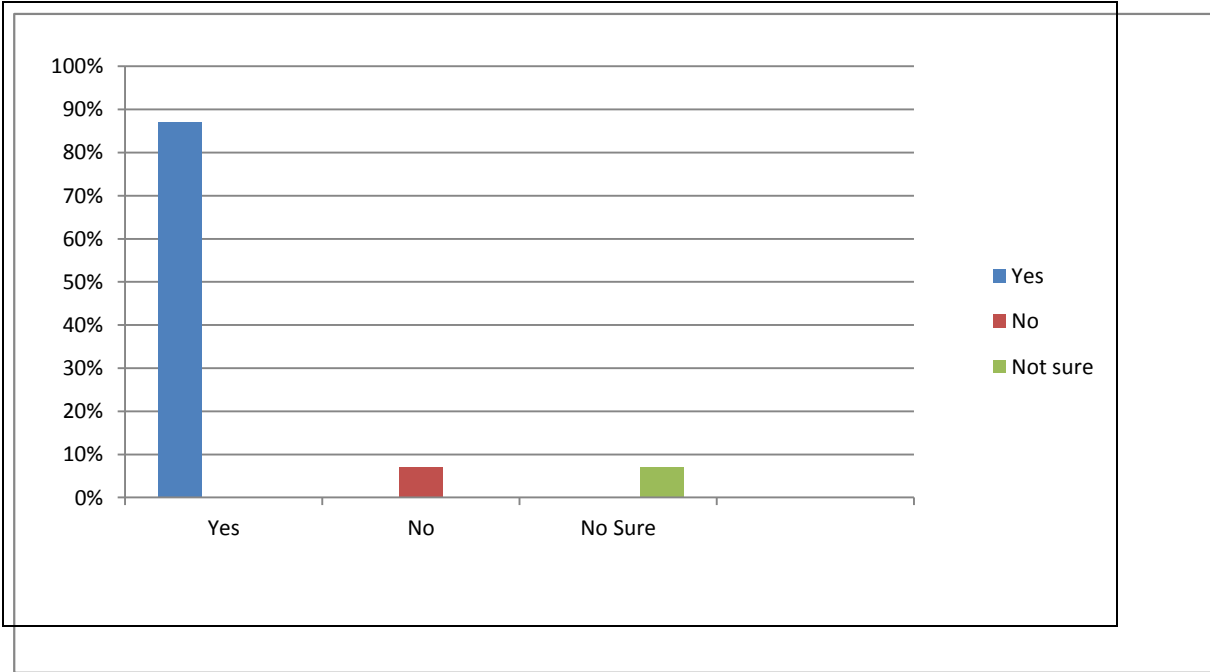
Figure 4.26 Effective public participation can boost rural development in the Mangaung Metropolitan Municipality area



A total of 86% of the respondents strongly agreed, and 14% agreed with the statement that effective public participation can boost rural development in the Mangaung Metropolitan Municipality Area.

In Question 2.9, Section B, Category 2 on whether there were any systems in place in the Mangaung Metropolitan Municipality to measure the performance of public participation, the results were as follows:

Figure 4.27 “Are there any systems in place in the Marga Mangrove Metropolitan Municipality to measure the performance of public participation?”



From the above graph it shows that 87% of the respondents have responded yes to the fact that there are systems in place to measure the performance of public participation and only 7% of the respondents have said that they do not know of any systems in place and 7% of the respondents responded that they were not sure whether there are any systems in place in the Marga Mangrove Metropolitan Municipality to measure the performance of public participation. As stressed in the literature review presented in Chapter 3, Section 3.3.6 it is crucial that the Marga Mangrove Metropolitan Municipality ensures that local communities also participate in the establishment, implementation and review of the municipal performance management system.

In Question 2.10, Section B, Category 2 on what are the main challenges that prevent public participation of community members in the Integrated Development Planning (IDP) process and developmental projects, the results are as follows:

Table 4.8 “What are the main challenges that prevent the public participation of community members in the Integrated Development Planning (IDP) process and developmental projects?”

Question 2.10, Section B, Category 2				
What are the main challenges that prevent the public participation of community members in the Integrated Development Planning (IDP) process and developmental projects	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Corruption of Municipal managers	1	6.67	1	6.67
Greediness and non-transparent leaders	1	6.67	2	13.33
High unemployment rate increases corruption	2	13.33	4	26.67
Lack of transparency	2	13.33	6	40.00
Limited financial resources to satisfy unlimited wants	1	6.67	7	46.67
Maladministration of financial resources	1	6.67	8	53.33
Mismanagement of resources	1	6.67	12	80.00
Non adherence to local government rules and regulations	1	6.67	13	86.67
Selfish and selfless leaders who are corrupt	1	6.67	14	93.33
Unemployment, Corruption	1	6.67	15	100.00

From the above table it can be depicted that most of the respondents have responded that the maladministration of financial resources are the main challenges that prevent public participation of community members in the Integrated Development Planning (IDP) process and developmental projects? A total of 27% of the respondents holds that the lack of transparency in the Mangaung Metropolitan Municipality is the main challenge. As stressed in Chapter 3, Section 3.6.4 of the study states that the purpose of the Municipal Finance Management Act, 2003 is to bring about transparent and effective financial management in municipalities and municipal entities. It is crucial that

the Municipal Manager of the Mangaung Metropolitan Municipality ensures that it promotes about transparent and effective financial management.

In Question 2.11, Section B, Category 2 on what should be done to improve public participation in the Integrated Development Planning (IDP) process, the outcome was as follows:

Table 4.9 “What should be done to improve public participation in the integrated development planning process (IDP)?”

