

**THE PERCEIVED IMPACT OF INTEGRATED DEVELOPMENT
PLANNING (IDP) ON THE SOCIAL AND ECONOMIC DEVELOPMENT
OF LOCAL COMMUNITIES OF MAGARENG LOCAL
MUNICIPALITY, NORTHERN CAPE PROVINCE**

by

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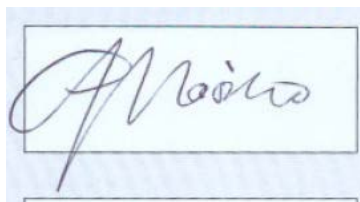
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February 2020

DECLARATION OF INDEPENDENT WORK

DECLARATION WITH REGARD TO INDEPENDENT WORK

I, TSHIDI GERSHWIN GIDEON MASILO (ID: _____) (Student number _____), do hereby declare that this research project submitted to the Central University of Technology, Free State for the Degree MASTER OF 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.



SIGNATURE OF STUDENT

15 February 2020

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ABSTRACT

The first democratic elections in 1994 has resulted in the government beginning a fundamental transformation process in all three spheres of government to give effect to the Constitution of the Republic of South Africa, 1996, and to address numerous developmental challenges that local government faced. The municipalities are responsible for the provision of services to the communities in a sustainable and accountable manner, as well as to promote the social and economic development of their communities. Therefore, a municipality must structure and manage its administration as well as its planning and budgetary processes to give priority to the basic needs of the community, to promote the social and economic development of the community, as well as to participate in national and provincial development programmes.

The main purpose of an Integrated Development Plan (IDP) of a municipality is to enhance the level of service delivery, to promote sustainability and to address poverty through an integrated and aligned approach among role players and stakeholders within the municipalities' jurisdiction.

The main purpose of this study was to analyse the perceived impact of the IDP on the social and economic development circumstances of the communities within the Magareng Local Municipality of the Northern Cape Province. For the realisation of the aim and the objectives of this study a qualitative research methodology was adopted. The literature study was based on the requirements of a qualitative study, which includes extensive literature, legislation, policy documents journal articles, books, conference papers, internet and government reports about, developmental local government, IDP and LED in the context of South African local government.

An empirical study was also administered. A semi-structured questionnaire was utilized to elicit information from selected ward councilors of the Magareng Local Municipality regarding the perceived impact of IDP on the social and economic development of communities of Magareng Local Municipality of Northern Cape Province. Except for the above, a semi-structured interview schedule was used to conduct semi-structured interviews with selected municipal officials responsible for IDP and LED of Magareng Local Municipality.

It was found during the literature review that although the IDP is an important strategic tool to address the socio-economic backlogs and development challenges of municipalities, more still

needs to be done in order to ensure that the medium-term and long-term priorities are effectively implemented to promote effective service delivery and socio-economic conditions of communities in the Magareng Local Municipality. From the findings of the semi-structured questionnaire it was found that the majority of the ward committee members were of the opinion that the social development needs of the local communities of Magareng Local Municipality were not adequately addressed by the municipality. From the findings of the semi-structured interviews the majority of the municipal officials were of the opinion that the municipality was unsuccessful in its role to promote developmental local government with the aim to improve the social and economic circumstances of local communities.

It was recommended that the Magareng Local Municipality should focus more on ward-based social and economic developmental needs and priorities in its IDP, such as poverty alleviation, job creation, youth development and local economic growth related LED projects and programmes. This could be done by attracting investments from business partners and other stakeholders. The vigorous implementation and execution of IDP and LED related projects and programmes need to be at the forefront of all social and economic development initiatives. It is recommended that the provincial government and sector departments provide support, guidance and sufficient funds to ensure that Magareng Local Municipality will be able to implement its IDP and LED related projects and programmes effectively. This will assist the municipality to complete and reduce the turnaround time of IDP and LED related projects and programmes to promote the social and economic development of local communities.

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LIST OF ACRONYMS

AGSA:	Auditor General South Africa
ASGISA:	Accelerated Shared Growth Initiative of South Africa
CDW:	Community Development Worker
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
IDP:	Integrated Development Plan
IGFRA:	Inter Governmental Fiscal Relations Act
LED:	Local Economic Development
LGTAS:	Local Government Turnaround Strategy
LUMB:	Land Use Management Act
LGSETA:	Local Government Sector Education and Training Authority
MFMA:	Municipal Finance Management Act
MSA:	Local Government Municipal Systems Act
MTAS:	Municipal Turnaround Strategy
MTREF:	Medium Term Revenue Expenditure Framework
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
SMME:	Small Medium and Micro Enterprise
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 1: INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

Since 1994 municipalities (metropolitan, district and local municipalities) fulfil a considerable developmental role in the provision of public goods and services to the communities of South Africa (Atkinson, 2002:5). In terms of Section 152 (1) of the Constitution of the Republic of South Africa, 1996, (Herewith after refers to as the Constitution, 1996) municipalities are responsible for the provision of services to the communities in a sustainable and accountable manner, as well as to promote the social and economic development of their communities. Therefore, a municipality must arrange and manage its administration as well as its planning and budgetary processes to give priority to the basic needs of the community, to promote the social and economic development of the community as well as to participate in national and provincial development programmes.

A good starting point for the purpose of this study was to define development. According to Davids and Theron (2014:21) development is defined differently by different interest groups, each of which makes assumptions about what development is or is supposed to be. Davids and Theron (2014:21) argue that development is not about index numbers or national income, nor about saving rations and capital coefficients, but rather about people and for people. Development must begin therefore by identifying people's needs. Coetzee, in Davids and Theron (2014: 210), is of the opinion that development involves people who live in poverty and who experience inequality regarding access to economic, political and social issues. As a result, people must be made the focus of development action and interventions.

The Integrated Development Plan (IDP) is one of the main approaches used by local government to fulfil its developmental role. The main purpose of the IDP of a municipality is to enhance the level of service delivery, to promote sustainability and to address poverty, through an integrated and aligned approach among role players and stakeholders within the municipality's jurisdiction.

The National Development Plan (NDP) of 2030 (2011:363) emphasises the importance of municipalities' developmental role to promote the social and economic development of its

communities. The NDP of 2030 (2011:363) further identifies weaknesses in how local government fulfils its developmental role, which constrains the South African government's ability to pursue key developmental roles. The White Paper on Local Government (1998:46) (Here after refers to as WPLG) stipulates that the IDP of a municipality is the five-year strategic plan of the municipality to achieve its developmental mandate. Tsatsire (2008:125) maintains that the IDP of a municipality should promote the alignment of resources with objectives, the integration of planning activities, prioritising of essential aspects, and prioritising of poverty alleviation initiatives, to ensure that scarce resources are utilised in such a way that it has an impact on improving the general welfare of all communities. This study seeks to analyse the perceived impact of the IDP on the social and economic development of the community within the Magareng Local Municipality in the Northern Cape Province.

1.2 LITERATURE REVIEW

1.2.1 The power and functions of local government

Since 1994, local government has been responsible for social and economic development, sustainable service delivery and infrastructure of communities. The Constitution, 1996 and other conclusive acts also demand local government ensures sustainable provision of services, promote social and economic development, promote a safe and healthy environment, give priority to the basic needs of communities and encourage community participation.

Atkinson in Motingoe (2011:2) states that unlike the national and provincial spheres of government, local government is closest to the communities and is one of the most important development agencies within the South African system of government. In order to fulfil this developmental role IDP was introduced in 1996 as a strategic planning framework to promote sustainability.

Craythorne (2006:146) states that in terms of Section 152 (1) of the Constitution, 1996 local government has to achieve the following objectives:

- Encourage a democratic and accountable local government to all local communities;
- Support sustainable provision of services to local communities;

- Promote effective social and economic development of local communities;
- Provide a safe and healthy environment to local communities and to;
- Involve and encourage members of local communities to participate in the affairs of the municipality.

According to Thornhill (2008:503) local government is consigned with the following extensive powers and functions:

- The right to manage matters of the municipality entrusted to it by the Constitution, 1996;
- The authority to administer by-laws for the effective administration of the matters assigned to it, such as to impose rates, taxes and surcharges for the services provided by or on behalf of the municipality;
- The municipality may develop and or approve policies, plans and strategies to promote development and implement national and provincial legislation as assigned to it in terms of the Municipal Systems Act, (MSA), 2000;
- The municipality has to fulfil its functions with executive and legislative competence.

Section 151 (2) of the Constitution, 1996 further provides that the executive and legislative authority of the municipality is vested in the municipal council. Section 154(1) and (2) of the Constitution, 1996 state that national and provincial spheres of government have to maintain and strengthen the capacity of municipalities to control their own affairs, in order to exercise their powers and functions effectively.

1.2.2 Developmental role of local government

Maserumule (2008:437) maintains that in terms of the WPLG (1998:37) developmental local government refers to municipalities that are committed to working with their citizens and groups within the community to find sustainable ways to meet the social, economic and material needs of the municipality and to improve the lives of their citizens. According to the WPLG (1998:38), developmental local government has four interrelated characteristics:

- To maximise the social development and economic growth of communities. The functions fulfilled by a municipality should be done in such a manner that there is a positive impact on the social development of the municipal area;
- To promote integration and coordination within municipalities. The functions of many different role-players that contribute towards the development of a municipal area should be integrated and coordinated effectively;
- To democratise development. The municipal council should ensure that citizens, community groups and ward committees are involved in the design and delivery of municipal programmes; and
- Local municipalities should strive to find new ways to sustain their economies, to protect their environments, to build their societies and improve personal safety and to eradicate poverty in the municipal area.

The above developmental role of local government further requires that municipal councils have to develop a culture that shifts from representative governance to participatory governance. It means that municipalities have to take steps to create a more active local democracy that will allow communities within a municipal area to take part in decisions that will affect them (Barichievy in Raga and Taylor, 2005:141).

1.2.3 Integrated Development Plan (IDP)

The IDP has its roots in the United Nations conference on Environment and Development held in 1992 in Rio de Janeiro (Van Niekerk, 2012:55). Since then Local Agenda 21 was introduced with the main objectives to raise awareness of environmentalism and sustainability amongst the public, as well as to maximise the support and involvement of local communities, and to promote economic development and social progress while reducing environmental impact. Du Plessis, Lundy and Swanepoel (1998:130) point out that the principles of Local Agenda 21 are embedded in Section 154(1) and (2) of the Constitution, 1996. Krige (1998:13) emphasises that except for the Local Agenda 21 initiative, the poor service delivery in township areas during the apartheid years was unacceptable. The latter also prompted the idea of using IDP as a strategic planning instrument.

According to Mathane (2013:46), IDP came into effect with the passing of the Local Government Transition Second Amendment Act, 1996 and the WPLG, 1998, as a way to promote a developmental local government sphere in South Africa. This means that after every local government election, the new municipal council has to adopt the existing IDP or develop a new IDP that takes existing plans into consideration. Van Niekerk (2012:25) states that all IDPs must reflect the municipal council's vision for the long-term development of the municipality with specific emphasis on the municipality's most critical development and internal transformation needs. The IDP is, therefore, a strategic planning instrument which guides and informs all planning, budgeting, management and decision making in a municipality (DPLG, 1998/1999:06). The IDP developed by metropolitan and local municipalities are the tools that should be used to ensure sustainable development of both rural and urban areas through combating service delivery backlogs and poverty.

Van Niekerk (2012:57-58) further avers that although much progress has been made since 2002 numerous service delivery protest transpired since 2004 where local communities were demanding effective service delivery. As a result of these service delivery protests the former Department of Provincial and Local Government (DPLG) conducted an assessment of the IDP process in 2006. The findings of this assessment demonstrated that although almost all (90%) municipalities submitted and adopted their IDPs the preparation and effective implementation of the IDPs remains a challenge. In addition, the State of Local Government in South Africa Report (2009:37-38) demonstrated that there are numerous challenges with the implementation of the IDPs in most municipalities. The report further indicated that the IDP's credibility does not necessarily mean effective implementation and that in some municipalities the service delivery challenges become overwhelming. Drawing from the State of Local Government in South Africa Report of 2009, some municipal powers and functions, such as "... to make further provision for the appointment of municipal managers and managers directly accountable to municipal managers" were revised with the enactment of the Municipal System Amendment Act, 2011. According to Mathane (2013:22) a comprehensive Local Government Turnaround Strategy (LGTS) was introduced during 2009 to improve the performance in municipalities. Since the end of 2009 all municipalities have had to consolidate their IDP and budgets with the priorities of the LGTAS. Since 2010 all municipalities (metropolitan, district and local municipalities) have had to incorporate their own tailor-made Municipal Turnaround Strategy (MTAS) into their IDP, as well as into their budgeting, monitoring, evaluation and reporting process (Van Niekerk 2012:55). The LGTAS and IDP process meant a considerable

step towards institutional transformation within the sphere of local government. In 2014 the LGTAS was replaced by the Back-to-Basic campaign (Stone and Magubane, 2014: 2-3).

1.2.4 Social and local economic development

According to Davids and Theron, (2014:42) the Constitution, 1996 places an immediate obligation on the State to realise certain social and economic rights of the community. These socio-economic rights include the right of access to housing, health care, food, water, social security and tertiary education. Davids and Theron (2014:42) explain that the socio-economic rights that the state is obliged to realise immediately, as provided in Chapter 2 of the Constitution, 1996 (Bill of Rights), include the following:

- Access to housing, health care, food, water and social security;
- Basic education, including adult basic education (ABED);
- A clean and healthy environment;
- Not to be refused emergency medical treatment;
- Not to be evicted or have one's home demolished without a court order;
- Access to basic nutrition, shelter, basic health care and social services for all children; and
- Access to adequate accommodation, nutrition, and reading material and medical treatment for detained persons.

During 2000 at the United Nations (UN) Summit in Rio De Janerio, South Africa also pledged to support the eight Millennium Development Goals to promote socio-economic development. The eight Millennium Development Goals include the following socio-economic aspects: eradication of extreme poverty and hunger; access to primary education; gender equality and the empowerment of 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 Framework for Local Economic Development (LED), (DPLG, 2006:9) states that LED encourage the involvement of local with the implementation of LED programmes in local communities. The WPLG, 1998 provides that local government is primarily responsible for developmental local government. It requires from municipalities to be committed and to

involve local communities to find sustainable ways to meet their social, economic and material needs, and to improve the general welfare of local communities. The WPLG, 1998 further emphasised that, local government is not directly responsible for creating jobs. However, local government is responsible to create an environment within its municipal area, which is conducive to boost the local economy and to promote job creation. The WPLG, 1998 further emphasized that in realising the developmental role and in particular the economic development facilitation role of district municipalities, the funding should be established through the equitable share grant. Municipalities should focus on sustainable LED programmes and should establish 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, as viewed by DPLG, (2006:10) maintains that LED is not only the responsibility of municipalities, but the different spheres of government and other support stakeholders must work together with municipalities to promote job creation and to boost local economies. 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 LED municipalities have to focus on the following:

- To ensure the provision of infrastructure and services to promote economic development;
- To manage the municipalities spatial policies;
- To make provision for land-use regulations and development applications;
- To manage its service tariff policies;
- To manage a progressive property tax system; and
- To market the municipal area effectively

Kroukamp, (2006:24) mentioned that LED should be directly aligned with the municipalities' IDP processes. LED should focus on the sustainable development of municipal areas as required in the Municipal Systems Act, 2000 (herewith after refers to MSA, 2000). Section 26 of the MSA, 2000 provided that local authorities must compile 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 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 (Kroukamp, 2006: 29).

1.3 PREVIOUS RESEARCH

A master's study conducted by Annalize Venter during 2007 focused on the characteristics of integrated development planning, its correlation with Agenda 21, its benefits and the components of the process it follows. The study found that municipalities have to adopt a strategic, creative and integrated approach to address its development challenges and to promote sustainable development (Venter, 2007:93-106). Another study was conducted by Human during 2007 on the effectiveness of IDPs in the Free State municipalities. The study emphasised the usage of development indicators to ensure measurability of the development initiatives, thereby ensuring accountability of decision makers in local government. The researcher explains the use of indicators in the IDPs of the three local municipalities in order to demonstrate the critical absence of adequate development indicators in the IDP, and the implications of development planning and local governance (Human, 2007:15-17).

Furthermore, a master's study was conducted during 2008 by Nyiko Mashamba on the IDP institutional arrangements, process facilitation and content compilation in the Limpopo province. The study found that integrated development planning should be undertaken in line with the constitutional and legislative prescripts to create conditions for economic growth and move the poor from welfare into the workforce (Mashamba, 2008: 421-433). A master study was conducted by Rapulo Montingoe during 2010 about the performance management system as an implementation tool for IDPs of Ngwathe local municipality. The study found that when the processes of an IDP and performance management are linked, the resulting performance is more likely to meet the needs of a municipality (Montingoe: 2011: iv).

In a study conducted Thanqyani Madzivhandila during 2012 it was argued that despite its inherent goodness, the IDP process has introduced unprecedented challenges in service delivery for local municipalities. It is further argued that most municipalities do not conduct the integrated development planning as dictated by legislation. The reason for the apparent

half-hearted application of IDP vary from one municipality to another. It is concluded that service delivery challenges faced by municipalities in South Africa could be addressed if clear strategies are formulated to strengthen community participation and integration with other stakeholders in the integrated development planning process (Madzivhandila and Asha, 2012:369).

Mathane (2013:02) conducted research about the impact of the LGTAS on public participation and good governance with respect to the IDP process in the Mangaung Metropolitan Municipality. It was found during the literature review that although the LGTAS was successfully integrated in the Mangaung Metropolitan Municipality IDP, more needs to be done to ensure that the medium-term priorities are effectively implemented to promote 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, it was recommended that Mangaung Metropolitan Municipality must encourage members of the local community to participate in different phases of the IDP consultation sessions.

Dlulisa (2013:04) also conducted research about the role of integrated development planning as a service delivery tool in the Randfontein Municipality. The study does not, however, put much emphasis on the IDP processes and whether or not they contributed to improved service delivery and development.

All of the studies originated in the need to investigate the IDP at local government level. The successes of the IDP cannot be effectively implemented if the sustainability factors of planning and development management mentioned above are ignored. Not only did the authors contribute to the integrated development planning and debate, they also provided solutions in yielding fruitful service delivery results and improved living conditions of the people. This study research pursued to analyse the perceived impact of IDP on the social and economic development of the community in the Magareng Local Municipality in the Northern Cape Province.

1.4 CONCEPTUAL FRAMEWORK

Maree, Creswell, Ebersöhn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen and Plano-Clark (2017:73) are of the opinion that the conceptual framework refers to the models or the thinking the researcher will use to probe into the problem. Sitwala further states that the conceptual framework is the precise course to be followed when pursuing the study. The conceptual framework for this study was illustrated in Figure 1.1 below.

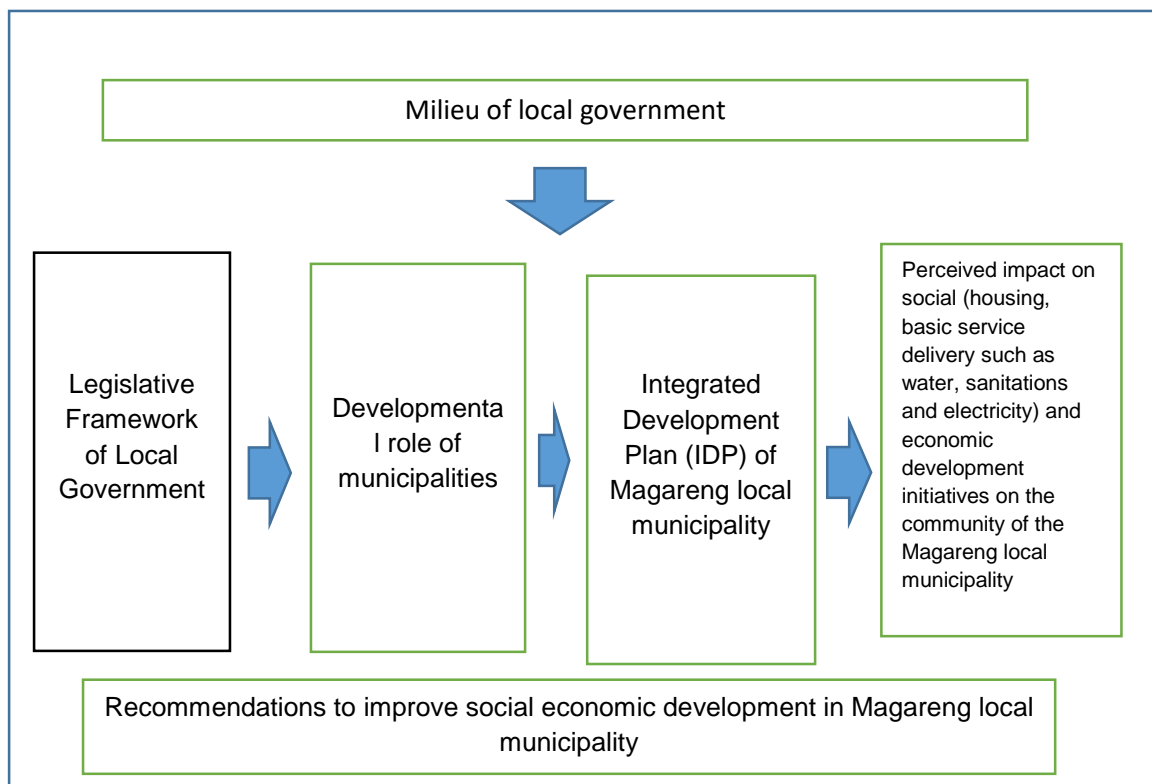


Figure 1.1. Conceptual framework for this study

The conceptual framework above illustrated the unique environment of local government to deliver services to local communities by emphasising the power and functions of local government. It emphasised the importance of the legislative frameworks of local government that focus on the development role of municipalities through the IDP processes of a municipality. The study pursued to analyse the perceived impact of the Magareng Local Municipality's IDP on the social and economic development of the community. Lastly specific recommendations were made to assist the Magareng Local Municipality to add value to improve the social economic development conditions of the local community.

1.5 THEORETICAL FRAMEWORK

A theoretical framework refers to the theory that the researcher chooses to guide him/her in their research (Imenda, 2014:189). The theoretical framework provides a collection of assumptions, concepts and forms of explanation (Neuman, 2014: 49-50). It also helps the researcher see clearly the main variable and concepts in a given study and provides the researcher with a general approach (methodology, data collection and analysis). It further guides the researcher in the collection, interpretation and explanation of the data (Imenda, 2014: 193). This study was grounded in democratic-participatory theory and developmental local government theory. According to Theron and Mchunu (2016:17), democratic-participatory theories means that the most important role players in any developmental process should be the beneficiaries. Van der Waldt (in Landsberg and Graham 2017:162) avers that followers of the democratic-participatory theory are of the opinion that local government exist basically to bring the people (local communities) closer to local government with the aim to promote democracy and participation at the lowest spheres of government. Thus, from a democratic-participatory theory viewpoint it is critical important to promote in all administrative processes a responsive, accountable and democratic local governance for local communities. The White Paper of Local Government (WPLG) (1998:37) mandated the notion of developmental local government. The WPLG (1998:39) requires that municipalities must involve local communities in all affairs of the municipality to promote developmental local government. One could argue that the notion of developmental local government requires that local communities must be involved in the affairs of local government such as the Integrated Development Plans (IDP), which can be seen as a powerful tool for municipalities to facilitate integrated and coordinated delivery within the municipal area (Taaibosch, 2015:38-40). Except for the above theories about municipal management and administration, was used throughout this study, as it involved a review of the IDP and LED processes to determine the perceived impact on the social and economic conditions of the local communities of Magareng Local Municipality.

1.6 BACKGROUND TO THE PROBLEM AND PROBLEM STATEMENT

1.6.1 Problem background

The former DPLG State of Local Government Report (2009:37-38) indicated that there were serious challenges with the effective implementation of IDP's in most municipalities. The report further states that the integrated development planning process's credibility does not necessarily mean effective implementation, and that in some municipalities the social, economic and service delivery challenges become overwhelming. The State of Local Government in South Africa Report (2009:37-38) further indicates that another concern is that municipalities must be accountable to their communities for the effective implementation of its IDP, but in most municipalities it remains a challenge. 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 IDP process to improve the social and economic development of their communities.

The Auditor-General (AGSA) Report on Local Government Audit Outcomes of 2013/2014 emphasised serious deficiencies in the management system and other accounting and financial controls of municipalities in the Northern Cape Province. Measurable performance targets for the financial year were not set in IDP for each of the key performance indicators and with regard to each of the development priorities or objectives, as required by Section 41(1) (b) of the MSA, 2000, and the Municipal Planning and Performance Management Regulations, 12(1) and 12(2)(e) (AGSA,2013:16). It was further reported that most municipalities in the Northern Cape Province did not establish a performance management system, as required by Section 38(a) of the MSA, 2000. The performance management system and related controls were not in place as it did not describe and represent the processes of performance planning, monitoring, measurement, review, reporting, and improvement and how it is conducted, organised and managed including determining the role of different role-players as required by Section 38 of the MSA, 2000 and Regulation 7 of the Municipal Planning and Performance Management Regulations, 2001.

According to the Auditor-General (AGSA) General Report on Local Government Audit Outcomes of 2016/2017 (AGSA: 2018:70-72), the status of compliance with legislation by

municipalities in the Northern Cape remains a concern, a total of 96% of the municipalities of which the Magareng local municipality cannot be excluded had material findings due to non-compliance with municipal legislation (AGSA, 201870-72). The above confirms that need for effective management of project planning and progress to monitor and ensure the timely delivery of quality municipal service and implementation of IDP and Local Economic Development (LED) related projects and programmes to promote the social and economic development of local communities within Magareng Local Municipality's dispensation.

1.6.2 Problem definition

The Magareng Local Municipality is struggling to implement its IDP in a sustainable way to promote the social and economic development of its community.

1.6.3 Research aim

The overall aim or contribution of this study was to identify specific challenges with the IDP of Magareng Local Municipality in the Northern Cape Province, in order to contribute more to the socio-economic development of its community.

1.6.4 Research objectives

The main objective of this study was to analyse the perceived impact of the IDP on the social and economic development circumstances of the community within the Magareng Local Municipality in the Northern Cape Province.

The following primary objectives were identified:

- To provide a theoretical overview of the IDP process and the developmental role of local government.
- To explore policies, structures, role players and approaches relative to IDP and LED and social development within municipalities.
- To determine the factors that have a perceived impact on the IDP and the social and economic development circumstances on the communities of the Magareng Local Municipality.

- To determine current positive contributions and current challenges concerning the IDP in particular the social and economic development circumstances on the communities of the Magareng Local Municipality.
- To propose a number of recommendations based on research findings to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community.

1.6.5 Main research question

What is the perceived impact of the IDP on the social and economic development circumstances of the community within the Magareng Local Municipality in the Northern Cape Province?

1.6.6 Specific research questions

- What are the theories, principles and best practices associated with the IDP process and the developmental role of local government?
- What are the existing policies, structure, role players and approaches relative to the IDP and LED and social development within municipalities?
- What are the factors that have a perceived impact on the IDP and the social and economic development circumstances on the communities of the Magareng Local Municipality?
- What are the current positive contributions and current challenges concerning the IDP, in particular on the social and economic development circumstances of the communities of the Magareng Local Municipality?
- What recommendations may be made to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality, to add value to the social and economic development of the community?

1.7 METHODOLOGY SECTION

In Chapter 4 of this study, the research paradigm, research design, population, sampling research instruments, data collection data analysis, validity and reliability was discussed in more detail.

1.7.1 Research design

According to McGregor and Murnane (2010:422), the most common research paradigms include positivism (quantitative), post-positivism or interpretivist (qualitative) and pragmatism (mixed research). In this study an interpretive research paradigm was followed by using various qualitative data collection methods. Therefore, this study was based on qualitative research.

Mouton (2005:161) and Welman, Kruger and Mitchel (2005:6-7) state that qualitative research methods encompass certain approaches to knowledge production and include any research that makes use of qualitative data. Leedy and Ormrod (2014:42) provide the purpose of qualitative research studies as that of describing, interpreting, verifying and evaluation. Quantitative methods present numerical or statistical data, while qualitative research presents interpretive data (Du Plooy-Cilliers, Davis and Bezuidenhout, 2014:14). Maree *et al.* (2017:51) summarises the purpose of qualitative research as that of describing and understanding phenomena within their naturally occurring context with the intention of developing an understanding of the meanings revealed by the respondents. The advantage of qualitative research methods is their ability to quickly change the line of questioning (flexibility) as unanticipated discoveries occur during the course of a study.

Cooper and Schindler (2003:149) state that the research design can be seen as a general plan or blueprint as to how the researcher goes about answering the research questions. In this study a descriptive case study research design was used. Maree *et al.* (2017:82) provide that descriptive case study design refer to an intervention or phenomenon and the real life context in which it occurred.

1.7.2 Population and sampling

The population refers to a collection of individuals or objects known to have the same or similar characteristics as part of the main focus of a scientific inquiry (Welman *et al.* 2005:68-69). According to Fox and Bayat (2007:52), “any group of, say individuals, events or objects that share common characteristic and represent the whole or sum total cases involved in a study is called the universum or population.” The population of this study comprised of municipal employees and members of the ward committee of the Magareng Local Municipality.

The purposive sampling method as a non-probability sampling methods was used to select 30% of the ward committee members with whom semi-structured interviews were conducted by using a semi- structured questionnaire. The purposive sampling method is used in situations where the sampling is done with a specific purpose in mind. The supposition is that the results discovered about the small group will allow the researcher to draw conclusions relating to the larger group (Hair, Buch and Ortinau, 2003:3-33). Therefore, the purposive sampling method was used to select five ward councillors from each of the five wards of the Magareng Local Municipality. The five wards consist of the following wards, Wards one to three constitute Ikhutseng, Ward four consists of Warrenvale, and Ward five consists of Warrenton town. A total of 13 ward councillors completed the semi-structured questionnaire whilst two ward councillors did not arrive for the semi-structured interviews nor were they available for the follow-up sessions.

Except for the above, convenience sampling as a non-probability sampling method was used to select the relevant municipal officials with whom semi-structured interviews were conducted by using an interview schedule. Convenience sampling assisted a researcher to select the respondents based on the premise that they are easily accessible and available (Welman *et al.* 2005:69-70; Maree, *et al.* 2017:197). The selected key municipal officials of the Magareng Local Municipality responsible for IDP and LED comprised of the following:

- Municipal Manager (MM) of the Magareng Local Municipality;
- IDP Manager of the Magareng Local Municipality; and
- LED Manager of the Magareng Local Municipality.

1.7.3 Research instruments

According to Saunders, Thornhill and Lewis (2009:395), the selection of a research instrument depends on the purpose of the research. In this study a semi-structured interview schedule was used to conduct semi-structured interviews with selected ward committee members (ward councillors) of the Magareng Local Municipality. According to Salkind (2009:144-145), semi-structured interviews are more flexible for both the interviewer and the interviewee. The semi-structured interview schedule consisted of a list of themes and questions to be covered, although these may vary from one interview to the next. Wellman *et al.* (2005:167) state that an interview schedule or guide consists of a list of topics and aspects that have a bearing on the given theme, which the interviewer should raise during the course of the interviews. A semi-structured questionnaire was used to elicit information from selected municipal officials of the Magareng Local Municipality.

1.7.4 Data collection

When using qualitative research, semi-structured interviews are identified as applicable methods of data collection (Creswell, *et al.*, 2007: 81-92). Interviews can yield a great deal of useful information about feelings, motives, present and past behaviours, standards for behaviour as well as conscious reasons for actions or feelings (Leedy and Ormrod, 2014:155-156). Leedy and Ormrod (2014: 155) furthermore warn that interviews can have limitations as data collection instruments because interviewees have to rely on memories when asked about past events. The researcher will make use of audio tape recordings during interviews. De Vos, and Strydom (2011:359) mention that a tape recorder is a more effective method of recording the information gained from the interview than notes taken during interviews, and it also means that the researcher can concentrate on how the interview is proceeding.

In this study semi-structured interviews were conducted with selected municipal officials of the Magareng Local Municipality, using an interview schedule, to elicit information about the perceived impact of the IDP on the socio-economic development circumstances of the community. The semi-structured interviews further aimed to determine current positive contributions and challenges concerning the IDP, in particular on the social and economic development conditions of the communities of the Magareng Local Municipality.

Semi-structured questionnaire was used to elicit information from the selected ward committee members of the Magareng Local Municipalities in order to gain information about the perceived impact of the IDP on the socio-economic development circumstances of the community. The semi-structured questionnaires were distributed and collected by the researcher.

Wellman *et al.* (2005:167) explain that an interview schedule involves a list of topics and aspects that have a bearing on the given theme, which the interviewer should raise during the course of the interview. The literature study in the form of applicable statutory legislation, policies, regulations, reports and journal articles about IDP, social development and LED, may support the researcher, as additional data that was obtained and used in this study.

1.7.5 Data analysis

According to Leedy and Ormrod (2005:148-150) data analysis is a continuous process of describing, classifying and interpreting data. In addition, data analysis is the conversion of raw data into valuable, meaningful information for the researcher. These various categories and groups of data, and the relationships that exist between and amongst them, should be identified in order to give meaning and to construct a theory. Henning, van Rensburg and Smit (2004:6-7) maintain that the process of data analysis will assist the researcher to answer the research questions as well as achieve the purpose of the research. In the course of organising the data trends, themes and or contradictions may emerge. These patterns will be highlighted for readers to note and for the researcher to follow up on (Brassington and Petit, 2003:1-2).

Leedy and Ormrod (2014:143) state that data analysis in a case study typically involves the following steps: categorisation of data, interpretation of single instances, identification of patterns and synthesis, and generalisations. Maree *et al.* (2017:99) also mention that data analysis is an ongoing iterative process, implying that data collection, processing, analysis and reporting are intertwined and not merely a number of successive steps. According to De Vos and Strydom (2011:410-15), the primary task of coding is to identify and label relevant categories or topics of data. One then applies some coding themes, and diligently and thoroughly marks passages in the data using codes. Coding enables the researcher to quickly retrieve and collect all the text and other data that they have associated with a thematic idea, so that sorted information can be examined together and different cases compared.

In this study the researcher was assisted by an experienced statistician. The statistician aided the researcher, firstly, to develop the semi-structured questionnaire and the semi-structured interview schedule, and secondly, provided guidance in collating, interpreting and analysing the results from the data collection instruments. As indicated in the sample, the instruments referred to in this study were the semi-structured questionnaire and a semi-structured interview schedule that was used to conduct semi-structured interviews. Data obtained from the semi-structured interviews, were coded and categorised into different themes, sub-themes and groups of meaning.

The data analysis includes a description as well as a summary of the information obtained from the semi-structured questionnaire and semi-structured interview schedule. Simple graphs, bar charts, tables and percentages have been used to present data, which could be viewed from different perspectives.

Bless, Higson-Smith and Sithole (2014:236) maintain that the concepts of reliability and validity used in quantitative research lose their meaning when applied to qualitative research. Trustworthiness is the term that is used for validity and reliability in qualitative studies. Du Plooy-Cilliers, *et al.* (2014: 258) explain that trustworthiness is divided into credibility, transferability, dependability and conformability. Credibility refers to the accuracy with which the researcher interprets the data that is provided by the respondents. Transferability refers to the ability of the findings to be applied to a similar situation and deliver the same results. Dependability refers to the quality of the process of integration that takes place between the data collection method, data analysis and the theory generated from the data. Lastly, conformability refers to how well the data collected supports the findings and interpretation of the researcher (Du Plooy-Cilliers, *et al.*, 2014:258). In this study the researcher made use of methodological triangulation to verify and to increase the trustworthiness of qualitative data. Triangulation is a method that is most frequently used in qualitative research to verify and to increase the trustworthiness of qualitative research (Bless, *et al.*, 2014:238). Maree *et al.* (2017:80-81) aver that triangulation is also used for the confirmation and generalisation of research findings.

1.8 ETHICAL CONSIDERATIONS

The following ethical considerations were taken into account:

- **Permission letter and consent.** A letter (See Annexure A) was sent to the Mayor and Municipal Manager (MM) of the Magareng Local Municipality to inform them on the research purpose and to obtain their consent to utilise the semi-structured questionnaire (See Annexure B) to selected ward councillors and to conduct semi-structured interviews by using an interview schedule (See Annexure C) with selected municipal officials.
- **Consent.** Telephonic consent was granted by the Mayor and MM to use the semi-structured questionnaire and to conduct the semi-structured interviews with selected respondents.
- **Informed consent.** Respondents were made aware of the purpose of research and the respondents gave their voluntary consent to participate in the research.
- **Privacy.** The confidentiality and anonymity of the research participants was protected at all times.

1.9 LIMITATIONS

The limitations of the study were as follows:

- **Generalisation of findings.** The findings of the study are restricted to respondents based in one particular geographical location, namely the Magareng Local Municipality. Therefore, caution should be exercised regarding the generalisation of the findings to other provinces or municipalities in the country and beyond.
- Other external factors influence the study, with regard to the commitment and willingness and honesty of respondents to participate in the semi-structured interviews or to complete the semi-structured questionnaire.

1.10 AN OVERVIEW OF MAGARENG LOCAL MUNICIPALITY

The discussion below provided an overview of the case of Magareng Local Municipality which was the municipality under investigation.

The Magareng Local Municipality (MLM) is a category B municipality with a plenary executive system and forms part of the four (4) Local Municipalities in the Frances Baard District Municipality (FBDM) of the Northern Cape Province. Furthermore, FBDM comprises of four local municipalities; Dikgatlong, Magareng, Phokwane and Sol Plaatje local municipalities. The administrative Centre of Magareng Municipality is located in Warrenton, which is situated 75 km north of Kimberley on the banks of the Vaal River. Two main national roads namely, the N12 and the N18 passes through Warrenton. The main railway line, that joins Gauteng with the Northern and Western Cape Province, runs through Magareng Municipality with a railway station at Warrenton and Windsorton station. The railway line also connects the Northern Cape and North West Province. The municipal area of Magareng Municipality includes an urban area, and rural areas that consist of villages and farms. The urban area includes Warrenton, Warrenvale and Ikhutseng. The rural area comprises of Bullhill, Fourteen Streams, Sydney's Hope, Windsorton Station, Moleko's Farm, Nazareth and Hartsvallei Farms which are the most prominent small scale agricultural villages (Magareng IDP 2016:11).

The rest of the area comprises mainly mixed farming. The area of jurisdiction of Magareng Municipality is around 1542 km² and it accommodates approximately 24,042 people (StatsSA – 2011). A total of 72% of the Magareng Municipality population are Black, 17, 5% Coloured and the White population represents only 10% of the total population. The Indian and Asian population is too small to impact on the proportional representation. The Magareng Municipality area is divided into 5 wards. Wards 1 to 3 constitute Ikhutseng, the former Black residential area, while Warrenvale, the former Coloured residential area constitutes Ward 4. Ward 5 is made up of Warrenton town, which was previously a predominantly White area, and it includes the surrounding rural areas (Magareng IDP 2016:11).

1.10.1 Demographic composition

Currently, the FBDM has a total population of 387 741 people, which represents 32.5% of the Northern Cape population. The chart in Figure 3 clearly illustrates that Sol Plaatje consists of the largest population in the district at 66%, followed by Phokwane (16%); Dikgatlong (12%) and Magareng with the smallest population of 6%.

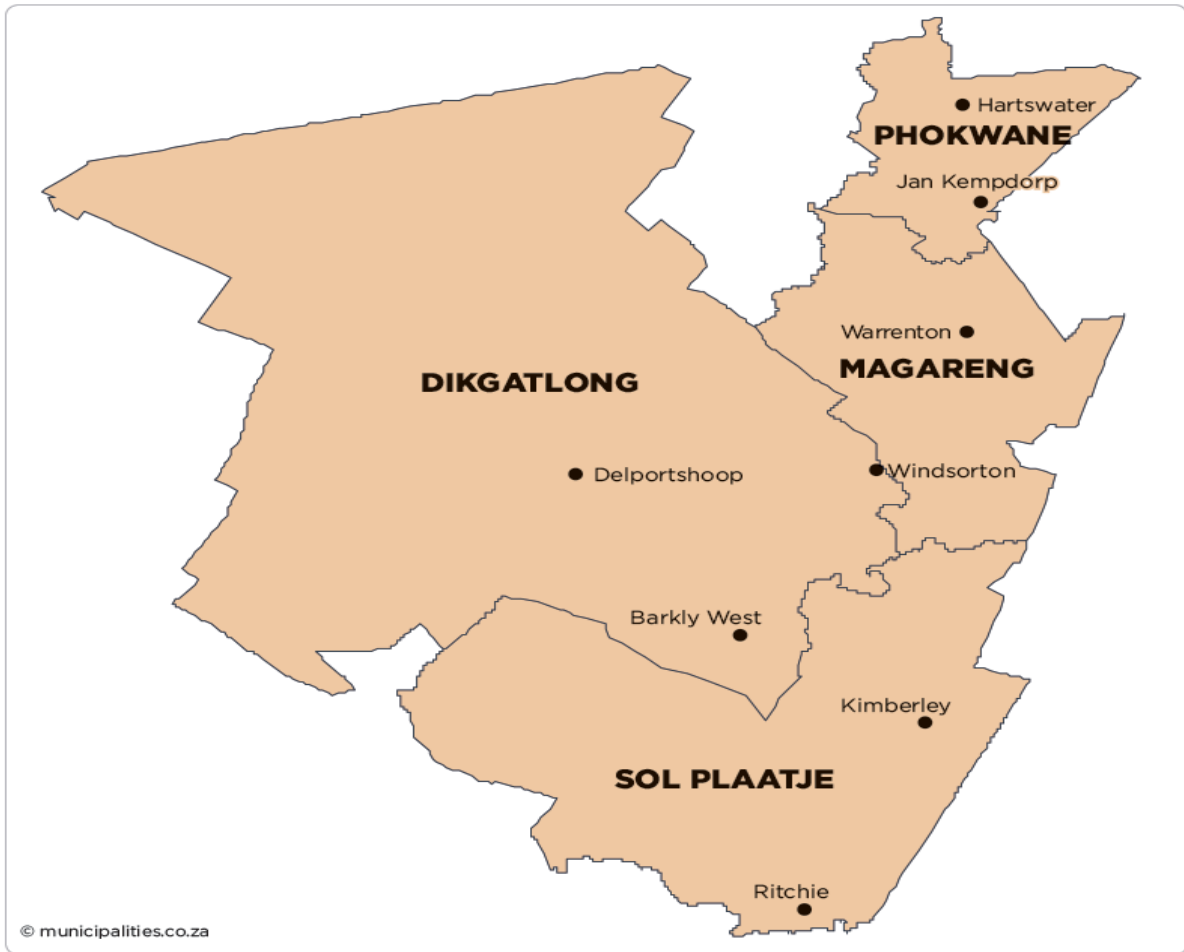


Figure 1.2: Frances Baard District Map

(Source: FBDM IDP 2016:20).

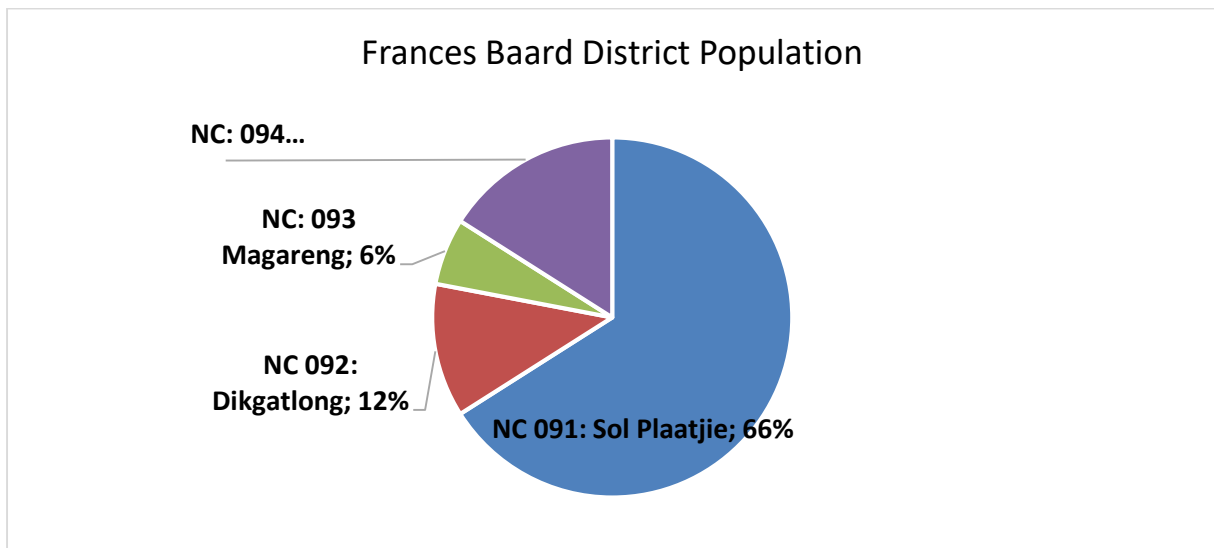


Figure 1.3: Frances Baard District Population

(Source: FBDM IDP 2016:20).

1.10.2 Household composition

Magareng Local Municipality has a total of 6 120 households with an average size of 4.0. The majority of the households are headed by females, representing 41.7% of the population. Below is a table indicating the type and number of dwellings that exist in the municipality (Statistics SA: Municipal Fact Sheet in Magareng IDP 2016:11).

Table 1.1: Dwelling Type

DWELLING TYPE	MAGARENG	DIKGATLONG	PHOKWANE	SOL PLAATJIE	FRANCES BAARD	GRAND TOTAL
House or brick/concrete block structure on a separate stand or yard or on a farm	5061	9193	13938	44414	72607	145213
Flat or apartment in a block of flats	30	52	262	1569	1912	3824
Traditional dwelling/hut/structure made of traditional materials	36	169	211	184	599	1197
House/flat/room in backyard	44	50	261	940	1296	2591
Informal dwelling (shack; in backyard)	117	536	395	2532	3580	7160
Informal dwelling (shack; not in backyard; e.g. in an informal/squatter settlement or on a farm)	626	1482	2029	7845	11982	23964
Room/flat on a property or larger dwelling/servants quarters/granny flat	7	8	21	317	354	707
Caravan/tent	1	15	27	77	120	241
Other	10	375	187	445	1019	2037
Grand Total	5932	11881	17330	58325	93468	186935

(Source: Statistics SA, in Magareng IDP 2016:11).

Magareng Local Municipality has only 5061 housing structures, which is the lowest compared to the other local municipalities in the district. In addition, the number of informal dwellings is the lowest in the district compared to other local municipalities (Magareng IDP 2016/20:12).

1.10.3 Education level

Magareng IDP (2016:12) indicates that the municipality is performing more poorly than the average of the other municipalities in the FBDM in terms of literacy levels. The graph below indicates the education levels in the municipal area. In the municipal area only 17% of persons aged 20 years and older have no formal education, while 18% have some primary education. Only 32% of the population in this area have a secondary qualification, while 18% have completed Grade 12 and 7% have a higher education qualification.

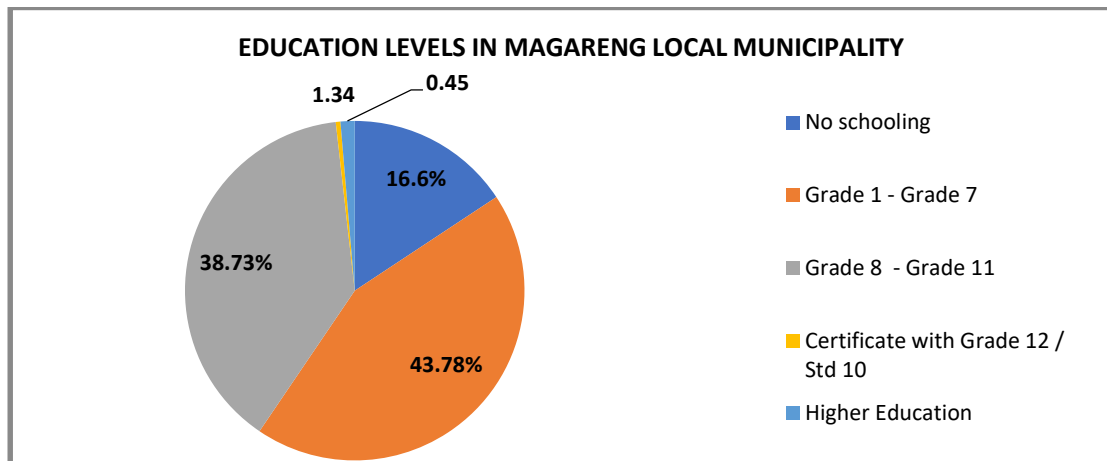


Figure 1.4: Education levels

(Source: Magareng IDP 2016:13).

1.10.4 Economic analysis

According to the Statistics South Africa Census 2011, Magareng Local Municipality has a total population of 20 204. The Gross Domestic Product (GDP) for this Municipality is R808 million, with the primary sector contributing 17%, secondary sector 8% and the tertiary sector contributing 75% to GDP. In relation to industry, agriculture and mining combined contribute 16.86% to GDP; general government contributes 16.34%; community, social and personal services contribute 11.09%; business services 11.61%; finance and insurance 9.34%; wholesale and retail trade 13.59%. The economy of Magareng Local Municipality is mainly dependent on the tertiary sector, and that there are almost no manufacturing activities in the area.

Magareng has seen an economic growth rate of 1.08% over a period of ten years (Magareng IDP 2016:12).

There are a total of 6 239 economically active people in Magareng Local Municipal area, of which 41% of the population are unemployed. A total of 49% of the youth (15 – 39 years) are unemployed. The educational level of the population of Magareng Local Municipality, is of great concern. Furthermore, Magareng IDP (2016:12) indicates that the Magareng Local Municipality needs to focus on manufacturing activities in order to stimulate job creation and capitalise on downward and upward streams or value chains of leading sectors. A concern is that it will be difficult to achieve any strategic objective with the current educational level. It means that Magareng Local Municipality will be unable to sustain this development objective due to lack of skills. The total composition of employment in Magareng Local Municipality is illustrated below as follows:

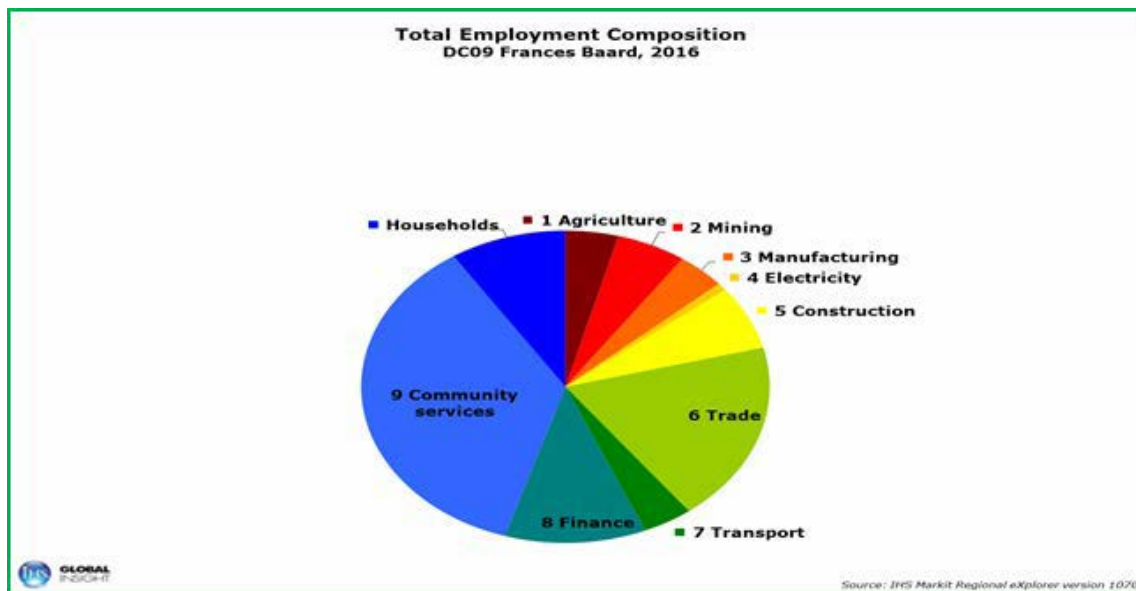


Figure 1.5: Total Employment Composition

(Source: FBDM IDP 2016:20).

The above graph indicates that the economy of the FBDM consists of the primary sector (14% agriculture and mining), the secondary sector (9% manufacturing, electricity and construction) and the tertiary sector (77% trade, transport, financial and social services).

1.10.5 Household income

The household income of the Magareng Local Municipality is illustrated by the graph below as follows:

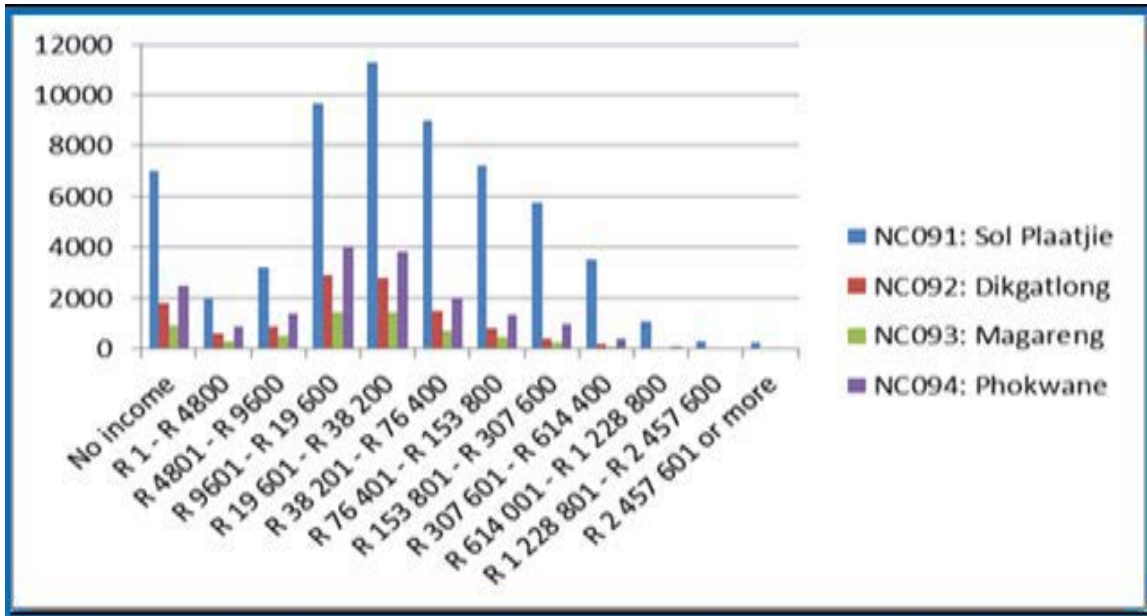


Figure 1.6: Household Income

(Source: Statistics South Africa, 2016; FBDM IDP 2016:20:22).

The above graph depicts the household income within the district. The graph further shows that there are still high levels of households with no income, whilst the highest earnings are between R9 061 – R19 600 and R19 601 – R38 200. It may be argued that the high levels of unemployment and low levels of education may be the result of the picture highlighted above.

1.11. SUMMARY

Chapter 1 provided background information on the research problem, research objectives and questions, the research methodology and research design. In the brief literature review the power and functions of local government, the developmental role of local government, IDP, social and local economic development were outlined. The conceptual framework and theoretical framework for this study was outlined. An overview of the case of Magareng Local Municipality was provided. The next chapter provided the theoretical overview.

CHAPTER TWO: THEORETICAL OVERVIEW OF INTEGRATED DEVELOPMENT PLANNING (IDP) AND DEVELOPMENTAL LOCAL GOVERNMENT

2.1 INTRODUCTION

As of the first democratic elections in South Africa in 1994, the government began a fundamental transformation process in all three spheres of government to give effect to the new Constitution, 1996 and to address numerous developmental challenges that were faced by local government.

Section 154 of the Constitution, 1996 provides that the national and provincial government are obliged to provide support and to capacitate local government authorities by legislative and other measures to manage their own affairs, to exercise their power and to perform their functions. The Constitution, 1996 further emphasises that each sphere of government has a distinctive role in promoting social development and democracy on the local sphere. In terms of Section 156(1) of the Constitution, 1996 local municipalities are required to render basic services and to address existing backlogs that have accumulated over the years of separate development (Madzivhandila and Asha, 2012:369). The key legislative requirements of key policy documents and Acts, concerning developmental local government and IDP were discussed in detail in the various discussion throughout this chapter.

This chapter commences with an overview of developmental local government and integrated development planning, its characteristics, and the importance of integrated development planning. The nature and extent of municipal services, the actors or role players in the IDP process, as well as the benefits of IDPs, are provided in this chapter, followed by a discussion about the implementation of integrated development planning through the Service Delivery Budget and Implementation Plan (SDBIP). The next section focused on public participation in the IDP process, IDP and budgeting and the role of performance management, and lastly a discussion on the concept of social and economic development was provided.

2.2 AN OVERVIEW OF INTEGRATED DEVELOPMENT PLANNING

To give effect to the constitutional requirements provided in Section 152 and Section 153 of the Constitution, 1996 to promote developmental local government, the WPLG, 1998 provides that IDP is a tool to implement developmental local government. Except for the WPLG, 1998 various legislative Acts make provision for IDP. The Local Government: Municipal Structures Act 1998 (Act 117 of 1998) (herewith after refers to as the Municipal Structures Act, 1998) provides that each district municipality and local municipality must devise their own IDP and conduct their own community participation processes. The MSA, 2000 provides that all metropolitan, district and local municipalities must adopt a single, IDP to give effect to the constitutional requirement of developmental local government. The MSA, 2000 requires that each IDP must consist of the core components as detailed in Section 26 of the Act (Van der Waldt, Khalo, Nealer, Phutiagae, van der Walt, van Niekerk and Vyas-Doorgapersad, 2014:105). The components were discussed in more detail in Section 2.13 of this chapter. The legislative requirements of the key legislative documents concerning IDP were detailed in the various discussions of IDP throughout this chapter.

Municipalities have been given major developmental responsibilities to ensure that the quality of life of citizens is improved (DPLG, IDP Guide Pack Guide O, An Overview, 2000:05). The role of local government includes the provision of basic services, eradication of poverty, creation of jobs, and promoting democracy and accountability (DPLG, IDP Guide Pack Guide O, An Overview, 2000:05). Malefane (2008:03) avers that the IDP is one of the most significant tools available for municipalities to cope with their developmental role. In contrast to the role which planning has played in the past, Malefane and Mashakoe (2008:475) warn that the IDP is now perceived as a function of municipal management, and part of an integrated system of planning and delivery of services.

According to Frye and Kristen (2012:01) “the country has a long history of inequality and injustice”. The pre-1994 government policies disadvantaged the majority of South Africans, excluding millions of people from the political, social and economic aspects of society, depriving them of long-term accumulation of land, assets and sustainable livelihoods. When the first democratic government took office in 1994, it inherited a society divided on racial lines, with the black majority being deprived and poor. With an economy in which the approximately 20% White minority had control of the economy, a major change was

imperative, and the government faced considerable challenges (Madumo, 2012:42). It has been argued that to overcome these challenges, a developmental state is needed (Madumo, 2012:42-44).

According to Nkuna (2013:28), the notion of Developmental Local Government (DLG) emerged from the previous two national economic strategies the Reconstruction and Development Programme (RDP) and the Growth Employment and Redistribution policy (GEAR). The two main national strategies intended to promote empowerment by utilising different government supported programmes such as low cost services to the poor, providing support to community organisations, and linking profitable growth and investment (Madumo, 2012:48; Nel and Binns, 2001:356). The WPLG, 1998 would consolidate the RDP principles into a vision for developmental local government (Powell, 2012:14).

According to Mohale (2015:02) the shift from the RDP to GEAR, and its subsequent failure to deliver on the growth and employment mandate, have strengthened interest in the developmental state model. The government meanwhile has formulated and introduced major policies to facilitate development (Madumo, 2012:47). The RDP strategy was replaced by GEAR and later replaced by the Accelerated Shared Growth Initiative of South Africa (ASGISA), the National Spatial Development Perspective (NSDP), Broad Based Black Economic Empowerment, and the Framework for Local Economic Development (Van der Waldt *et al.*, 2007:132).

The MSA, 2000 provides in its preamble the fundamental concepts that give effect to the new system of local government, which requires an effective, efficient and transparent local public administration conforming to constitutional principles. Taaibosch (2015:37) emphasises that in terms of the preamble of the MSA, 2000, the fundamental aspects given to the new developmental role of local government include the following:

- The promotion of community participation in the affairs of a municipality, such as its service delivery and municipal planning activities, and the involvement of the community regarding the performance of the municipality;
- The promotion of a financial and economically viable municipality;

- The promotion of a relationship between the municipal council and the community to give effect to the constitutional requirements of accountability, transparency, effectiveness and efficiency;
- The establishment of a municipal system that is capable of fulfilling its powers and functions to achieve the developmental role.

The WPLG (1998:17) defines developmental local government as “local government committed to work with citizens and groups within the community to find sustainable ways to meet social, economic and material needs and improve the quality of lives”. Interventions include integrated development planning, urban renewal strategy, extension and improvement of service delivery to the poor and local economic development measures (Mogale, 2003:137).

Developmental local government thus seeks not only to democratise local government by introducing the notion of elected representatives, but also to transform local governance, with a new focus on improving the standard of living and quality of life of previously disadvantaged sectors of the community. Moreover, developmental local government requires that citizens should actively participate in development initiatives in their areas (Africa and Nicol, 2006:26-27). Developmental local government identifies the importance of partnering with the private sector in order to ease employment through investment. It also recognises the need to develop local environment through the delivery of basic infrastructure as a requirement for investment attraction (Mohale, 2015:07).

Maserumule (2008:437) maintains that in terms of the WPLG (1998:37), developmental local government requires from municipalities to involve local communities in the affairs of local government and to find sustainable ways to meet the social, economic and material needs of local communities. Pycroft (2000:148) states that what is required for a municipality to implement its developmental role is the restructuring of the municipal council’s institutional approach to the management of local space, a focus on economic growth, work towards leadership change, poverty alleviation, sustainable development, and that the socio-economic inequalities are addressed.

According to Nkuna (2013:33) the central meaning of developmental local government in South Africa is derived from the policy objectives provided for in the WPLG (1998). By

undertaking developmental local government, it is also expected that four key outcomes will be achieved, namely:

- Provision of household infrastructure and services. Priority should be given to the delivery of subsidised basic services to those who currently have little or no access to services.
- The creation of liveable, integrated cities, towns and rural areas in which the apartheid spatial legacy is addressed in an effective manner.
- Promoting local economic development, in which local government plays a facilitating and coordinating role in job creation through the provision of business-friendly services, local procurement, investment promotion and support for small business and growth sectors.
- Community empowerment and redistribution of wealth (WPLG, 1998:52-53; Nel and Binns, 2002:924).

In addition, Madumo (2012:43) avers that a developmental state is identified as a state that uses all necessary mechanisms and institutions at its disposal to achieve successful economic intervention in a specific country. For a country to become developmental implies equity, justice, permitting a rapid growing economy and improving the quality of life for all citizens. Madumo (2012:43) indicates that this should lead to economic activities that will stimulate employment opportunities and subsequently alleviate poverty among citizens in a country.

In the context of a developmental state, Bagchi (2000:398) defines developmental local government as the sphere of government that “puts economic development as the top priority and is able to design effective instruments to promote such objectives”. Bagchi (2000:398) emphasises the instruments that can be used in the construction of a developmental state, which would comprise the building of new formal institutions, the weaving of formal and informal networks of collaboration among the citizens and officials, and the utilisation of new opportunities for trade and profitable production.

In terms of Section 153 of the Constitution, 1996 all municipalities must encourage developmental duties to ensure the effective and efficient management of its administration, budgeting and planning, in order to promote socio-economic development. Nel and Binns

(2002:356) is of the view that local government's status and its potential developmental role have been enhanced through a commitment to the principle that local government is not merely the lowest tier of government, but that it is also a distinctive sphere of government, occupying a unique and important position in society to promote its developmental role.

Mathane (2013:43) is of the opinion that since 1996 the government introduced a variety of policy directives to ensure that local government would fulfil a meaningful role in the development and welfare of its citizens. In terms of Section 23 of the MSA 2000, municipalities are expected to undertake developmentally orientated planning to ensure that they achieve the constitutional objectives of local government. Section 24 of the MSA, 2000 indicates that municipal planning must be aligned and complemented with the developmental plans and strategies of other organs of state. In terms of Section 25 of the MSA 2000, municipalities should adopt a single inclusive and strategic plan for the development of the municipality within its prescribed five-year term. Thus, to give effect to its developmental objective, the IDP of a municipality should align the resources and capacity of the municipality with the implementation of the plan (Mashamba, 2008:424). This integrated approach to planning which responds to the needs of local communities is seen as key to accomplishing the reconstruction and development of South Africa, overcoming skewed spatial policies and addressing the scourge of poverty (Skosana, 2007:10).

The 2009 State of Local Government Report noted, however, that a number of municipalities are under distress. These municipalities primarily had difficulties delivering the expected services to communities. The report recommended that intervention had to be provided to enable municipalities to deliver services effectively and efficiently (CoGTA, 2009:3-6). Mathane (2013:26-27) explains that the national government approved a comprehensive (LGTAS) at the end of 2009 to improve the performance of local government. Mathane (2013:27) further states that since 2010 all municipalities had to incorporate their own tailor-made MTAS into their five- year IDP, to address challenges with service delivery and the municipalities' developmental role. The LGTAS was replaced with Back- to- Basics campaign, initiated during 2014.

In 2013 South Africa adopted its long-term vision, the NDP. This is currently the official policy of the South African Government to construct a democratic developmental state by 2030. The NDP recognises that poor coordination between different spheres of government has

led to patchy implementation of government programs. In addition, the NDP 2030 admits that local government has been confounded by problems that have made it incapable of achieving its developmental mandate (Kuye and Ajam 2012:51; Mohale 2015:02). Kuye and Ajam (2012:58) cited that the NDP is premised on a concept of change which proposes that strong leadership, effective government and active citizenry are important success factors for building the capacity to identify and act upon opportunities to transform the economy and society. Such a virtuous cycle requires agreement across society on the contribution and sacrifices of all sectors and interests (Swartland Municipality IDP, 2012:19).

The NDP of 2030, Executive Summary, 2030 (2011:365) further emphasises that in order to address the twin challenges of poverty and inequality, South Africa needs a capable state that is able to play a transformative and developmental role. The NDP of 2030, Executive Summary (2011:44) indicates that for the government to accomplish the objective of a capable and developmental state, the country needs to develop the following five key areas:

- To enhance Parliament's oversight role;
- To stabilise the political administrative interface;
- To professionalise the public service;
- To upgrade skills and improve coordination; and
- To improve intergovernmental relationships between the three spheres of government.

The NDP of 2030, Executive Summary (2011:45-46) further recognises that South Africa will need co-operation between all sectors of society, and strong leadership by government.

2.3 CHARECTERISTICS OF DEVELOPMENTAL LOCAL GOVERNMENT

According to the WPLG (1998:38-44), the nature of a system of developmental local government comprises of four specific interrelated characteristics to improve the general welfare of local communities. The four interrelated characteristics are maximising social development and economic growth, integrating and co-ordinating activities, democratising development, and a process of leading and learning. Nkuna (2011:630) proposes that the four characteristics of local government, as espoused in the WPLG (1998:38-44), define its developmental character. Each of these characteristics of local government were discussed below.

2.3.1 Maximising social and economic growth

According to Bekink (2006:110), all powers and functions that are conferred to local governments should be implemented in such a way that ensures maximum improvement of social development. Visser (2001:1679) aver that local government is constitutionally mandated to fulfil two main tasks, namely, service delivery to the communities they serve and the promotion of socioeconomic development. This characteristic recognises the important role of municipalities in the local economy as employers, purchasers of goods and services, and providers of economic and social infrastructure (Pycroft, 2000:148-149). De Beer and Swanepoel (2009:98) states that local government not only needs to provide traditional local government services and activities, but also be responsible to improve the lives of its citizens through developmental programmes and projects.

Nkuna (2011:631) are of the opinion that social development focuses on aspects such as basic needs, health related matters, education matters, eradication of poverty, fighting of crime, unemployment matters, the empowerment of people and other related matters. All these activities have a bearing on the integration dexterity, coordination capacity and efficiency of municipalities. Taaibosh (2015:39) state that social development in the context of a municipality is about the provision of basic services, including free basic services, which include electricity, water, and sanitation, in order to improve the lives of all communities within its area of jurisdiction. Koma (2012:56) further states that municipalities can promote social development through arts and culture, the establishment of recreational and community services, and the provision of social services.

It can be deduced from the definition that there is a relationship between social development and economic development, and municipalities are encouraged to contribute to the local economy. This further indicates that economic and social processes are key components of the development process in local government (Mahlangu, 2013:19). Social development cannot take place without economic development, and economic development is meaningless if it fails to bring about significant improvement in the well-being of communities (Mahlangu, 2013:19). Bekink (2006:110) postulates that social development can be accomplished only if the basic needs of people are provided for and if financial means are available.

Taaibosch (2015:39) argue that a municipality should have a positive impact on the social and economic development of the municipal area by meeting basic needs and stimulating local economy in the area. An important feature of developmental local government is the LED programme, based on the concept of the mobilisation of resources and communities to build a convergence of interests to the competitive advantage of localities, thus realising the capacity of or empowering communities and individuals, including the poor, to access these opportunities (Asmah-Andoh, 2009:108).

According to Koma (2012:56), in order for municipalities to achieve growth, they should fulfil an active role in guiding local economic development by mobilising the available resources and directing them towards the realisation of the local government development goals. It is the responsibility of municipalities to develop LED strategies. LED is defined as an ongoing process rather than a single project or a series of steps to follow. It involves identifying and using local resources, ideas, and skills to stimulate economic growth and development (Mogale City Local Municipality, 2011:17).

Mohale (2013:58-59) indicates that it is a requirement that municipalities develop their LED strategies in order to influence and promote local economic development, which includes the promotion and growth of Small, Medium and Micro Enterprises (SMMEs) as drivers with the potential to expand and diversify the local economy. It should be noted that it is not the role of the local government to create jobs. However, municipalities are responsible for creating a conducive environment for the creation of employment opportunities to promote social economic development (Bekink 2006:111; Koma 2012:56; Madumo 2012:49; National Framework for LED 2006:09; Meyer 2014:29).

The WPLG (1998:47) provides that the provision of basic household infrastructures is the central contribution made by local government to social and economic development within a municipality. Thus, a municipality fulfils an important role in promoting local economic development through LED strategies. Social development refers to the municipality's function to provide free basic services such as water and electricity to poor communities, to ensure that members of local communities maintain a minimum standard of living.

2.3.2 Integration and coordination

This second characteristic of developmental strategies is that of integrating and coordinating. Section 154 (1) of the Constitution, 1996 provides that national and provincial government must support and promote local government to perform its functions efficiently. According to the WPLG (1998:47) many different agencies contribute to development, including national and provincial departments, parastatals, trade unions, community groups and private sector institutions. Municipalities are required to implement developmental projects and programmes as reflected within its IDP. In addition, municipalities are also required to participate in the developmental initiatives of national and provincial government (Mohale, 2013:56). It is therefore the responsibility of developmental local government to provide vision, leadership and effective coordination between all different role players (Bekink 2006:111; Nkuna 2013:632; WPLG 1998:47-48).

Madzhivhandila (2012:373) argues that municipalities will be unable to achieve any development goal by acting on its own without the support of the national and provincial governments. Koma (2012:57) further states that Section 41 (1) (h) of the Constitution, 1996 provides that all spheres of government must cooperate with one another in mutual trust and good faith by, assisting, informing and supporting one another, and by consulting one another on aspects of common interest, and by coordinating their actions and legislation.

According to Thornhill (2011:52) the Intergovernmental Relations Framework Act, 2005 was introduced to give effect to the principle of cooperative governance as provided in Section 41(2) of the Constitution, 1996. The role of intergovernmental forums at the three spheres of government was established with the aim to enhance alignment, integration and coherence, and develop systems and processes between the three spheres of government (Layman, 2003:13). However, no provision is provided in the Intergovernmental Relations Framework Act, 2005 for the enforcement of these conditions (Thornhill, 2011:52). An important method of ensuring better coordination and commitment is through the IDP process (Bekink, 2006:71; Cloete and Thornhill, 2014:89-90; Koma, 2013:139; Mogale, 2005:139; Subban and Theron, 2011:104-106).

According to Mzimela (2013:28), integration within the IDP also serves as a spatial approach to integrate the previously excluded townships into the mainstream development of major

cities. Pycroft (2000:149) avers that municipalities involve the community through public participation in the planning process. Thus, effective integration and coordination requires that all spheres of government must cooperate to achieve its goals, including the effective developmental role of local government.

2.3.3 Democratising development and public participation

In terms of the WPLG (1998:48), municipal councils play a significant role in promoting democracy. Koma (2012:57) highlights that democratising development is concerned with the participation of local communities in matters of local government. Disputably local government is the sphere of government that is directly associated with communities, and it should therefore obtain the participation of the local community in determining the level of quantity and quality of service to be delivered (Madumo, 2012:502; Thornhill, 2008:502).

According to Mafunisa and Maphunye (2005:16) democratisation requires that the structure and functioning of public institutions be reinvented in such a way that they can allow and encourage effective public participation. Democratisation of local government requires that communities participate in the affairs of municipalities, including the services provided and the amount charged for rates and taxes, water and sanitation (Mackay, 2004:37; Madumo, 2012:44). The NDP of 2030 (2013:27) states that effective citizenry and social and economic activism is necessary for democracy and development, as well as continuous dialogue between municipalities and their communities (Pycroft, 2000:150).

According to Section 40 (1) of the Constitution, 1996 the three spheres of government are distinctive, interdependent and interrelated. Not only must national and provincial government transfer powers and resources to local authorities, but they must also promote more opportunities for communities to actively participate in matters that affect their lives. Reaching out to the community would strengthen participation in political, economic, and social activities, whilst also promoting the process of democratisation (Madumo, 2008:155; Nyalunga, 2006:02; Thornhill, 2011:46).

Section 152 (1) (e) of the Constitution, 1996 requires that municipalities encourage the involvement of communities and community organisations in matters of local government. To give effect to these constitutional provisions the MSA, 2000 and the Municipal Structures Act,

1998 were promulgated. The Municipal Structures Act, 1998 institutionalises community participation in matters of local government. The MSA, 2000 states that a municipality must promote community participation through public meetings, consultative sessions, report back sessions and the processing and consideration of complaints lodged by the community. Thornhill (2008:503) warns, however, that these should not be manipulated to serve or promote any political agenda, but to promote the real interests of the community. The MSA, 2000 further prescribes that the local communities should be encouraged to participate in matters that pertain to the preparation of the municipality's integrated development planning and performance management (Harrison, 2008:197; Koma, 2012:157; Madumo, 2014:130-147; Mogale, 2005:137; Thornhill, 2008:502; Pycroft, 2000:149).

Mohale (2013:60) is of the opinion that the survival of local government depends on how citizens perceive the system regarding possible participation and ownership of the affairs of municipalities. It could be argued that the participation of community members in the affairs of the municipality, including the IDP processes, is a critical factor in promoting developmental local government. The challenge is that municipalities have severe capacity deficits to achieve this objective effectively (Madumo, 2012:50, Mogale, 2005:140, Pycroft, 2011:147).

2.3.4 Leading and learning

The former DPLG (2009:10) states that the effective functioning of a municipality begins with its political leadership. Hence, the leadership role of a political office bearer is a major mechanism for measuring or assessing the efficiency and effectiveness of developmental local government in South Africa (Kazeem and Adeyeye, 2013:103). Nkwana (2012:155) clarifies that councillors as political leaders are entrusted with the responsibility of providing leadership to municipalities to ensure that services are delivered effectively, efficiently and economically. Furthermore, developmental local government requires the political leadership to be accountable to the community for their functions and responsibilities. Increased accountability ensures that the aspirations of the community would increase the legitimacy of the council and deepen local democracy (Nkwana, 2012:155).

In order to provide a clear definition of political leadership, it is important to determine what their role and function is. A distinction must be made between two kinds of councillors. Nkwana (2012:157), Thornhill (2008:499) and Thornhill and Cloete (2014:23) differentiate

between proportional representation and ward councillors in local government. It is stated that 50% of councillors are elected on a ward basis by electorates in that ward. The remaining 50% are elected through a system where the electorates vote for a party and the party decides on the candidate who will represent the party as a councillor; thus proportional representation occurs (Nkwana, 2012:1573; Thornhill and Cloete, 2014:23; Thornhill, 2008:499).