Question 2.11, Section B, Category 2				
What should be done to improve public participation in the Integrated Development Planning (IDP) process?	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Communities needs must be put first	4	26.67	4	26.67
Communities views must be taken into account from the formulation stage	1	6.67	5	33.33
Consultation is of utmost importance	1	6.67	6	40.00
Encourage the communities to take part in the decision-making process	1	6.67	7	46.67
Limited financial resources must be managed effectively	1	6.67	8	53.33
Municipalities must meet the desires and needs of communities	1	6.67	9	60.00
Municipalities must show appreciation of communities views and opinions	1	6.67	10	66.67
Needs of communities must be prioritised	3	20.00	13	86.67
The municipality must become more transparent	1	6.67	14	93.33
Transparency plays a vital role in this instance	1	6.67	15	100.00

From the above table concerning what should be done to improve public participation in the Integrated Development Planning (IDP) process one can determine that the majority of the respondents (27%) indicated that the communities' needs should be placed first. In addition 20% of the respondents mentioned that the needs of the communities must be prioritised. A total of 14% of the respondents held that the municipality must become more transparent, while 7% of the respondents also mentioned that limited financial resources must be managed effectively. A total of 7% of the respondents held that communities' views must be taken into account from the formulation stage in the Integrated Development Planning (IDP) process. Another 7% of the population maintains that consultation is of utmost importance to improve public participation in the Integrated Development Planning (IDP) process. Another 7% of the respondents maintain that communities must be involved in the decision making process from the process of policy formulation to implementation.

The literature review presented in Chapter 3, Section 3.6.2 stated that the Municipal Structures Act (1998) sets out the rights and duties of the members of local community and the public to contribute to the decision-making process of the municipality. The literature review further states in Chapter 3, Section 3.1 that the White Paper on Local Government, (1998:37) requires from local government to work with its citizens and groups within the community to find sustainable ways to meet their social, economic and material needs in order to improve the quality of life for all citizens.

4.11 FINDINGS AND RESULTS FROM SECTION B, CATEGORY 3 GOOD GOVERNANCE

This part of the structured questionnaire consists of questions that seek to collect information about good governance. On Question 3.1.1, Section B, Category 3 of the structured questionnaire the outcome was as follows (Table 4.10):

Table 4.10 The degree of agreement or disagreement with the level of good governance

Statement number	Statement	Outcome
Statement 3.1.1	The Municipal Turnaround Strategy has contributed to a responsive municipality	87% of the respondents strongly agreed with this statement while 13% agreed with the statement
Statement 3.1.2	The Municipal Turnaround Strategy has contributed to accountable municipality	87% of the respondents strongly agreed with this statement while 13% agreed with the statement
Statement 3.1.3	Public participation in the IDP process in the Mangaung Metropolitan Municipality promotes transparency	87% of the respondents strongly agreed with this statement while 13% agreed with the statement
Statement 3.1.4	Public participation increases public awareness of the Municipal Turnaround Strategy	87% of the respondents strongly agreed with this statement while 13% agreed with the statement
Statement 3.1.5	Public participation in the IDP process ensures that the Mangaung Metropolitan Municipality uses scarce resources efficiently and effectively	87% of the respondents strongly agreed with this statement while 13% agreed with the statement

From the above table one can determine that in all five statements 87% of the respondents strongly agreed with all five statements while 13% of the respondents agreed with all five statements. Chapter 2, Section 2.5 of the study states that Section 152 of the Constitution, 1996 indicates that the objectives of local government are to provide democratic and accountable government to all communities in a specific municipal area, to provide municipal services in a sustainable manner, and for municipalities to be responsible and to social and economic development. They are

responsible to promote a safe and healthy environment and municipalities must encourage the involvement of communities and community organizations in the matters of local government. It is crucial that the Marga Manggaung Metropolitan Municipality promotes the above requirements of good governance.

4.12 SUMMARY

Chapter 5 provides the findings of the empirical research of the study. The findings are presented and interpreted in this chapter. From these research findings it is evident that the effective, efficient and sustainable implementation and incorporation of the Local Government Turnaround strategy would not be possible if the ward councilors - as the chairpersons of the ward committees of the Metropolitan Municipality - are not familiar with the main aims and objectives of such a crucial governmental intervention. The conclusion that may be drawn is that if the ward council members are not familiar with such a crucial governmental intervention such as the aim of the Local Government Turnaround Strategy that aims solely to turn around the municipalities performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government. It is therefore unlikely that the ward committee councilors will communicate the correct aim to the community who needs to be consulted on the affairs of the Marga Manggaung Metropolitan Municipality. One could argue that the Municipal Manager of the Marga Manggaung Metropolitan Municipality needs to clarify the purpose, main aim and objectives of the Local Government Turnaround Strategy with all stakeholders, including the ward committee members so that all stakeholders obtain a clear understanding of the purpose, aims, objectives of the Local Government Turnaround Strategy that needs to be incorporated in the Marga Manggaung Metropolitan Municipalities Integrated Development Plan (IDP).

The results obtained from the interviews also revealed that a total of 27% of the respondents responded that the local community is satisfied with the Integrated Development Planning (IDP) process in the Marga Manggaung Metropolitan Municipality. One could argue that the Municipal Manager of the Marga Manggaung Metropolitan Municipality has to create conditions for the local community to participate in the affairs of the

municipality such as the preparation, implementation and review of its Integrated Development Plan (IDP).

Another concern is that the majority of the respondents strongly agreed that only selected members of the local community participate in the Integrated Development Planning (IDP) process. Therefore, it is crucial that the Municipal Manager of the Mangaung Metropolitan Municipality as head of administration ensures that effective participation of the local community is promoted by using various strategies to reach the majority of the local community. The municipality has to ensure that the local community participates not only during the preparation and implementation of its Integrated Development Plan (IDP) but that the community is also involved in the review process of its Integrated Development Plan (IDP) to ensure that the community received feedback concerning the progress of its Integrated Development Plan (IDP). Another concern is that the majority of the respondents responded that the municipality must become more transparent and should use financial resources more effectively.