The notion that councillors serve as representatives of the people is based on the principle of representative democracy, which recognises the need for people to have a say in their government, but assigns that voice to selected persons chosen through the voting process (SALGA and GTZ South Africa, 2006:48). The municipal council makes decisions regarding the exercise of all the powers and performance of all the functions of the municipality. The municipal council must further elect an executive major or executive committee (Thornhill and Cloete, 2014:24; Thornhill, 2008:500). The leadership role of the municipal council is performed by the major, who works closely with the municipal manager who is also the accounting officer of a municipality (SALGA and GTZ South Africa, 2006:47)

According to Thornhill and Cloete (2014:93-94) councillors should take a leading role in the preparatory phase of the municipalities IDP to ensure that every constituencies specific needs are acknowledged. Thornhill and Cloete (2014:93-94) further indicate that after the IDP has been completed and adopted by the metropolitan council, and in the case of a local municipality, adopted by the district municipality, the implementation should be monitored. Therefore, the municipal council should discharge their governing responsibilities by evaluating the extent to which the executive actions will succeed in achieving the planning goals in an efficient and effective manner.

SALGA and GTZ South Africa (2006:49) states that municipal councillors serve as facilitators of the community and their service delivery needs. SALGA and GTZ South Africa (2006:49) further provides that the principle of participatory democracy entails that citizens have the right not only to elect their representatives, but also to participate actively in the local government decision-making process on a continuous basis between municipal elections (SALGA and GTZ South Africa, 2006:49). Municipal councillors have to monitor municipal performance. SALGA and GTZ South Africa (2006:49-52) asserts that municipal councillors act as a key feedback mechanism for community monitoring of whether the municipality's plans and programmes are achieving the intended effect, and whether services are provided in a way that

is efficient and fair. Thus, councillors serve as a key communication linkage between the municipal council and the community.

According to Van der Waldt and Du Toit (1999:196), leadership is the process of influencing others to achieve certain objectives. It is also the process of leading and inspiring workers to carry out the task-related activities of the group. The success or failure of any public sector institution, including a municipality, starts with the vision and leadership skills of top management. Nkuna (2011:635) defines leadership as a process where an individual influences a group of individuals to achieve a common objective. The developmental role of municipalities requires that the mayor, municipal manager and councillors, as leaders, must ensure that processes are in place to influence all stakeholders towards achieving a common goal. Nkwana (2012:159) indicates that leadership can be considered as the responsibility that a person assumes over a number of people in order to motivate them to reach particular goal. Therefore, the mayor, municipal manager and councillors must take a leading role within their jurisdiction and should learn from the failures and successes of other local authorities. The leaders of a municipality fulfil a crucial role as policy makers, planners, innovators and providers of basic human necessities (Koma, 2012:57). In the WPLG (1998:51), good leadership is one of the most critical ingredients of any successful organisation. Therefore, good leadership is required to strengthen the capacity of municipalities to achieve their mandate. Mohale (2013:61) maintains that learning is an important part of the policy process to improve the learning capacity of municipalities. Municipalities must introduce a culture of performance management as required in terms of MSA 2000, Section 38 (a), which imposes a system of performance management as part of compliance requirements. Mohale (2013:61) further states that municipalities must frequently assess and evaluate their development strategies and techniques to find out what is working and not working. It is only through a culture of performance evaluation that can help municipalities to know if they are achieving results, and it provides the platform for learning and improves performance.

In terms of the WPLG (1998:51) it is important for local government to be sustainable and to fulfil the principles of developmental local government. Local governments should, therefore, be innovative and become learning institutions. Innovative ways should be established to create sustainable economies and preserve the environment. Furthermore, ward councillors and internal human resources should be empowered so that all stakeholders are mobilised to build developmental institutions (WPLG, 1998:51).

In light of the above, it can be argued that municipal leaders (mayors, municipal managers and councillors) have an extensive scope of responsibility, including IDP, whilst largely responding to the social and economic issues of the community. This requires specific skills, knowledge and capabilities. Nkwana (2012:158) states that capacity building initiatives, such as leadership development programmes, provide an avenue to ensure that councillors improve their leadership capacity (DPLG, Performance Management Guide for Municipalities 2006:25-31). The developmental role of local government further requires that municipal councils develop a culture that shifts from representative government to participatory governance. This means that municipalities have to take steps to create a more active local democracy that will allow communities within a municipal area to take part in decisions that will affect them (Raga and Taylor, 2005:141).

2.4 DEVELOPMENTAL DUTIES AND OUTCOMES OF LOCAL GOVERNMENT

In terms of Section 153 of the Constitution 1996, municipalities have the following developmental duties: to structure and manage its administration, budgeting and planning process to give priority to the basic needs of the community, to promote the social and economic development of the community, and to participate in national and provincial development programmes. Municipalities must endeavour to achieve the objectives set out in the Constitution, 1996, within its financial and administrative capacity. Municipalities are also required by law to participate in national and provincial programmes (Thornhill and Cloete 2014:21; Van der Waldt, *et al.*, 2007:49).

According to the WPLG (1998:22), the outcomes which developmental local government seeks to achieve are the following:

- **Provision of household infrastructure and services.** In South Africa local government is responsible for rendering direct services to communities. This includes services such as sanitation, water, electricity and roads. Apart from being a constitutional right, the provision of basic services is necessary to create jobs and develop skills. To support positive development, local government must prioritise the provision of these services to those with little or no access to services. Private investment and community-based contractors must be encouraged to grow and improve service delivery (WPLG, 1998:53). Furthermore, local government receives an

equitable share of national revenue, and generally the allocations from the national revenue base should support most municipalities in subsidising the operating costs of basic services (Bekink, 2006:115).

- **Creation of liveable, integrated cities, towns and rural areas.** Apartheid planning divided communities along racial lines. There was a clear policy of neglect towards establishments where the population was mostly non-white (SALGA, 2010:03). This resulted in the forming of townships located far away from services such as work, town, and recreation. It is for this reason that the development of an Integrated Development Spatial Framework is critical. An Integrated Development Spatial Framework enhances economic efficiency, reduces costs and enables social development. Integration must ensure affordable mobility between work, home and recreation, combat crime, pollution and congestion, and facilitate the participation of the previously disadvantaged groups in the social and economic life of the municipality (WPLG, 1998:54-55). The WPLG (1998:55-56) further provides that rural areas face a challenge building liveable environments, which include access to land and services. Forced removals and apartheid policies resulted in rural communities travelling for many kilometres in order to work in towns and cities. Innovative strategies and programmes are required to address these issues. These strategies must include environmental sustainability which also form part of the IDP process of the municipality (WPLG, 1998:55-56).
- **Local economic development.** Local government has been allocated different roles and responsibilities in terms of economic and social development (WPLG 1998:56, SALGA, 2010:03). According to Koma (2012:58) and Tsatsire (2008:122) local economic development can be stimulated by providing cost effective services and providing an environment conducive to investment. Municipalities should reduce the regulatory constraints at local government level, to support small micro and medium enterprises (SMME's) as part of promoting social and economic development (Koma, 2012:59; Department of Trade and Industry: Guidelines for Reducing Red Tape 2013:02, WPLG 1998:56).

In light of the above, progressive research and technology, including proper training to help people acquire skills and increase competitiveness, is necessary (WPLG, 1998:56-58). Meyer (2014:29) explains that for municipalities to be successful in development, increased capacity and skill is necessary. In terms of the NDP, of 2030, Executive Summary (2011:43), to achieve a developmental state municipalities need to enhance and upgrade their skills and capacity. The WPLG (1998:27) puts forward three interrelated approaches required for enhancing innovative capacity of local municipalities. These include integrated development planning, performance management systems, and working together with communities through public participation. For developmental local government to become more effective in addressing poverty at grassroots level, it must be more innovative and creative in solving social problems. To meet these challenges municipalities, need to understand the dynamics operating within an area, develop a concrete vision for the area, and develop strategies for realising and financing that vision in partnership with other stakeholders (Madzivahndila and Asha, 2012:372; Mashamba, 2008:424).

While each of the three spheres of government have an overall responsibility to improve the regulatory environment in order to ensure achievement of the developmental outcomes, including local economic development, it can be argued that municipalities have a lead role to play in ensuring access to basic services and in creating economic and social development opportunities. Achieving these outcomes calls for partnerships between the private sector, communities and NGOs operating within the municipality. However, the implementation of the NDP and LED becomes a challenge without the necessary resources and support from national and provincial departments.

2.5. THE IMPORTANCE OF INTEGRATED DEVELOPMENT PLANNING

According to the WPLG (1998:47) the purpose of IDP is to promote a basis from which municipalities can develop a concrete vision, formulate strategies for financing, and realise their vision in conjunction with members of local communities and other stakeholders. Section 25 of the MSA, 2000 emphasises the importance of each municipality adopting a single inclusive plan for the development of the municipality (Mathane, 2013:49). The IDP is a 5-year municipal plan which guides and informs planning, budgeting, management and decision-making in a municipality (Madumo, 2014:130-147; Phago, 2009:484; Valeta and Walton, 2008:375; Van der Waldt, *et al.*, 2007:95).

According to Valeta and Walton (2008:379) the IDP of a municipality sets out principles which require development into processes capable of implementation (strategies, plans and projects) for the purpose of achieving the objectives set out in the IDP. A clear understanding of the requirements for the successful implementation of the IDP, in the legal, financial, human, economic, and technical areas is required. In terms of Section 25 of the MSA, 2000, a municipality must, after the start of its elected term, adopt a single inclusive strategic plan for the development of the municipality. The plan links, integrates plans, and takes into account proposals for the development of the municipality with the implementation plan, and forms the framework on which annual budgets must be based. The vision of the council is established through the IDP process, therefore (Valeta and Walton, 2008:376). The Municipal Structures Act, 1998 requires an alignment between the development plans of the national and provincial spheres of government and those of municipalities (Mohale, 2013:27).

According to Sikrweqe (2008:24), the IDP provides the basis for economic and social development within a municipality in a number of ways. The IDP can be seen as a mechanism to promote social equity through the participatory process of democratisation, empowerment and social transformation. The IDP, serves as an instrument to ensure economic and social development. Sikrweqe (2013:24) further explains that the IDP gives effect to the notion of developmental local government in a particular municipality as it assures that local government transformation takes place. Transformation in local government is accomplished through the IDP process by the implementation of sustainable developmental programmes and projects. Through the implementation of the IDP, the foundation for community building is laid, and a strategic mechanism for attracting investment is established. Effective and efficient resource allocation and utilisation takes place, and political accountability and municipal performance can be monitored and evaluated against document decisions (Madumo, 2014:130-147; Phago, 2009:484; Valeta and Walton, 2008:375; Van der Waldt *et al.*, 2007:95).

Coetzee in Sikrweqe (2008:24) contends that the IDP fosters a culture of cooperative governance. The IDP is the basis for communication and coordinatin between the three spheres of government and sector development. The IDP requires accountability and partnership and serves as a basis to debate on concrete matters, to ensure effective planning and resource allocation decisions. The IDP further requires that the different departments of a municipality use these resources cooperatively and focus these resources towards achieving a common goal.

2.6. ORIENTATION OF STRATEGIC MANAGEMENT PLANNING

David (2013:35) defines strategic management as the art and science of formulating, implementing and evaluating cross-functional decisions that enable an organisation to achieve its objective. David (2013:35) further argues that the role of strategic management is to exploit and create new, different opportunities for tomorrow. Long range planning, in contrast, tries to optimise for tomorrow the trends of today.

According to Skosana (2007:12) the following strategic management issues need to be taken into consideration with any development programme for any municipality in South Africa:

- To promote accountability and to ensure effective, efficient use of financial resources;
- To promote LED to broaden the economic base for the municipality;
- The involvement of local communities and community organisations and stakeholders in the IDP planning process; and to
- To ensure the inclusion of aspects such as human resource development.

Fox, Schwella and Wissink (1991:223) maintain that strategic management process is based upon the belief that key external and internal events and trends should continually be monitored. Municipalities should pursue strategies that take advantage of external and internal opportunities, and minimise the impact of external threats, capitalise on internal strengths and mitigate internal weaknesses

Van der Waldt and Du Toit (1999:282) explain that strategic planning should include aspects such as a thorough environmental scanning and analysis, the proper formulation and effective implementation and evaluation of strategies to increase organisational effectiveness and efficiency. Dlulisa (2013:34) states that the strategic plan, the IDP, should incorporate both short- and medium-term objectives. Dlulisa (2013:34) further explains that the IDP is intended to serve as a guide to municipal budgeting, management and service delivery. It can be regarded as a master plan which supersedes all other plans within a municipality. The other spheres of government should assist the municipalities in creating the IDP and monitoring the content and local performance that is relevant for the required and desired actions, to ensure that the provincial and national priorities are reflected in the IDP development and performance.

The main planning mechanism at municipal level is its IDP, which is intended to give effect to the developmental and participatory mandate of local government. Section 25 of the MSA, 2000 requires municipalities to develop IDPs as a single, inclusive and strategic plan for the development of the municipality. The MSA, 2000 requires in Section 25 (a) that the IDP links, integrates and coordinates plans, and takes into account proposals for the development of the municipality (National Planning Commission (NPC), 2015:56). In essence the IDP and strategic planning are synonymous, even though the public and private sector use different terms to refer to the process (DPLG, IDP Guide Pack, 1998).

The IDP is not the only instrument available for enabling change but is the method through which the strategic direction of a municipality is projected, and therefore a key part of local government transformation in particular (Odendaal, 2007:68). She further argues that IDPs represent a broadening and a shift in the practice of planning. The 'shift' is represented by the move from the 'master planning' tradition of control and forecasting to a managerial approach that favours a more strategic response to development issues.

The successful attainment of service delivery priorities is highly dependent on the ability of each individual municipality to strategically plan, budget and cooperate with other municipalities, district councils, provinces and national departments, institutions and organs of the state whose activities have a bearing on the municipality (Valeta and Walton, 2008:375).

2.7. OBJECTIVES OF LOCAL GOVERNMENT

Section 152 (1) of the Constitution, 1996, specifies the following as the objects of local government:

- Provision of a democratic and accountable local government;
- Provision of services to communities in a sustainable manner;
- Promotion of social and economic development;
- Promotion of a safe and healthy environment; and
- Encouragement and involvement of local communities and community organisations in the matters of local government.

The above objectives require local government to act effectively, efficiently and competently, and require strategic objectives that are clear and properly resourced. A harmonious approach is therefore suggested in order for local government to be able to address developmental challenges such as growing the economy, poverty, inequality and unemployment. This approach would require that a functional system of local government that is democratic and socially inclusive be utilised (Edigheji 2010:01 and Madumo 2012:46).

Coetzee (2010:22) concurs that a major turnaround is needed to move away from a dysfunctional developmental local government towards a developmental local state. Such a turnaround will involve multiple approaches, the efforts of various government departments, as well as the active involvement of leaders, developmental role players, communities and business. It is, however, essential that these municipalities receive support and cooperation from the communities they serve (Madumo, 2015:156b).

It can be deduced from the above discussion that in order for South Africa to achieve these objectives, a great amount of responsibility, competency and management requirements are involved, which is unmistakably absent within the local government system. Such a damaging impasse casts a direct reflection on the people who are in charge of running a municipality. It has been argued that in order for South Africa to surmount these challenges it has to be developmental. In the section that follows, the nature and extent of municipal services is explained.

2.8 NATURE AND EXTENT OF MUNICIPAL SERVICES

Section 152 of the Constitution, 1996, indicates that municipalities are obligated to provide certain services to local communities (Asmah-Andoh, 2009:104; Valeta and Walton, 2008:374). These objectives as discussed in this Chapter, in Section 2.7 above include *inter alia* the provision of democratic and accountable government, the provision of services to communities in a sustainable manner, and the promotion of social and economic development and a safe and healthy environment to local communities. Section 153 of the Constitution, 1996 further sets out the development duties of municipalities. All municipalities must participate in national and provincial development programmes. Bekink (2006:11) maintains that the Constitution, 1996 mandates all municipalities to structure and manage their administration, budget and planning processes, to give priority to the basic needs of their local communities.

In terms of Also, according to Section 4 (a) of the MSA, 2000, the council has the right to govern on its own initiative the governmental affairs of the local community. All municipalities have been constitutionally tasked with providing sustainable and effective services (Bekink, 2006:01). The IDP can be seen as a mechanism to fast track service delivery by promoting accountable local governance and by involving local communities in the affairs of local government (Mathane, 2013:53).

Kondlo and Maserumule (2010:78) argue that the concept of public service delivery embraces programmes and activities related to powers and functions performed by the three spheres of government. Section 195 of the Constitution of 1996 provides the imperatives for efficient public service delivery, specifically to provide services impartially and equitably, and that resources should be utilised effectively, efficiently and economically (Sibanda, 2012:02).

Eigeman (2007:13) defines service delivery as those services provided by local government for and to its citizens. Eigeman (2007:13) states that local government renders service to its citizens to achieve what would not have been possible without the municipality's involvement. In terms of Section 1 of the MSA, 2000, basic municipal service refers to the municipal service that is necessary to ensure an acceptable and reasonable quality of life, and if not provided would endanger public health, safety or the environment. According to Mogale (2005:140) provision of services is difficult in newly incorporated communities and in areas where there is a high rate of unemployment, poverty and historical backlogs in infrastructure services and the uneven spread of economic resources. Mogale (2005:140) contends that constitutionally the right to services has certain challenges, especially in areas where service delivery for the vulnerable community such as water and electricity are unavailable. Even though subsidies to lessen the plight of the indigent are promised, the reality is that municipal policies and criteria take time to implement. The principle of cost recovery in municipal service provision is important, therefore, in order to allow the municipality to expand these services to all consumers. Parnell, Pieterse, Swilling, Wooldridge (2008:03) explain that rich neighbourhoods and large-scale consumers continue with the same inefficient consumption patterns as under the apartheid dispensation. The result of this is high tariffs and rates that are unaffordable for the poor, leading to growing alienation as evidenced by the destruction of public facilities and non-payment of services (Cashdan, 2002:164).

According to Craythorne (2006:159) a municipal service must be provided in a manner that is: equitable and accessible; conducive to the prudent, economic, efficient and effective use of available resources as well as the improvement standards of quality over time; be financially sustainable; be environmentally sustainable; and be regularly reviewed with a view to upgrading, extension or improvements. Bekink (2006:12) postulates that in an effort to enhance the achievement and fulfilment of their obligations towards service provision, Section 151 of the Constitution, 1996 requires from provincial governments to must support municipalities in to ensure that municipalities will be able to to perform their functions and manage their own affairs.

According to Van der Waldt *et al.* (2007:51) local municipalities are further responsible for the provision of, amongst others, the following municipal services:

- To provide crime prevention and law enforcement services;
- To be responsible for environmental management services;
- To be responsible for housing provision and valuations services;
- To be responsible for social development;
- To be responsible for valuation of properties services;
- To promote accountable local government o local communities; and
- To be responsible for disaster management services (Van der Waldt *et al.*, 2007:151).

Section 73 (2) of the MSA, 2000, further identifies the following five specific requirements that municipal services:

- Municipal services must be equitable and accessible;
- Municipal services must be provided in such a manner that it promotes the economic, efficient, effective use of available resources;
- Municipal services must be b financially sustainable;
- Municipal services must be environmentally sustainable; and
- Municipal services must be reviewed regularly to upgrade extensions and improvements.

One would argue that the services mentioned above have a direct and immediate impact on the quality of life of the community members. Basic services needed in rural areas differ from

those needed in urban communities. The delivery of poor services can discourage business which will result in less job opportunities for residents.

Municipalities are in existence mainly to improve the welfare of the communities they serve. The ever-increasing challenges facing municipalities with regard to improving service delivery require innovative methods and systems that will address the needs of communities (WPLG, 1998:52). Section 2.1 of the WPLG (1998:157) outlines the principles for service delivery that provide a new and holistic framework on which municipal service delivery should be based. The Human Sciences Research Council (HSRC, 2005:19-21) lists the principles for service delivery as follows:

- Accessibility to services
- Affordability of services
- Quality of products and services
- Accountability for services
- Effective Integrated Development and services
- Promotion of sustainable services
- Ensurance and promotion of competitiveness of local commerce and industry
- Promotion of democracy.

According to Maloba, (2015:16) the issue of good governance and service delivery in South Africa is central to the government's mechanism for poverty alleviation efforts, and for stimulating the effective implementation of development. Good governance is essentially concerned with the search for new ways to improve the quality of service delivery, and the overall performance of local government.

Even though legislation clearly provides the functions and powers of the local sphere, the reality is that the majority of local municipalities struggle to promote effective service delivery. Despite the fact that progress has been made since 2002 with the introduction of IDPs in municipalities, numerous incidents of discontent have been witnessed regarding service delivery. Since 2004, this has resulted in service delivery protests, with communities demanding, among other things, effective service delivery, infrastructure, housing, electricity and water (Mathane, 2013:56).

In its own assessment of the state of local government in 2009, the former DPLG concluded that local government is in distress and that a comprehensive turnaround is needed. The State of Local Government Report (DPLG, 2009:03) referred to the challenges of huge service delivery backlogs, leadership and governance failures, corruption and fraud, poor financial management, insufficient capacity due to lack of scarce skills, high vacancy rates, poor performance management and inadequate training, and cadre deployment without adequate assessment of skills (Deloitte and Touche, 2012:01; Van Niekerk, 2012:58).

Due to this, the former DPLG required that all municipalities implement their own MTAS to improve their performance and service delivery. During 2014 the Department of Cooperative Governance and Traditional Affairs (CoGTA) announced its Back- to- Basics campaign, to be implemented by all government, in order to turn around at least two thirds of the country's municipalities over the following two years. The new plan was expected to focus municipalities on getting the basics right, such as fixing street lights, leaking taps and collecting refuse. It appears to be an attempt at breathing new life into municipalities after the failure of 'Operation Clean Audit' introduced in 2009 under the late minister Sicelo Shiceka (Stone and Magubane, 2014:02-03).

2.9 THE POWERS AND FUNCTIONS OF LOCAL GOVERNMENT

Through the evolution of the transformative agenda, the Constitution, 1996 makes provision for a change in the status of local government from that of merely an administrative arm of national and provincial government, to an equal partner in governance (Community Law Centre, 2007:06). The enactment of the Constitution, 1996 and other local government acts and policies, such as the WPLG (1998), the Municipal Structures Act, 1998 and the MSA, 2000 formalised political decentralisation by determining the regulatory framework for local government, and provided the basis for the devolution of powers and functions to local government (Stanton, 2009:95). The Community Law Centre (2007:06) further states that this decentralised governance model designates specific powers and functions to each sphere of government, which work together to secure the well-being of the people. As a result, local government is legally recognised as one of three spheres of government. It is no longer subordinate to provincial or national government, but a sphere in its own right with its own powers and functions (Stanton, 2009:80).

According to Madumo (2012:44), Madzivandila (2012:37) and Roux (2005:61), the rationale for decentralisation of services delivery planning, and implementation to municipalities is to address inequality, to alleviate poverty and expand access to services in local communities. Bekink (2006:99) asserts that the separation of government functions between different spheres of government provides for a mechanism whereby government authority is distributed. It is important that government authority be distributed and exercised at the specific sphere where it is to be most effective and efficient.

In terms of Section 156 (1) of the Constitution, 1996, local government has been assigned the following powers and functions:

- A municipality has executive authority and has the right to administer (a) the local government matters listed in Part B of Schedule 4 and Part B of Schedule 5; and (b) any other matter assigned to it by national or provincial legislation.
- A municipality may make and administer by-laws for the effective administration of the matters which it has the right to administer.
- Subject to section 151(4), a by-law that conflicts with national or provincial legislation is invalid. If there is a conflict between a bylaw, and national or provincial legislation that is inoperative because of a conflict referred to in Section 149, the by-law must be regarded as valid for as long as that legislation is inoperative.

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The national government and provincial governments must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5 which necessarily relates to local government, if that matter would most effectively be administered locally, and if the municipality has the capacity to administer it.

SALGA and GTZ South Africa (2006:17) states that these functional areas consist of areas of concurrent national and provincial legislative competence, such as agriculture and health services, and functional areas of exclusively provincial legislative competence, such as ambulance services and libraries. A municipality has the right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions.

2.10 STRUCTURES AND CATEGORIES OF LOCAL GOVERNMENT

In order for South Africa to achieve the broad goal of developmental local government, the different structures and categories of municipalities enjoy various powers (Nyalunga, 2006:03). In terms of Section 155 (2) of the Constitution, 1996 national legislation must define the different types of municipality that may be established within each category (Craythorne, 2006:57). According to Bekink (2006:165), municipalities have different challenges and responsibilities depending on the specific needs of their local communities. Thus, municipalities that integrate both rural and urban settlements must be created (Stanton, 2009:84). Bekink (2006:165) further emphasises that municipalities must be equipped to promote social and economic development.

Section 7 of the Municipal Structures Act, 1998 provides five diverse systems in which a municipality is organised and managed, and also allows for different combinations of these systems to achieve the comprehensive requirements and needs of municipalities in South Africa (Bekink, 2006:167; Nyalunga, 2006:04; WPLG, 1998:14; Thornhill, 2008:499). While both the legislative and executive authority rests in the council, they can be accomplished on behalf of the council. These systems are as follows:

- The collective executive system, which allows for the exercise of executive authority through an executive committee. Executive leadership of the municipality is collectively vested in the executive committee.
- The mayoral executive system, which allows for the exercise of executive authority through an executive mayor. Executive leadership of the municipality is vested in the mayor, who is assisted by a mayoral committee.
- The plenary executive system, which limits the exercise of executive authority to the municipal council itself.
- The sub-council participatory system, which allows for delegated powers to be exercised by sub-councils that are established for or in parts of the municipality.
- The ward participatory system, which allows for matters of local concern within the different wards of a particular municipality to be dealt with by the specific committee that has been established for such wards (Bekink, 2006:179; Nyalunga, 2006:05).

With regard to the above, the different aspects will not be explained in detail. The two most noteworthy types will, however, be referred to as they represent major challenges in the relationship between the council as the legislature and the councillors serving in executive authority within the municipality (Thornhill, 2008:500). The collective executive system of a municipality is outlined below.

2.10.1 The collective executive system

Section 42 of the Municipal Structures Act, 1998 authorises municipalities to appoint an executive committee within 14 days after the council's election. In terms of Section 44 (b) of the Municipal Structures Act, 1998 the executive committee is the principal committee of the municipal council, which receives the reports from the committee of the municipal council, and must forward those reports to council for recommendations, when the matter cannot be disposed of by the executive major (Craythorne, 2006:113; Van der Waldt, 2007:71). The other powers of the executive committee in terms of Section 44 (2) of the MSA, 2000 include:

- To review and evaluate the needs of a municipality in order of priority
- To recommend municipal strategies to municipal council
- To recommend the best method to deliver those strategies
- To identify and develop criteria to evaluate progress on performance of key indicators
- To monitor the management of the municipality's administration
- To report annually on community participation in the affairs of the municipality
- To review performance of the municipality
- To perform such duties and exercise such powers as the council may delegate (Craythorne, 2006:113; Thornhill, 2008:500).

According to Surty (2010:18) the municipal council is largely dependent on the decision of the executive major in matters of importance in the municipality. This is demonstrated in Section 30 of the MSA, 2000 which states that the executive committee or executive mayor of a municipality or, if the municipality does not have an executive committee or executive mayor, a committee of councillors appointed by the municipal council, must in accordance with Section 29 manage the drafting of the municipality's IDP, assign responsibilities to the municipal manager, and submit the draft plan to the municipal council for adoption by the

council. The municipal council decides on any matter relating to Section 160 (2) of the Constitution, 1996 the approval or amendment of an IDP for the municipality, and the employment of the municipal manager or head of department. Furthermore, the municipal council must first require the executive mayor to submit a report to it and make recommendations on the matter.

Another important function of the executive mayor involves the management and development of the municipal IDP, the performance management system and the budget. The responsibility is then assigned to the municipal council for adoption (Craythorne 2006:121; Surty, 2010:19; Van der Waldt, 2007:72). The executive committee provides political direction to economic and social development including community participation and cooperative governance. The executive committee also has the advantage of being able to draw on the collective experience and insights of all members of the executive committee. The executive system ensures proper consideration in terms of executive decision-making (Bekink, 2006:192). The executive mayor system is discussed below.

2.10.2 The mayor or executive mayor

In terms of Section 49 the Municipal Structures Act, 1998 the mayor of a municipality with a collective executive system, presides at meetings of the executive committee and performs the duties, including any ceremonial functions, and exercises the powers delegated to the mayor by the municipal councillor or the executive committee. The executive committee report not to the mayor but to the municipal council (Van der Waldt *et al.*, 2018:82).

Thornhill and Cloete (2014:77), state that only certain types of metropolitan, local and district councils may have executive mayors. The executive mayor of a municipality with an executive system allows for the execution of the executive authority through the executive mayor, in whom the executive leadership of the municipality is vested. The powers and functions of the executive mayor are the same as those delegated to the executive committee (Surty, 2010:15; Thornhill, 2008:501). SALGA and GTZ South Africa (2015:21) states that the executive political leadership is provided by the executive mayor and the mayoral committee or the executive committee headed by the mayor, together with Section 80 committees assisting the executive mayor and executive committee to fulfil the executive functions of the municipality.

The statutory functions of the executive mayor are provided in Section 56 of the Municipal Structures Act, 1998. In terms of Section 56(1) of this Act an executive mayor is entitled to receive reports from committees of the municipal council and to forward these reports together with recommendations to the municipal council when the matter cannot be disposed of by the executive mayor in terms of the executive mayor's delegated powers. In terms of Section 56(2) of the Municipal Structures Act, 1998 an executive mayor is responsible for the fulfilment of the following functions:

- The executive mayor receives reports from the portfolio committees of the council and has to forward them with recommendations to council except if the executive mayor can dispose of a matter in terms of his or her delegated powers;
- The executive mayor must identify the priority needs of the municipality;
- The executive mayor must review and evaluate the priority needs of local communities;
- The executive mayor must make recommendations to the municipal council concerning strategies, programmes and municipal services, to ensure they address the identified priority needs of the community;
- The executive mayor must take into account any national and provincial development plans such as the NDP of 2030 Executive Summary; and
- The executive mayor must recommend the most effective way to deliver the identified strategies, programmes and services to the benefit of the local community (Thornhill and Cloete, 2014:77-78).

According to Bekink (206:195), SALGA and GTZ South Africa (2006:14) and Thornhill (2008:501) the executive committee differs from the mayoral committee in two ways. Firstly, the executive committee is appointed by the council but the mayoral committee is elected by the executive mayor. Secondly, the executive committee serves for the term of the council, unless the type of the municipality changes, whereas members of the mayoral committee serve for the term of the executive mayor. The executive mayor may also dismiss a member at any time.

2.11 TYPES OF MUNICIPALITIES

Section 155 (1) of the Constitution, 1996 determines the different categories of municipalities, namely Category A (metropolitan), Category B (local municipalities) and Category C (district municipalities). In terms of Section 155 (2) of the Constitution, 1996 national legislation must define the different types of municipality that may be established within each category. Furthermore, Section 7 of the Municipal Structures Act, 1998 defines different types of municipality that may be established within each category of a municipality. It is significant to indicate that the way in which an executive system can be combined with a participatory system in order to create a municipal type is different for each category of municipality (Bekink, 2000:201). The different types in each category are explained below.

2.11.1 Types of Category A (metropolitan) municipality

A Category A municipality is a municipality that has exclusive municipal executive and legislative authority in its area, with a Category C municipality within its jurisdiction (metropolitan municipalities such as Mangaung). A metropolitan municipality is viewed as an area where there is high population density; extreme movement of people, goods, and services; extensive development; multiple business districts and industrial areas. They are also regarded as areas with a centre of economic activity with a complex and diverse economy and strong interdependent social and economic linkages between its constituent units. As such, metropolitan councils are a category of municipality that largely operates independently of the other two categories (WPLG, 1998:106; Stanton, 2009:82).

The Constitution, 1996 further in Section 156 sets out the powers and functions of municipalities and in Schedule 4 and 5 the functions and powers of districts and local municipalities. In terms of the Municipal Structures Act, 1998, the metropolitan municipalities' functions and powers are set out in Part B of Schedule 4 and 5. According to Craythorne (2006:156) a Category A municipality (metropolitan) is responsible to provide the community with everything listed in Parts B of Schedule 4 and 5, namely:

- Electricity and gas reticulation;
- Fire-fighting services;

- Air pollution control;
- Building regulations;
- Local tourism;
- Municipal planning;
- Municipal health services;
- Municipal public works;
- Pontoons, jetties, piers, ferries, and harbours, excluding the regulation of international and national shipping;
- Storm-water management systems;
- Water sanitation and domestic wastewater supply systems, services limited to potable water supply systems, and sewerage disposal systems;
- Refuse removal, refuse dumps and solid waste disposal
- Beaches, public spaces and amusement facilities;
- Noticeboards and display of advertisements in public spaces;
- Cemeteries, crematoria and funeral parlours;
- Facilities for the accommodation, care and burial of animals;
- Licensing of dogs;
- Licensing and control of undertakings that sell food to the public;
- Local amenities;
- Local sports facilities;
- Trading regulations;
- Childcare facilities;
- Markets and street trading;
- Municipal abattoirs;
- Noise pollution;
- Pounds;
- Traffic and parking; and
- Control of undertakings that sell liquor to the public.

Section 8 of the Municipal Structures Act, 1998 establishes the following eight types of a Category A municipality in South Africa:

- a municipality with a collective executive system;
- a municipality with a collective executive system combined with a sub-council participatory system;
- a municipality with a collective executive system combined with a ward participatory system;
- a municipality with a collective executive system combined with both a sub- council and a ward participatory system;
- a municipality with a mayoral executive system;
- a municipality with a mayoral executive system combined with a sub-council participatory system;
- a municipality with a mayoral executive system combined with a ward participatory system; and
- a municipality with a mayoral executive system combined with both a sub- council and a ward participatory system.

Bekink (2006:219) indicates that metropolitan municipalities may have either the collective executive system, or the mayoral executive system on its own, or one of these combined with one or both of the participatory systems.

2.11.2 Types of Category B (local) municipality

A Category B municipality must have any one of the three executive systems, either alone or combined with a ward participatory system. This type of municipality shares executive and legislative authority in its area with the Category C municipality within whose area it falls (Magareng Local Municipality). The Municipal Structures Act, 1998, Section 8, precisely identifies the different types of Category B municipality. The following options are available:

- a municipality with a collective executive system
- a municipality with a collective executive system combined with a ward participatory system
- a municipality with a mayoral executive system
- a municipality with a mayoral executive system combined with a ward participatory system

- a municipality with a plenary executive system, and
- a municipality with a plenary executive system combined with a ward participatory system

Sections 83 and 84 of the Municipal Structures Act, 1998 further provides that a Category B (local) municipality has the following functions and powers conferred on it, namely:

- IDP for the district municipality as a whole, including a framework for IDPs in the area of the district municipality;
- Bulk supply of electricity, which includes the transmission, distribution and, where applicable, the generation of electricity; and
- Potable water supply systems; domestic wastewater and sewage disposal systems; solid waste disposal sites, and regulation of waste disposal.

A Category C municipality has both the executive and legislative authority in an area where there is more than one local municipality such as the FBDM. All the remaining powers and functions conferred upon it under Section 83 (1) of the Municipal Structures Act, 1998 which have not been vested in terms of Section 84 (1) in the district municipality of a relevant area will fall under the authority of the relevant local municipalities. Craythorne (2006:156-157) states that a Category C (local) municipality is authorised to exercise power to perform the following municipal services, namely:

- Provision of bulk supply of electricity, which includes the transmission, distribution and where applicable generation of electricity;
- Provision of domestic waste and water sewage disposal systems;
- Provision of municipal health services;
- The control of waste disposal sites, waste disposal facilities, and bulk waste transfer facilities for more than one local municipality in the district;
- Municipal roads for the area of the district municipality as a whole;
- To regulate passenger transport services;
- Municipal airports serving the area of the district municipality as a whole;
- Firefighting services serving the area of the district municipality as a whole,
- Control of fresh produce markets and abattoirs serving the area of a mayoral proportion of the municipalities in the district;

- Control of cemeteries and crematoria serving the area of a mayor proportion of municipalities in the district;
- Promotion of local tourism for the area of the district municipality;
- The receipt, allocation and, if applicable, the distribution of grants made to the district municipality;
- The imposition and collection of taxes, levies and duties in terms of national legislation; and
- Provision of municipal public works relating to any of the above functions or any other of the above functions or any other functions assigned to the district municipality.

The Municipal Structures Act, 1998 Section 9 permits for the following types of Category C municipality:

- A district municipality with a collective executive system;
- A district municipality with a mayoral executive system; or
- A district municipality with a plenary executive system.

Because of the vastness, composition and purpose, Category C municipalities cannot have wards or committees, and cannot have sub-councils. Therefore, the participatory systems are excluded in Category C municipalities because community participation is confirmed through the representation of councillors from the relevant local municipalities within the area of the district municipality (Bekink, 2006:202; Craythorne, 2006:59; Pycroft, 2011:153). The Constitution, 1996 embeds a two-tiered system of local government between Category B and Category C municipalities outside metropolitan municipalities (Bekink, 200:179; Nyalunga, 2006:04).

There are currently 278 municipalities in South Africa, comprising eight metropolitan, 44 district and 226 local municipalities. For the purpose of this study the Northern Cape Province has 31 local municipalities and five district municipalities, namely: Frances Baard, John Taolo Gaetsewe, Namakwa, Pixley Ka Seme and ZF Mgcawu.

2.12 AN OVERVIEW OF THE INTEGRATED DEVELOPMENT PLANNING PROCESS

According to Naidoo (2000:45), the former apartheid system and planning before 1994 had an agenda institutionally of separation and control. The skewed allocation of resources resulted in a backlog of service provision to the majority of disadvantaged communities. Since 1994, and the implementation of a new democratic system, South Africa is still battling to increase the rate of service delivery, challenge the dualistic nature of the economy and generate sustainable economic growth (Guelli, Liebenbeg, Elsona and Hyssteen, 2007:101). Van der Waldt (2007:94) asserts that it is essential for local government to position itself to face the backlogs, challenges and poverty left by the former regime.

The advent of the post-apartheid national governance saw a number of policy frameworks introduced, aimed at planning and funding strategies for reconstruction and delivery of basic services (Visser, 2001:1674). Since the 1994 elections, the new government faced an insurmountable task of inequality, poverty and lack of access to basic services. The Reconstruction and Development Programme (RDP) was introduced as African National Congress (ANC) policy before the democratic elections and then formalised in 1994 to address the extreme social and spatial disparities (Binns and Nel, 2002:921; Harrison, 2006:194; Pycroft, 2011:143; Van der Waldt *et al.*, 2007:96). In this regard, Binns and Nel (2002:922) hold that the RDP was identified to achieve integrated, coordinated, sustainable socio-economic development to meet the basic needs of communities. Van der Waldt *et al.* (2007:96) contend that RDP was the first attempt to introduce a new planning discourse. Human, Marais and Botes (2008:01), however, maintain that local development planning became a phenomenon in 1994. Due to the policy shift in South Africa, the RDP was subsequently replaced with the former GEAR, and in 2010 with the New Economic Growth Path Plan, which seeks to enhance growth, employment creation and equity in South Africa (Van Niekerk, 2012:57-58).

The concept of IDP originates from the United Nations Conference on Environment and Development held in Rio de Janeiro in 1992 (FBDM IDP Review, 2014/2015). The Rio Conference adopted Agenda 21 as a blueprint for sustainable development. All 180 member states, including South Africa, were called upon to implement Agenda 21 by developing their

own locally tailored version called Local Agenda 21 (FBDM IDP Review 2009/2010 Planning 2010/2011:05). However, Todes (2003:02) argues that principles of sustainability are not widely reflected in the IDP, and environmental aspects are generally weakly developed. Mathane (2013:46) contend that the principles of Local Agenda 21 are embedded in the Constitution, 1996, and require that local government renders a sustainable provision of services. It is also required to provide a democratic and accountable government to all its citizens to ensure the delivery of services in an effective and efficient manner; to promote socio-economic development and create a safe and healthy environment for all communities. In order to facilitate developmental local government, IDPs became a legal requirement as a result of the passing of the Local Government Transitional Second Amendment Act, 1996 and the White Paper on Local Government, 1998. The enactment of the Local Government Transition Second Amendment Act, 1996 and the White Paper on Local Government, 1998, requires that all municipalities prepare an IDP. Furthermore, the enactment requires that an IDP of a municipality must guide and inform all management, planning and decision-making on which the annual budget is based. The former Department of Provincial and Local Government introduced IDP in 1996 to give effect to the constitutional objectives of local government as well as to improve the planning process at local government level. Another key aspect of the IDP is that it is a five-year strategic plan of a municipality, and is aligned directly to the term of office of the municipal councillors. Motingoe (2011:15) states that most municipalities experienced challenges with the first IDPs that were formulated and implemented between 1996 and 2000. Pillay, Tomlinson and Du Toit (2006:195) aver that the first IDPs were not clearly aligned with the municipal budget. Pillay *et al.* (2006:123) further explain that the second round of IDPs continued to remain a learning process concerning preparation and implementation. The idea of integrated development planning was an attempt to ensure that newly established municipalities performed their functions in a coordinated, strategic, developmental and fiscally responsible manner (Binns and Nel, 2002:923; Harrison, 2006:196; Pycroft, 2011:145).

In the 1996-2000 period, most local municipalities came up with their first IDPs. According to Harrison (2006:196) and Pycroft (2011:143) this was done in haste in response to a particular opportunity, and there was no time to develop the concept of the IDP before the introduction of the MSA, 2000. When the first term of elected councillors under the MSA, 2000 started on 6 December 2000, the IDP system came into effect (Fuo, 2013:231-614). According to Harrison (2006:183) the first set of IDPs was prepared by planning consultants who were

mainly rooted in physical planning. Since 1996 to 2000 most of the municipalities followed a one-size fits-all approach with the roll-out of the first IDPs (Pillay, Tomlinson and Du Toit, 2006:196). Many transitional local councils were confronted with capacity challenges (Pycroft 2011:145). Adam and Orange (in Dzingai, 2016:60) argue that there have been limited innovations in the IDP regarding the methodologies, especially from smaller municipalities. This emanates from the fact that the IDP process became standardised because of the use of IDP Guide Packs that were introduced in 2000 to assist municipalities to compile their IDPs. Dzingai (2016:60) affirms that the use of guide packs compromised the quality of IDPs. Ultimately the standardisation of the IDP and lack of experimentation reduced the quality of planning and side-lined the realisation of possibilities. Van Niekerk (2012:57-58) explains that although much progress has been made with the introduction of Integrated Development Planning (IDP), numerous service delivery protests have occurred since 2004. During the service delivery protests communities demanded effective service delivery, infrastructure, housing, electricity and water among other essentials. Van Niekerk (2012:58) further indicates that the continued service delivery protests demanded an urgent response as municipalities were at the centre of delivery. The 2009 State of Local Government Report noted that a number of municipalities had difficulty delivering expected services and that a uniform approach to the development of IDPs is unrealistic and not sustainable, given the historical, socio-economic conditions and financial viability of numerous municipalities in South Africa (Koma, 2010:118).

2.13 INTEGRATED DEVELOPMENT PLANNING

According to the DPLG, IDP Guide Pack (2000:04) IDPs are a process through which municipalities prepare a strategic development plan for a five-year period. The MSA, 2000 defines the IDP as a “single inclusive and strategic plan for the development of a municipality”. The MSA, 2000 further provides that the IDP must ensure the following:

- To link, integrate and coordinate a municipality’s specific plans
- To align the resources and capacity of the development to the overall development objectives of the municipality
- To form the policy framework on which the annual budgets rests

- To inform and be informed by similar development plans at national and provincial development level

The Municipal Structures Act, 1998 deals specifically with integrated development planning and budgeting. Section 1 of the Municipal Structures Act, 1998 defines the IDP as a plan aimed at the integrated development and management of a municipal area. The IDP forms a policy framework and general basis on which annual budgets must be compiled (Section 25 (1) (c) (Pauw, Woods, Van der Linde, Fourie, and Visser, 2002:318).

The WPLG (1998:59) recognises the IDP as a key tool of developmental local government and links the IDP to a broader participatory process, which includes performance management tools, community participation and service delivery partnerships. Harrison (2006:187) argues that the WPLG, 1998 maintains that the IDP provides a long term vision for a municipality. The IDP must set out the priorities of an elected council. The IDP must link and coordinate the sectorial plan and strategies of the municipality and it must align the financial and human resources with the priority needs of local communities. The IDP provides a basis for annual and medium term budgeting processes of the municipality. The main purpose of the IDP is, therefore, to enhance service delivery and fight poverty through an integrated and aligned approach between different stakeholders.

The Magareng Local Municipality's IDP informs all other key institutional policy documents, including the Budget and Service Delivery Implementation Plan (SDBIP). Therefore, the IDP can be seen as the municipality's principal strategic planning instrument. The IDP fosters horizontal and vertical coordination and integration at municipal level and provides a platform for community and stakeholder participation in the planning process of the municipality (DPLG, IDP Guide Pack, 2000:10). Section 26 of the MSA, 2000 identifies the following components of an IDP:

- The IDP must contain the municipal council's vision, which should reflect the most critical development and internal transformation needs of the municipal area;
- The IDP must set out the existing level of development in the municipality, which must include an identification of the local communities which do not have access to basic municipal services;

- The IDP sets out the development priorities and objectives of the municipal council for its elected term,
- The IDP must set out the LED aims and the municipalities internal transformation needs;
- The IDP must set out the developmental strategies of the municipal council, which must be aligned with any national or provincial sectoral planning requirements;
- The IDP must contain the spatial development framework, which must include the provision of basic guidelines for the land use management system for the municipality;
- The IDP must set out the municipal councils' operational strategies;
- The IDP must contain the disaster management plan of the municipality;
- The IDP must set out the municipality's financial plan, which must include a budget projection for at least the next three years including the key performance indicators and performance targets required in terms of Section 41 of the MSA, 2000 (IDP Guide Pack, 2000:10).

According to Fuo (2013:233), an IDP should be linked to the country's development priorities identified in the National Development Plan, 2030, the Medium Term Strategic Framework (MTSF) and Provincial Growth and Development Strategy (PGDS). In addition, the IDP must ensure the promotion of the country's commitments to the United Nation Sustainable Development Goals (UNSDGs). The UNSDGs, the current Medium Term Strategic Framework (MTSF), the National Development Plan (NDP) (2011), and local government's expanded developmental mandate, among others, focus on enhancing public participation, and combating poverty, including inequality, by providing free basic services to the poor. Thus it is expected that these should form part of the priorities reflected in the IDP of a municipality (Fuo, 2013:233).

According to the South African Human Development Report (2003:207), sustainable development reflects a process that meets the needs of a community without compromising the ability of future generations to meet their needs. Sustainable development should be multi-dimensional and encompass economic, social, political, cultural and environmental aspects. Sustainable development aims to address poverty, to create full employment and build a stable, safe and just society, which are the principal objectives of development policy and interventions in local government (South African Human Development Report, 2003:207).

2.14 THE ROLE PLAYERS IN THE IDP PROCESS

According to Gibbens (2008:56), the general principle is that the IDP deals with the integration and coordination of all developmental functions of a municipality and should therefore be managed at the highest possible level, and in a way that will allow for maximum intra- and intersectional linkage. In terms of the DPLG, IDP Guide Pack ii (2000:17), the municipal manager is responsible for delegating the daily responsibilities of coordinating the IDP as well as that of monitoring progress and implementation to the designated IDP official.

In terms of Chapter 7 of the Constitution, 1996, one of the major objectives of local government is to encourage the participation of communities in local government matters. The community refers to those who reside and conduct business in the municipal area, the rate payers and community organisations, as defined in the Municipal Systems Act, 2000. Section 5 of the MSA, 2000 makes provision for the role and responsibilities of communities in the IDP process. Section 5 of the MSA, 2000, states further that members of the local community have the following rights:

- Through mechanisms and in accordance with processes and procedures provided for in terms of MSA, 2000 or any other applicable legislation, to contribute to the decision-making processes of the municipal council; and to submit written and oral recommendations, representations and complaints to the municipal council
- To prompt responses to their written and oral communications as well as complaints to the municipal council
- To be informed of decisions of the municipal council affecting their rights, property and reasonable expectations
- To receive regular disclosure of the state of affairs of the municipal council as well as its financial statements
- To demand that the proceedings of the municipal council be open to the public, be conducted impartially without prejudice, and be untainted by personal interest
- To have access to public facilities
- To have access to municipal services which the municipality council provides

The three spheres of government are described by the Constitution 1996 as distinctive, interrelated and interdependent. The local government sphere has the right to govern the affairs of its municipality on its own initiative, but subject to national and provincial legislation. The IDP should guide how the provincial and national sector departments allocate resources at local government level. Simultaneously, municipalities should consider the sector policies and programmes when developing its own policies and strategies. It is in the interest of sector departments to participate in the IDP process to ensure that its programmes and those of municipalities are aligned.

Section 31 of the MSA, 2000 provides that the MEC for local government is responsible to provide a supporting role within the municipal IDP processes, as well as to monitor processes.

The DPLG, IDP Guide Pack (2000:41) maintains that various role players and departments should be involved in the municipal IDP process, as indicated in Table 2.1 below:

Table 2.1 Role players/ stakeholders in IDP process

Role Players/ Stakeholder	Roles
Executive Mayor	To ensure that Council fulfils its responsibilities by preparing an IDP within legislative and procedural guidelines. To ensure that Council prepares its annual budget and a three-year financial plan. To give political support to the integration process
Municipal Council	To obtain access to development resources and outside investment. To provide clear and accountable leadership and development direction. To develop a cooperative relationship with its stakeholders and communities. To monitor the performance of officials.
Councillors	To develop a mechanism of communicating with their constituencies. To empower councillors to represent their constituencies effectively by making informed decisions. To empower councillors to measure their own performance.
Municipal Manager	To be responsible for approving the IDP and approving the budget. To ensures linkage between the IDP and budget.
Financial Manager	To ensure management of the budget process.

	<p>To ensure that the IDP outputs are integrated into the budget.</p> <p>To ensure alignment between the IDP and the budget.</p>
IDP Manager	<p>To manage the day to day responsibilities of the IDP.</p> <p>To ensure that IDP outputs are integrated into the budget</p> <p>To ensure IDP activities are linked with the budget, which ensures the flow of information from the budget process into the IDP and IDP outputs into the budgeting process</p>
Municipal officials	<p>To afford officials with a mechanism to communicate with the councillors.</p> <p>To empower the officials to contribute to the municipality's vision.</p> <p>To empower officials to be part of the decision-making process.</p>
IDP Steering Committee	<p>To oversee the management of the IDP process.</p> <p>To contribute to the needs assessment and prioritisation</p> <p>To ensure organisational linkage with the budget and steering committee.</p>
IDP Representative Forum	<p>To consider the inputs from local communities and community stakeholder into all phases of the IDP.</p>
Communities and other stakeholders	<p>To provide an opportunity to inform the council what their development needs are.</p> <p>To provide an opportunity to determine the municipality's development direction.</p> <p>To provide a mechanism through which to communicate with their councillors and the governing body.</p> <p>To provide a mechanism through which local communities and community organisations can measure the performance of the councillors and the municipality as a whole.</p>
National and Provincial Sector departments	<p>The Department of Cooperative Governance and Traditional Affairs (CoGTA) of each province is responsible to monitor the IDP process, and to ensure that the allocation of resources is guided by the IDPs.</p>
Private sector	<p>The IDP provides guidance to the private sector in making decisions with regard to areas and sectors to invest in.</p>

(Source: DPLG, IDP Guide Pack VI 2000:41; Ceaser and Theron 1999:60-63).

According to Hlongwane (2011:41), without an IDP, planning within a municipality will be uncoordinated, which could lead to duplication and wastage of limited resources. Each role player or stakeholder involved in the IDP process has to fulfil their role in an effective manner

to ensure that a municipality's IDP adheres to the legislative requirements. It can be argued that the responsibility to prepare and IDP requires the involvement of different role players, local communities, community organisations and relevant stakeholders.

2.15 THE IMPORTANCE OF INTEGRATED DEVELOPMENT PLANNING

The purpose of the IDP as a new developmental tool is to provide a framework for municipalities to realise their vision and missions, make optimal use of scarce resources and formulate strategies that are critical for the sustainability of the municipality (WPLG, 1998:47). Subban and Theron (2011:97) explain that the IDP serves as a developmental instrument across the three spheres of government to deliver basic services to the poor. The Municipal Systems Act, 2000 provides the principles, processes and instruments on which all municipalities have to focus for their developmental role. Therefore, the MSA 2000 requires that each municipality must adopt a single, inclusive plan for the whole development of the municipality. In terms of the Municipal Structure Act, 1998 all district municipalities are also responsible for IDP. Mathane (2013:48) avers that each local municipality's IDP should be aligned with that of the IDP Framework of the District Municipality, as well as with the provincial sector department's policies and programmes. According to Coetzee (2002:10) the IDP fosters a culture of cooperative governance, in that the IDP serves as a basis for communication and interaction between the three spheres of government and sectors of development. Parnell and Pieterse (1999:61) state that the IDP ensures accountability and partnership by debating concrete issues, planning and making resource allocation decisions. The different departments of a municipality use public resources co-operatively and focus these resources towards achieving a common goal. As a municipal strategic plan, the IDP reflects all the municipal projects and plans of that particular municipality. The IDP is seen as representing a major shift from the traditional apartheid planning to a powerful policy instrument that brings about local government transformation (Parnell and Pieterse, 1999:61)

According to Subban and Theron (2011:96) the purpose of the IDP is to assist municipalities in decisions on the budget, land management, promotion of local economic development and institutional transformation in a consultative and strategic way. Section 25 of the MSA, 2000 accentuates the importance of the IDP: that each municipality has to adopt a single, inclusive strategic plan for the development of their community (Subban and Theron, 2011:101; Van Niekerk, 2010:56).

The DPLG, IDP Guide Pack (2000:05) provides six major reasons why municipalities should prepare IDPs:

- **Effective use of resources:** The IDP assist a municipality to focus on the prioritised needs of local communities by taking into consideration the availability of local resources to implement the prioritise needs.
- **Improve service delivery:** The IDP helps a municipality to identify areas where investment should take place. It also makes execution and implementation easier by engaging with different stakeholders and provides a deadlock-breaking decision mechanism to enable development of a pragmatic project proposal based on limited resources (DPLG, IDP Guide Pack, 2000:08).
- **Attract additional funds:** Private investors and sector departments are willing to invest in a municipality where there is a clear municipal development plan.
- **It strengthens democracy:** The decisions are made and taken in a democratic and transparent manner through active participation of local communities.
- **It helps to overcome the apartheid legacy:** The municipality uses its resources to integrate rural and urban areas and to expand services to the poor.
- **It promotes co-ordination between local, provincial and national government:** The different spheres of government are encouraged to work in a co-ordinated manner to implement the development needs in a local area (DPLG, IDP Guide pack, 2001:05).

It can be concluded from the above that without the IDP, municipalities will act in an incoherent, uninformed and uncoordinated manner. In the following section the planning process of the IDP is considered. According to Motingoe (2011:23), when the planning process of the municipal IDP is considered, each phase in the IDP process brings a municipality towards implementation.

2.16 THE INTEGRATED DEVELOPMENT PLANNING PROCESS

The former DPLG, IDP Guide Packs (2000:15) sets out the IDP methodology that must be followed by all municipalities. The DPLG, IDP Guide Pack (Pack 0) (2000:16) requires that before a municipality can commence with its IDP it first has to compile its IDP process plan to

ensure proper management of the planning process. In terms of the DPLG, IDP Guide Pack (Pack 0) (2000:16) the IDP Process Plan must contain the following information:

- The municipal structure to be established to manage the planning process;
- The approach that needs to be followed to promote the involvement of local communities and community organisations in the IDP process;
- The time frame for the planning process;
- The outline of the different roles and responsibilities of each structure; and
- How the IDP process will be monitored and evaluated.

According to Gueli, Liebenberg and Van Huysteen (2007:102), the IDP process begins by defining the vision of a municipality, identifying the key developmental objectives and strategies to address those objectives. Strategies are then translated into various programmes and projects which are linked to the budget, and ultimately implemented and monitored. Gueli *et al.* (2007:102) categorise three core principles of the IDP process. Firstly, the IDP can be seen as a consultative process where local communities, and community organisations such as non-governmental organisations (NGOs), civil society and external sector specialists plan together. These stakeholders must analyse challenges affecting service delivery; prioritise needs in terms of urgency and long-term importance; develop a shared vision and devise a common strategy framework; formulate relevant programmes and projects; align and approve IDPs. Secondly, the IDP forms part of the municipalities' five-year strategic process. The IDP therefore consist of sequential stages of development that are aimed at ensuring that local knowledge is combined with the knowledge of the technical experts. This principle also requires that stakeholders overcome service delivery delays through consensus building within the stipulated timeframe, by which the underlying causes and symptoms of service delivery are addressed; that scarce resources are used effectively and efficiently; and that IDP's are not planned and budgeted for in isolation, but rather integrated from the start with other complementary sectors. Thirdly, the IDP as an implementation-oriented process. The IDP aims to become a tool to promote the provision of effective service delivery by ensuring that sound projects are designed, and the budget is limited to proposed projects. This principle also requires that agreement among stakeholders on planned projects is reached within a municipal area (Gueli, *et al.*, 2007:102).

According to the DPLG, IDP Guide Pack: Practical Guide to Municipalities (2000:46), the IDP refers to a process through which municipalities prepare a strategic development plan for a five-year period. The process undertaken to develop IDPs, is extensive and should consist of at least five phases (DPLG, IDP Guide Pack ii, 2000:14). Generally, the IDP process should be completed in accordance with the following phases, as illustrated in Figure 2.1.

2.16.1 Phase 1: Analysis

The analysis phase in the IDP process deals with the existing situation in a municipal area, and focuses on analysis of the problem, with consideration for the community's opinion on their problems. It is important that the municipality understands not only the symptoms but also the cause of the problems in order to make informed decisions (Mashamba, 2008:431). The situational analysis phase involves an analysis of both the internal and external environment (Van der Waldt, *et al.*, 2007:104). Van der Waldt and Knipe (2001:17) argue that the evaluation of the external environment considers political, economic, social, legal and technological factors. An analysis of the internal environment refers to the municipality's internal processes and practices, structure, and available resources of the municipality.

Van der Waldt *et al.* (2007:104) further indicate that a situational analysis can generate a large amount of information. Hence, to make information manageable, it is useful to categorise the internal factors as strength and weaknesses, and external factors as opportunities and threats. Rossouw, Le Roux and Groenewald (2003:70) refer to such an analysis as a SWOT analysis. SWOT analysis is an acronym for strengths, weakness, opportunities and threats (Ehlers and Lazenboy, 2010:243).

2.16.2 Phase 2. Strategies phase

Once the municipality recognises the issues affecting local communities and the causes of these challenges, it should formulate the solutions to address them (DPLG, IDP Guide Pack ii, 2000:15). The strategies phase includes the formulation of the following aspects:

- **Vision**

The vision serves as the road map of where the municipality is headed, the position it wants to take and the capabilities it intends to develop. In addition, the vision helps create organisational purpose and identity (Thompson and Strickland, 1998:4-5).

- **Formulation of objectives**

Objectives are defined as statements of what the municipality wants to achieve in the medium term in pursuing its basic mission (David, 2013:41). It is also essential that the objectives be quantifiable and achievable (Van der Waldt and Knipe, 2001:182).

- **Formulation of strategies**

Strategies are the ways and means by which a municipality plans to achieve its objectives (David 2013:41; Rossouw *et al.*, 2003:39). Despite the fact that a whole range of strategies are available, only those that are in accordance with the municipality's development mandate must be formulated.

- **Project identification**

As soon as the municipality formulates its strategies, the municipality has to identify a list of projects or programmes. Mathane (2013:73-74) explains that as soon as a municipality identifies its projects or programmes it should make provision for funding these projects.

2.16.3 Phase 3: Projects

This phase deals with the design and content of projects identified for implementation. The municipality must ensure that specifications of the projects identified have a direct link to the priority issues and objectives that were identified in the previous phases (DPLG, IDP Guide Pack 0 2000:17-18). During the project phase the municipality has to clarify the following:

- target group (beneficiaries);
- The location of the project;
- The date of commencement and the date of completion of each project;
- The person responsible for the implementation of the project; and
- The funding source.

According to the DPLG, IDP Guide Pack 0 (2000:17-18), the outputs of the project phase include aspects such as the project details and timeframes, the performance indicators, the targets and the location of the projects as well as the cost and budget estimates.

2.16.4 Phase 4: Integration

As soon as the projects have been identified, the municipality must certify that they are aligned with the municipality's objectives and strategies, and also with the resource framework, and that they comply with the legal requirements. In addition, this phase provides an opportunity for the municipality to harmonise the projects in terms of contents location and timing in order to arrive at a consolidated and integrated programme (DPLG, IDP Guide Pack ii, 2000:16).

According to LGSETA, IDP Skills Workbook (2000:96), a municipality must consider operation strategies during the integration phase, which include the following:

- It must consider the municipality's sectoral programmes such as its LED programmes, poverty alleviation strategies, health related programmes such as HIV/Aids programmes, and environmental programmes;
- Its integrated institutional plan;
- Its five-year financial plan;
- Its five-year capital investment programme;
- Its spatial development framework, and;
- Its consolidated monitoring, evaluation and performance management plans.

2.16.5 Phase 5: Approval

Once the IDP is completed, and before it is submitted to the municipal council for adoption, all relevant stakeholders, parties, the public and other spheres of government must be granted an opportunity to comment on the draft plan (Rauch, 2002:12). As soon as the IDP is adopted, the member of the executive council (MEC) of the local government has to assess that the IDP adheres to the requirements of the MSA, 2000, as well as to ensure that the IDP is aligned with the district municipalities IDP and relevant strategies (DPLG, IDP Guide Pack, 2000:19). After the municipality amends its draft IDP in accordance with the input from the relevant

stakeholders and the community, the municipal council considers the IDP for approval (DPLG, IDP Guide Pack 0, 2000:19).

Montingoe (2011:27) uses the following diagram to illustrate the different phases of the IDP:

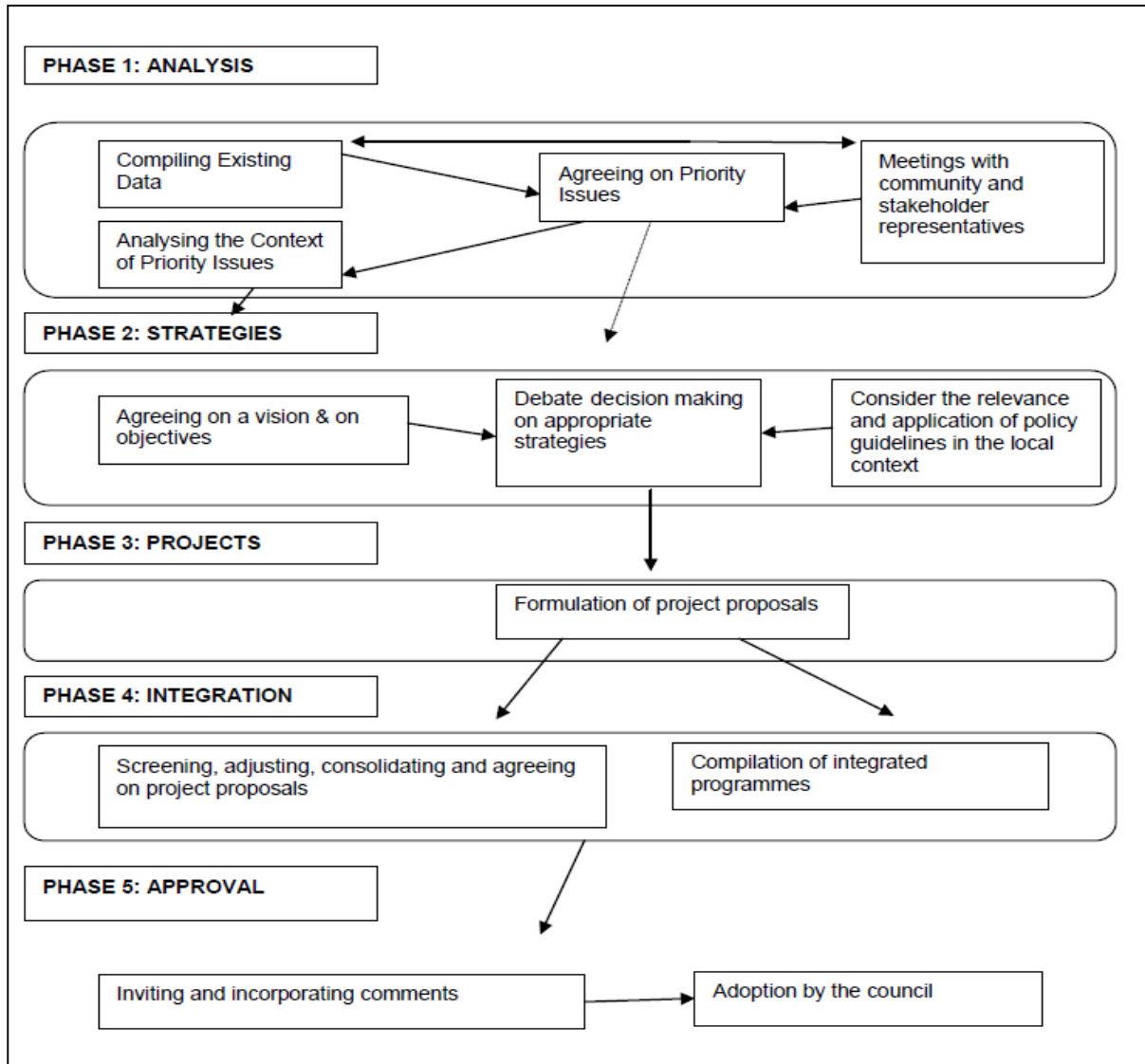


Figure 2.1: Phases of IDP

(Source: Montingoe, 2011:27 and DPLG, IDP Guide Pack ii, 2000:18).

Figure 2.1 illustrated the various phases of the IDP process. According to Van der Walddt *et al.* (2007:103), a change in any phase will affect several or all of the other phases. Van der Walddt *et al.* (2007:103) further explain that in any strategic management process the flow of information is in general a two-way process, in that the constantly changing conditions have an impact on interrelated and interdependent strategic activities such as illustrated in Figure 2.1. Lastly, the phases of the IDP process are sequential as illustrated above. The IDP provides

a step by step action plan, and the budget specifies the costs of the planned activities. Valeta and Walton (2008:379) are of the opinion that the provision of the budget to achieve the objectives set in the IDP is significant for the development of the municipality. For this reason, IDPs and budgeting are explained in the section that follows.

2.17. INTEGRATED DEVELOPMENT PLANNING AND BUDGETING

Every municipal council must appropriate money for its budget. For example, in South Africa the fiscal year for the state departments starts from 1 April and ends on 30 March. In the local government sphere of government, the financial year runs from 1 July until 30 June of the following financial year (Cloete and Thornhill, 2012:202). The allocation of resources to implement the IDP occurs through the budgeting process. Therefore, the budget of the municipality must be informed by the strategies contained in the IDP. A municipality's IDP, however, must be informed by the availability of financial resources (Valeta and Walton, 2008:381).

According to Shafritz, Russell and Borick (2013:475) a public budget has the following four dimensions:

- Firstly, it serves as a political instrument by allocating scarce public resources to address the many social and economic needs of a jurisdiction;
- Secondly, it can be seen as a managerial instrument. It serves as a financial plan that sets out how resources are allocated to achieve services to the community in an efficient manner;
- Thirdly, a budget is also an economic instrument that should direct the municipality's growth and development; and
- Fourthly, it is an accounting instrument that holds functionaries (political and public officials) to account for both the expenditures and revenue of the projects and programmes over which they exercise control.

Gildenhuys (1997:130) explains that the budget refers to a political or policy plan, a programme of proposed actions, contains estimates and serves as a source of information for all concerned. A municipal budget contains two components: capital and operational budgets (Valeta and Walton, 2008:381). The operating budget, according to Fourie and Opperman (2007:96),

consists of an estimate of the municipality's operating expenses which will be incurred by the municipality over the financial year to which the budget relates. The capital budget is an estimate of the capital budget expenses which will be incurred over the relevant financial year.

According to Pauw Woods and Van der Linde (2002:318), Section 25 (1) (b) of the MSA, 2000 requires that the integrated development plan aligns the resources and capacity of the municipality with the implementation plan. In addition, Section 26(h) of the MSA, 2000 determines that an IDP must reflect a financial plan that includes a budget projection for the next three years. The IDP requires that the financial plan of a municipality should make provision for interventions to ensure sustainability (Mashamba, 2008:03).

The National Treasury (2015:03) points out that while the preparation of the municipal budget and integrated development can be seen as two separate processes; therefore, it is vital to establish arrangements for the annual review of the IDP while the budget continues flawlessly. Both the IDP and the budget as the financial plan reflects the priority needs of the local community, and to provide useful inputs to the relevant provincial and national department's strategies and budgets for the provision of services such as schools, clinics, hospitals and police stations (Dlulisa, 2013:36). Valeta and Walton (2008:381) are of the opinion that the municipality's operating and capital budgets must be aligned with the objectives and strategies contained in the IDP.

According to Visser (2001:23) the capital budget of a municipality makes provision for all capital and development programmes and projects of a local authority, and it represents the fiscal expression of the IDP goals. The capital budget therefore generally includes the civic community hall, construction of community health services centres, and housing schemes and street works. Visser (2001:23) further explains that a municipality can borrow money to initiate a capital project. Councillors are accountable and representing the prioritise needs of those identified in the IDP.

According to Fuo (2013:256-257) and Fourie and Opperman (2007:88) the mayor is responsible for coordinating the processes for preparing the annual budget and reviewing the municipality's IDP and budget related policies, to ensure that the tabled budget and any other revisions of the IDP are mutually consistent and credible. Furthermore, when preparing the annual budget, the mayor of the municipality has to consider the municipality's IDP, the

national budget, the relevant provincial budget and the national government's fiscal and macro-economic policy. The mayor must also take all reasonable steps to ensure that the municipality revises its IDP and takes into account realistic revenue expenditure projects for future years. Fourie and Opperman (2007:88-89) further mention that once a budget is approved, a municipality can incur expenditure only in terms of the approved budget and within the limits of the amounts apportioned for different votes in the approved budget.

In terms of Section 33(1)(a) of the MFMA, 2003, long-term budgetary commitments are required for the implementation of IDPs, but also require a broad range of support across all spheres of government. Even though a municipal council may enter into a contract which may impose a financial obligation on the part of the municipality beyond the three years as provided in the annual budget of that year, it may do so only after receiving the support of the national and provincial treasuries. Fuo (2013:257) states that a multitude of role players must be consulted in long term contracts for the provision of basic services such as water and sanitation, and electricity. This could slow down the pace at which the IDP is implemented.

The municipality's five-year financial plan informs the other spheres of government budgetary processes. The Medium Term Revenue Expenditure Framework (MTREF) also requires all three spheres of government to do a budget projection for a three-year period. The MTREF considers the five-year financial plan of the IDPs. Furthermore, the MTREF assists the three spheres of government to establishing their three year budgets with commitments for one year and indicative figures for the following two years (DPLG, IDP Guide Pack VI, 2008:38-42 in Mathane, 2013:80). SALGA and GTZ South Africa (2006:89) explain that most capital projects are expensive and require large sums of money. Municipalities cannot afford to finance capital projects over a period of one year. They may, therefore, have to borrow funds to finance some of the capital projects, and municipalities have to repay such loans over a period of time.

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

The budget is the tool for implementing strategies in the IDP through the SDBIP (Valeta and Walton, 2008:382). The National Treasury Circular 13 (2005:05) states that the budget gives effect to the strategic priorities of the municipality and is not a management or implementation

plan. All municipalities must develop their SDBIP. The SDBIP serves as a “contract” between the administration, the municipal council and community. Furthermore, the SDBIP expresses the goals and objectives set by the municipal council as the measurable outcomes that can be implemented by the administration over the next twelve months. Section 53 (1)(c)(ii) of the MFMA, 2003 defines the SDBIP as a detailed plan approved by the mayor of the municipality for implementing the municipality’s delivery of municipal services and its annual budget, which must include the following:

- Projections for the year that include revenue to be collected by service, operational and capital expenditure by vote, and the service delivery targets and performance indicators for each quarter. In terms of the National Treasury MFMA, Circular 13 (2005:05), the five necessary components of the SDBIP include the following:
- Monthly projections of revenue to be collected for each service, such as electricity, water and refuse removal;
- Monthly projections of expenditure (operating and capital) and the revenue for each vote;
- Annual and quarterly projections of service delivery targets and performance indicators for each vote;
- The ward information for expenditure and service delivery; and
- The detailed capital works plan (budget broken down by ward).

Section 53 (1) of the MFMA, 2003 states further that the mayor of a municipality must take all reasonable steps to ensure that the municipality’s SDBIP is approved by the mayor within 28 days after the approval of the budget. In addition, the mayor must ensure that the revenue and expenditure projections for each month, and the service delivery targets and performance indicators as set out in the SDBIP, are made public within 14 days after its approval (Magareng, 2013-2014: 02).

The SDBIP is considered the top layer plan (Sol Plaatjie LM SDBIP, 2015-16:04). The top layer of the plan, according to Pauw *et al.* (2009:288) indicates that the SDBIP is informed by the multi-year performance plan and is comprised of the consolidated service delivery targets and in-year deadlines. Once the top layer SDBIP is set, the lower layers of detail are developed by the senior management of the municipality on every output. Furthermore, this output is

broken down into smaller outputs linked to the responsibility of middle and junior managers (Sol Plaatjie LM SDBIP, 2015-16:04).

The National Treasury (2005:01) indicates that the SDBIP can be perceived as a binding document between the municipality administration, municipal council and public which pronounces the goals and objectives laid down by the council. The SDBIP should be linked to the performance contracts of relevant managers within a municipality for monitoring by the accounting officer of that municipality.

According to Valeta and Walton (2008:382), to achieve its objectives the municipality should monitor the implementation to guarantee the achievement of the short term targets set out in the budget. Furthermore, the targets must be monitored by responsible parties to ensure that policy is having the desired effects. It can be argued that the role of monitoring implementation is also to avoid unnecessary and wasteful expenditure on unfunded mandates and to improve the standard of service delivery in municipalities. This also suggests that the IDP should be the basis for implementation, performance management and monitoring.

Van der Waldt and Venter (2007:115) argue that in order to maintain and continuously improve municipal services, the performance of the municipality should be monitored to ensure that the implementation is done according to what is planned. Such monitoring should not only focus on financial performance, but also on non-financial issues such as people, systems and policies. In the section that follows, public participation in the IDP process was discussed.

2.19 PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS

One of the important features of the present developmental local government is recognition of linkages between development, service delivery and local citizen participation. Municipalities use public participation as a measure to deepen local democratic culture, and this local democracy ensures promotion of delivery of goods and services to the community (Madumo, 2012:45). According to Craythorne (2006:314), a municipality has an obligation to disseminate certain information to its community. Community participation, according to Gibson (2006:07), occurs when the ordinary citizens come together to deliberate and collectively take action to address problems.

Arnstein (1969:216) writes that public participation refers to a process that involves a distribution of power, enabling the previously disadvantaged groups from the political and economic process to be included in the future. It therefore exists where the distribution of authority is enhanced to deliberately include the underdeveloped and powerless. Additionally, Clapper (1993, 13-14) explains public participation as the effort of all the people affected by the political process to influence the government's activity. According to Dlulisa (2013:32), community participation can be regarded as the involvement of persons or groups which are affected (positively or negatively) by a decision regarding proposed projects, policies, plans or programmes. Community participation provides an opportunity for local communities and local stakeholders to voice their views in matters relating to local governance and development projects (Mbambo and Tshishonga, 2008). This approach to planning involves the entire municipality, the stakeholders and the citizens in finding the best solutions to achieve the long-term development objectives of the municipality.

The National Policy Framework Act, 2007 contends that the concept of public participation in all spheres of government is embedded in the South African Constitution, 1996. The Constitution, 1996 provides in Section 152 that the objectives of local government are to encourage the involvement of communities and community organisations in the matters of local government. In terms of Section 195 (e) of the Constitution, 1996, the basic values and principles governing the public administration of people's needs must be responded to, and the public must be encouraged to participate in policymaking. Section 151(1) (e) of the Constitution, 1996 further states that municipalities must encourage the involvement of communities and organisations in the matters of local government.

Furthermore, Madzivhandila (2012:375) indicates that the participation process becomes structured and institutionalised through the enactment of the Municipal Structures Act, 1998, which endorsed the creation of municipal councils for which citizens may affect their own representation, mayors and councillors. According to Section 4 of the MSA, 2000 the council has the duty to ensure the following:

- To encourage and involve local communities in the affairs of local government;

- To consult local communities about the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider.

According to Section 5 of MSA, 2000, 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;
- Be informed of decisions of the municipal council;
- Receive regular disclosure of the affairs of the municipality, including its finances.