In Chapter 5 a summary is made and a conclusion drawn from Chapters 2, 3 and 4 and recommendations are made to rectify the situation relating to challenges in the Mangaung Metropolitan Municipality to implement and incorporate the Local Government Strategy into its Integrated Development Plan (IDP) as well as to promote effective participation of the local community in the Integrated Development Planning (IDP) process.

CHAPTER 5

THE IMPACT OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY ON PUBLIC PARTICIPATION AND GOOD GOVERNANCE WITH RESPECT TO INTEGRATED DEVELOPMENT PLANNING WITHIN THE MANGAUNG METROPOLITAN MUNICIPALITY: AN OVERVIEW OF CHAPTERS RECOMMENDATIONS AND CONCLUDING REMARKS

5.1 INTRODUCTION

This chapter firstly starts by focusing on the summary of Chapters 1,2,3 and 4. It furthermore analyses the research objectives and gives an overview on how these objectives have been met. This chapter will reiterate the main theoretical statement proposed in Chapter 1 and finally will conclude by making recommendations and suggesting ways on how the outstanding medium to long-term strategies of the Local Government Turnaround Strategy as incorporated in and by Mangaung Metropolitan Municipality's Integrated Development Plan (IDP) would be achieved to promote good governance and effective public participation in the affairs or the Metropolitan.

5.2 SUMMARY OF CHAPTERS

The main aim of this study was to investigate the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance with respect to the Integrated Development Planning (IDP) process in the Mangaung Metropolitan Municipality.

Chapter 1: Introduction: This chapter outlines the problem statement, research, questions, research objectives, methodology as well as provisional chapters of the study. Chapter 1 also provides a profile of the Mangaung Metropolitan Municipality.

Chapter 2: Theoretical Overview of integrated Development Planning, the Local Government Turnaround Strategy and their implementation in the South African Local

Government Sphere. This chapter outlines the origin, statutory and regulatory framework as well as the implementation of the Local Government Turnaround Strategy (LGTAS) and Integrated Development Planning (IDP) in the context of South African Municipalities, with specific references to the Integrated Development Planning (IDP) process as well as the implementation of the Local Government Turnaround Strategy (LGTAS) in the case of Mangaung Metropolitan Municipality. The information obtained during the development of this chapter established a basis for exploring the conceptual link between the Local Government Turnaround Strategy (LGTAS) the Integrated Development Planning (IDP) process, and public participation and good governance that will be discussed in the next chapter.

Chapter 3: Public Participation, Integrated Development Planning (IDP) and Good Governance: A conceptual practical interface. Firstly the chapter provides the legislative and policy frameworks and directives of the national government of South Africa and literature exploration with regards to public participation and good governance in the Integrated Development Planning (IDP) process, with specific reference to the case of Mangaung Metropolitan Municipality.

Chapter 4: Research Methodology. This chapter explained the research methodology, data gathering and sampling techniques used in the study. The chapter also presented the empirical findings of the Local Government Turnaround Strategy (LGTAS) on Public Participation and Good Governance in the Integrated Development Planning (IDP) process in the case of the Mangaung Metropolitan Municipality. The chapter presented the empirical findings by presenting the data which was gathered as well as an analysis of the findings.

Chapter 5: Research Summary, Recommendations and Concluding Remarks. A conclusion is drawn and proposals are made on the impact of the Local Government Turnaround Strategy (LGTAS) on the Integrated Development Planning (IDP) process within the Mangaung Metropolitan Municipality, public participation and good governance based on the facts analysed from the research findings.

5.3 RESEARCH OBJECTIVES

The research questions were proposed in Chapter 1 of the study:

- What are the theories, principles and legislative requirements associated with Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS)?
- What are the key requirements, purposes, objectives, and components of public participation and good governance of Integrated Development Planning (IDP)?
- What are existing policies, systems, structures, approaches and operations with respect to public participation and good governance of the Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS) within the Mangaung Metropolitan Municipality?
- How effective are the policies, systems, structures, approaches and operations of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance of the Integrated Development Plan (IDP) in the Mangaung Metropolitan Municipality?
- What recommendations may be made to ensure the effective and efficient implementation of public participation and good governance as part of the Local Government Turnaround Strategy (LGTAS) and Integrated Development Plan (IDP) within the Mangaung Metropolitan Municipality?

In order to answer the research questions and corresponding research objectives, the requirements of different legislative frameworks as well as the different views of different authors in Chapter 2 and Chapter 3 of the literature review should be considered. Chapter 2 provides the theoretical overview and outlines the origin of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS), as well as the statutory and regulatory framework of Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS). The nature and extent

of typical municipal services and the key performance areas of Integrated Development Planning (IDP) as well as the composition of the Integrated Development Planning (IDP) phases were also discussed. The Local Government Turnaround Strategy (LGTAS) in context was also discussed to solicit the five strategic objectives and immediate medium term priorities of this strategy followed by a discussion about the implementation of Integrated Development Planning (IDP) and Local Government Turnaround Strategy (LGTAS) in the case of Mangaung Metropolitan Municipality.

Chapter 3 explores the interface between Integrated Development Planning (IDPs), public participation and good governance. The chapter outlines the key public participation concepts, followed by a discussion about the legislative and policy framework for participatory governance, an overview of the different approaches, building blocks and modes of public participation in local government, public participation strategies, and public participation in local government's Integrated Development Planning (IDP) process and concludes with a brief outline of good governance and community participation in the case of the Mangaung Metropolitan Municipality. The following were the research objectives of this study as proposed in Chapter 1, Section 3.1:

5.3.1 Objective 1. To investigate through the extensive literature and policies, the requirements, purpose, principles, objectives, and components of the Integrated Development Plan (IDP) and the Local Government Turnaround Strategy (LGTAS).