The WPLG (1998:69) identifies four levels of community participation and emphasises that municipalities must establish forums consisting of voters, citizens, consumers and organised partners, to initiate policies, influence policy, and formulate and participate in monitoring and evaluation of activities (Botes, Marais and Ingle, 2009:112). Section 17 of the MSA, 2000 requires, that the involvement of local communities in the affairs of the municipality must take place through the municipality's political structures for participation, as set out in the Municipal Structures Act, 1998 (as amended in 2000 and 2003). The WPLG (1998:48-49) also suggests that "municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation". The WPLG (1998:70-71) provides that the following approaches should be followed to encourage the involvement of local communities:

- Forums to allow organised formations to initiate policies and/or influence policy formulation, as well as participation in monitoring and evaluation;
- Structured stakeholder involvement in certain council committees, in particular if these are issue-oriented committees with a limited lifespan rather than permanent structures;
- Participatory budgeting initiatives aimed at linking community priorities to capital investment programmes;
- Focus group participatory action research conducted in partnership with NGOs and CBOs to generate detailed information about a wide range of specific needs and values.

In light of the above Section 18 (1) of the MSA, 2000 provides that a municipality must communicate to its community information about public participation and the available mechanisms, as well as the processes and procedures in order to encourage and facilitate participation. Section 19 of the MSA, 2000 also requires that the municipal manager give notice to the community as determined by the municipal council, about the date, time and venue of every meeting and urgent meetings of the municipal council, unless time constraints make it impossible. Section 20 of the MSA, 2000 confirms that meetings of the municipal council and its committees are open to the public, including the media, and neither the municipal council nor its committees may exclude the public and media. Furthermore, the municipal council has the right to take the necessary steps to regulate public access and public conduct during its meetings.

Valeta and Walton (2008:380) reveal that there are public participation platforms such as ward committees, Community Development Workers (CDW), community based planning, Izimbizos, traditional leadership, and various other community based organisations and IDP representative forum meetings, which were briefly discussed in the following sub-sections below.

2.19.1 Ward Committees

According to Smith (2007:14), ward committees were introduced in 2001 as the principal mechanism for community participation. Functional ward committees are necessary to ensure meaningful participation in planning (SALGA and GTZ South Africa, 2006:69). While there is a very strong political commitment within government behind ward committees, there is a view within civil society that ward committees serve little constructive purpose. Some claim that ward committees do more harm than good and serve to further undermine what was once a vibrant local culture of public participation in local governance, which manifested in a diverse array of community based committees and structures (Smith, 2007:15).

Ward committees play an important role in determining municipal business through assessing and approving the budget, performance management, and planning and developing an Integrated Development Plan. Ward committees should work closely with municipal councillors and other stakeholders to identify priority needs and to ensure that these needs are included in the budget proposals and plans (Nyalunga, 2006:03).

According to Nyalunga (2006:03), ward committees are perceived as ineffective in advancing citizen participation at local government level. Their inefficiency is caused by, among other things, lack of capacity and incentives to persuade them to work wholeheartedly towards the betterment of their constituencies. Nyalunga (2006:03) argues that many municipalities still do not have formal or functional ward committees in place. She further reiterates that municipalities where ward committees are operational are characterised by uncertainty and in some instances, chaos. This appears to be as a result of the fact that the role of the ward committees is not clearly defined. Moreover, Nyalunga (2006:04) further argues that this creates further tensions between ward committee members and ward councillors, as resources are limited to enable ward committees to function better and improve efficiency. Therefore, the identified challenges above should be the starting point for some form of awareness and capacity interventions.

The former 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 IDP, to promote effective public participation in the affairs of the municipality, and in the preparation, implementation and review of its IDP (National Policy Framework for Public Participation, 2007:07).

It can be argued that the ward committees cannot be the only way to promote and facilitate community participation and involvement in decision making at local government level. It is crucial that other forms of participation be encouraged. The other key public participation concepts were outlined in the next discussion.

2.19.2 Community Development Workers (CDW)

The community development workers programme was initiated by the government in 2003. The rationale for its introduction was the need to narrow the gap between government service delivery initiatives in all three spheres, and citizens' awareness of and access to the benefit of these initiatives. The programme seeks to assist in the developmental deadlocks, strengthen the democratic social contracts, advocate and become an organised voice for the poor, and improve the government community network (Smith, 2007:22). The National Public Policy Framework

for Public Participation (2007:66) contends that there is great potential for synergy with CDWs with regards to improving service delivery, so municipalities should clarify the relationship between officials and CDWs, especially ward councillors and CDWs. The CDWs must sit on the IDP Representative Forum as a formally recognised interest group. In respect of ward committees, it is recommended that, subject to pre-existing agreements as to their relationship with, and role on, ward committees, CDWs should sit as ex officio on the several ward committees in the area they service. In addition to assisting with community-based planning (CBP) and ward plans (see Figure 2.4 below), it is suggested that CDWs provide vital information during planning, confirmation of information monitoring and evaluation through the IDP Rep Forum, and further support ward committees in advising residents on how to resolve their problems. CDWs also serve as communication agents at municipal level, and other stakeholders with government.



Figure 2.2 CDWs Role in Integrated Development Planning

(Source: National Policy Framework on Public Participation, 2007:67).

2.19.3 Community Based Planning (CBP).

Community Based Planning (CBP) has been successfully piloted in South Africa. It is a ward-based planning approach that aims to break down the IDP to the ward level. CBP makes municipal plans more relevant to local conditions, increases community participation in the processes and increases control in issues of service delivery. This requires functional committees who develop plans for their own wards, and who link ward priorities to the Integrated Development Planning of the municipality (SALGA and GTZ South Africa, Izimbizos 2006:70).

2.19.4 Izimbizos

According to Smith (2007:24) the Izimbizo programme was introduced by the government in 2000. The Izimbizo forums are critical in enabling government to communicate its programmes and plans, and to raise problem concerns. Izimbizos accomplish a valuable function; however, Smith (2007:24) argues that izimbizos are little more than a carefully staged government public relations exercise, where the locations for the public events are carefully controlled. Smith (2007:23) states that Izimbizos serve mostly to advance the political agenda of the ruling party. However, Izimbizos afford a rare opportunity for ordinary citizens to have direct engagement with the highest-level of authority.

2.19.5 Traditional authorities

According to Nyalunga (2006:07), an alternative way that traditional communities can participate in local government is through the structure of traditional authorities. The Traditional Leadership and Government Framework Act, 2003 recognises tribal authorities as tribal councils, with a big role to play in developmental matters of local government in the processes of IDPs (Nyalunga, 2006:07).

The National Public Policy Framework on Public Participation (2007:66) argues that traditional leadership forms an important constituency and a vital interest group in development and service delivery issues. Thus, traditional leadership should be part of the IDP forum, and ward committees must establish a relationship with their councils, subject to any formal agreement between government and houses of traditional leadership at provincial or national level.

2.19.6 Integrated Development Representative Forum

In its DPLG IDP Guide Pack VI (2000:120-123), the Department of Provincial and Local Government suggests that an IDP Forum be established to encourage the participation of communities and other stakeholders. Van der Waldt *et al.* (2007:105) explain that the purpose of the IDP forum is to encourage broad community participation in IDP processes, and:

- To provide an opportunity for stakeholders to represent the interests of their constituencies;
- To provide a structure for discussion, negotiation and joint decision making;
- To ensure appropriate communication between all stakeholders and the municipality;
- To monitor the planning and implementation process.

According to SALGA and GTZ South Africa (2006:70), the composition of IDP representative forums may include:

- Councillors, including members of the executive committee of the council and district councillors;
- Traditional leaders;
- Ward committee members;
- Heads of departments and senior officials within municipalities and other government departments;
- Representatives from organised stakeholder groups;
- Resource people or advisors;
- Community representatives.

The DPLG, IDP Guide Pack: General Overview (2000:39-40) indicates that public participation is not equally relevant and appropriate in each stage of planning, and not all participation procedures are equally suitable for each planning step. In order to limit participation costs, avoid participation fatigue, and enhance the impact of participation, mechanisms of participation will have to differ from stage to stage. During the different stages of planning participation can be encouraged in these ways:

Table 2.2 Planning Phase: Methods of Participation

Planning Phase	Method of Participation
Analysis	Community meetings organised by the ward councillor Stakeholder meetings Surveys and opinion polls (getting views on how people feel about particular issues)

Strategies	IDP representative forum Public debates on what can work best in solving problems Meetings with affected communities and stakeholders
Projects	Representatives of stakeholders on project subcommittees
Integration	IDP representative forum
Approval	Public discussions and consultation with communities and stakeholders
Monitoring and implementation	IDP representative forum

(Source: SALGA and GTZ South Africa 2006:74).

Visser (2009:19) explains that although government has created platforms and procedures for community engagement with municipalities, it is evident that communities still choose to take their grievances to the street. These protests not only expose the current failures in service delivery but also the presence of untapped local energy and involvement with municipal governance. Dlulisa (2013:33) aver that various obstacles and challenges to effective community participation still exist in South Africa, such as ineffective public participation. Another obstacle is consultative fatigue by local government officials charged with implementing the IDP. This is caused by the lack of a sense of urgency by local municipalities when discharging funds and other resources for projects linked to the IDP. It was argued that without an IDP it is impossible to improve the livelihoods of communities. Consultation fatigue is explained as a barrier that is more evident in the public sector where overburdened officials are used for decision making that is short framed (Dlulisa, 2013:33).

Van der Waldt *et al.* (2007:29) explain that citizens in general lack the knowledge and political influence to give government institutions a mandate to solve their problems. They further argue that various barriers stand in the way, such as control of the information and policy making process by interest groups and economic elites, inertia in bureaucratic organisations, and resistance by experts to democratic governance.

According to the DPLG, IDP Guide Pack (2001:38), public participation in the development of municipal IDPs must be seen within the broader context. It assists the fulfilment of the following four major functions:

- **Needs orientation.** Ensure that community needs are taken into account.
- **Appropriateness of solutions.** Apply the knowledge and experience of local residents and communities to attain appropriate and sustainable solutions and measures.
- **Community ownership.** Organise local residents, community initiatives and resources, and inspire cooperation and partnerships between the municipal government and residents for implementation and maintenance.
- **Empowerment of local communities.** Make integrated development planning a public event and a forum for negotiating contradictory interests, finding compromises and common grounds, and creating increased transparency and accountability of local government towards residents (DPLG, IDP Guide Pack, 2001:38).

These functions must continuously provoke the choice of appropriate procedures and mechanisms for public participation. The translation of participatory principle into practice for the benefit of local communities will require an unwavering commitment to participatory development by practitioners. The participation process should involve disadvantaged groups, for instance women, youth, urban and rural poor and the disabled, in complex and sophisticated, decision making processes (Nyalunga, 2006:10). The following factors, as provided below, can help strengthen and facilitate public participation:

- To continuously consult with the community, and the involvement of CSOs where responsibilities of all participatory structures are clearly defined. Citizen participation should be inclusive and not be reduced to participation by only the elite. Organised civil society, predominantly non-governmental organizations (NGOs), business, interest groups and ordinary citizens (especially the poor), are important in the participatory process;
- To promote innovative ways of popular participation as opposed to the dominance of ward committees over the participatory space;
- To recognise the contribution of different sectors and interest groups as opposed to the politicisation of the participatory space;
- To ensure improved information dissemination;
- To link ward committees with community structures;
- To ensure that municipalities are committed to participation;
- To ensure allocation of budgets for community consultation (Nyalunga, 2006:10).

According to Du Plessis (2012:21), public participation is a vital process that involves intensive planning in the decision-making processes at local government level. The Integrated Development Plan emerges within municipalities through intensive planning. As such, the IDP reinforces the constitutional principle, which is aimed at promoting representative democracy, including development in local government. Du Plessis (2012:21) further explains that participation should take place in local government as municipalities, as facilitators of the IDP, are the closest sphere of government to local communities (Du Plessis, 2012:21).

Public participation is important for a municipality as it keeps the municipality informed and in touch with the community. One of the main objectives of the public participation process is that it affords an opportunity to affected groups to make inputs towards the policy-making process. Van der Waldt *et al.* (2007:29) mention the other aims of public participation as the following:

- To ensure improved integrated development planning
- To ensure that decisions are readily accepted because local people would have been involved, thus creating a more representative, responsive and democratic policy-making process
- To ensure that citizens are educated to effectively participate in government affairs
- To ensure consideration of alternative proposals and strategies
- To accommodate diverse role-players in the policy formulation process and thus gain support for new ventures that are unknown to the public

In light of the above, it can be concluded that the consultation process is frequently pursued more for compliance sake than for its intended purpose.

2.19.7 Other participatory mechanisms

According to Good Governance Learning Network (2004:02) the other mechanisms that are available to municipalities comprise public meetings, public hearings, consultative sessions, report back meetings, advisory committees, focus or interest groups, formal advertising in the press, market research and opinion polls, e-Government, community radio and community

press. Members of the community may raise issues with the council or municipality through petitions or questions to council.

2.20 THE ROLE OF PERFORMANCE MANAGEMENT

According to Fourie and Opperman (2007:321), performance management can be defined as a strategic approach to management which equips governance structures, management, employees and communities with a set of tools and techniques to periodically plan, monitor, measure and review the performance of the municipality in terms of the set indicators and targets. Performance management for local government contributes to creating a performance culture in the public service at municipal level, and is also a mechanism that is used to ensure that the municipality is doing its work and delivering on its mandate (SALGA and GTZ South Africa, 2006:99).

According to Cloete *et al.* (2003:16), the IDPs require that municipalities must institutionalise performance management systems and monitor and evaluate the impact that projects have on communities. The performance management system, therefore, is intended to improve service delivery and ensure that services are delivered in an effective and efficient manner.

Performance management is a tool for monitoring the performance of the municipality in terms of implementing the IDP (WPLG, 1998:59). Section 38 of the MSA, 2000 obliges a municipality to implement a Performance Management System (PMS) that is in line with the priorities, objectives, indicators and targets contained in its IDP. Van der Waldt *et al.* (2007:111) conclude that in a municipal context, performance management can be regarded as an umbrella term for total management of municipal performance. Performance management, therefore, enables a municipality to identify and overcome major challenges as well as to guide future planning on developmental objectives and to ensure the effective use of resources (DPLG, IDP Guide Pack vi, 2000:110).

In relation to the IDP, the MSA, 2000, including the DPLG, IDP Guide (Pack i) (2000:110), prescribe the measures to enhance performance in municipalities. These measures include all municipalities having to monitor, evaluate, review and report on their performance against indicators and targets set in their municipal IDP (Van Niekerk, 2012:57). The Performance

Management Guide for municipalities (DPLG, 2001:05) provides a framework on how the performance management system should be implemented. Performance management can therefore be regarded as a tool through which the implementation of the IDP is monitored and reviewed (Motingoe 2011:68).

According to Mogale City Local Municipality's Integrated Performance Management Framework and Policy (2014:12), the Performance Management System should provide a mechanism for ensuring increased accountability between the local communities, politicians, the municipal council and the municipal management team. Furthermore, the PMS should provide appropriate management information that will allow efficient, effective decision-making, particularly on the allocation of resources. Furthermore, performance management must assist municipalities in making immediate and appropriate changes in delivery and the management of resources. It should further assist municipalities to identify and overcome specific blockages and guide future planning on developmental objectives and resources (Van Niekerk, 2012:57).

Van der Waldt *et al.* (2007:115) contend that in order to maintain and continuously improve municipal services, the performance of the municipality should be monitored and evaluated to ensure that implementation is carried out according to what is planned. The monitoring and evaluation of the performance of the municipality should not only focus on financial performance, but also on non-financial matters such as people, systems and policies.

2.21 SOCIAL AND ECONOMIC DEVELOPMENT

Since 1994, the new government is characterised by high levels of inequality, and unstable administrative, economic and social structures, inherited from the policy of apartheid. The legal and administrative structures were planned on racial lines to serve the interests of the white minority. These structures further imposed segregation and dispossession which resulted in the impoverished non-white population (Cashdan, 1999:02; South African Institute of Race Relations (SAIRR) 2014:18-24). According to Ndlela (2008:223), the current reality of poverty, inequality and underdevelopment emphasises the need for government to act on issues of social and economic development. The prescribed authority for social development in local government is recognised in the legislative framework governing local government. The Constitution, 1996 in Section (26), (27) and (28) provides for the right to adequate housing,

sufficient food and water, and the right to basic nutrition, shelter, basic health care and social services for every child.

Furthermore, Section 153 (a) of the Constitution, 1996 places the responsibility for promoting social and economic development of communities with local government. As such, municipalities are also authorised to structure their administration and budgeting to achieve social development (Ndlela, 2008:224), consistent with national development policies and economic priorities such as the New Growth Path and the Provincial Growth and Development Strategies (PGDS) (Koma, 2014:96). Ndlela (2008:225) is of the opinion that development should focus on aspects such as health, education, demography, basic needs, informal sector activities, poverty, crime, relevant civil society organisations, subsistence activities and empowerment. Ndlela (2008:225) further states that the term social development does not only focus on the organisation. The common theme that runs through the list and the different ways of defining social development, is the term “Society” therefore, social development can only be useful if it is linked to society.

Van der Waldt and Du Toit (1999:112) and Van der Waldt *et al.* (2014:20-220) argue that social environment plays an important role in government actions and administration processes, in that government activities have a direct impact on the people. Koma (2014:96) indicates that local government since 1994 has been faced with the challenge of implementing redistribution and poverty alleviating legislation and policies intended to raise the standard of living of South African communities. Koma (2014:96) also states that the three spheres of government should work together in an integrated manner to achieve growth and development.

According to Befile (2009:01) extensive reforms, regulations and laws for integrated, coherent socio-economic development were introduced since 1994, which originated from the Reconstruction and Development Programme (RDP). These were proposed to transform issues of land dispossession, service delivery backlogs, poverty and inequality. Keaton (2014:26) and the NDP, Executive Summary (2011:09) state that South Africa is considered one of the most unequal countries in the world. The NDP, Executive Summary (2011:09) also explains that the Gini co-efficient is at the highest apex since 1994. Madumo (2012:43) and the NDP, Executive Summary (2011:09) assert that the Gini co-efficient increased from 0.64 in 1995 to 0.7 in 2011. STATSSA (2014:14) further asserts that the rate of national consumption for the rich remains significantly higher than the poor in South Africa.

According to Befile (2009:26), and Chopra and Sanders (2004:156-157), the failures of the GEAR aggravated the local economic crisis. Befile (2009:26) and Chopra and Sanders (2004:156-157) indicate that the South African government's adoption of a neo-liberal framework, and the failure to attract foreign investment and reduce poverty, led to a decline in the textile and manufacturing sectors. Furthermore, the unemployment rate has surged from 20% in 1994 to 26% in 2004. In addition, the unemployment among African males between the ages of 15 and 24 is running at 51% in 2014 (SAIRR, 2014:28).

Fakir (2004:06) states that South Africa has one of the worst records in terms of social indicators (education, health and safe water). There is a relationship between education and the poverty levels in South Africa STATSSA (2014:30-31). According to STATSSA (2014:30-31), households with little or no education displayed significantly high levels of poverty. More than 78.5% of adults without formal schooling were poor in 2006, as were seven out of every ten (70.5%) of adults with some primary school education. The high levels of poverty increased in 2009, while there was a significant decrease in 2011. This trend was seen within each different category of educational attainment. Furthermore, despite the 16% decrease in poverty, in head counts for adults with no formal schooling from 2006 to 2011, almost 66% remained impoverished. With regards to access to clean water, 10% of urban households and 39% of rural households do not have adequate access to clean water. According to the South African Human Rights Commission (2014:40) there are still historically disadvantaged communities under apartheid that remain without access to basic services, including sanitation, in the post democratic era.

The Human Development Index highlights the impact of South Africa's four diseases on society. First is the HIV/AIDS pandemic; second is that of injury, both accidental and non-accidental; third, the epidemic of infectious disease such as tuberculosis, pneumonia, diarrhoea, which interact in a loop with malnutrition and HIV; and fourth is the life-style diseases related to relative affluence (NDP, Executive Summary, 2011:20). Chopra and Sanders (2004:16) explain that HIV/AIDs continues to ravage the poorer communities, and results in many deaths with significant effects on poor households and communities.

According to the National LED Framework (2006:15) municipalities in South Africa still do not have adequate economic strategies in place to address the issues of poverty, unemployment and inequality. CoGTA (2009:36) indicates that plans for local economic development, the

promotion of investment, special projects, and alignment to national priority policies such as the detailed MTSF, are additional responsibilities that municipalities fail to respond to effectively. Koma (2013:138) avers that many municipalities fail to operationalise LED in their integrated development planning processes that focus on service delivery and infrastructure programmes. Turok (2010:07) is of the opinion that provinces are required to work with local municipalities to develop their capacity and encourage LED programmes. According to Craythorne (1999:16), a municipality has limited resources and needs to plan carefully and prudently. In addition, it affects the local economy because it takes money out of circulation by means of taxes (rates) and fees, but returns money to the economy when it pays staff and buys goods and services, and by its policies, can encourage or discourage development in a municipal area. Since the inception of the Constitution, 1996, local government was mandated to fulfil its development role to improve the lives of all people. Therefore, development is a constitutional function of municipalities; without it, jobs will not be created, homes will not be built, and services will not be provided. Craythorne (1999:16) argues that all municipalities must encourage development and provide appropriate infrastructural services.

Thornhill and Cloete (2014:88) explain that in order to attain the constitutional objectives every municipality will have to adopt a plan of action for achieving these specified objectives. Skosana (2007:02) argues that municipalities cannot operate without proper planning, and the lack of it is the major contributing factor to the failure to deliver basic services to South Africans. Valeta and Walton (2008:375) indicate that the successful attainment of service delivery priorities is dependent on the ability of the individual municipality to strategically plan, budget and cooperate with other municipalities, district municipalities, provinces and national and provincial departments. According to Madumo (2014:139) this makes IDPs indispensable at the operational level of service delivery, for the alleviation of poverty and inequality over the short and long term.

In light of the above, it can be concluded that in order to reduce the socio-economic backlogs, a strong partnership between government structures, private business, NGOs and civil society must be formed to resolve the imbalances and inefficiencies of the past. Local government is therefore key in this regard as the closest sphere of government to the people (Van der Waldt *et al.*, 2008:85). It was argued from the above that IDP fulfils a crucial role to synchronising planning and incorporation of sector plans of national and provincial departments, to address

the socio-economic inequalities of local communities. This will also be determined by the extent to which municipalities encourage local communities to participate in the process.

2.22 SUMMARY

The introduction of IDP since 1996 has been the government's initiative to transform planning and municipal councils, and strengthen the way in which they deliver services to communities. The general perception in all literature is the admission that the IDP is a strategic planning tool prescribed at a local governance level.

This chapter provided an overview of local government and IDP. Fundamentally, it was argued that local government, as the closest sphere of government to the people, is perceived to have the potential to promote a developmental state. Furthermore, the chapter has attempted to explore the importance of the IDP, and the powers and functions of local government, including categories of local government. Literature on the character and nature of the developmental state was assessed and it was discovered that local government is a critical component in establishing a developmental state. The different phases and process followed in the preparation of the IDP at municipalities is also highlighted.

This chapter explored the relationship which exists between a municipality's IDP and the budget process. The IDP is informed by the resources which can be afforded and allocated through the budget process in a municipality. The budget, in turn, must be aligned with the IDP and its objectives and strategies. This chapter further demonstrated that the IDP provides a framework for municipal management, budgeting, delivery and implementation. This means that the IDP provides a framework that aligns all forms of planning at local government level. As indicated, the budget is the tool for implementing the strategies in the IDP through the SDBIP. Monitoring implementation is necessary in order to ensure the achievement of the short-term targets set in the budget, as many municipalities continue to treat the IDP and budgeting as separate processes.

The role of local government has been examined, as it has been restructured to enhance and deepen democratisation and public participation in developmental programmes, in order to close the gap in terms of socio-economic development backlogs. The rising number of service delivery protests, however, reflect society's frustrations. The government needs to encourage

effective local participation to promote an active citizenry, including strengthening participatory governance and accountability. The social and economic conditions in South Africa are varied, and the economic and social processes are vital mechanisms in local government. It was accentuated that the NDP Plan of 2030 provides that the state requires well-run and coordinated government institutions, staffed by skilled public servants, to achieve the goals of developmental local government. It has also been identified that the IDP is guided by the principle of proper participation by the community, and other local stakeholders within the municipality.

Based on the discussions in this chapter, it may be concluded that the IDP is an important strategic tool to address the socio-economic backlogs and development challenges of municipalities. The next chapter explored the statutory and legislative framework of integrated development planning and developmental local government.

CHAPTER THREE: THEORETICAL OVERVIEW OF INTEGRATED DEVELOPMENT PLANNING AND LOCAL ECONOMIC DEVELOPMENT

3.1 INTRODUCTION

In the previous chapter, an overview of IDP and developmental local government was provided. The purpose of this chapter is to explore the interface between IDP and LED. Initially LED is defined and described, and the purpose of LED pointed out, as well as its key principles. The background and legal framework of LED in South Africa will subsequently be discussed. The role of local government and other spheres of government in promoting LED is highlighted, followed by a discussion on the LED process.

Thereafter, the focus will be on different approaches to LED, followed by a discussion on LED opportunities and challenges, positioning LED within the IDP and an overview on public participation in LED. The chapter also focuses on different LED strategies in South Africa. The remainder of the chapter then focuses on a discussion on institutional arrangements, LED funding, and mechanisms, followed by an evaluation of the LED fund. Lastly, a summary of the chapter will be given.

3.2 STATUTORY AND LEGISLATIVE FRAMEWORK FOR LOCAL ECONOMIC DEVELOPMENT

In this section the specific statutory and legislative frameworks are outlined. Pillay, Tomlinson, and Du Toit (2006:218) explain that there are a number of statutory requirements by the South African government, with established dictates, created to plan and implement LED at local level. It should be noted that although there is no specific LED legislation, LED measures are captured in various important acts such as the Constitution, 1996 and the MSA, 2000.

3.2.1 Constitution of the republic of South Africa, 1996

Koma (2014:40) and the SALGA Position Paper on LED (2010:04) state that Section 153(a) of the Constitution, 1996 provides that a municipality must structure and manage its administration, budgeting and planning in order to give priority to the basic needs of the community, and to promote the social and economic development of the local community. The

National LED Framework (2006:09) argues that the Constitution, 1996 allocates the responsibility to facilitate LED to municipalities. Triegaardt (2006:03) confirms that Part B of Schedule 4 and Part B of Schedule 5 in the constitution, which outline the functions of municipalities, does not include LED. Accordingly, DPLG in Triegaardt (2006:03) is of the opinion that it can be interpreted that LED is an unfunded mandate for municipalities. Koma (2014:42) and Triegaardt (2006:03) indicate that as a result of the constitutional requirements of municipalities to facilitate LED, as well as the contrast in the schedules which do not make reference to LED, it can be argued that municipalities provide a facilitating and coordinating role in LED instead of job creation in promoting LED.

Founded on the previous assertion that LED does not have a decisive legislation, Pillay *et al.* (2006:218) explain that the Constitution, 1996 makes available a framework that makes local government accountable for social and economic development, which has critical LED implications at local government level. The National Framework for Local Economic Development (2006:09) states that one of the responsibilities of municipalities should be that of a connector role in LED. Section 41 (i) of the Constitution, 1996 emphasises the importance of coordination and integration in government, which provides that all spheres of government and organs of state must cooperate with one another, inform one another, and consult with one another on matters of common interest, and coordinate their actions and legislation with one another.

3.2.2 The White Paper on Local Government, 1998

The WPLG (1998:44) advances the concept of developmental local government in South Africa. The WPLG (1998:46-47) further states that local government is not responsible for creating jobs but provides a conducive environment for business to thrive and create employment opportunities. Thus, local government is responsible for creating an enabling environment. Even though consideration is pointed towards other stakeholders like the private sector and NGOs, local government is the focus of the LED development in South Africa (Rogerson, 2006; Nel, 2001 in Triegaardt, 2006:02).

3.2.3 Municipal Structures Act (Act 117 of 1998)

Seduma (2011:22) states that the Municipal Structures Act, 1998 introduced participatory local democracy and local development. In terms of Section 72(3) of the Municipal Structures Act, 1998 municipalities must consult communities as a way to stimulate and enhance participatory democracy at the local government level.

Tshishonga and Mafema (2008:364) aver that through Section 19(2) of the Municipal Structures Act, 1998, municipalities are required to encourage a participatory needs assessment as well as the prioritisation of needs, to find alternative strategies to address identified problems and challenges. This is hard to accomplish without the involvement of the local communities through organised formations, to assess the needs of the community and achieve developmental objectives.

3.2.4 The Municipal Systems Act (Act 32 of 2000)

The SALGA Position Paper on LED (2010:05) points out that the Municipal Systems Act, 2000 underlines the role of local government in implementing development and permits LED functions such as roles and responsibilities. According to Pillay et al. (2006:218) the MSA, 2000 has a direct influence on public participation in local governance and local municipality development. Pillay *et al.* (2006:218) further explain that the MSA, 2000 provides for the approaches that permit municipalities to transform the social and economic conditions of communities and ensure that access to essential services is affordable.

Allan (in Patterson, 2008:07) states that the MSA, 2000 provides that all municipalities are required to develop an annual and five-year IDP that specifies development targets as well as detailed projects and programmes. Koma (2014:41) states that the IDP incorporates development priorities such as the objectives of each municipality and the LED included within the IDP of the municipality.

3.2.5 The Reconstruction and Development Programme, 1994

The ANC government after 1994 prioritised national reconstruction in the democratisation of political and social advancement, to support communities to emerge from poverty. According

to Lootvoet and Freud (2006:256) this was preceded by the adoption of the Reconstruction and Development Programme (RDP) in the ANC manifesto of 1994. Douglas (2012:26) explains that the RDP was an effort by labour movement to influence the new government in a development programme, while the key interest was focusing on the basic needs of the people. Van der Waldt et al. (2007:135) indicate that the RDP turned into a model in which all development policies were discussed and developed into the guiding document that set the basis for the LED.

The RDP (1994:15) states that the redistribution of resources should be of primary importance in attaining economic development. In terms of Section 2.3.5 of the RDP (1994:15), organisations must be established to promote local economic development in order to create jobs as well as sustainable development. The ANC (1994:08) contends that the RDP policy document highlights the redistribution of resources as one of the main aspects for economic development. Furthermore, it stipulates the need to provide basic services like electricity, health care and education to create a conducive environment for economic growth. Chikulo (2003:03) states that the RDP was discarded because of a lack of good inter-departmental coordination, in developing priorities and building local government capacity. As a result, part of the services was allocated to other government departments for execution.

3.2.6 The Local Government Transition Act of 1993 as amended in 1996

According to Abrahams (2003:189), the Local Government Transitional Act, 1993 as amended in 1996, provides for the implementation of LED in municipalities in South Africa. In addition, Abrahams (2003:189) states that the Local Government Transitional Act, 1993 as amended in 1996, inspires community development projects and programmes such as resource redistribution, human resource development, poverty reduction, and the promotion of local creativity and innovation. The participation of the private sector is crucial to sustainable and successful LED initiatives in a municipality.

3.2.7 National Development Plan, 2030

The NDP of 2030 suggests a long-term development objective in South Africa. It defines the preferred vision and identifies the roles which the different sectors of society must play in order to accomplish that goal. Furthermore, the NDP of 2030 proposes to eliminate poverty and

reduce inequality by 2030. According to the NDP of 2030, South Africa can accomplish these goals by drawing on the energies of its people, growing an inclusive economy, developing capabilities, enhancing the capacity of the state, and encouraging leadership and partnerships within communities (FBDM LED Strategy Review 2014/15:11-12).

3.2.8 Development Facilitation Act (Act 67 of 1995)

Mudacumara and Hague (2004:255) state that the Development Facilitation Act, 1995 (DFA) has influenced the development role of local government in South Africa. According to Scheepers and Monchusi (2002:83) the Development Facilitation Act, 1995 incorporates market principles into land development paradigms. Aspects such as policy administration and the laws relating to land development should encourage the real functioning of the land market that is based on an open competition between the suppliers of goods and services.

3.2.9 The National Framework for Local Economic Development in South Africa (2006-2011)

The National Framework for Local Economic Development (2006:03) is aimed at encouraging the strategic approach towards the development of local economies. The purpose of the National Framework for LED is to strengthen the development of sustainable local economies through the integrated government action. This framework has also established a strategic implementation process that the municipalities, provinces and national government, including the state-owned enterprises and the local communities, may follow to advance local economic development in municipalities. The National Framework for LED (2006:3-9) is intended at stimulating a shift away from narrow municipal interests that focus only on government inputs into ad-hoc projects.

3.2.10 Other government development strategies

According to Aliber (2002:15), GEAR was a strategy that was introduced to replace the RDP in South Africa. The aim of GEAR was to expand the private sector and achieve high economic growth and development. It supports the transformation of the private and public sectors in order to create sustainable economies and a favourable environment to attract and encourage private ventures. Aliber (2002:15) states that GEAR introduced limitations on aspects such as

poverty alleviation, fast-tracking the continued shedding of formal sector employment quantification at around 1,3 million jobs.

According to Gunter (2005:28) and Patterson (2008:06), the conception of the LED strategy in South Africa has been noticeable through the promotion of several significant policy documents, such as the Reconstruction and Development Programme (RDP) and the Growth, Employment and Redistribution Strategy (GEAR). Udjo et al. (2000:03) explain that the purpose of GEAR is to transform the economy to meet the needs of the people and make it ready for the competitive world economy.

Patterson (2008:08) states that the DPLG introduced the LED fund (LEDF) in 1999 as a strategy of government to mitigate poverty. About R1.5 million of the funds was aimed at projects such as the agri-industry, tourism initiatives, as well as human resources development programmes support to municipalities, which would contribute towards poverty alleviation and job creation within communities. Patterson (2008:08) explains that the fund was unable to generate long term sustainable projects and programmes and culminated in a number of small unsustainable projects spread around the country. One of the contributing factors is that the fund was managed during the time when there was a misinterpretation of what LED was and the competency of local government to implement LED.

According to Koma (2014:42), the LED Framework, 2006 offers perspective on the roles and responsibilities of various LED investors. The Department of Provincial and Local Government LED Policy Guidelines (2005:20) specifies the diverse roles and responsibilities of provincial and local levels of government. These policy guidelines recognise aspects such as economic development and poverty eradication as vital goals of LED (DPLG in Meyer, 2014:626). The Frances Baard District Growth and Development Strategy, FBDM DGDS Review 2014/15 (2014:40), maintains that the Northern Cape Provincial Growth and Development Strategy (NCPGDS) is the document that informs development and strategic planning in the Northern Cape Province.

The NCPGDS in FBDMGDS (2014:40) notes that the objectives for development planning in the Northern Cape Province are:

- To ensure the socio-economic development, transformation as well as diversifying the provincial economy;

- To reduce poverty through social development;
- To expand the required levels of human and social capital;
- To intensify efficiency and effectiveness of governance in municipalities;
- To improve the infrastructure for economic and social development.

Patterson (2008:10) explains that since 2006 the government has displayed their commitment to reduce unemployment and poverty by half through the Accelerated Shared Growth Initiative for South Africa (ASGISA). This means the economy must grow at a rate of around 4.5 per cent between 2005 and 2009, and an aggregate of about 6 percent between 2010 and 2014. Mogalakwena Local Municipality (2006:18) also indicates that in order to meet the development goals of ASGISA, local government must be empowered to ensure that each and every metropole and municipality has a realistic IDP, credible LED programmes, human resources, and the operational system to effectively implement the IDP and LED. Van der Waldt *et al.* (2007:135) aver that there is a range of legislative and policy frameworks that influence LED development at local level, such as, the National Strategy for Development and Promotion of Small Business in South Africa, the Integrated Sustainable Rural Development Strategy (ISRDS), and the Black Economic Empowerment and Urban Renewal Programme (URP), which feature prominently in other government development strategies in South Africa.

3.3 AN OVERVIEW OF LOCAL ECONOMIC DEVELOPMENT

The former Department of Provincial and Local Government (DPLG) (2003:06) states that South Africa has a conformist economic history which is imbedded in commodities such as minerals and agricultural produce. During the apartheid era, most South African communities were deprived of land, skills and opportunities to establish businesses. In an attempt to address the inequalities of the past, the South African government introduced a number of economic policies, including the adoption of a local economic development framework, which supports planning and employment creation at the local government level.

Patterson (2008:04) avers that the developmental vision and the concept of local economic development received a great deal of attention in government and by policy makers until it became the priority of government. According to Koukramp (2006:22), Keal (2009:01) and Koma (2012:108), local government faces an enormous backlog of tasks in providing access

to basic services, which need to be addressed through appropriate actions. Kroukamp (2006:22) further explains that the focus should be on building local communities that create economic opportunities for all inhabitants. Douglas (2012:20), Kroukamp (2006:22) and Patterson (2008:07-08) maintain that local authorities should support realistic and credible Local Economic Development (LED) projects and programmes which encourage local job creation while still responding to changes in the national and global economy.

Since 1994 the new democratic government has made remarkable progress in its first decade of democracy, but the continuing poverty and inequality tends to undermine the achievements obtained. During this time period the South African government has developed and adopted various policies such as the GEAR strategy, the ASGISA and the Joint Initiative on Priority Skills Acquisition (JIPSA), among others, in an attempt to address issues of social and economic development (Nel and Binns, 2002:02; Ababio and Meyer, 2012:08; Koma, 2012:125; Triegaardt, 2006:01; Douglas, 2012:07; Sibisi, 2010:04; The Twenty Year Review: South Africa 1994-2014 RSA, 2014:07; Cash and Swatuk, 2011; Chen 2005; Bennell, 1999 in Diseko 2014:20). Despite the fact that each of these endeavours gained some progress, none have been able to deliver the capacity that the state required in order to deliver the social goods at the necessary rate and scale (Hemson, Meyer and Maphunye, 2004:14).

According to De Beer and Swanepoel (2000:96), South African local government has still not reached acceptable levels of economic capability and social stability. SALGA (2011:09), UNDP (2014:06) and Nel and Rogerson (2016:110) aver that over the past three decades' poverty, unemployment and inequality remain unresolved.

Douglas (2012:16) and Van der Waldt *et al.* (2007:132) state that racial segregation confined the creation of wealth to a racial minority and imposed underdevelopment on black communities. According to Van der Waldt *et al.* (2007:132), the result was a socio-economic structure that excluded the majority of South Africans. Booysen and Van Eeden (2013:64) and Koma (2012:126) confirm that South Africa's most compelling challenges are poverty, inequality and the constantly increasing unemployment rate. The urgency to address these challenges is recognised in South Africa's NDP, adopted in 2011, which states that in order to eliminate poverty and reduce inequality the economy must become more inclusive, and economic growth should be promoted. In terms of the NDP, Executive Summary (2011:27) the

economy needs to meet a different set of objectives, including job creation and patterns of ownership.