A question was asked in Chapter 1, Section 1.3 of this study as to what are the theories, principles and legislative requirements associated with Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS) are? Chapter 2 and 3 of this study must be considered to respond to the research questions and the views of authors applied must also be taken into consideration. A question was posed in Chapter 1 on the extent of existing policies, systems, structures and approaches within the Mangaung Metropolitan Municipality to implement the LGTAS. This is outlined in Chapter 2

5.3.2 Objective 2. To investigate through the extensive literature and policies the requirements, components and linkages of public participation and good governance in the Integrated Development Planning (IDP) process.

A question was a question posed in Chapter 1 on what the key requirements, purposes, objectives, and components of public participation and good governance of Integrated Development Planning (IDP) are. Chapter 3 explores the extent of existing policies, components and linkages of the public participation good governance and the Integrated Development Planning (IDP) process. Chapter 3 also explores the efforts of Margaung Metropolitan Municipality to promote good governance and public participation through the Integrated Development Planning (IDP) process.

5.3.3 Objective 3. To explore policies, systems, structures and approaches on the implementation of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance in the Integrated Development Planning (IDP) process within the Margaung Metropolitan Municipality.

A question was asked in Chapter 1, Section 1.3 of this study as to what the existing policies, systems, structures, approaches and operations with respect to public participation and good governance of the Integrated Development Planning (IDP) and the Local Government Turnaround Strategy (LGTAS) within the Margaung Metropolitan Municipality are? Chapter 3 explores the efforts of the Margaung Metropolitan Municipality to incorporate the Local Government Turnaround Strategy (LGTAS) as well as to promotes good governance and public participation through the Integrated Development Planning (IDP) process.

5.3.4 Objective 4. To determine through an evaluation of the LATEST annual review reports as well as through structured interviews the impact of the Local Government Turnaround Strategy (LGTAS) on public participation and good governance in the Integrated Development Planning (IDP) process.

A question was posed in Chapter 1 of this study on the effectiveness of the policies, systems, structures, approaches and operations of the Local Government Turnaround Strategy (LGTAS) with respect to public participation and good governance of the Integrated Development Plan (IDP) in the Mangaung Metropolitan Municipality. As indicated above Chapter 3 explores the efforts of the Mangaung Metropolitan Municipality to incorporate the Local Government Turnaround Strategy (LGTAS) to promote good governance and public participation through the Integrated Development Planning (IDP) process. While chapter 4, indicates how an empirical study was undertaken in this regard and a summary of the findings is presented in Section 5.5 below.

5.3.5 Objective 5. Making recommendations based on the research findings in order to improve public participation and good governance of the IDP in the Mangaung Metropolitan Municipality.

A question was posed in Chapter 1: “What recommendations may be made to ensure the effective and efficient implementation of public participation and good governance as part of the Local Government Turnaround Strategy (LGTAS) and Integrated Development Plan (IDP) within the Mangaung Metropolitan Municipality?” This chapter concludes by offering the recommendations.

5.4 CENTRAL THEORETICAL STATEMENTS

Chapter 1, Section 1.8 emphasised that although the Local Government Turnaround Strategy was incorporated in the Mangaung Metropolitan Municipality’s own tailor-made

Municipal Turnaround Strategy (MTAS), one of the most significant challenges in the Mangaung Metropolitan Municipality is to become a financially viable and well-managed Metropolitan Municipality. As discussed in Chapter 1, Section 1.8 the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014 states that the ageing service delivery infrastructure including electricity and water line loses and utilities remains a serious challenge as well as the ineffective revenue collection due to the reliance on Intergovernmental Relations transfers such as conditional grants remains a challenge. Section 1.8 further emphasised that the Mangaung Metropolitan Municipality still need to achieve the following medium to long term priorities of the Local Governments Turnaround Strategy (LGTAS) as incorporated in the Metropole's Integrated Development Plan (IDP), namely:

- To achieve clean audits by 2014;
- Facilitate the development of the N8 corridor development;
- To deal with the fiscal gap by dealing with critical issues such as billing completeness and accuracy, collections efficiency, debtors minimization and management, tax and tariff increases for existing revenue sources and expenditure efficiencies;
- To ensure the effective implementation of the bulk contribution policy such as the 7000 properties that are not metered for varied services;
- To ensure water service supply and sustainability;
- To mainstream poverty reduction as incorporated in the IDP;
- To develop Botshabelo and Thaba-Nchu to reduce transportation cost on the poor;
- To accelerate of Level 2 Housing Accreditation; and
- To leverage resources for a number of flagship projects namely land development, Inner city redevelopment, and township rehabilitation (including greening, open spaces and cemeteries).

Chapter 2.2 highlights the statutory and regulatory frameworks of Integrated Development Planning (IDP) and states that Section 154 of the Constitution, 1996 provided that national and provincial governments must support and strengthen the

capacity of local authorities by legislative and other measures to manage their affairs, to exercise their power and to perform their functions, thereby given these authorities a distinctive role in promoting social development and democracy on local sphere. The Constitution, 1996 also mandated municipalities with major developmental responsibilities to ensure that the quality of life of its citizens is improved. The role for local government includes the provision of basic services, creation of jobs and eradication of poverty. Section 153 of the Constitution, 1996 implies that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community. Section 2.1 states the main aim of the Local Government Turnaround Strategy (LGTAS) namely, to turn around the municipalities' performance and to rebuild and improve the basic requirements for a functional, responsive, accountable, effective and efficient developmental local government Chapter 2 further highlights in Section, 2.6.16 that the Mangaung Metropolitan Municipality effectively incorporates the Local Government Turnaround Strategy (LGTAS) and aligns the Free State Provincial Government's Growth and Development Strategy as well as the National Development Plan and the National Strategic Framework (NSF) priorities in its Integrated Development Plan Review 2013/2014.