The WPLG (1998:21), Patterson (2008:04) and the UNDP (2014:11) state that the origins of inequality at a local level in South Africa is entrenched in its history. The UNDP (2014:11) avers that inequality in South Africa remains deeply rooted in the structure of the economy, inequality in opportunities and human development, the labour market and spatial inequality. The State of Local Government in South Africa Report (2009:10) confirms that the local government is struggling to fulfil its developmental mandate, with some municipalities being completely dysfunctional. The State of Local Government in South Africa Report (2009:10) also indicates that the challenges relating to non-performance are diverse and includes aspects such as high levels of corruption, lack of political leadership, skills scarcity and lack of policy coherence.

Keyser and Wesenbeeck (2006: 449) and Triegaardt (2007:02) point out that South Africa is committed to the Millennium Development Goals (MDG's). The MDG's targets include the following: to reduce poverty by 50% by 2015, the provision of universal primary education in all countries, the reduction of the infant and under-five child mortality rate by two thirds, and the reduction of maternal mortality by 75% (Triegaardt, 2007:02). The millennium Development Goals (MDG's) was incorporated into the United Nations Sustainable Development Goals (SDGs).

Douglas (2012:09) and Orange and Voges (2014:36) contend that the South African Constitution, 1996 establishes a developmental local government that includes the responsibility for local economic development. Furthermore, the WPLG (1998:45) introduced the concept of developmental local government, which is defined as local government committed to work with groups and citizens within the various communities in order to find sustainable ways to meet their social, economic and material needs, as well as to improve the quality of local communities (Atkins, 2002:26; Triegaardt, 2006:03; Kroukamp, 2006:23; Gunter, 2005 26; Patterson, 2008:06). The WPLG (1998:47) further maintains that local government is not directly responsible for creating jobs, suggesting that local government's role is to create a conducive environment that can ensure job creation.

Turok (2010:499) identifies the following challenges and weaknesses of the South African government concerning its developmental role, namely: poor coordination between the three spheres of government; uneven and weak capacity of provincial governments to promote development; partial provincial strategies; and the lack of resources for sustainable implementation. Douglas (2012:09) explains that the WPLG, 1998 has given a new constitutional mandate to local government to create and sustain equitable and viable human settlements, in order to meet developmental challenges. Van der Westhuizen and Dollery (2009:163) are of the opinion that the concept of developmental local government grew from the notion that the role of the local government in South Africa should expand from its traditional narrow concentration on rendering services, to promoting local economic development and local economic growth.

In respect to the above, Van der Waldt *et al.* (2007:132) maintain that there are many ways in which municipalities should improve their local economies, by developing, implementing and promoting local economic development strategies, and by its project and developmental programmes. In this regard, Ababbio and Meyer (2012:07) and Mokate (2005:16) emphasise that LED strategies should form part of the municipalities' comprehensive poverty alleviation plan, with the aim to address the communities' needs. Rogerson (2002:03) and Trousdale (2005:04) argue that the current challenges concerning poverty alleviation actions and LED might be overcome by focussing on a mix of a "pro-growth" and a "pro-poor" strategies. The combination of such strategies places the formulation of suitable strategies concerning poverty alleviation, job creation, and sustainable rural and urban development as the focus of the LED. Mokate (2005:16) maintains that any poverty alleviation strategy should include aspects such as meeting the basic needs of local people, the promotion of sustainable economic development, the creation of job opportunities, the development of human resources and skills, and the ensuring of a safe and secure environment for all communities.

According to Ababbio and Meyer (2012:06), LED strategies cannot be separated from poverty alleviation projects and programmes at municipal level, such as the Expanded Public Works Programme (EPWP), Community Works Programme (CPW), the provision of free basic services and the provision of support for Small and Micro Enterprises (SMES). Du Toit (2005:658) explains that programmes such as the public works programmes (PWP) aims to eliminate the causes of poverty, including unemployment in local communities. Whereas, Rogerson (2009:35) point out that one of the challenges concerning LED planning is to find

ways to optimise local resources in such a manner that it promotes local economic development, to benefit the communities within a specific geographic area.

It can be argued, therefore, that although the South African government has certain projects and programmes in place, as mentioned above, more needs to be done to create sufficient employment opportunities and to roll-out effective local economic development initiatives.

3.3.1 Definition of Local Economic Development (LED)

There is an abundance of literature on the topic of LED in South Africa (Orange and Voges 2014:35). Akudugu and Laube (2013:04) hold that the term LED is “still imprecise, ill-defined and open to multiple interpretations”. Ababio and Meyer (2012:07) maintain that LED is a contested term locally and abroad. In order to understand the concept of LED, it is important to look at some of the definitions.

According to the SALGA, Guidelines for Municipalities in South Africa (2012:03), LED identifies, harnesses and utilises local resources to stimulate the local economy and to create new job opportunities. LED refers to a participatory process that includes local communities, the municipality, the private sector, non-government organisations and individuals in enhancing the economic status of a local community by combining their skills, resources and ideas (SALGA, 2012:03). Zaaijier and Sara (1993:129) explain that LED refers to a process by which local government and community-based groups manage their own resources and enter into partnerships with the private sector, to create new job opportunities in a specific area. Thus, LED encompasses a sub-national action that takes place within the context of a local labour market, with the aim to increase and accelerate economic growth and employment, as well as to achieve a more equitable distribution of development at local sphere.

Rossouw-Brink (2007:13) explains that “LED is about local people working together to achieve sustainable economic growth that brings economic benefits and quality of life to all in the community”. The World Bank (2003:05) defines LED as a process by which various stakeholders, such as non-governmental organisations (NGO’s) and the private sector, work together to create better conditions for economic growth and employment generation. Douglas (2012:22) points out that the LED focusses on job creation, empowerment, economic growth,

community development, restoration of economic benefits and diversification, as well as promoting sustainable economic development within a specific local area.

Matlala (2014:22-24) states that some authors are of the view that LED is not only about Small Medium and Micro Enterprises (SMME) development, although the latter may be a component of the LED strategy. Swinburne, Goga and Murphy (2006:01) define LED as a process by which public, business and non-governmental organisations (NGO's) jointly work together as partners to create a conducive environment through economic growth and employment generation. According to Kharidzha (2003:18), the partnerships must be between the local governments, the local people and the business sector. Van der Waldt *et al.* (2007:133) argues that the obligation for municipalities, particularly in rural areas where an adequate tax base is lacking, is overwhelming, and therefore the need for effective partnerships is required to promote LED on a local sphere.

The above discussion highlights the disjuncture that exists between different stakeholders on what LED entails. Turok (2010:503) highlights that the overlap between the three spheres of government creates incoherence, gaps and omissions, duplication of efforts and confused accountability concerning LED. It furthermore creates confusion and uncertainty on the part of the private sector and other stakeholders. Rossouw-Brink (2007:12) state that LED is everything that impacts on economic growth and the development of communities. For the purpose of this study, an overview of local economic development in an international context will be provided in the next section.

3.3.2 An overview of LED in an international context

Nel and Binns (2001:365) argues that LED has been recognised internationally as a key response to major contemporary trends, namely:

- To increase decentralisation of power and decision-making to the local sphere;
- To respond to the impact of the forces of globalisation at a local level; and
- To bring about changes in the economy and the doubtful results achieved by macro-level planning and regional development interventions.

According to Rossouw-Brink (2007:16-17), the effects of globalisation and global economic crises, such as the 2008 worldwide recession, have assisted the government in ensuring that economic projects and programmes and self-reliance are realised. The objectives of LED focus on the achievement of job creation, empowerment, the pursuit of economic growth, and the restoration of economic growth to ensure that the local area develops more vibrant, sustainable economic entities. Rodriguez-Pose and Tijmstra (2005:35) explain that LED strategies have been extensively practiced in high income countries of Europe as well as in United States of America. Whereas, Nel and Binns (2001:1004) avers that LED strategies were developed in the last few decades as a response to the social and economic challenges faced by developing countries, including South Africa.

3.3.3 Broad international strategic approaches to LED

Global economic aspects have compelled many governments to realign their strategies of development, and these governments have used LED as an effective tool for development (Helmsing, 2001; World Bank, 2002; Gunter 2005:08). Gunter (2005:08) indicates that through the effects of globalisation and de-industrialisation, local governments had to develop their own strategies for development or lose their economic base. In this regard, Mogale (2003:236) asserts that awareness of the uneven impact of globalisation, as well as the gap between the have and have-nots, the skilled and unskilled, and the advantaged and disadvantaged, challenges the South African government to promote and facilitate local economic development at grassroots level.

The continued challenges of slow economic growth and poverty, combined with the changes in the national and international economic environment, and the effective inability of many central states to intervene at the local level, have provided a strong impulse towards more locally based initiatives. In numerous developing countries, including South Africa, the situation was aggravated by factors such as the debt crisis, imposed structural adjustment and massive currency devaluation, and other natural and political shocks. Nel and Binns (2001:1004) maintains that LED in South Africa has been gradually emerging as a development strategy for similar reasons.

According to Rogerson (2000:03), LED approaches have been classified into the market-led approach, based on business development, and a bottom-up or market-critical approach, based

on community development. On the one hand, the market-led approach focuses on the quest of economic growth, and it aims to attract investments and attracting a high-profile business sector. On the other hand, the bottom-up approach tends to be associated with support for emerging micro and community businesses. Both approaches are equally effective, and should be used in combination to meet the needs of a wide spectrum of stakeholders, as well as to promote economic growth (Rogerson, 2000:03). Rogerson (2014:204) further explains that the impact of the LED approaches is inseparable from the changing global economy and the advance of globalisation. The Mvula Trust (2006:01) states that municipalities in South Africa practice a combination of similar approaches to LED, which are affected by aspects such as the economy and employment structures, the local population, the labour market and possibilities for social partnerships. Baars (2014:14) writes that approaches to LED in the South African context should focus on a holistic approach and the creation of partnerships between government, the private sector and NGOs to promote sustainable local economic growth.

Nel and Binns (2001:1010) further avers that both the market-led and bottom-up approach to LED should pursue specific interventions with the aim to address the needs for financial support, infrastructural support, informational support, planning and training support. Other measures designed to support SMMEs include tax rebates, and other types of support such as training initiatives and equity participation should also be investigated. In order to achieve similar goals to the LED approaches and interventions, support agencies should focus on a range of LED programmes. The World Bank in Rossouw-Brink (2007:18) suggests the following general LED programmes, namely:

- LED programmes to promote growth of local business;
- LED programmes to encourage new enterprise;
- LED programmes to improve the climate for local investment;
- LED programmes to promote inward investments;
- LED programmes to promote the provision of suitable infrastructure;
- LED programmes targeting to address unique LED challenges within a municipal area;
and
- LED programmes to promote poverty reduction initiatives to ensure equity (Rossouw-Brink, 2007:18).

South Africa should learn from the international approaches, interventions and LED programmes with the implementation of LED initiatives.

3.4 LED IN THE SOUTH AFRICAN CONTEXT

In terms of Section 152 of the Constitution, 1996 one of the objectives of local government is to promote social and economic development. Tomlinson (2003:114) explains that the WPLG, 1998 gives effect to the constitutional mandate, which requires that municipalities should implement LED strategies. Tomlinson (2003:114-115) avers that the government's conception of how municipalities would implement LED was first pronounced in the White Paper on the RDP in 1994. The former RDP development strategy emphasised the principle of community-based development, and it affirmed the significance of empowering local communities to reverse the bias development created by apartheid development strategies. Nel and Rogerson (2005:16) point out that the statutory and legislative frameworks on LED in South Africa, such as the 1994 RDP, the Constitution, 1996, the WPLG, 1998, and the MSA, 2000, have required municipalities to pro-actively intervene in their local economies to create employment opportunities and to reduce poverty. However, municipalities face numerous challenges, and among them is the poor understanding of local economies, lack of support for unsustainable community projects, capacity challenges and other challenges such as financial constraints. According to the DPLG (2006:03) there are five key performance areas that must be reflected in a municipalities' five-year strategic implementation plan. These are: municipal transformation and organisational development, provision for basic service delivery, LED, municipal financial viability and management, and good governance and promotion of public participation. Meyer (2014:626) agrees that LED is one of the key performance areas of the five-year Local Government Strategic Agenda and Implementation Plan and this proves that LED must be accorded the necessary attention in its implementation. The main vehicle for the developmental task of local government has been the IDP process, a five-year strategic plan which focuses mainly on infrastructure development, but also includes LED activities.

Marias and Botes (2006:09) explain that LED was created to support municipalities as part of the poverty alleviation strategy of the government, targeting specifically short-term job creation through construction projects. Malefane (2009:156) states that LED has not been successfully implemented in most South African municipalities. According to Rucker and Trah (2007:11), there have been vigorous debates as to how best to promote local and regional

economies as a way to fight poverty, both in South Africa and internationally. Nel (2005:02) maintains that South Africa has one of the largest economies in Africa, but the economy is characterised as the formal and informal economy. Douglass (2012:22) argues that LED is a key mechanism in helping to close the gap between the developed and the developing economies. The practice of LED in South Africa has become associated with developmental local government with a pro-poor prominence (Meyer, 2014:62; Mbeba, 2014:347; Patterson, 2008:06).

Van der Waldt *et al.* (2007:133) argue that LED, in the context of South Africa, refers to actions initiated at municipal level in partnership with various role players, to address specific socio-economic challenges as well as to respond to economic opportunities. Rogerson (2003:16) contends that LED is therefore more rooted in policies than in practice. LED in South Africa is ‘pro-poor’ in policy, but much still needs to be done in practice to implement LED effectively. Seduma (2011:14) argues that LED policies are at odds with the prevalent neo-liberal macro-economic strategy of the country, which creates tension as to whether LED should be about ‘pro-poor’ or ‘pro-growth’ interventions, or both. Nel and Binns (2001:1012) argues that there are four variants of LED which are currently in existence in the country, namely:

- LED programmes, where the local authority becomes the change agent in this LED variant;
- LED programmes, where communities or NGOs drive their own LED initiatives; and
- Development Corporation or Section 21, LED initiatives, which are often established by local governments, such as the Northern Cape Economic Development Agency (NCEDA) and the Lephalale Development Agency;

Rogerson (2014:205) contends that LED strategies were introduced after the first democratic elections that took place in 1994. According to Rogerson (2005:82), the earliest LED interventions initiated in cities such as Cape Town, Johannesburg, and Durban during the late 1980s and early 1990s dominated pro-market approaches and growth strategies. Rogerson (2005:82) further explains that the focus on LED during the 1990s was on the attraction of external investment through a range of LED interventions that focussed mainly on the development of infrastructure. Abrahams in Keal (2009:26) maintains that ‘pro-market’ LED

still dominates in South Africa, while ‘pro-poor’ LED activities have also increased. These LED initiatives target low-income and previously marginalised communities in to reduce the inequalities resulting from the years of apartheid rule.

According to Nel and Humphrys (1999:277), the concept of LED attracted considerable attention during the early 1990’s. Nel and Binns (2001:05) states that LED currently being initiated in variations such as the ‘urban entrepreneurial’ approaches currently followed by the major metropolitan municipalities through a host of community and NGO LED programmes or initiatives. In addition, Dhlodlo (2010:54) explains that most municipalities have been embarking on relevant urban renewal programmes to promote LED. As a result of urban renewal programmes more job opportunities have been created in South Africa, through the upgrading of the city’s buildings, provision of housing, and improvement of road infrastructure.

According to Nel and Binns (2001:08), good practices of LED programmes include the development of a casino complex at Gold Reef City; the development of the ‘Baralink’ corridor from Soweto to central Johannesburg; the Sandton City Convention Centre; the Florida Lake development project; the establishment of a Business Information Centre; and the regulation of information trading activities. Other examples of best practices of LED infrastructure development programmes include the LED initiatives include the construction of the Coega port and Industrial Development Zone (IDZ) in Port Elizabeth. The Coega LED strategy contains a range of projects to attract tourism to the region such as the development of the casino, recreation and hotel complex in Port Elizabeth. Other best practices of LED projects include the salt works and an expanded zone of irrigated agriculture in Port Elizabeth.

Further examples of good practices of LED initiatives include the urban renewal programme in e-Thekwini Municipality (Durban) include the modernising of some areas of the city centre, refurbishing transport networks, and upgrading the physical environment to improve conditions for formal traders (Rogerson, 1999:529). A weakness with the e-Thekwini LED initiative, as identified by Rogerson (1999:525), is that there was limited consultation with affected groups of informal traders during the conceptualisation, design and implementation of the urban regeneration project.

In Tshwane Metropolitan, the core LED focus was on the promotion of businesses (Nel and Binns, 2001:09). According to Nel and Binns (2001:09), the Tshwane Metropolitan Economic

Development Chief Directorate Unit has been actively engaged in the promotion of business activity since 1996, through policies of information provision, networking and advice. According to the Metropolitan Chief Economic Development Directorate in Nel and Binns (2001:09), it acts as a catalyst for initiating bi-lateral trade agreements with the Tshwane region, and opening up new markets for products manufactured in the Pretoria region. Nel and Binns (2005:02) states that in the context of South Africa there is considerable local activity and emphasis on tourism planning initiatives across the large cities, smaller localities and rural areas.

Although there is proof of successful implementation of LED strategies in three metropolitan areas, more needs to be done in rural areas throughout South Africa. Parker (2004:27) states that the LED policy in South Africa focused on joint ventures between government, private sector and local communities. Parker (2004:27) contends that the most important purpose for LED in many poor (rural) communities is to make a living in order to survive, rather than to participate in the global economy. Kroukamp (2006:22) maintains that municipalities should establish realistic and credible LED programmes and must involve rural communities in the municipalities' decision making process.

3.5 CRITIQUE OF LED IN SOUTH AFRICA

Hints of widespread failure of LED in South Africa, particularly in rural communities, suggests the limitations of current LED approaches. The results of LED have generally been disappointing due to the capacity and resource constraints that are at the forefront of the many challenges in most local authorities (Nel and Binns, 2001:05; Hindson, 2003:04). Meyer-Stamer (2003:04) argues that LED in South Africa tends to be confused and highly selective due to the limited capacity and the lack of expertise hampering local governments in promoting and implementing LED effectively. Meyer-Stamer (2003:04) further contends that LED should focus on markets, and that competitive business and community development interventions should be used to deal with social and economic development challenges.

Rogerson in Sol Plaatje Local Municipality: Local Economic Development Review Report (2008:23) indicates that the Department of Trade and Industry links LED to mainstream economic development and to small business promotion. Tomlinson (2003:113) states that a

concern is that LED is often used by central government to transfer the responsibility for dealing with unemployment and poverty to the local government sphere.

According to Nel and Rogerson in Sol Plaatje Local Municipality: Local Economic Development Review Report (2008:25), the former DPLG assessment of the performance of LED in South Africa highlights the following challenges that require attention:

- The decentralisation of powers from national government to the local sphere has placed huge additional LED responsibilities on the local sphere which has very limited capacity to implement LED effectively and efficiently;
- A lack of coordination between different stakeholders such as local government, the private sector, donor agencies, and NGOs leads to a situation in which LEDs are often fragmented and uncoordinated;
- The requirement to link LED within municipalities to other regional and national initiatives, and sectoral programmes;
- The lack of a clear understanding and agreement at the local sphere of what LED entails.

In light of the above, the Sol Plaatje Local Municipality: Local Economic Development Review Report (2008:25) argues that caution needs to be exercised when applying LED approaches. In an effort to improve LED policy and to promote successful implementation, it is important to identify current LED challenges and to put in place mechanisms and strategies to promote LED success within municipalities.

3.6 POVERTY IN SOUTH AFRICA

Gelb (2010:52) states that the South African government acknowledged in 2003 that inequality has not been addressed during the post-apartheid era. According to STATSSA (2000:01) the commitment to reduce poverty and inequality has been one of the major concerns of South Africa's government since 1994. STATSSA (2000:01) further explains that the rising unemployment rate directly contributes to increasing rates of poverty and to inequality. However, other factors such as social and economic variables also have an impact on poverty. Sachs (2005:20) reveals that poverty alleviation must be one of the primary objectives of IDP in South Africa.

There are two main types of poverty, namely absolute or extreme poverty, and relative poverty (Studies in Poverty and Inequality Institute, 2007:25-25). Sachs (2005:20) maintains that absolute poverty refers to households that are unable to meet their basic needs. These households trapped in poverty do not have access to safe drinking water and sanitation, cannot afford education for some or all children, or afford shelter and basic articles of clothing such as shoes (Sachs, 2005:20). Statistics South Africa (2008:09) states that moderate poverty refers to the conditions of life in which basic needs are met, but just barely, while relative poverty locates the phenomenon to the prevailing relative situation in society. Sachs (2008:09) is further of the opinion that poverty is generally perceived to refer to a household income level which is below a given proportion of the average national income. Statistics South Africa (2000:53) further defines poverty as “the denial of opportunities and choices most basic to human development to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self-esteem and respect from others”.

According to Davids, Theron and Maphunye (2005:07), poverty refers to aspects such as hunger, the lack of shelter, or the inability to see a medical professional. Poverty refers to a condition of being without, or it is associated with the hardships and lack of resources across a wide range of circumstances. Kroukamp (2006:26) states that poverty, or standard of living, is measured at the household level rather than the individual level and it can be interpreted in terms of control over commodities and resources that people afford by means of income and consumption. The Northern Cape PSDF (2012:45), however, states that poverty cannot be measured by income alone. Kroukamp (2006:26) further mentions that consumption represents an alternative resource base for measuring poverty. The African Development Bank (2004:03) states that there are several dimensions of poverty other than inadequate income or consumption. The African Development Bank (2004:03) further explains that it is accepted that the causes of poverty are varied. Furthermore, the range of policy options available in the fight against poverty has increased. Therefore, issues of good governance, the protection of the environment, the effective integration within the economy, and other aspects such as empowerment and sustainable livelihoods also feature on the poverty reduction agenda.

Booyesen (2003:10), in respect to the above, indicates that in order to estimate poverty one requires a poverty line, which refers to a level of income below which people are considered to be poor. The National Treasury (2007:04) explains that a poverty line is issued as a measure of income which is expressed in monetary terms. It involves an aggregate cost of a minimum

basket of goods and it refers to a required level of household expenditure, but it does not include the actual composition of individual household consumption. The poverty line 2005/6 refers to households which did not have R322 a month for basic expenses; these households are living below the poverty line (United Nations, The Youth Group Fact Sheet 5, 2011:01).

Kroukamp (2006:26) maintains that between one-third and one-half of the population in low- and middle-income nations have incomes below the poverty line. In some nations, including Asia, more than half of the population falls below the poverty line. Findings from the Poverty Trends in South Africa Report released by STATSSA (2014:26) states that the proportion of the South African population living below the upper-bound poverty line has decreased substantially from 2006 to 2011. In 2006, more than half (57.2%) of the population of South Africa were living in poverty. Although there was a marginal decline in 2009 to 56.8%, by 2011 less than half (45.5%) of all South Africans were living below the poverty line. This reflects a 20% reduction in poverty from 2006 to 2011.

The findings from the Poverty Trends in South Africa Report released by STATSSA (2014:26) also demonstrated that levels of poverty are higher in certain provinces, as well as that the depth and severity of poverty was also greater in these provinces. The poverty gap for poor households in 2017 is the highest in the Eastern Cape (41.3%), followed by Limpopo (40.3%) and KwaZulu-Natal (36.1%). In 2011, the gap had closed; however, the poverty gap was still the highest in the same three provinces of Limpopo (36.8%), Eastern Cape (35.5%) and KwaZulu-Natal (33.4%). The findings from the Poverty Trends in South Africa Report (2017:31) indicates that the Mpumalanga province is the only province that demonstrates continuous decline, whereas the eight remaining provinces increased from 2011- 2016.

The poverty gap also differed significantly between the various population groups. According to Triegaardt (2006:02), poverty and inequality in South Africa have racial, gender, spatial and age dimensions. Racial disparities can be seen in the quality of life of people within the diverse communities. May (2000:31) avers that living standards are closely correlated with race in South Africa. STATSSA (2014:27-28) explains further that the severity of poverty was more than twice as large for black Africans than for any other groups at each point in time. In addition, the severity increased from 2006 (18,3%) to 2009 (20.1%) before it fell to 13.1% in 2011.

The United Nations, Youth Group Fact Sheet 5 (2011:01) indicates that the effects of apartheid's race-based systems still remain, due to the fact that most of the poor people in the country are not white, while most of the middle- and upper-class people are. This means that the effects of poverty are felt by particular race groups, especially black people. The UNDP Report (1998:09) contends that there is a strong correlation between levels of education and standards of living. The findings from the Poverty Trends in South Africa Report released by STATSSA (2014:30) shows a strong link between increased levels of education and decreased levels of poverty. Even though the general level of poverty has declined between 2006 and 2011, there are stark differences when one examines the poverty status versus the education status of individuals. According to the latest reports of STATSSA in 2017, poverty is increasing in South Africa. In light of the above, it can be argued that households with a low level of education have a higher poverty prevalence than those with better educated household heads.

Mzolo (2005:03) and Seekoe (2006:01) contend that there is also a correlation between poverty and health. Mzolo (2005:03) argues further that the impact of this relationship is more visible in South Africa in comparison with other developing countries, because many of the poor households were affected by the former apartheid system. According to the NDP, Executive Summary (2011:11), higher rates of unemployment lead to widespread poverty. The UNDP Report (1998:09) explains that poverty and unemployment are closely correlated. Mitlin et al. in Kroukamp (2006:27) point out that poor households are characterised by a lack of wage income due to unemployment and low wages, and a reliance on multiple sources of income to reduce the risk. Furthermore, poverty limits access to basic services such as electricity, toilets and piped water.

According to Calvo-Armengol and Zenout (2003:174) and Westcott (2003:6), unemployment and crime rates are related. Unemployment leads to a lack of income, and therefore unemployed people are more likely to commit crimes in order to obtain an income. Wilson and Cornell (2014:03) aver that a greater percentage of poor South Africans are still African rural females. Female-headed households are more common in rural than in urban areas and it increases their dependency and vulnerability.

Poverty Trends in South Africa Report, STATSSA (2014:26) states that poverty has a very severe effect on children, and it limits their access to educational opportunities, in particular during their early childhood development. Many poor children also leave school before

completing Grade 12. In South Africa, the province with the largest numbers of poor children is the Eastern Cape, where more than 70% of children live in poverty. Limpopo is the least populated region, but 74% of children there live in poverty. The Office of the United Nations High Commissioner for Human Rights (OUNHCHR) (2012:09) indicates that discrimination may cause poverty, and poverty also causes discrimination. The Office of the United Nations High Commissioner for Human Rights (2012:09) further explains that the vast majority of poor people in South African communities who are unemployed also lack the basic entrepreneurial skills that are needed for them to become economically viable. Jennings (1992:54) describes the Black underclass in poor households as uneducated, unskilled, unemployed or employed in low paying jobs, and who are living in constant poverty, trapped in miserable conditions, with limited chances for progress (Jennings, 1992:54). Therefore, one could argue that LED programmes and projects should assist to eliminate poverty, and to create employment and opportunities to improve the lives of the poorest of the poor.

3.7 PURPOSE OF LOCAL ECONOMIC DEVELOPMENT

Van der Waldt *et al.* (2007:134) argue that the primary purpose of LED is to build and strengthen the economic capacity of a local community, as well as to improve its economic conditions and the quality of life of its citizens. Nel and Binns (2001:02) maintains that the primary goal of LED is to stimulate local employment opportunities by using existing human, natural and institutional resources. Tomlinson (2003:115) explains that LED provides local government with the opportunity to create job opportunities, alleviate poverty, and to redistribute resources and opportunities that benefit all local residents. Koma (2014:41) explains that LED is important for the following reasons, namely: to create job opportunities, to increase income levels, and thereby enable communities to pay for services and to broaden the tax base of a municipality. This means that municipalities should have a realistic and credible LED policy to empower the most vulnerable, marginalised and poor sectors of local communities, and to understand their position in local government decision-making (Kroukamp, 2006:22; Koma, 2014:41; DPLG, 2005; Nel and Binns, 2001; Patterson, 2008; Orange and Voges, 2014:37).

Rabie (2011:209) mentions that there are three reasons why municipalities embark on the process of formulating a local economic development strategy. The first reason relates to the development of the formal economy and local markets. The second is to develop the local

community in such a way as to improve local community's chances to have access to employment and business opportunities. The third motivation is to fulfil the constitutional mandates of development at local spheres. According to SALGA Guidelines (2012:4), LED can strengthen economic capacity, improve the investment environment, and ensure an increase in the productivity, quality and competitiveness of local communities and businesses. Thus, LED is critical to promote job creation, increase affordability levels, broaden the local tax base, as well as to link the developed and underdeveloped areas within a municipality. SALGA Guidelines (2012:4) further state that LED also strives to empower the socio-economically disadvantaged and marginalised communities, as well as to facilitate redistribution processes and improve the quality of life of local communities. In addition to the above, Rodriquez-Pose (2001:11) lists various advantages of LED, namely that LED assists local communities to actively participate and exchange ideas in planning their own future. Another advantage is that LED local businesses are openly involved in the process through partnerships with local communities. Rodriquez-Pose (2001:11) also states that LED provides a platform for local business to thrive and to create sustainable job opportunities, whilst also improving the quality of life of local communities. The United Nations, Human Settlement Programme (2005:04) states that LED can be seen as the main component in broader efforts to reduce poverty. There is also a general consensus that LED may not bring about effective poverty reduction without incorporating explicit poverty reduction actions (United Nations, Human Settlements Programme, 2005:04-05).

Vosloo (1998:11) avers that in order to remain attractive for investment in the new open economy, local municipalities need to strengthen their competitive edge whilst also improving the local environment, as a strategy for improving the climate for business development and investment. Maleka (2002:20) explains that these objectives of LED should be seen in the context of changed economic circumstances. Therefore, local government needs to be aware of how the factors that make a city attractive for investment have changed over time. It is similarly important to keep in mind that LED was introduced in reaction to changing circumstances and the purposes of LED will keep changing, as does the environment (Maleka, 2002:21). From the above discussion it is clear that the main purpose of LED is to build and improve the economic capacity of local municipality and communities, with the aim to create more employment opportunities for local communities.

3.8 KEY PRINCIPLES UNDERLYING LED

Koma (2012:111) indicates that the significance of LED for the reduction of poverty and inequality is captured in the key principles, as identified by the Department of Provincial and Local Government (DPLG), currently known as the Department of Co-operative Governance and Traditional Affairs (CoGTA). These include:

- The main challenges facing South Africa are poverty and unemployment. Therefore, all LED plans must prioritise job creation and should focus on reducing poverty within communities.
- LED must target the historically disadvantaged people, as well as communities, black economic empowerment and SMMEs, to allow communities to actively participate in the economic sector of the country.
- A municipality is required to develop an LED strategy that is appropriate to their local situation as there is no distinct approach to LED.
- LED stimulates local ownership, community involvement, and local leadership, including joint decision making.
- LED is about partnerships between local communities, business and government to build local areas and improve the standard of living of communities.
- LED exploits local resources and skills to create jobs and employment opportunities for the development of local communities.
- LED brings together diverse economic projects and initiatives to the local area for development.
- LED is influenced by changing environments at the local, national and international level (Koma, 2012:111).

In light of the above, it can be deduced that partnerships are important between a municipality and other spheres of government, business and civil society sectors, as well as local communities.

3.9 THE ROLE OF LOCAL GOVERNMENT IN PROMOTING LED

According to Koma (2014:41) local government is recognised as an integral, distinctive and interdependent sphere of government. It should manage its affairs independently, effectively and efficiently in alignment with the policies and economic imperatives of the national and provincial spheres of government. Van der Waldt *et al.* (2007:135) indicate that whereas LED is not a core function of local government, municipalities should assume an economic development role in order to create jobs. According to the former DPLG (2000:02), municipalities fulfil the role to promote LED in their areas in a number of different ways. The table below provides some of the different roles related to LED.

Table 3.1 The role of the municipality in LED

Municipal Role	Explanation of Municipal Role
Coordinator	The municipality must fulfil a coordinator role through its IDP which draws together the developmental objectives, priorities, strategies and various projects including LED programmes of a municipality.
Facilitator	The municipality should promote investment within its area. This role can be perceived in municipalities as facilitating: <ul style="list-style-type: none"> • A regional or district LED • The LED stakeholder meetings • Project identification process, or • Private investment into the local community (Van der Waldt, <i>et al.</i> , 2007:136).
Entrepreneur Developer	The municipality undertakes the full responsibility of operating a business enterprise. The municipality should enter into a joint venture and partnerships with the private sector or an NGO.
Marketing	It is the duty of the local government, through district municipalities, to develop and implement capable marketing or public relations programmes for the districts (Machaka, 2012:40).
Stimulator	The municipality stimulates business creation or expansion. The municipality may offer premises at low rent to SMME's or to promote a particular tourism activity in a key centre.
Enabler	The municipality should provide an enabling environment where the local community

	takes responsibility for their own development. The government supports these initiatives by enabling policy, providing expertise, infrastructure and finance (De Beer and Swanepoel, 2000:93).
Intelligence	It is the duty of local government, through the district municipalities, to present intelligence, such as appropriate information, in support of local economic development initiatives (Machaka, 2012:40).

(Source: DPLG, IDP Guide Pack; De Beer and Swanepoel, 2000:93; Machaka, 2012:40).

3.10 THE ROLES OF THREE SPHERES OF GOVERNMENT IN PROMOTING LED

According to Layman (2003:08), Section 40(1) of the Constitution, 1996 states that government consists of three levels: national, provincial and local government. These spheres are distinctive, interdependent and interrelated with the national department playing an oversight role. The DPLG, Policy Process on the System of Provincial and Local Government (2007:04) explains that the three spheres must work together in order to support local government, to achieve the mandate of a developmental state. Mogale City Local Municipality LED Strategy (2011:165) avers that inter-governmental relationships are the different interactions between government spheres, including within government spheres that have an effect on the delivery of a service to communities. The Mogale City Local Municipality LED Strategy (2011:165) classifies these interactions as communication of information, consultation, as well as engagement.

Mashamba (2008:426) asserts that the Intergovernmental Relations Framework Act, 2005 allows provinces and district municipalities to create intergovernmental forums, in order to promote and facilitate intergovernmental relations between provincial, local government and between the district and local municipalities in South Africa. Layman (2003:15) states that the purpose of intergovernmental relations is to create a structure where all the different spheres of government plan together in order to deliver services and development, including LED, in a coherent manner.

Layman (2003:15) maintains that the fundamental norm of integrated developing planning and LED across the three spheres is that it should be characterised by the exchange of information amongst the spheres. The national priorities are informed and shaped by the needs of

communities through the municipal integrated planning process. Thus, the municipal integrated development plans (IDPs) should serve as a tool in order to align the policies, plans and the budget of the three spheres of government. According to Vosloo (1998:109), the improvement of the social and economic conditions of the community is no longer the sole mandate for the national government but is the responsibility of all government spheres including the local communities.

Maleka (2002:15) contends that different role players should fulfil different roles concerning LED initiatives to ensure that they actively contribute towards the development process in a given community. Van der Waldt *et al.* (2007:137) emphasise that in order to guarantee the constitutional mandate on economic and social development, all three spheres of government must take part in the LED process. Nel (1997:06) explains that in order to measure the impact of LED initiatives, it would be helpful to municipalities to measure which LED projects are effective on the communities, which approaches work better, and under what circumstances. For the purpose of this study, it is imperative to identify the different roles that can be played by different role players in the promotion of LED within the Magareng municipality.

3.10.1 The role of national government concerning LED

Patterson (2008:16) states that LED features clearly in the former Department of Provinces and Local Government (DPLG). DPLG has been replaced by the current Department of Cooperative Governance and Traditional Affairs (CoGTA), which has a Chief Directorate committed to LED and programmes such as the Municipal Infrastructure Grant, an Urban Renewal Programme, and an Integrated Sustainable Rural Development Programme which has strong LED networks. Rogerson (2009:20) and SALGA (2010:09) indicate that CoGTA provides the following support:

- To ensure development and review of national policy, such as strategy and the guidelines concerning LED;
- To ensure direct support to provincial and local government;
- To effectively manage the Local Economic Development Fund;
- To manage and render technical support to Nodal Development Planning;
- To facilitate the coordination of, and monitor, the donor programme;

- To assist with the LED capacity building process.

According to Patterson (2008:16) and Van der Waldt *et al.* (2007:137), the national government provides the strategic direction and driving role in LED, using the National LED Forum, by giving finance and technical assistance to both the provincial and the local sphere of government.

3.10.2 The role of provincial government concerning LED

The 2005 LED Policy Guidelines (DPLG, 2005:20) identify the key roles and responsibilities of the provincial government. These are:

- To coordinate the resources allocated from national to provincial;
- To establish provincial LED forums to deliver the work of the national LED forum and establish committed LED units in provinces;
- To build the capacity of municipalities to be able to roll out LED initiatives, in order to provide support in implementing LED initiatives effectively;
- To ensure that there is alignment between the Provincial Growth and Development Strategy (PGDS), to ensure a coordinated local economy LED in the province (DPLG, 2005:20).

SALGA (2010:10) states that SETA (the Sector Education and Training Authorities), SEDA (the Small Enterprise Development Agency), the Development Bank of Southern Africa, and the local producers and their associates, should contribute towards the implementation of LED initiatives within a province. Patterson (2008:13) avers that the Development Bank of Southern Africa (DBSA) can be seen as a strategic partner in LED by financing the physical, the social, as well as the economic infrastructure. Helmsing (2001:73) indicates that the involvement of the main sponsors in LED initiatives, such as those mentioned above, could possibly produce new methods of local economic governance within the provinces. Koma (2014:104) argues that in order to influence LED, provincial governments have to assist municipalities to develop LED initiatives through the IDP processes. It is clear that Provincial Departments of Cooperative Governance and Traditional Affairs (CoGTA) fulfil an important role in promoting LED within municipalities in the province.

3.11 LED PLANNING PROCESS

DPLG (2003:102) indicates that LED planning in municipalities forms part of the IDP process of a municipality. Blakely (1989:77) identifies six phases and tasks in the LED planning process which are presented in Table 3.2 below. In order to execute any LED programmes, LED planning must be informed by these different phases.

Table 3.2: The LED planning process

Phase I	<p>Data gathering and analysis focusing on the following:</p> <ul style="list-style-type: none"> • Determine a basis of local economic development; • Determine the current employment structure; • Assessment of local communities' employment needs; • Identify opportunities for, and constraints regarding LED; and • Determine institutional capacity to implement LED effectively.
Phase II	<p>Select a local development strategy focusing on the following:</p> <ul style="list-style-type: none"> • Set LED goals and criteria; • Determine possible courses of action; and • Develop an intervention strategy.
Phase III	<p>Select local development projects focusing on the following:</p> <ul style="list-style-type: none"> • Identify implementable LED projects; • Assessment of the impact of LED programmes on the local community.
Phase IV	<p>Build action plans focusing on the following:</p> <ul style="list-style-type: none"> • Pre-assessment of project outcomes; • Development of project inputs; • Identify financial alternatives; and • Identification of project structures.
Phase V	<p>Specify project details focusing on the following:</p> <ul style="list-style-type: none"> • Conduct detailed feasibility studies.