Chapter 3 Section 3.3 emphasised that the South African government has put in place many statutory policy and legislative frameworks which require some form of public participation in local government. It was explained in Chapter 3 that Section 153 of the Constitution, 1996 states that all municipalities must structure and manage its administration, budgeting and planning processes, in such a manner that it gives priority to the basic needs of the community. In addition Section 151(1) of the Constitution, 1996 places an obligation on local government to encourage the involvement of communities and community organizations in the matters of local government. Whereas, the Municipal Systems Act, 2000 (Act 32 of 2000), states in Section 17(2) that a municipality must establish appropriate mechanisms processes and procedures to enable the local community to participate in the affairs of the municipality.

Chapter 3, Section 3.8 of this study clearly indicated that the Mangaung Metropolitan Municipality has a well planned and well structured community engagement strategy that is included in its Integrated Development Plan Review of 2013/2014 to promote effective public participation in the region. In Chapter 3, Section 3.8 it was explained that the Mangaung Metropolitan Municipality identified six community needs priorities that will be addressed in the short, medium and long term, including:

- Upgrading tarring and gravel roads, fixing potholes and build speed humps in all wards;
- Controlling and maintaining of storm water channels in all wards;
- Attending to water cuts and regular disruption of water supply due to poor maintenance in all wards;
- Providing, connecting and maintaining of waterborne sewerage systems in the place of bucket systems in some of the wards;
- Addressing high electricity bills need to be addressed in all wards;
- Addressing the theft of electrical cables, electricity failure at all times in all wards; and
- Attending to social and recreation facilities, libraries youth centres and community halls in all wards.

Chapter 3, Section 3.8 further discussed that the Mangaung Metropolitan Municipality organized as indicated in the its Integrated Development Plan (IDP), Review of 2013/2014, that a number of meetings, consultations and public hearings with all interested stakeholders such as national and provincial departments, organised business, traditional leadership councilors and members of the community, and ward committees in the short and medium term. A total of 19 engagement with communities were made by the Mangaung Metropolitan Municipality during 2012 and 2013 that involve interactions with communities at ward levels and with rural communities, business and youth representatives which represented various regions of the Mangaung Metropolitan Municipality. Section 3.8 also indicated that the Mangaung Metropolitan Municipality states in its Integrated Development Plan (IDP), Review

2013/2014, that the Free State Provincial Department of Cooperative Governance and Traditional Affairs, (CoGTA) held an Integrated Development Planning (IDP) Alignment and Assessment Workshop in April 2012 during which the National Development Plan, 2030, the Free State Provincial Growth and Development Strategy (PGDS), Vision 2030 as well as the draft reviewed Integrated Development Plans (IDPs) of all municipalities in the provinces were thoroughly reviewed and assessed. The workshop was attended by Integrated Development Planning (IDP) officials from the Mangaung Metropolitan Municipality and other municipalities within the region, and representatives of other sector departments from national and provincial government.

Section 3.8 and Section 3.9 listed some of the issues that were raised during the interactions with various community ward representatives that are affecting the various communities that are listed in the Mangaung Metropolitan Municipality Integrated Development Plan, Review 2013/2014, and that are receiving considerable attention. These include issues such as poor maintenance of existing infrastructure, particularly roads and drainage as well as sewage systems, and matters of safety and well-being of the residents. Section 3.8 in Chapter 3 further emphasised in the Mangaung Metropolitan Municipality Integrated Development Plan (IDP), Review of 2013/2014, the key development thrusts of the Mangaung Metropolitan Municipality that still needs to be achieved includes; “poverty eradication, rural and economic development and job creation; financial sustainability including revenue enhancement and clean audits; spatial development and the build environment; the eradication of bucket systems in Botshabelo, Mangaung and Thaba Nchu regions; and other issues including building solar farming, a power plant feasibility study, safety and security; human settlements, public transport, environmental management and climate change and social and community services”.

In Chapter 3, Section 3.9 concerning good governance. It was explained that the Mangaung Metropolitan Municipality Integrated Development Plan (IDP), Review 2013/2014 states that the council of the Mangaung Metropolitan Municipality places a strong emphasis on good governance by ensuring effective leadership, accountability

and effective management of all resources particularly financial resources. Section 3.9 further explained that the Margaung Metropolitan Municipality reflected in its reviewed Integrated Development Plan, 2013 clear strategies, objectives and critical performance indicators to promote good governance for the next five years. The strategies to promote good governance as constituted in the Margaung Metropolitan Municipality Integrated Development Plan, Review (IDP) 2013/2014, include the following:

- Providing strategic leadership and planning with well- defined targets aligned to the budget;
- Improving performance management and accountability;
- Implementing of the Institutional Performance Management System (IPMS);
- Ensuring the effective functioning of the Audit, Oversight and Public Account Committees;
- Establishing effective, functioning Audit, Oversight and Public Account Committees as well as ensuring that the committees consist of knowledgeable persons;
- Fully capacitated Intern Audit Activities consisting of competent and knowledgeable staff;
- Developing and monitoring of an Information Technology governance model, and strategies to promote effectiveness;
- Proper record keeping of all information communication technology and related equipment, systems and software;
- Redevelopment of the Margaung Metropolitan Municipality's Intranet system and upgrading current information communication technology systems;
- Analysis all current information systems used by the Margaung Metropolitan Municipality;
- Maintaining a two-hour turn- around time on support calls;
- Effective proactive risk management governance framework and processes;
- Enhancing public participation in the affairs of the municipality;
- Fostering good relationships with organised labour and concluding all outstanding labour disputes;

- Promoting the retention of skilled employees;
- Maintaining effective work place skills plan;
- Institutional transformation and re-design;
- Tracking of decisions made by council;
- Developing guidance on good practices with the aim of establishing and consistent standards of records;
- Establishing common and consistent standards of records; and
- Establishing and link operational modules throughout the Mangaung Metropolitan Municipality.