<p>Phase VI</p>	<p>Specifying project details should focus on:</p> <ul style="list-style-type: none"> • Preparing relevant LED business plans; and • Monitoring and evaluating the performance of a LED program
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(Source: Blakely, 1989:77).

In light of the above Nel (1997:06) explains that municipalities must assess the impact of LED initiatives in order to determine those that are successful and those that are performing poorly. This assessment will assist municipalities to select LED programmes and projects which best realise their objectives. May (2000:218) and Van der Waldt *et al.* (2007:142) concur that it will assist municipalities direct their limited resources effectively, and address priority issues, to achieve the development objectives of the municipality.

Van der Waldt *et al.* (2007:141) further contend that LED can be seen as a process that is steered by different stakeholders such as the private sector, CBOs, NGOs, municipalities, government and state departments. The objective of the broader strategic planning process is to discover methods for improving the social and economic conditions of the communities, by identifying opportunities and trying to find commitment and consensus on priority areas for intervention.

3.12 OPPORTUNITIES FOR LED

Triegaardt (2006:06) contends that municipalities are located in such a way that it enables them to carry out local strategic planning, including poverty alleviation, in partnership with the private sector, NGOs, and CBOs. Triegaardt (2006:06) further explains that South Africa adopted strategies to encourage investments, including to promote the role of the private sector and to reduce the role of the national government, in order to ensure macro-economic stability and to support municipal LED projects and programmes.

Rogerson (1999:517) explains that various measures of local government interventions in the developing world have promoted job creation as well as given support to disadvantaged communities. Rogerson (1999:517) aver that public sector procurement initiatives can be used

as a strategy to create jobs, by targeting and boosting labour-intensive forms of production and to create employment opportunities for local communities.

In this regard, Rogerson (2005:81) further states that the expansion of the LED related infrastructural services to previously disadvantaged communities is a crucial role of LED, in order to improve the effects of poverty. Dhlodlo (2010:39-40) avers that the South African government, through the construction of many infrastructure during the 2010 Soccer World Cup in nine different cities, namely Bloemfontein, Cape Town, Durban, Johannesburg, Nelspruit, Rustenburg, Polokwane, Pretoria and Port Elizabeth. These infrastructure projects such as soccer stadiums and roads was created job opportunities in the various cities and stimulated the local economy in those areas.

Triegaardt (2006:07) and Phillips (2004:06) points out that the Expanded Public Works Programme (EPWP) was created to accelerate aspects such as job creation, infrastructure development, and service delivery, including training and skills development. The Minister of Finance Budget Speech (2007:18) also indicates that 300,000 jobs have been created, mostly for rural women, since the commencement of the programme.

The NCPGDS (2004-2014:25) states that an assessment of economic conditions in the Northern Cape reveals opportunities for possible growth in sectors such as agriculture, fishing and salt mining and mineral processing, manufacturing, tourism, knowledge economy and energy.

3.13 LED CHALLENGES IN MUNICIPALITIES

According to Horn and Loyd (2009:157), municipalities are widely faced with stagnant problems such as inequality, unemployment, growing poverty levels, and limited provisioning of basic services to communities. The South African government faces specific challenges that reveal its interest in the creation of the developmental state (Turok 2010:497). Only two fifths of working-age adults in South Africa are employed compared to two-thirds in other countries (OECD, 2008; Turok, 2010:498). Furthermore, there is less self-employment and the small and micro-enterprise sector is smaller in South Africa in comparison with many other undeveloped countries (Turok, 2010:498). Another concern is that large income disparities are made worse

by biased settlement patterns which held poorer communities in peripheral urban townships and remote rural settlements in South Africa (Turok, 2010:498).

The recent Quarterly Labour Force Survey, STATSSA (2016: iv) illustrates an increase in unemployed people who fall within the working age bracket, whereas the other two components (employed and not economically active) declined in numbers. In this period unemployment escalated to 521,000 persons and employment declined by 355,000 people. Furthermore, the number of employed persons declined in the formal and the informal sectors, including those employed in private households. STATSSA (2016: iv) states that the unemployment rate lies at 26.7%. Turok (2010:498) further argues that the above mentioned challenges reveal the bias structure of the South African economy, and the unchanged pattern of ownership by the minority, including the exclusion of black people from economic opportunities dominated by the mining and financial services. Malefane (2009:157) indicates that the MSA, 2000 permits local municipalities to implement LED. Municipalities still function, however, without having the authority and observing proper LED processes. The deficiency of internal monitoring and evaluation makes the situation worse due to isolated, undocumented and unverified results in municipalities. In light of the above, it can be argued that it is essential for municipalities to adjust their LED strategies to mitigate these challenges.

Molefane (2006:45-46) avers that it is difficult to measure LED performance in municipalities according to the frameworks of pro-poor and pro-market approaches that contradict each other. Nel and Rogerson (2005:16) admit that the application of LED initiatives is faced with several challenges, namely; the poor understanding of local economies, the lack of support for sustainable community projects, as well as the lack of capacity and resource. Diseko (2014:36) is of the opinion that investment constraints in the country include aspects such as lack of good governance, weak infrastructure, and a policy and legal framework which is inconsistent, unstable and unpredictable.

Another concern cited by Koma (2013:138) is that LED is considered in isolation to the municipal IDPs in most of the smaller local municipalities. It has a negative impact on the effective incorporation of a municipality's LED strategy into its IDP. In this way the IDPs limits analysis of economic potential, the competitiveness of local economies, and strategies that could be applied to tap into the economic capability of municipalities (Koma, 2013:138).

The World Bank's Investment Climate Assessment in South Africa (2010:01-15) reveal four factors which inhibit investment, namely, a volatile exchange rate, higher unit labour costs, burdensome labour regulations, and the higher costs of crime (Rogerson and Rogerson in Diseko, 2014:37). A conducive local business environment is regarded as vital for the creation of successful local economies by the national government (Diseko, 2014:37).

According to Koma (2012:120), other challenges emanate from factors such as the high unemployment and poverty rates in South Africa, including a shortage of skills required to propel growth and development, a lack of administrative capacity, as well as an ineffective implementation of policies. SALGA, Position Paper on LED (SALGA, 2010:11) emphasises the following challenges that municipalities strive to address through LED:

- The lack of common understanding of the role of LED and the LED process;
- The growing urban-rural divide in LED developments and practices;
- The applied spatial restrictions of economic planning at local level;
- The ineffective working relationship amongst provinces, districts, and local municipalities;
- The absence of valuable LED networks in many regions;
- The incapacity of many local municipalities to clearly define a LED strategy in the context of IDP planning processes;
- The inadequate planning resources and capacity (SALGA, 2010:11).

In addition to the above, the Department of Trade and Industry (Dti) Guidelines for Reducing Municipal Red Tape (2013:10) indicates that municipal red tape, or bureaucracy, can be seen as one of the many challenges faced by local government. Red tape reduces business and personal productivity and effectiveness. Another concern as stated by the Department of Trade and Industry (2013:10) is that small businesses suffer the most because they have fewer administrative resources and less time to deal with government red tape. As a result, people are discouraged from starting a small business due to the regulatory burden from bureaucracy or red tape. It can be argued, therefore, that with the current challenges, as indicated above, it is unlikely that LED will make an impact at the municipal level to create more jobs and to assist effectively with poverty alleviation.

3.14 POSITIONING LED WITHIN IDP

Molefane (2006:40) states that the IDP was announced as a result of the inequalities created by the legacy of apartheid, which left many towns and cities in South Africa divided by race with regard to businesses and residential zones. Molefane (2006:40) also indicates that the legacy of apartheid led to poorly designed towns with unequal levels of services and growing squatter settlements. Most rural areas were left without basic services such as water and sanitation, housing and electricity. Ababio and Meyer (2012:08) explain that municipalities have been assigned developmental duties in terms of Section 152 of the Constitution, 1996, including the implementation of LED. The DPLG: IDP Guide Pack v, (2000:22) avers that municipalities play a key role in influencing the local economy, and that a local Economic Development Plan becomes the end product of the IDP process. According to Gunter (2005:32) municipalities that do not have an LED policy may use the IDP as the method towards developing an LED strategy. Rogerson (2004:12) is of the view that the integration of LED into the IDPs will result in the enhancement of social, economic and sustainable development in local communities. The WPLG (1998:46-47) states that maximising social development and economic growth is one of the outcomes of a developmental local government in South Africa.

Craythorne (2003:150) asserts that it is legally mandatory for municipalities to undertake LED as part of the municipal integrated development plan. Hofisi, Mbeba, Maredza and Choga (2013:591) state that the IDP process that incorporates LED is a fundamental mechanism that guides the development agenda of local government. Maleka (2002:24) states that Section 26 of the MSA, 2000 identifies the need to plan for LED in municipalities. Mogalakwena Local Municipality (2006:10) contends that LED forms an essential part of the IDP process through which a Strategic Development Plan of a municipality is articulated. It gives emphasis to all the developmental objectives of a municipality such as LED, and it links strategies to accomplish these objectives in an integrated manner.

Mogalakwena Local Municipality (2006:10) also emphasises that the IDP provides coordination between the LED initiatives and the programmes of different departments by pulling together aspects such as priorities, objectives, strategies and budgets. According to Malefane (2008:131) local economic development is a cross-cutting and interdisciplinary part

of municipal operational planning. Koma (2012:132) explains that the Integrated Development Plan that is adopted by a municipality's council informs the formulation of an LED strategy. Koma (2012:132) indicates further that appropriate coordination and alignment must be promoted within the IDP and LED planning process. Mashamba (2008:425) avers that a credible IDP must take into account detailed LED plans on strategies and programmes that promote aspects such as local economic growth, job creation and poverty eradication in local communities.

The Rossouw-Brink (2007:36) states that the IDP identifies the connection between different development aspects such as political, social, economic, environmental, ethical, infrastructural and spatial issues. It is difficult to address a single dimension and form an impact considering the inter-relationships. The IDP recognises that any sustainable and successful strategy must address all of these elements in a coordinated manner in order to sustain effective economic growth, poverty reduction and inequality in a municipal area.

3.15 PUBLIC PARTICIPATION IN LED

According to Molefane (2008:34), LED projects and programmes are not easy to endorse without taking the concerns of the communities into consideration. Molefane (2008:34) also states that it is important to engage communities in the promotion of LED processes, in order to eliminate poverty by means of job creation and enterprise development. LED stimulates public and private partnerships and supports issues such as the joint design and implementation of a shared development strategy in a municipality.

Molefane (200:34) contends that people meet with diverse ethics, beliefs and interests. As a result, economic development planners are confronted with the challenge of promoting integrity, as well as achieving a mutual consensus to advance LED in a particular area. According to the SALGA Guidelines on Enhancing Public Participation (2013:01-02), different legislative frameworks impose community participation in South Africa on LED. Section 152 (i) of the Constitution, 1996 states that municipalities must encourage involvement by the community and community organisations in the affairs of local government, in order to promote developmental objectives.

The WPLG (1998:02) states that local government has an obligation to play a leadership role, to engage the general public and stakeholder groups in the development process, to develop social capital, and to reveal sustainable local solutions. Douglass (2012:32) indicates that the Municipal Structures Act, 2000 provides that municipalities must involve the community in the affairs of the municipality, deliver service in a financially sustainable manner, as well as to promote development in the municipality. According to Pieterse (2007:06) the MSA, 2000 states that the IDP process must include different stakeholders in order to allow the people to have a say about its outcomes. In addition, it also becomes an important tool to allow citizens and interest groups to monitor and assess the performance of the municipality, based on specific targets for developments which are linked to the budget of the municipality.

Molefane (2006:35) maintains that the LED process has to recognise other sectors of the local community such as the academic community and NGOs in the LED process. In this regard Rodriques-Pose and Tijnstra (2005:16) state that participation in the LED process can help deliver a socially sustainable system by including the previously excluded groups and ensuring that government is more transparent and accountable. The encouragement of both the direct and indirect participation of diverse stakeholders may result in an LED process that promotes an inclusive design of development strategies that take into consideration the current situation, including the social and environmental consequences of different policy options in a municipal area. With reference to the above, it can be argued that public participation is a necessary mechanism for a successful LED development and implementation strategy.

3.16 STRATEGIES FOR BUILDING LOCAL ECONOMIES

The development of LED strategies in South Africa is renowned as a mechanism to restore the changes and challenges effected by the new economy (Diseko 2014:147). Koma (2013:139) states that municipalities can use various strategies to support local business to achieve developmental local government. These strategies hinge on the attainment of successful intergovernmental relations, whereas others rely on aspects such as the allocations of adequate resources, creativity and proper planning. De Beers and Swanepoel (2000:101) maintain that local government have a duty to focus not only on the provision of essential services, but to also pledge the resources to improve the living conditions of the local people. The FBDM, IDP Review (2014/15, 2015:65) states that an LED strategy guarantees that there is an analysis of issues, such as the existing situation, and the opportunities for growth, including decisions on

the best strategies to assist the municipality to accomplish their goals. Some of the strategies which local authorities could adopt to reach these developmental goals are outlined below.

3.16.1 Maximise tourist potential

According to South African, National Tourism Sector Strategy (2011:01), tourism has become a vital part of South Africa's economic growth strategy and contributes to the creation of jobs within the local economic sector. Ntonzima (2011:664) states that pro-poor tourism is an approach to tourism which aims to enable poor local people to acquire economic benefits from tourism in an equitable and sustainable manner. Ntonzima (2011:664) is of the opinion that the International Centre for Responsible Tourism views pro-poor tourism as a mechanism to improve the livelihoods of poor people in the following three ways: economic growth by means of employment and small business development; infrastructure development such as roads, water, electricity, telecommunications and waste treatment; and empowerment through taking part in decision-making.

Diseko (2014:91) avers that many small towns in the rural areas of South Africa have experienced economic decline. As a result, LED planning in small towns is established with a view to revitalise economic activity, as well as to counter the shrinking economy. The Constitution, 1996 describes tourism as a function of local municipalities. Thus, municipalities can accelerate economic growth by exploiting the capacity of the local tourist industry (De Beer and Swanepoel, 2000:101).

3.16.2 Local economic development agencies

Patterson (2008:28) explains that the development agency concept is for a method of job creation by means of local knowledge and mechanisms. The main objectives of these agencies, as cited by Patterson (2008:28), are as follows: to stimulate and develop economic capacity through building on the competitive strengths of each region's economy and assets; to inspire public and private partnerships to initiate opportunities for development; to support innovative thinking and business activity in order to support and drive economic growth; and to manage the spatial administration of a municipal area in a socially efficient manner, including the use of public land and targeted private developments. Patterson (2008:29) further points out that a development agency is an organisation with the interest and concerns of the community at

heart, but which applies private sector tools and strategies. It is an instrument owned by a municipality to direct and control municipal resources, possible investors, and district and provincial investment opportunities, in line with the established development goals.

3.16.3 Community economic development

Community economic development refers to municipal assistance designed to provide support to local communities at the grassroots level. The recipients of community economic development as part of LED initiative include the community businesses and cooperatives, local exchange and trading systems (LETS), third sector development experiments (like the People's Housing Processes), savings collectives and informal lending arrangements, community-based environmental management and maintenance schemes, as well as urban farming projects. The above community economic development initiatives highlight the significance of working directly with low-income local communities and community organisations to promote the economic development of local communities (LED Toolkit Book 6, 2012:09).

3.16.4 Tender and procurement

According to the SALGA, Guidelines for Municipalities in South Africa (2012:04), municipalities spend a large proportion of their budgets on buying local goods and services. These funds can be expended in order to encourage affirmative procurement and to boost access to business opportunities for individuals and small businesses that were previously excluded. The tender and procurement policies must be applied in a manner that supports small contractors and emerging businesses in a local area. Joint ventures must also be encouraged where small companies are unable to render a particular service.

3.16.5 Public investment and enterprise development

Turok (2008:196) maintains that investment in ventures such as housing and electricity, as opposed to welfare expenditure, suggests that there will be profits on investment. This ensures sustainable development by defending macroeconomic balances. Such ventures inspire extensive growth through demand for electrical goods such as furniture, household goods, and other consumables which can be created locally.

The World Bank, Bertlesman Foundation and World Bank Cities Initiation (2002:35) maintain that municipalities must prepare industrial and commercial sites that will be able to provide basic infrastructure, in order to attract business to the local area. De Beer and Swanepoel (2000:102) point out that the infrastructure, including harbours, airports, road and rail networks, must be operative, since investors would not invest large sums of money in a place where it is challenging to transport goods and services in and out of the market. De Beer and Swanepoel (2000:102) avers that a defective railway system and a harbour which is unable to support the volume of cargo offloaded is inadequate. Thus, South Africa will have to certify that their communication networks are in good working condition in order to connect it with the rest of Africa and the world. Moreover, De Beer and Swanepoel (2000:102) state that schedule 4(B) of the Constitution, 1996 provides that a municipality is responsible for municipal airports, pontoons, ferries, jetties, piers and harbours, excluding the regulation of international and national shipping.

3.16.6 Business incubation or development

Dickes (2011:25) indicates that although there is sufficient understanding of the fundamental objectives of business incubators, there is still ambiguity with regard to the definition of the concept of business incubation. Al-Mubaraki and Busler (2013:19) states that a business incubation program is a social and economic plan which offers to assist members of the local community to start-up their own business through business assistance programmes. The purpose is to ensure that these businesses are financially self-sustaining and successful. Dubihlela and Van Schalkwyk (2014:265), agrees with the above that business incubation is a programme launched by the Departments of Trade and Industry (DTI) and Science and Technology (DST) in order to develop new businesses, and create new prospects of employment in South Africa.

Kongolo (2010:2294) and Dubihlela and Van Schalkwyk (2014:264) emphasise that small businesses in South Africa experience numerous challenges, which include a shortage of managerial skills, lack of finance, no access to bank credit, inaccessible markets, suitable technology and development, production capacity, recognition by bigger businesses, lack of interest, long administration processes, and insufficient institutional support regarding the roles that small businesses can play in LED. Stenberg (1993:140) mentioned almost 27 years ago that small business incubators increase business growth and development and facilitate funding

and business support to businesses on their sites. Dickes (2011:26), Dubihlela and Van Schalkwyk (2014:264), Kongolo (2010:2288) and Al-Mubaraki and Busler (2013:19) agree that business incubators create employment and income opportunities within local communities.

Dickes (2011:35) asserts that the current uncertainty about business incubation is whether they can grow to become self-sufficient. The other concern is that it is costly to improve because the development phase may last five to six years. Dickes (2011:35) explains that the assessment to determine whether a business incubation is successful or not is difficult, due to the challenging setting of business incubations. Stenberg (1993:140) also points out that in order to devise and implement plans for business incubators, developers must allow the business incubation time that is required for a business, and decide which business are likely to succeed past the development stage. The required time for the development of a business will be different according to the type of business and the socio-economic conditions of the local area.

Diseko (2014:64) avers that the business incubator model has the potential to grow with the increase in the number of business incubators created in the various economic sectors in South Africa, such as manufacturing, agriculture, and agro-processing. Thus, business incubations offer a variety of support for new businesses and thus leads to economic development and growth and job creation in South Africa. It is also apparent that effective LED strategies depend on IDP and the availability of infrastructure, amongst other factors.

3.17 INSTITUTIONAL ARRANGEMENTS FOR LED

Sibisi (2009:09) indicates that the successful implementation of LED is dependent on the institutional ability of government. Mogale City Local Municipality's LED Strategy (2011:155) avers that it is crucial that institutional arrangements are designed to assist municipalities to implement their LED strategies in an effective and sustainable manner. The Mogale City Local Municipality LED strategy (2011:155) states that institutional arrangements include creating the different structures and networks through which a municipality should coordinate, manage and implement, as well as monitor, its LED strategy. Botes (2002:02) explains that LED institutional arrangements refer to a range of structures and networks through which LED can be coordinated, managed and implemented as well as monitored.

Meyer and Venter (2013:98) state that there is no typical institutional arrangement that would fit all municipalities in South Africa. The NC LED Manual (2016:38) warns that institutional arrangements will differ from one municipality to another due to aspects such as the size of a municipality, its structure, and other factors such as the strength of LED within a particular municipal area.

Swinburne *et al.* (2006:44) contend that in order to sustain LED implementation, a municipality must create as well as maintain formal and informal relations with local communities and various public and private sector. According to Mathe (2010:52), municipalities should pay attention to the following principles when developing institutional arrangements for LED:

- To provide clarity on the roles and responsibilities of different role players involved in LED;
- To provide an opportunity for the main role players to contribute to the arrangement and implementation of the overall LED capacity building plan;
- To enable the participation of various role player based on their operational areas of contribution;
- To empower remaining organisations in order to meet the objectives of the National Capacity Building Framework (NCBF) and the other structures formed by the provisions of the IGRA;
- To provide support to the political and administrative branches of government in their mandate in order to achieve the objectives;
- To offer ideas at national, provincial and local levels on how to improve communication amongst the three spheres of government;
- To maintain the effective use of resources of the structure in order to perform its functions and achieve its goals;
- To explain the link between the management of the capacity building environment and the capacity building delivery (Mathe, 2010:52).

The North Cape, LED Manual (2016:36) explains that municipalities are encouraged to form committees in order to enable oversight through relevant departments, whilst considering the transversal nature of LED. In light of the above, it can be argued that Magareng Local Municipality will not be able to achieve its developmental goals without implementing its

institutional arrangements in a successful way. Meyer and Venter (2013:98) separates institutional arrangements into internal and external arrangements, as discussed below.

3.17.1 Internal arrangements

The NC LED Manual (2016:38) states that a Local Economic Development is a cross-cutting phenomena and therefore becomes the responsibility of each department within a municipality. Thus, it is important that a directorate or unit is established in a municipality to ensure that it accomplishes its developmental mandate. The NC LED Manual (2016:38) suggests that an LED unit should be able to perform the following functions in a municipality:

- To act as a depository of knowledge and an advocate of economic matters in a local area
- To organise internal role players in order to develop a solid internal vision and support of LED. These include the executive managers for Technical and Community Services; the CFO (incentives); officers appointed to promote the empowerment of women, youth and disabled persons; a communication officer; urban planning, and the health inspectorate
- To organise the development and implementation of the LED strategy framework and annual implementation plan
- To provide a coordination role, including implementing LED projects and programmes in a municipality
- To organise and manage different LED role players, and encourage investment as well as sectoral support
- To expand accessibility to business advisory services by coordinating the economic support services offered by government and public entities
- To assume an advisory role, and bring together business and those who are interested in starting a business
- To monitor and evaluate the impact of economic strategies in a municipality
- To organise vulnerable community members including women, young people and people with disabilities, to participate in the local economy (NC LED Manual, 2016:38)

The NC LED Manual (2016:39) further explains that one of the challenges is the placement of LED and IDP within municipalities. Rossouw-Brink (2007:65) states that some municipalities in the Frances Baard District Municipality in the Northern Cape Province places LED function in a line function setting that enables its effective implementation. Rossouw-Brink (2007:65) further contends that institutional reform must ensure that LED is situated at a higher level in order to influence policy at a local level.

The former DPLG (2000:7-9) proposes three ways in which the LED unit must be placed inside a municipality's structure, namely:

- In the centre of the municipal administration. Placing the LED unit in the office of the municipal manager ensures that the LED unit assumes a more strategic role, as it is not directly linked to line departments with operational responsibilities in a municipality. This will be a small strategic unit which will act mostly as a promoter as well as facilitator of LED.
- In a line department. The line department is liable for a specific municipal service such as a department responsible for water and sanitation or roads. LED units placed inside a line department drive an operational rather than a strategic or facilitator's role.
- Inside a planning and development department. Departments liable for planning and development are assigned the responsibility to coordinate and prepare municipal IDPs. This provides the department an opportunity to guide the policy of the municipality on development programmes. A planning department is liable for implementing a particular development project. The LED unit that is placed in a planning and development department is expected to bring both policy and implementation functions together (DPLG, 2000:7-9).

3.17.2 Interdepartmental relations to promote LED implementation

Meyer and Venter (2013:99) state that in order to create an alignment of efforts, including avoiding replication of work, a local economic development unit should work together with other directorates in a municipality.

3.17.2.1 Dedicated LED committee of the municipality

Meyer and Venter (2013:99) suggest that an LED portfolio committee must be established. The functions of the LED portfolio committee should include the following:

- The LED portfolio committee of municipality should provide political guidance as well as oversight on the development and implementation of the LED strategy in the municipal area;
- The LED portfolio committee must involve external stakeholders in order to stimulate local investments in LED development programmes and projects; and
- The LED portfolio committee should organise local communities to strengthen active participation in LED initiatives.

LED portfolio committees established in terms of Section 80 of the Municipal Structures Act, 1998 fulfil an important role oversight role to ensure the effective implementation of the municipalities LED strategy.

3.17.3 External arrangements

According to Meyer and Venter (2013:98) the following external arrangements are available to strengthen and support LED within a municipal area.

3.17.3.1 Broad LED stakeholder forum

The Northern Cape LED Manual (2016:36-37) and Meyer and Venter (2013:99) describe the LED stakeholder forum as a platform to share information, experiences and to identify the economic development challenges of local communities. The Northern Cape LED Manual (2016:36-37) indicates that the goal of the LED stakeholder forum is to consult extensively with many community-based structures in order to organise investments for the LED initiatives in a municipal area. Steyn (2007:34) argues that the functions of the LED stakeholder forum should include the determination of economic development challenges hampering LED within a municipal setting. The latter will assist the municipality to devise interventions to address those LED related challenges. In addition, the LED stakeholder forum should participate in

discussion about the municipality's LED related policies, strategies and delivery processes, and to give direction and assistance to sectoral clusters. The LED stakeholder forum can be seen as a useful platform to consult with community organisations to attract investments for the municipalities LED initiatives, and to be involved in the municipalities LED related activities and decision-making processes.

3.17.3.2 National LED Forum

According to the National LED Framework (2006:33), the National LED Forum was should strive to achieve the following:

- To improve the notion of integrated economic planning;
- To coordinate access to funding and financial support for LED projects and programmes, including the formation of multi-sourced funding bases;
- To increase the performance of the municipalities LED initiatives;
- To support municipalities to achieve the local competitive advantage for territorial LED;
- To improve financial accessibility, to capitalise on the local competitive advantage for economic development; and
- To confirm the involvement of formerly underprivileged people in the achievement opportunities presented by LED at a local sphere.

Thus, the national LED forum strives to support local government to improve municipalities' financial capabilities to increase the performance of LED initiatives.

3.17.3.3 Provincial sphere LED forums

Rossouw-Brink (2007:82) explains that provinces should establish LED forums. The Northern Cape Provincial Growth and Developmental Strategy (NCPGDS) (2004:63) asserts that in order for the NCPGDS to succeed, proper institutional arrangements must be put in place for its implementation. The NCPGDS (2004:63) also states that it includes the dedicated involvement of government, labour, civil society and the private sector. This does not only entail the reinvention of structures but strengthens the current ones. Outside the partnership

approach, encompassing the involvement of all growth and development stakeholders, it is important that there is integration and coordination of the work of these shareholders. Rossouw-Brink (2007:82) emphasise that the Office of the Premier (OTP) should play a crucial role as the overseer of the PGDS. Furthermore, Rossouw-Brink (2007:82) state that national and provincial departments must provide sound institutional guidelines to municipalities to organise as well as institutionalise their activities. Currently, organisational structures are varied to an extent that adjacent local municipalities cannot communicate with one another.

3.18 MUNICIPAL CAPACITY TO FORMULATE AND IMPLEMENT IDP'S AND LED IN A SUSTAINABLE MANNER

The former DPLG initiated a study in 2004 where the different needs of different municipalities and provinces were investigated concerning their capacity to implement IDPs and LED effectively. The study was conducted in all provinces and all municipalities, and the results are presented in the Development Planning Indaba Report (DPLG, 2004:9), namely:

- It was found that a total of 28% of municipalities in South Africa need additional capacity in financial and human resources in order to manage and drive their IDP processes effectively. Due to the lack of capacity most of these municipalities are dependent on consultants and do not own the process.
- The report demonstrated that a total of 35% of municipalities have the basic capacity but need support in formulating and implementing their IDP. Most of these municipalities make use of consultants, but in most cases their IDPs do not inform implementation.
- The Development Planning Indaba Report (DPLG, 2004:9) also demonstrated that a total of 28% of municipalities are capable of completing an acceptable IDP but need support with the implementation.
- The report further demonstrated that a total of 9% of municipalities have the required capacity in financial and human resources to formulate and implement an acceptable basic IDP. These municipalities take ownership of the IDP process. Consultants are used for parts of the planning, and limited implementation takes place.
- A total of 91% of local municipalities do not have the necessary capacity to formulate an IDP and to implement their IDPs.

The Resource Handbook for Municipal Councillors and Officials (2001:15) states that the IDP process is the single, inclusive planning process into which other processes must be integrated, and it influences the plans of other spheres of government. LED initiatives must be fully integrated into the municipal IDP. Madzivhandila (2012:371) asserts that a sequence of institutional weaknesses such as lack of skills and capacity, including weaknesses in financial management, have eroded the effective implementation of IDPs. Madzivhandila (2012:371) further argues that this becomes an impression of the quality of LED strategies implemented by municipalities in South Africa. In order to address the above shortcomings, the former DPLG has set up an LED fund to finance and support local job creation and poverty alleviation projects, which will be discussed in the following section.

3.19 LED FUNDING

The National LED Framework (2006:35) provides that funding LED strategies and programmes has many challenges. One of these challenges is that municipalities do not have enough funds to pursue the LED process unaided. In this regard, the Mogale City Local Municipality LED Strategy (2011:145) states that it is important for an LED unit to coordinate the involvement of different role players, as a result of the limited funds available for LED projects and programmes.

Patterson (2008:11) explains that a municipality can finance LED programmes and projects by imposing rates and taxes or derive funds from both the provincial and national government. Municipalities rely on generous donations and public grants to support their LED initiatives and programmes. The National LED Framework (2006:35) indicates that local and international NGOs, as well as donor agencies, play an important role in order to access and ensure that funds are available for local development and LED projects and programmes. The available opportunities for funding LED projects and programmes are encapsulated by Patterson (2008:11-12) in Table 3.3 below.

Table 3.3 Possible funding avenues in South Africa

Donor Funding	Donor agencies operating in South Africa include the European Union (UN) LED support programmes, United State Agency for International Development USAID), German Technical Cooperation Agency (GTZ), United Kingdom, Department for International Development (UK DFID), and World Bank (WB).
Municipal Infrastructure Grant (MIG)	The MIG transfers from national government to local sphere must be use for basic infrastructure development.
Neighbourhood Development Partnership Grant (NDPG)	The NDPG was introduced in 2006. It allows municipalities to make a joint application to the NDPG.
National Sector Support	There are different sources of funding provided by different government departments.
Development Finance Institutions	The International Development Corporation (IDC), the Development Bank of Southern Africa (DBSA), Independent Development Trust (IDT), the National Empowerment Fund, and the National Development Agency (NDA).
Local Government Own Revenue	A municipality must to collect its own revenue through municipal rates and taxes.
Equitable share	Municipalities with a high growth rate should support municipalities with a low growth rate.
	Increase the use of provincial equitable share and transfers to municipalities.

(Source: Patterson, 2008:11-12)

Patterson (2008:12) is of the opinion that to date more than thirty Development Agencies have been created since 1994, with variable degrees of success. There is also a combination of non-governmental support and international donor agencies that give financial and technical assistance to municipalities and private sector groups, such as the European Union, the United States Agency for International Development, the World Bank, the German Technical Cooperation Agency (GZT), the United Kingdom's Department for International Development (UK DFID), and the World Bank (WB).

Marais in Diseko (2014:99) contends that most LED projects and programmes that are implemented by donors are biased towards supply-side approaches instead of developing a firm approach that considers the market or demand-side aspects. LED projects and programmes pay more attention to legal compliance than on the quality of the end product. These LED projects and programmes do not create distinguished products and services that are appropriate for poor people. Diseko (2014:99) states that the success of LED programmes has been mainly restricted to the large urban areas. Smaller urban settlements and rural areas do not benefit from such LED programmes.

SALGA (2010:10) explains that some of the foreign donor organisations in South Africa have a specific view on LED matters. One example is Germany, which focuses on local government and good governance in municipalities. Another example emanates from the European Union (EU), which provides supports to LED projects and programmes in KwaZulu-Natal, the Eastern Cape and Limpopo province. The objective of the three initiatives is to increase the capacity required to implement LED effectively. Diseko (2014:99-100) aver that small rural towns experience economic decline, as observed with Alicedale, a former railway town in the Eastern Cape. This trend of bias towards economic development in urban areas continues, even though rural areas experience major development challenges. The declining development situation in smaller urban settlements and rural areas needs to be addressed through activities such as LED projects and programmes, and policy reform.

According to Patterson (2008:21), and Diseko (2014:99), the European Union funded another LED activity known as the Gijima programme of the Department of Economic Development and Tourism (DEDT) in the province of KwaZulu Natal. The objective of the Gijima programme is to offer support to the provincial DEDT and other role players in order to implement LED policy, as well as to achieve stable economic growth in Kwa-Zulu Natal. Patterson (2008:21) avers that the Gijima programme includes three sub-programmes, namely, the Business Enabling Fund (BEF), the Local Competitive Fund (LCF), and the Networking and Co-operation Fund (NCF). Diseko (2014:100) explain that the attention on LED expanded due to aspects such as globalisation, reduced central and provincial government involvement in LED, as well as increased decentralisation. Diseko (2014:99-100) avers that LED projects financed by donors are focused towards supply-side approaches instead of developing an objective approach that reflects the demand-side aspects. Therefore, donor-funded LED

projects and programmes place the needs of the investors above those of the local people. Government must develop a stable and appropriate system of donor-funded LED projects in order to prioritise local as well as donor needs. The objective of the programme is to grow the economy by giving attention to three particular objectives: supporting pro-poor LED, increasing local government capacity, and growing local competitiveness by building partnerships with different role players.

Patterson (2008:14-15) states that municipalities still struggle to address their challenges in order to respond to their LED role, despite the support from international donor agencies and government programmes. Patterson (2008:14-15) avers that it is not sufficiently realised that the role of municipalities is to provide strategic intervention instead of getting involved directly in LED project and programme implementation. The different financial and support institutions working in South Africa provide strategic direction in order to implement LED, but it is not yet incorporated at the local government sphere.

In light of the above argument, the following is critical for any municipality, including the Magareng Local Municipality:

- To recognise the government approach to LED
- To plan and implement LED strategies in line with different national and provincial policy and legislative frameworks
- To know their functions and duties as municipalities and their influence on local economic development
- To clarify the LED roles and responsibilities of the different spheres of government, as well as civil society, in a co-ordinated manner to achieve the principles of LED (Mogale City LM, 2011:20).

Van Vuren (2003:52) maintains that no single national fund exists in South Africa to promote LED. According to Patterson (2008:13), LED is the obligation of all government departments and donor agencies, and all role-players in the municipal sphere. Patterson (2008:13) explains that the Municipal Infrastructure Grant (MIG) through the CoGTA renders support to municipalities to supply basic infrastructure development and improve service delivery. According to Patterson (2008:13) the purpose of the MIG is to deliver a basic level of service by 2013 to empower local municipalities, to decentralise service delivery and to alleviate

poverty. Municipalities applying for MIG funding must comply with a number of conditions in order to receive the funding, which requires community participation to ensure that the development programmes and projects meet the needs of local people (Patterson, 2008:13). Furthermore, Van Vuren (2003:55) asserts that the Local Economic Development Fund (LEDF) is aimed at municipalities that are involved in specific LED programmes and projects which have an impact on job creation and poverty alleviation. According to Van Vuren (2003:55), the budget for the LEDF in the 2001 and 2002 fiscal year was R78 million. Innovative municipalities in both declining and growing regions are targeted by the fund. According to Van Vuren (2003:55), the LEDF supports LED strategies such as SMME development, development and maintenance of infrastructure, retention and expansion of existing businesses, closing gaps in the local economy, development of human capital and community economic development.

For the purpose of this study it was important to note that the Mogale City LED Strategy (2011:153) and Patterson (2008:13) argue that another potential source of funding for the Magareng Local Municipality LED initiatives is the Neighbourhood Development Partnership Grant (NDPG). The Neighbourhood Development Partnership Grant was started in 2006 by the National Treasury to inspire and accelerate investment in poor residential neighbourhoods such as those of the Magareng Local Municipality, providing technical assistance and grant financing for municipal projects that have a distinct private sector element. Mogale City LED and Programmes Strategy (2011:153) and Patterson (2008:13) further point out that the NDPG is motivated by the idea that public investment and funding can be applied to draw private and community investment, as well as to expose the social and economic potential inside neglected towns and communities. In this way the fund will improve South Africa's macro-economic performance and increase the quality of life of its people.

According to Patterson (2008:13), many development finance institutions exist in South Africa to provide financial assistance and support to finance LED initiatives. Some of these comprise the Development Bank of South Africa (DBSA), the Industrial Development Corporation (IDC), and the National Development Agency. Patterson (2008:13-14) states that the DBSA has provided funds for the development and implementation of LED strategies and projects and programmes in district and local municipalities. The Development Bank strategy envisages that an amount of R8 billion will be invested in South Africa over the next three years and will

place about 150 experts to develop and implement infrastructure projects in municipalities (Patterson, 2008:13-14).

Patterson (2008:14) avers that the International Development Corporation (IDC) renders support in partnership with other role players, to boost business confidence in the local sphere, by providing opportunities for investment through the formation of local economic development agencies (LEDAs). In this regard more than 20 LEDA's have been established across South Africa with funding from the IDC. The National Development Agency (NDA) was established in 2000 and the National Development Agency Act, 1998 was established with the aim to eradicate poverty and its causes. The agency has approved funds to more than 2,500 social development projects, such as emerging farmers, early childhood development, as well as cross-cutting projects like health and HIV/AIDS (Patterson, 2008:14).

Patterson (2008:14) further states that the Independent Development Trust (IDT) was created in 1990 to assist government in the delivery of the socio-economic development agenda to eradicate poverty and job creation. The IDT provides support and strengthens delivery institutions at community level by promoting job creation through training, as well as hiring emerging community contractors. Patterson (2008:14) further states that the IDT renders institutional capacity building and supports local economic development initiatives in municipalities through support from international donor agencies. Small, medium and micro enterprises are affected by inadequate funding in the private sector. Van Vuren (2003:52) and Patterson (2008:14) mention that there are financial support agencies that provide different funding mechanisms, such as the Khula Enterprise Finance, the Umsobomvu Youth Fund, the Apex Fund, regional development banks and NGOs running micro-finance programmes, commercial banks, and venture capital companies that provide funding for SMME development.