It was further emphasised in Chapter 3, Section 3.9 that although the Mangaung Metropolitan Municipality places a strong emphasis on good governance as reflected in its Integrated Development Review (IDP) of 2013/2014 the Auditors Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012, clearly indicated that more needs to be done to promote good governance in the Mangaung Metropolitan Municipality. In this regard the Auditors Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012 states that it is a concern that the Mangaung Metropolitan Municipality had findings on both the usefulness and reliability of reported information because it is expected from the Mangaung Metropolitan Municipality to set the example in the Free State Province. It was further emphasised in Chapter 3, Section 3.9 that the Auditors Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012 holds that all municipalities including the Mangaung Metropolitan Municipality findings on non-compliance with laws and regulations; this has become a norm as no municipality in the Free State province addressed its findings of the previous year. The Auditors Auditor General Report on the Audit Outcomes of Local Government in the Free State, 2011/2012 further states that non-compliance in all municipalities relate to material misstatements in submitted financial statements; the prevention and addressing of unauthorised irregular as well as fruitless and wasteful expenditures need urgent attention, such as matters relating to annual reports such as the annual performance reports that were not prepared based on the Integrated Development Plans (IDPs), and

other areas of non-compliance, including procurement and contract management, budgets, internal audit units and audit committees. Other concerns of the Auditors Auditor General in its Report on the Audit Outcomes of Local Government in the Free State, 2011/2012 regarding the Mangaung Metropolitan Municipality as stated Chapter 3, Section 3.9 include the following:

- “The current liabilities of the Mangaung Metropolitan Municipality exceeds its current assets;
- Mangaung Metropolitan Municipality did not always settle debts within 30 days, as required by national legislation;
- The Mangaung Metropolitan Municipality was experiencing serious difficulties with regard to debt collection;
- Mangaung Metropolitan Municipality has not set any funds aside to settle significant defined benefit obligations; and
- The Mangaung Metropolitan Municipality may therefore be unable to realize its assets and discharge its liabilities in the normal course of business”.

5.5 SUMMARY OF THE EMPIRICAL FINDINGS

It was summarised in Chapter 4 Section 4.12 that it was evident from the research findings that the effective, efficient and sustainable implementation and incorporation of the Local Government Turnaround Strategy would not be possible if ward councilors as the chairperson of the Ward Committees of the Metropolitan Municipality are not familiar with the main aims and objectives of such a crucial governmental intervention. It is therefore unlikely that the ward committee councilors will communicate the correct aim to the community who needs to be consulted on the affairs of the Mangaung Metropolitan Municipality. Although the Mangaung Metropolitan Municipality clearly incorporated the Local Government Turnaround Strategy in its reviewed Integrated Development Plan of 2013 as indicated in Chapter 1 Section 1.8 it is still important to ensure that it is clearly communicated to the Ward Committee members.

The following is a summary of the findings of Chapter 5 of this study.

- Ward committee members within the Marga Mangrove Metropolitan Municipality do have an idea of the purpose and aims of the Municipal Turnaround Strategy. However the Manager of the Marga Mangrove Metropolitan Municipality needs to clarify the purpose, main aim and objectives of the Local Government Turnaround Strategy with all stakeholders, including the Ward Committee members to ensure that all stakeholders obtain a clear understanding of the purpose, aims and objectives the Local Government Turnaround Strategy that needs to be incorporated in the Metropolitan's Integrated Development Plan (IDP).
- There is a lack of proper guidelines and processes in place to give direction towards the successful implementation of the Marga Mangrove Metropolitan Municipality's Integrated Development Plan (IDP) and other plans;
- The Marga Mangrove Metropolitan Municipality has to ensure that community participation do not only takes place during the preparation and implementation processes of by also during the review or its Integrated Development Plan (IDP). In this manner it will ensure that the community received feedback concerning the progress of its Integrated Development Plan (IDP).
- The Municipal Manager of the Marga Mangrove Metropolitan Municipality as the head of administration has to ensure that various public participation strategies are used to reach the majority of the local community.
- Another concern was raised that the majority of the respondents responded that the municipality must become more transparent and should use financial resources more effectively.
- There is a lack of ward committee members' involvement and representation in the top decision making structures within the municipality.
- Vague and ambiguous responsibilities given to ward committee members.
- There is a lack of clear reporting mechanisms, as ward committee members deem feedback and consultation key in successfully implementing the short, medium and long-term priorities of the Local government Turnaround Strategy (LGTAS) and the Integrated Development Plan (IDP).

5.6 RECOMMENDATIONS

The main purpose of this study was to determine the Impact of the Local Government Turnaround Strategy on public participation and good governance in the IDP process within the Margaung Metropolitan Municipality. It was found during the literature review that although the Local Government Turnaround Strategy (LGTAS) was successfully incorporated in the Margaung Metropolitan Municipality Integrated Development Plan as showed in the Integrated Development Plan as showed in the Review of 2013/2014, more needs to be done to ensure that the Review of 2013/2014, more needs to be done to ensure that the medium-term and long-term priorities are effectively implemented to promote good governance, and effective service delivery within Margaung Metropolitan Municipality. Based on the theoretical and empirical research undertaken, the following serve as recommendations to promote the effective implementation of the medium and long term priorities of the Local Government Turnaround Strategy as incorporated in the Integrated Development Plan (IDP) as well as to promote effective public participation and good governance in the Margaung Metropolitan Municipality:

- Although the study showed that Margaung Metropolitan Municipality has a set of well planned and well structured strategies to ensure that the medium and long-term priorities of the Local Government Strategy (LGTAS) as incorporated in its Integrated Development Plan Review of 2013/2014 it is clear that more needs to be done to ensure the effective implementation of these strategies.
- Although the study showed that Margaung Metropolitan Municipality has a well planned and well structured community engagement strategy that is incorporated in its Integrated Development Plan Review of 2013/2014 these strategies need to be effectively implemented to promote effective public participation in the region.
- Although the Margaung Metropolitan Municipality places a strong emphasis on good governance as reflected in its Integrated Development Review (IDP) of 2013/2014, a concern is that the Auditors Auditor General Report on the Audit

Outcomes of Local Government in the Free State, 2011/2012, clearly indicated that more needs to be done to promote good governance in the Mangaung Metropolitan Municipality.

- A holistic and more extensive training programme must be developed and undertaken by Ward Committee Councillors and Ward Committee members and other relevant municipal officials involved in the implementation of the Integrated Development Plan (IDP);
- The municipality must draw up clear and understandable guiding documents and processes to enable the Ward Committee representatives to clearly understand their responsibilities as well as the procedures and channels to follow to strengthen public participation within the Mangaung Metropolitan Municipality.
- Although the Local Government Turnaround Strategy (LGTAS) was successfully incorporated in the Mangaung Metropolitan Municipality's Integrated Development Plan (IDP) Review of 2013/2014, more needs to be done to ensure that the medium and long- term priorities will still be implemented effectively to promote good governance, and effective service delivery in the Metropolitan.
- Although the Mangaung Metropolitan Municipality has strategies in place as indicated in its Integrated Development Plan (IDP) Review of 2013/2014 more needs to be done to ensure the effective implementation of these strategies to ensure that the Metropolitan becomes a financially viable and well-managed Metropolitan Municipality.
- Although the Mangaung Metropolitan Municipality has clear public participation strategies and numerous engagement activities with communities during the different phases of the Integrated Development Planning and Review process, more needs to be done to ensure that the communities are effectively represented during these public participation consultation activities to ensure that the needs of the communities are addressed.
- The Mangaung Metropolitan Municipality should include the amount of community members who were present during the public participation consultation sessions and not only indicates the type of participation, the date and the venue. In this manner the Mangaung Metropolitan Municipality will

ensure that the communities are effectively represented and consulted during the different phases of the Integrated Development Planning (IDP) and Review processes.

- Ward Committee Councillors must be engaged in the top decision-making structures, of the Mangaung Metropolitan Municipality and not only during the implementation phases.
- Feedback should play a vital role in improving service delivery and the standard of living of communities as the municipality will learn from their mistakes and redress the imbalances and the gaps.

5.7 CONCLUSION

This chapter focuses on the summary of the entire study and summarised the findings made in the earlier chapters based on the research questions and objectives. Based on the findings, conclusions were drawn, and recommendations were made.

The study attempted to determine the impact of the Local Government Strategy (LGTAS) on public participation and good governance with respect to the Integrated Development Planning (IDP) process within and by the Mangaung Metropolitan Municipality.

The dissertation was completed in the hope that the findings recorded here and the recommendations will be useful to the Mangaung Metropolitan Municipality.

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ANNEXURE A - LETTER OF CONSENT

23 July 2012

To: Dr Henk Boshoff

Director Corporate Services, Mangaung Metropolitan Municipality

From: Ms Patricia Mathane

M Tech Public Management student

Research Study : The impact of the Local Government Turnaround Strategy on public participation and good governance with regard to the Integrated Development Planning process: The case of Mangaung Metropolitan Municipality

The telephonically discussion with Dr Henk Boshoff who granted permission telephonically to conduct the research interviews with respondents from the Mangaung Metropolitan Municipality refers to. I Ms LP Mathane M Tech Public Management student with student number 205059392, confirm hereby that I will make every effort to safeguard the confidentiality of the following respondents with who I will conduct interview:

- The Community Participation and IDP manager of Mangaung Metropolitan Municipality.
- The manager Rural Development and LED of Mangaung Metropolitan Municipality.
- Ten ward committee members.

Kind Regards

Ms LP Mathane

Central University of Technology, Free State (CUT)

ANNEXURE B - RESEARCH QUESTIONNAIRE

Respondent number

QUESTIONNAIRE STRUCTURED INTERVIEWS

EXPERIENCES AND PERCEPTIONS OF WARD COUNCILLOR'S AND OFFICIALS OF THE MANGAUNG METROPOLITAN MUNICIPALITY ABOUT THE IMPACT OF THE LOCAL GOVERNMENT TURNAROUND STRATEGY ON PUBLIC PARTICIPATION AND GOOD GOVERNANCE WITH RESPECT TO INTEGRATED DEVELOPMENT PLANNING (IDP) :

Purpose of the survey:

The purpose of the survey is to determine the impact of the Local Government Turnaround Strategy on public participation and good governance with respect to the Integrated Development Planning (IDP) process in Mangaung Metropolitan Municipality.

Note to the respondent

- I would appreciate your willingness to assist in this research project; please take note that you are not compelled to partake in this survey.
- Your contributions to the interview will remain private and confidential and no one will be able to trace your responses back to you as an individual.
- Your permission to use these responses is required for the purpose of this master study.

How the survey should be completed:

- The researcher is only interested in your opinion regarding community participation.
- Read each question carefully.
- Please use a pen to mark your responses by placing a cross, in the appropriate box is write your comments in the appropriate lines.
- If you are unable (illiterate) to complete the questionnaire the researcher will assist you by placing a cross in an appropriate column on your behalf.

Thank you for your participation.

SECTION A
Biological Information

Please mark with an X

1. What is your Gender?

Female	<input type="checkbox"/>	Male	<input type="checkbox"/>
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2. How old are you?

<input type="text"/>	<input type="text"/>
<input type="text"/>	<input type="text"/>

3. What is your official designation?

Official	<input type="checkbox"/>	Ward Committee Member	<input type="checkbox"/>	Other	<input type="checkbox"/>
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4. Which ward are you representing?

.....

5. What is your highest level of education?

Illiterate	<input type="checkbox"/>
Primary	<input type="checkbox"/>
Secondary	<input type="checkbox"/>
Tertiary	<input type="checkbox"/>

6. How long have you lived in Mangaung Metropolitan Municipality Area?

1-10 years	<input type="checkbox"/>
Over 10 years	<input type="checkbox"/>
<input type="text"/>	<input type="checkbox"/>

SECTION B

Local Government Turnaround Strategy

Good Governance

Integrated Development Planning

This section consist of question that seek to collect information about the impact of Local Government turnaround strategy on public participation, good governance and the Integrated development Planning.

Category 1. The Municipal Turnaround Strategy

1.1. What is your understanding of the Municipal Turnaround Strategy that was introduced at the end of 2009?

.....
.....
.....
.....

1.2 What is the **main aim** of the Municipal Turnaround Strategy?

.....
.....
.....
.....

1.3 Have you taken part in the implementation process of the Municipal Turn Around strategy process in the former Mangaung Local Municipality?

Yes	
No	

1.4 What was your **personal** involvement in the Municipal Turnaround Strategy process in former Mangaung Local Municipality?

.....
.....
.....
.....

1.5 One of the strategic objectives of the Municipal Turnaround strategy is to **strengthen** the partnership between communities, civil society and the local government. Were the different **ward community members** informed about the Municipal Turnaround Strategy of the former Mangaung Local Municipality?

Yes	
No	

1.5.1 If YES in 1.5 above, **HOW** were they informed?

Face to face	
By a messenger	
Telephone conversation	
SMS or text message	
E-mail	
Other	

If OTHER, please specify:.....

1.6 Was there any improvement in the Mangaung Metropolitan Municipalities performance since the introduction of the Municipal Turnaround Strategy to meet the **basic service delivery needs** of their communities?

Yes	
No	

1.6.1 If Yes please provide at least three important improvements made.

|

1.7 Were there any improvements in the Manguang Metropolitan Municipality performance to obtain a **clean audit report** since the introduction of the Municipal Turnaround Strategy?

Yes	
No	

1.7.1 If Yes or No please provide reasons for your answer.

.....

1.8 In your opinion has the Mangaung Metropolitan Municipality successfully achieved a responsive and accountable system of local government?

Yes	
No	

1.8.1 If Yes or No please provide reasons for your answer.

.....

Category 2: IDP process and development projects

2.1 In your opinion does communities benefit from participating in the IDP process?

Yes	
No	

2.1.1 If Yes or No please provide reasons for your answer.

.....

2.2 Indicate which of the following you have attended and state how often you have attended.

Type of meetings	Every time	Once in a while	Never
Ward Councilor Meetings			
Ward Committee Meetings			
Branch Manager Meetings			
Municipal Manager Meetings			
Mayor Meetings			
IDP Steering Committee			
IDP Forum Meetings			
Community ward meetings			
Other			

.....

 2.4 Which of the following mechanisms does the Mangaung Metropolitan Municipality use to engage the **community** in the IDP process: (Mark each by means of an X)

Mechanisms	Monthly	Sometimes -used	Never used
Ward committee meetings			
Road Shows			
Work group discussions			
Public invitations to access the IDP at a central place such as a community centre or a public library			
Other mechanisms			

2.5 How would you describe the extent of public participation of ward community members over the last **five years** concerning the IDP process? Please mark with an X.

Very good	
Average	
Poor	

2.5.1 Please provide a reason for your answer in 2.5 above?

.....

2.6 Are you aware of the projected projects listed in the Mangaung Metropolitan Municipality?

Yes	
No	
Not sure	

2.7 Have you ever received any feedback after the Mangaung Metropolitan Municipality -engage with the community

Yes	
No	
Not sure	

2.7.1 If YES, please provide an example:

.....

.....

 2.8 Please indicate the degree of agreement or disagreement with the following statements concerning how public participation may be practices during the IDP process.

Nr	Statements	Strongly Agree	Agree	Neither Agree Nor Disagree	Disagree	Strongly Disagree
2.8.1	The ward community committees are very effective in articulating the interest of the community					
2.8.2	The community members received feedback on how their inputs affected decisions made by the Mangaung Metropolitan Municipality					
2.8.3	Only a few selected members of the community participate in the process					
2.8.4	Public participation in the IDP process is meaningful					
2.8.5	The IDP aims to respond to local communities needs					
2.8.6	The community is given a chance to identify and prioritise the projects which should be implemented					
2.8.7	The IDP is instrumental in implementing the projects that were prioritized by the community through public participation.					
2.8.8	The involvement of the community in the IDP process should take place during the implementation process					
2.8.9	Effective public participation can boost rural development in the Manguang Metropolitan Municipality Area					

2.9 Are there systems in place in the Mangaung Metropolitan Municipality to measure public participation?

2.10. What are the main challenges that prevent public participation of community members into the IDP process and developmental projects?

.....

2.11 What should be done to improve public participation in the IDP process?

.....

Category 3: Good Governance

3.1 Please indicate the degree of agreement or disagreement with the following statements concerning how public participation and good governance in the Mangaung Metropolitan municipality.

Nr	Statements	1 Strongly agree	2-Agree	3 neither agree nor disagree	4Disagree	5 Strongly disagree
3.1.1	The Municipal Turnaround Strategy contributed to a responsive local government through public participation					
3.1.2	The Municipal Turnaround Strategy contributed to accountable local government through public participation					
3.1.3	Public participation in the IDP process in the Mangaung Metropolitan Municipality promotes transparency					
3.1.4	Public participation increases public awareness of the Municipal Turn Around strategy and the IDP process					
3.1.5	Public participation in the IDP process ensures that- the Mangaung Metropolitan Municipality uses scares resources efficiently and effectively					

Thank you very much for taking part in this survey.