3.19.1 Evaluation of the LED Fund

According to Nel, Binns and Bek (2009:228), Nel and Binns (2002:360), Patterson (2008:08), Tomlinson (2002:115) and Van Vuren (2003:55), the Local Economic Development Fund (LEDF) is a funding mechanism started by the DPLG in 1999 to offer financial assistance to municipalities that promote LED projects and programmes to reduce poverty and create jobs

in their locality. Van Vuren (2003:55) avers that the LEDF provides funding to short-term and long-term development projects and programmes.

The DPLG (2003:14) states that the Local Economic Development Fund (LEDF) has specific shortcomings: poor ability to encourage competitive enterprises, job creation and financial autonomy between its recipients. Aspects such as financial dependency can be seen in most projects, caused by a lack of consistency in how the grant funding is applied. The DPLG (2003:14) further indicates that in some instances, the LEDF funding has been used to provide infrastructure, and to purchase equipment, material and other commodities.

The DPLG (2003:14) further explains that the limitations of LEDF are related to the fact that the continuance of LEDF originated from the notion of LED becoming the same as the grant driven programmes, and with a project-based approach. Therefore, LED planning concentrated on gaining access to LEDF funds as opposed to formulating strategies for implementing the LED project and programmes. The LEDF has created an impression that LED is a local government activity, thus aggravating the marginalisation of the private sector and civil society respectively. Experiences with the LEDF further demonstrate that although the supply of grant funding to aspirant entrepreneurs is done in an open manner, the ability of these entrepreneurs to become financially independent, create sustainable jobs and survive the mood of the market cycles is difficult. The DPLG (2003:13-18) also mentioned further challenges regarding LEDF, namely:

- Numerous projects have been influenced by local politicians needs that are often than not inconsistent with local community's needs;
- There is a general lack of clarity about who the recipients of the LEDF funding should be;
- Only a few selected beneficiaries benefitted from LEDF;
- The majority of LED funded projects and programmes are relying on grant funding;
- The inability of the LEDF projects and programme to capacitate either beneficiaries or officials;
- Only a limited number of business plans of LEDF projects or programmes include aspects such as rates of return, expected profits, net present value, jobs created per investment as well as potential risks;

- There are fewer examples of LEDF projects and programmes being implemented jointly by different departments;
- A limited number of LEDF projects and programmes include strategies that outline how the project or programme would operate separately from local government assistance;
- Additional cost such as the indirect costs such as personnel cost, subsidised access to water and electricity, were not considered in the business plans;
- The impact of LEDF projects and programmes on the environment were not considered;
- There is a general lack of capacity in municipalities to provide direction with the design and management of LEDF projects and programmes;
- There is a general lack of coordination and integration capacity to ensure alignment between projects and programmes to the municipalities IDPs, local resources and local opportunities.
- Only a few municipalities have established development units to manage LED responsibilities;
- Participation of the private sector in LEDF seems to be on a contractual basis;
- The management and control of some of the LEDF projects and programmes falls outside of the beneficiary local community;
- The role of provincial government in the implementation of LEDF is unclear and it contributes to a lack of provincial support for the LEDF projects and programme at local sphere of government (DPLG 2003:13-18).

From the above one could argue that although government makes provision for LEDF to fund specific LED projects and programmes, there are no clear guidelines to clearly explain what it should be used for. Furthermore, the above discussion demonstrated that there are many shortcomings that need to be assessed at the national and provincial sphere so that LEDF could be effectively used at the local sphere for particular LED projects and programmes.

3.20 SUMMARY

The notion of developmental local government, places emphasis on the social and economic development of local communities. The developmental role of local government requires from municipalities to find sustainable ways to meet the social, economic and material needs of local communities. The aim of sustainable development is to alleviate poverty, to create employment

opportunities for local communities, to build safe and just societies, which are the principal objectives of an integrated development policies and interventions in local government. Developmental local government requires that local communities should actively participate in developmental initiatives and affairs of municipalities. To give effect to the developmental objectives the IDP as the five-year strategic plan of the municipality must ensure that the priority needs of local communities are aligned with the resources of the municipality. It was accentuated in this chapter that the IDP serves as a tool to ensure economic and social development of the local community.

The chapter emphasised that the developmental role of local government places a responsibility on municipalities to create a favourable business environment for potential investors and existing local businesses to grow through LED initiatives. The municipality must institutionalise and align its LED strategy within the IDP. As discussed in the chapter, provincial governments also have a responsibility concerning LED. Provincial government must support and ensure that municipalities have the capacity to implement sustainable LED projects and programmes. It was accentuated that the responsibility to plan and implement LED projects and programmes remains the responsibility of local government. It was further argued that LED is a cross-cutting initiative in all sectors that requires the involvement of local government, communities, community organisations, and the private sector in the LED processes, to create sustainable employment opportunities for local communities.

The chapter further emphasised that most municipalities experiences a range of constraints and challenges to implement sustainable LED projects and programmes, such as the lack of capacity and skilled staff, lack of funding, lack of resources, lack of support, and lack of capacity of local communities. Lastly the chapter emphasised that there are many development finance institutions to provide financial assistance and support to the funding of LED initiatives. Some of these include the Development Bank of Southern Africa, the International Development Corporation and the National Development Agency.

CHAPTER 4: EMPIRICAL RESEARCH: METHODOLOGY AND FINDINGS

4.1 INTRODUCTION

The preceding chapters outlined the theoretical and literature framework for the study. An in-depth literature study and an empirical study were conducted, with the aim of achieving the research objectives and answering the research problem outlined in Chapter 1 of this study. Chapter 2 of the study provided a theoretical overview of developmental local government, and IDP, its characteristics as well as importance. Chapter 3 explored the interface between IDP and LED. The background and legal framework of LED in South Africa was also outlined.

The main aim of the study was to positively contribute to improvements of the IDP to promote socio-economic development of the community of the Magareng Local Municipality, in the Northern Cape Province. This chapter examined the research design, methodology, approaches, validity, reliability and data analysis of the empirical study.

This chapter further presented the findings and results of the data obtained from the semi-structured questionnaire and the semi-structured interviews that was used to collect information from the selected respondents of the ward committee and from municipal officials of Magareng Local Municipality.

4.2 RESEARCH METHODOLOGY AND DESIGN

4.2.1 Research paradigm and design

The most common research philosophies or paradigms are positivism, post-positivism or interpretive and pragmatism paradigms (McGregor and Murnane, 2010:422). The positivism paradigm holds that knowledge is only seen as the truth if it is created through scientific

methods. In contrast, the post-positivism or interpretive paradigm assumes that there are many ways to acquire knowledge besides using scientific methods. The pragmatic paradigm entails the usage of a mix of different research methods as well as modes of analysis to find solutions to specific problems (Du Plooy-Cilliers, *et al.*, 2014:78). In this study an interpretive research or post-positivism paradigm was followed by using various qualitative data collection instruments.

Mouton (2005:161) and Welman *et al.* (2008:6-7) state that qualitative research methods encompass certain approaches to knowledge production and include any research that makes use of qualitative data. Leedy and Ormrod (2014:42) provide the purpose of qualitative research studies as that of describing, interpreting, verifying and evaluation. According to Maree *et al.* (2017:52-55) the purpose of qualitative research is to describe and understand phenomena within their naturally occurring context with the intention of developing an understanding of the meanings revealed by the respondents. Booth, Koekster, Reichard and Brenster (1993:165) add that the advantage of qualitative research methods is their ability to quickly change the line of questioning as unanticipated discoveries occur during the course of the study. Qualitative research methods involve certain approaches to knowledge production and include any research that makes use of qualitative data (Mouton, 2005:61). Maree *et al.* (2017:51) summarise the purpose of qualitative research as that of describing and understanding a particular phenomenon within its context with the intention of developing an understanding of the meanings revealed by the respondents.

Research design details how the research is going to perform certain tasks and what procedures will be followed to answers the research questions (Kumar, 2012:109). Cooper and Schindler (2003:149) and Saunders *et al.* (2009:136) state that research design can be seen as a general plan or blueprint on how the researcher goes about answering the research questions. According to Du Plooy- Cilliers *et al.* (2014:174- 179) qualitative research designs include field research, ethnography, phenomenology, grounded theory and cases studies.

A research design, most applicable to the purpose, techniques and context of the study, was developed. For the purpose of this study a descriptive case study research design was used. A descriptive case study design describes an intervention or phenomenon and the real life context in which it occurred (Maree *et al.* 2017:82).

4.2.2 Population and sampling

The population refers to a collection of individuals or objects known to have the same or similar characteristics as part of the main focus group of a scientific inquiry (Salkind, 2011:95). According to Fox and Bayat (2007:52) any group, individuals, events or objects that share the same characteristic and represent the whole cases involved in a study refers to the universum or population. The population of this study comprised of municipal officials and representatives of the ward committee who represents the local community of the Magareng Local Municipality.

According to Maree *et al.* (2017:84) there are no rules for a sample size in qualitative studies, it depends on what the researcher wants to know, the purpose of the inquiry, what will have credibility and what can be done with available time and resources. Maree *et al.* (2017:84) further argue that the sample size in qualitative studies should not be so large that it is difficult to extract data, and it should not be so small that it is difficult to achieve data saturation or theoretical saturation.

Sampling is defined as the process of choosing a small group of respondents from a larger, defined target population. The supposition is that the results discovered about the small group will allow the researcher to draw conclusions relating to the larger group (Hair *et al.*, 2003:3-33).

The purposive sampling method as a non-probability sampling methods was used to select 30% of the ward councillors with whom semi-structured interviews were conducted by using a semi-structured questionnaire. The purposive sampling method is used in situations where the sampling is done with a specific purpose in mind (Welman *et al.* 2008:69-70). Therefore, the purposive sampling method was used to select five ward committee members from each of the five wards of the Magareng Local Municipality as indicated below:

- Five ward committee members were selected from each of the three wards constituted in Ikhutseng.

- Five ward committee members were selected from ward 4 constituted in Warrenvale.
- Five ward committee members were selected from ward 5 constituted in Warrenton town,

A total of 15 ward committee members were selected, however a total of 13 ward councillors completed the semi-structured questionnaire whilst two ward councillors did not arrive for the semi-structured interviews nor were they available for the follow-up sessions.

Except for the above, convenience sampling as a non-probability sampling method was used to select the relevant municipal officials with whom semi-structured interviews were conducted by using an interview schedule. Convenience sampling is used to select respondent's based on the premise that they are easily accessible and available (Welman *et al.* 2008:69-70; Maree *et al.* 2017:197). The selected key municipal officials of the Magareng Local Municipality responsible for IDP and LED comprised of the following:

- Municipal Manager (MM) of the Magareng Local Municipality;
- IDP Manager of the Magareng Local Municipality; and
- LED Manager of the Magareng Local Municipality.

4.2.3 Research instruments

Saunders *et al.* (2009:395) state that the selection of a research instrument depends on the purpose of the research.

In this study a semi-structured questionnaire was used to collect information from the selected ward councillors concerning the perceived impact of IDP on the social and economic development of communities in Magareng Local Municipality. The semi-structured questionnaire used in this study consisted of close- and open-ended questions. Except for the above, a semi-structured interview schedule was utilised to conduct semi-structured interviews with selected municipal officials regarding the perceived impact of IDP on the social and economic development of communities in Magareng Local Municipality. According to Salkind (2009:144-145), semi-structured interviews are more flexible for both the interviewer and the interviewee. The semi-structured interview schedule consisted of a list of themes and

questions to be covered, although these may vary from one interview to the next. Wellman *et al.* (2005:167) state that an interview schedule or guide consists of a list of topics or themes that have a bearing on the given aspects that the interviewer should raise during the course of the interviews.

4.2.4 Data collection

In order to achieve the research objectives summarised in Chapter 1, of this study data was gathered through a literature study, followed by an empirical study. The literature study in the form of applicable statutory legislation, policies, regulations, reports and journal articles about IDPs, social development and LED were used to support the researcher as additional data obtained and used in this study.

When using qualitative research, a semi-structured questionnaire and a semi-structured interview schedule were identified as an applicable methods of data collection. According to Tsatsire (2008:230), a questionnaire can be seen as a useful tool in data collection, therefore care should be given to the structure and design of the questionnaire to ensure accuracy of data collected.

Interviews can yield a great deal of useful information about feelings, motives, present and past behaviours, standard for behaviour as well as conscious reasons for action or feelings (Creswell, *et al.*, 2007: 81-92; Leedy and Ormrod, 2014:155-156). Leedy and Ormrod (2014:155) warn that interviews can have limitations as data collection instruments because interviewees have to rely on memories when asked about past events.

In this study the semi-structured interviews were conducted by using a semi-structured interview schedule. The researcher made use of audio tape recordings during interviews to ensure that the responses were correctly processed on the interview schedule. De Vos and Strydom (2009:359) mention that a tape recorder is a more effective method of recording the information gained from the interview than notes taken during interviews. It also means that the researcher can concentrate on how the interview was proceeding. The semi-structured questionnaires were distributed and collected by the researcher.

4.2.5 Data analysis

According to Leedy and Ormrod (2005:148-150) data analysis is a continuous process of describing, classifying and interpreting data. In addition, data analysis is the conversion of raw data into valuable, meaningful information for the researcher. These various categories and groups of data and the relationships that exist between and amongst them should be identified in order to give meaning and to construct a theory. Henning *et al.* (2004:6-7) maintain that the process of data analysis will assist the researcher to answer the research questions, as well as to achieve the purpose of the research. In the course of organising the data trends, themes and or contradictions may emerge (Brassington and Petit, 2013:1-2).

Leedy and Ormrod (2014:143) state that data analysis in a case study research design typically involves the following steps; categorisation of data, interpretation of single instances, identification of patterns and synthesis and generalisation. Creswell *et al.* (2007:99) also mention that data analysis is an ongoing iterative, process, implying that data collection, processing, analysis and reporting are intertwined and not merely a number of successive steps.

In this study, efforts were made to ensure both validity and reliability of the semi-structured questionnaire. The literature that is related to the research topic was consulted and a comprehensive plan was ensured before the semi-structured questionnaire was constructed. The researcher was assisted by an experienced statistician by providing inputs and recommendations about the research instruments. Amendments were made before the semi-structured questionnaire and the semi-structured interviews were conducted in order to ensure that the instrument measures what it was intended to measure. Furthermore, the statistician provided guidance in collating, interpreting and analysing the results from the data collection instruments. As indicated in the sample, the instruments referred to in this study were a semi-structured questionnaire distributed to the selected ward councillors and a semi-structured interview schedule that were used to conduct semi-structured interviews with the selected municipal officials. The verbatim responses of the data obtained from the semi-structured interviews conducted with the selected municipal officials was coded and categorised into different themes and groups of meaning. For De Vos *et al.* (2009:410-15) the primary task of coding is to identify and label relevant categories or topics of data. One then applies some coding themes, and diligently and thoroughly marks passages in the data using codes. Coding enables the researcher to quickly retrieve and collect all the text and other data that they have

associated with some thematic idea so that sorted bits can be examined together and different cases compared in that respect.

The data from both instruments, the semi-structured questionnaire and semi-structured interview schedule, were captured electronically in Microsoft Excel and analysed by a statistician using SAS Version 9.2. The reason for this was to provide more detailed and meaningful data analysis and interpretations. Descriptive statistics, namely frequencies and percentages, were calculated for categorical data and means and standard deviations were calculated for numerical data. The conclusions were drawn from the data collected from the semi-structured interviews based on the findings from the data and triangulated in terms of what was presented in the literature review and the findings of the semi-structured questionnaire. According to Bless *et al.* (2014:348), descriptive statistics may be used on qualitative data, such as in the case of a semi-structured questionnaire or semi-structured interview schedule. Therefore, the researcher made use of graphs and tables to present the findings in a meaningful way.

4.2.6 Validity and Reliability

Bless *et al.* (2014:236) maintain that the concepts of reliability and validity as used in quantitative research, lose their meaning when applied to qualitative research. Trustworthiness is the term that is used for validity and reliability in qualitative studies. Du Plooy-Cilliers *et al.* (2014:258) explain that trustworthiness is divided into credibility, transferability, dependability and conformability. Credibility refers to the accuracy with which the researcher interpreted the data that was provided by the respondents. Transferability refers to the ability of the findings to be applied to a similar situation and by delivering the same results. Whereas, dependability refers to the quality of the process of integration that take place between the data collection method, data analysis and the theory generated from the data. Lastly, conformability refers to how well the data collected support the findings and interpretation of the researcher (Du Plooy-Cilliers *et al.*, 2014:258).

Another method which is most frequently used in qualitative research is triangulation (Bless *et al.*, 2014:238-241). According to Creswell *et al.* (2007:80-81), aver that triangulation is also used for the confirmation and generalisation of research findings. Bless *et al.* (2014:238-239) maintain that there are numerous types of triangulation, namely theoretical triangulation,

methodological triangulation, data triangulation, and investigator triangulation. In this study methodological triangulation was used to increase the trustworthiness of the two qualitative instruments (semi-structured questionnaire and the semi-structured interview schedule, which was used to conduct semi-structured interviews). Methodological triangulation means that the researcher used different methods of data collection, and the findings are compared with each other to increase the trustworthiness of the data and findings. For the purpose of this study methodological triangulation was used to compare the findings of similar statements or questions of the semi-structured questionnaire and the semi-structured interview schedule. The findings of the methodological triangulation were discussed in Section 4.5 of this chapter.

4.3 RESULTS AND INTERPRETATION OF FINDINGS OBTAINED FROM THE SEMI-STRUCTURED QUESTIONNAIRE COMPLETED BY SELECTED WARD COMMITTEE MEMBERS OF MAGARENG LOCAL MUNICIPALITY

In this section the findings relating to the analysis of the semi-structured questionnaire completed by ward councillors in the Magareng Local Municipality was presented and discussed. A total of 13 ward councillors provided informed consent. In most cases the research respondents provided similar answers to a particular question, in which instance the researcher chose certain sampling answers in order to avoid repetition. The interpretation of the research findings was divided into four sections, namely biographical information of respondents, the IDP, social and economic development including LED, and public participation in the municipality. For the remainder of the section the Magareng Local Municipality was referred to as the municipality, and the local community of Magareng Local Municipality was referred to as the community.

4.3.1 Biographical information of ward councillors

This section contained the results of the 13 ward councillors' biographical information which includes their gender, age and the ward they represent. The tables and figures reported on the frequencies and percentages or means and standard deviations for each variable.

4.3.1.1 Gender

Figure 4.1 below presented the gender profile of ward councillors.

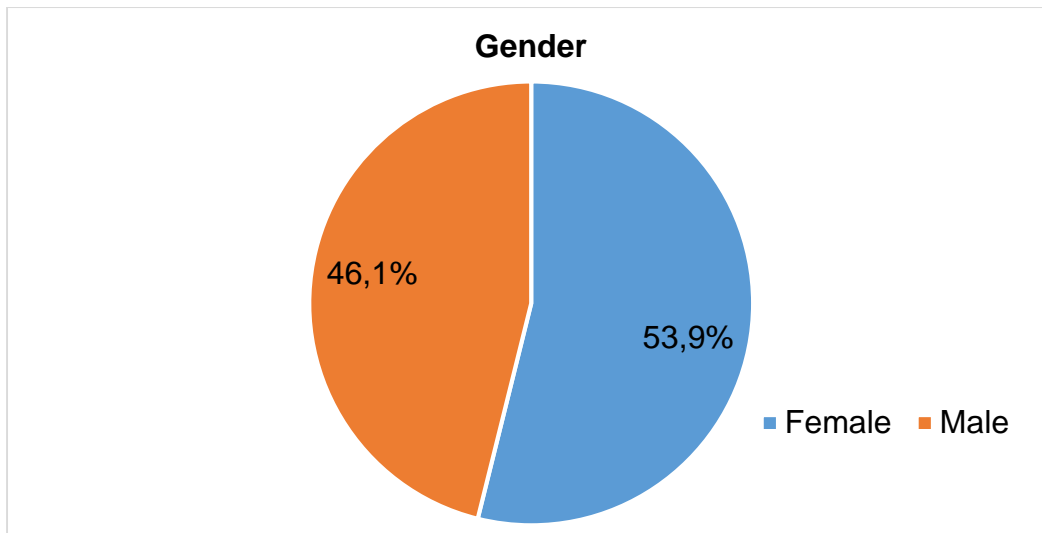


Figure 4.1: Gender of the ward councillors (n = 13)

Figure 4.1 above indicated that 46.1% of the ward councillors who participated were males and 53.9% were females. The aim of this question was to draw attention to the gender differences of the respondents.

4.3.1.2 Age

Table 4.1 below illustrated the descriptive statistics of the age of the ward councillors.

Table 4.3: Age (in years) of the ward councillors (n = 13)

Mean	Standard deviation	Minimum	Maximum
35	7	25	49

The mean age of the ward councillors was 35 years (± 7 years) where the youngest person was 25 years and the oldest 49 years.

4.3.1.3 Ward Represented

Figure 4.2 below illustrated the ward that the ward councillors represent.

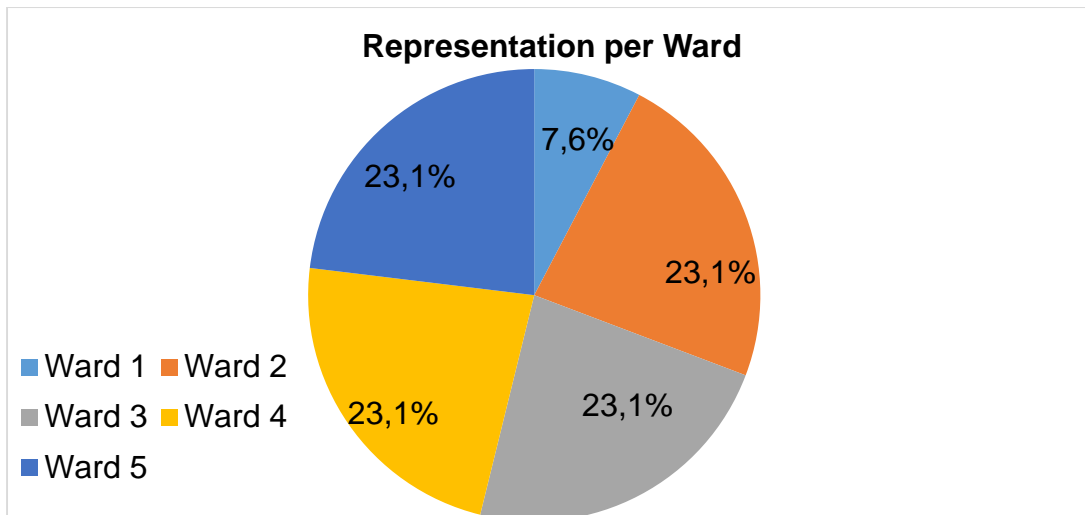


Figure 4.2: Ward represented by ward councillors (n = 13)

Figure 4.2 above indicated that ward councillors from all five wards in the municipality were included in this study. Four out of the five wards had an equal number of respondents (23.1%) whereas Ward 1 had a lower representation (7.6%).

4.3.2 Knowledge and Observations of Ward Councillors on the IDP within the Municipality

This section contained the results of the 13 ward councillors' knowledge and observations regarding the IDP of the municipality.

4.3.2.1 Understanding of the IDP

The level of understanding of ward councillors regarding the IDP was assessed with an open-ended question. The definition of the IDP as stipulated in Chapter 2, Section 2.13 of this study was used as reference to assess the responses of the ward councillors from the 13 ward councillors with one respondent reluctant to answer this question. A possible reason for this could be that the respondent did not understand the question. Figure 4.3 below demonstrated the level of understanding of the other 12 ward councillors.

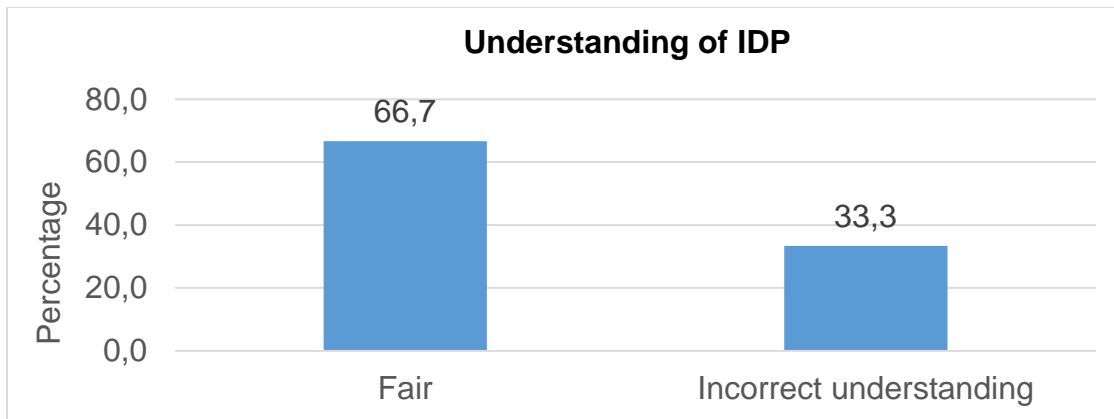


Figure 4.3: Level of understanding of the IDP by ward councillors (n = 12)

From the above it was depicted that 66.7% of the respondents have a fair understanding of the IDP where it was introduced as a tool to bridge the gaps in social and economic conditions of the community within five years, whereas 33.3% of the ward councillors have an incorrect understanding of the IDP. Chapter 2, Section 2.13 of the study stated that IDP is a process through which municipalities prepare a strategic development plan for a five-year period (Guide Pack, 2000:04).

The conclusion that was drawn was that the 33.3% of the respondents who do not have an understanding of such a vital government intervention such as IDP. It is, therefore, unlikely that the ward committee councillors will be able to communicate the correct objectives to the community, who must be consulted on the affairs of the municipality. One could argue that the municipal council of the municipality needs to ensure that there is common understanding, amongst all stakeholders as well as ward committee members, regarding the IDP, in order to obtain a clear understanding of the role of IDP.

4.3.2.2 Involvement of ward councillors by the municipality during the IDP process

Figure 4.4 below illustrated how the ward councillors were involved by the municipality when preparing the IDP.

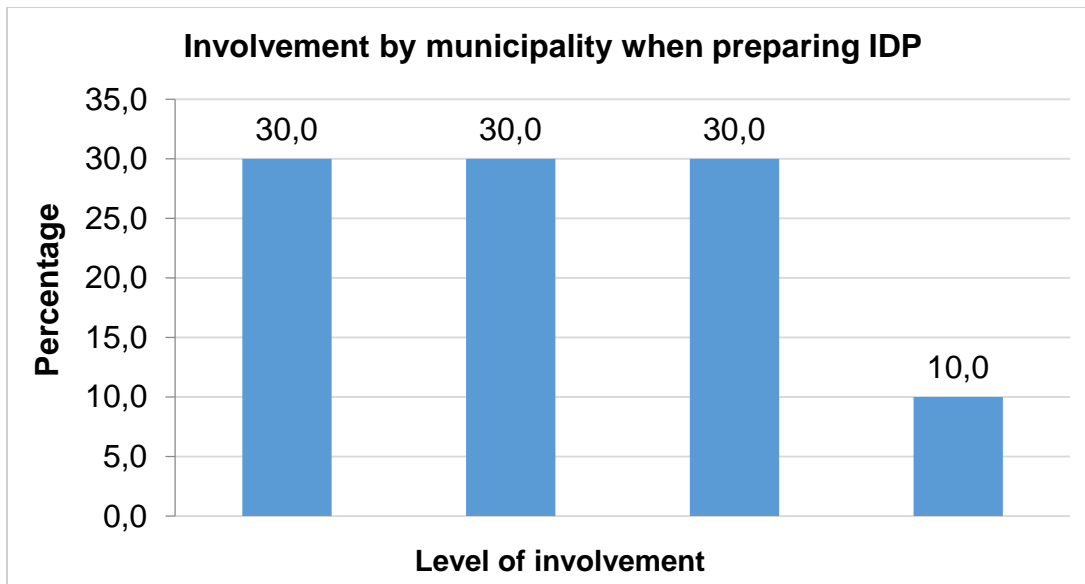


Figure 4.4: Involvement of ward councillors by the municipality during the IDP (n = 10)

Figure 4.4 above revealed that 30% of the ward councillors were not involved in the preparation of the IDP of the municipality, 30% attended one or two community meetings, whilst, 10% attended several meetings. A further 30% indicated that they were deeply involved and that their ideas and inputs were taken into consideration. In Chapter 2, Section 2.19 of the study it was accentuated that in terms of Section 151(1) (e) of the Constitution, 1996 municipalities must encourage the involvement of communities and organisations in the matters of local government. A majority (60%) of the ward councillors indicated no or little involvement took place, this could possibly be an indication that the municipality does not sufficiently focus on the involvement of ward councillors by the municipality during the IDP.

4.3.2.3 Working relationship between the community and the municipality

The working relationship between the community and the municipality was presented in Figure 4.5 below.

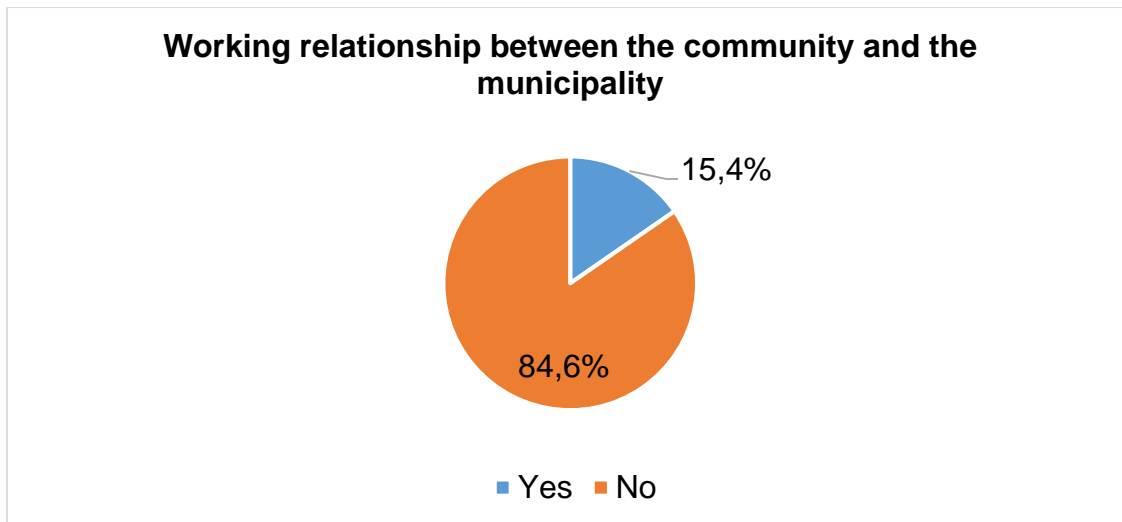


Figure 4.5: Working relationship between the community and the municipality (n = 13)

A majority (84.6%) of the ward councillors indicated that there is a poor working relationship between the community and the municipality whilst 15.4% agree that there is a good working relationship. The reasons for either a poor or good working relationship from the ward councillors' perspective are respectively presented in Figure 4.5 and Figure 4.6 below.

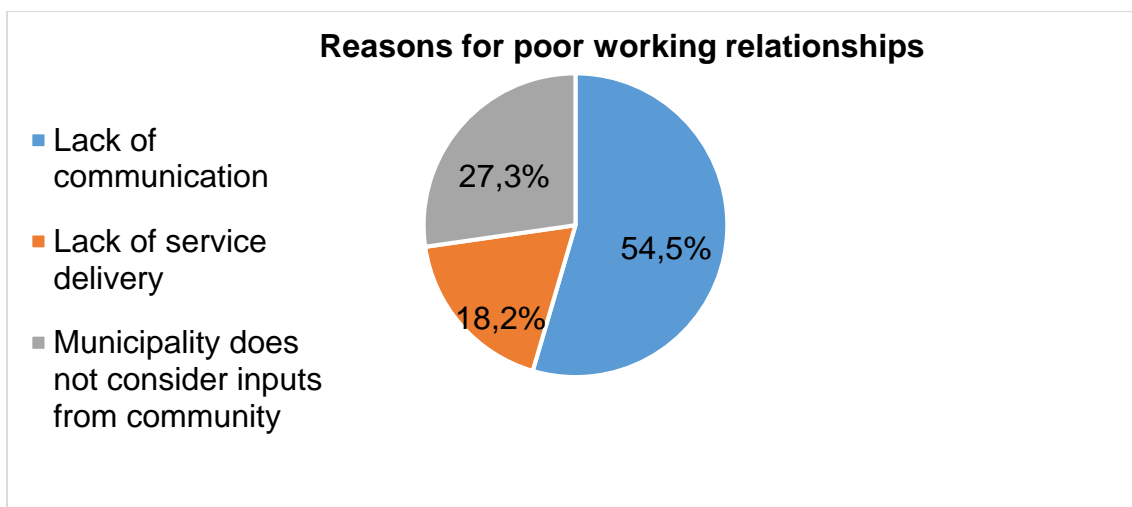


Figure 4.6: Reasons for poor working relationship between the community and the municipality (n = 11)

From Figure 4.6 above the lack of communication between the community and the municipality was the main reason (54.5%) for a poor working relationship between the community and the municipality followed by a lack of service delivery by the municipality

(18.2%). Lastly 27.3% of the respondents indicated that the municipality does not consider the inputs from the community.

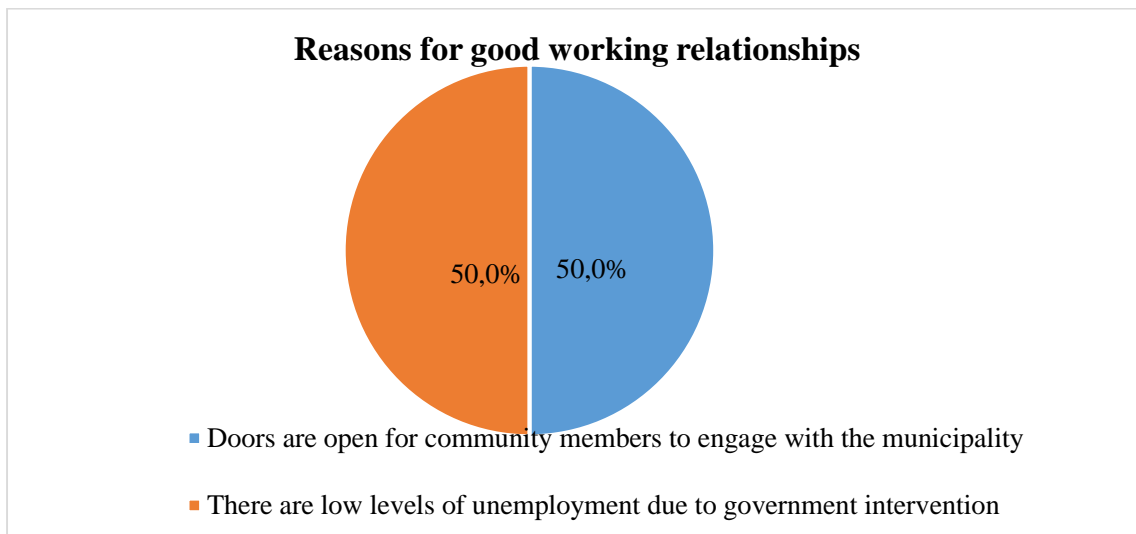


Figure 4.7: Reasons for good working relationships between the community and the municipality (n = 2)

Figure 4.7 illustrated that a total of 50% of the respondents indicated that there is a good working relationship because the municipality engages with the community. The remaining 50% indicated that low levels of unemployment due to government intervention is a reason for good working relationships.

4.3.2.4 Appropriateness of the IDP as a tool to address social and economic development

Figure 4.8 below indicated the level of agreement of the respondents to the IDP as an appropriate tool to address social and economic development. One respondents did not complete this question. A possible reason for this could be that the respondent did not understand the question.

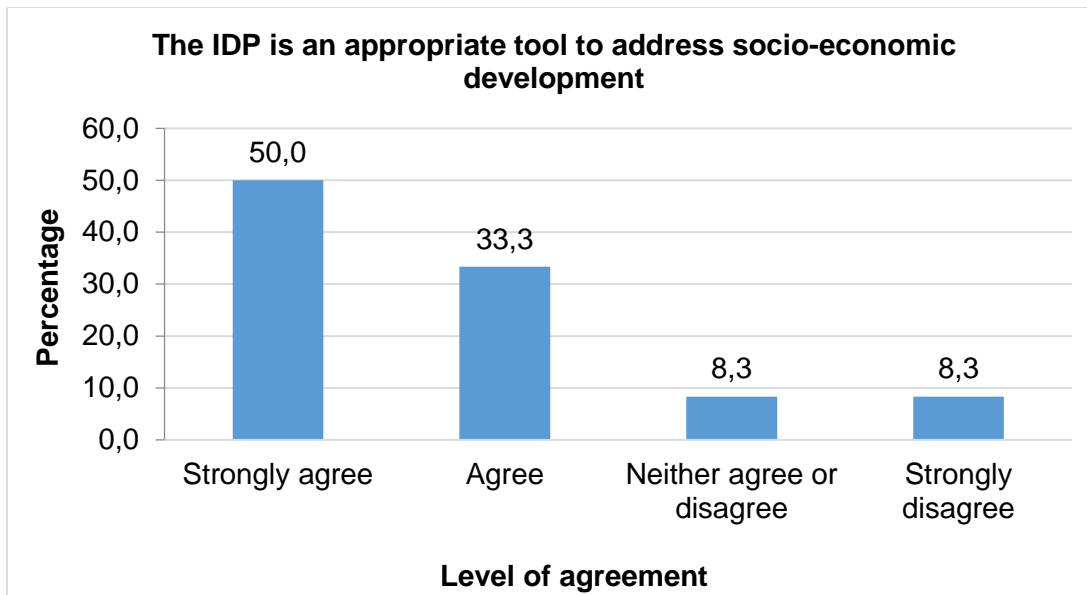


Figure 4.8: Level of agreement by the respondents that the IDP is an appropriate tool to address social and economic development (n = 12)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree will be combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. A majority (83.3%) of the respondents agreed that the IDP is an appropriate tool to address social and economic development, whilst 8.3% neither agreed nor disagreed and 8.3% disagreed. In Chapter 2, Section 2.13 of the study it was mentioned that the WPLG (1998:59) recognises the IDP as a key tool of developmental local government and links the IDP to a broader participatory process, which includes performance management tools, community participation processes and service delivery partnerships. The responses revealed that the majority of the respondents were in agreement with the WPLG (1998:59) that the IDP is an appropriate tool to address socio-economic conditions in the municipality.

4.3.2.5 Contribution of the IDP to the social development of the community

Figure 4.9 below indicated the level of agreement of the respondents that the IDP has contributed to the social development of the community.

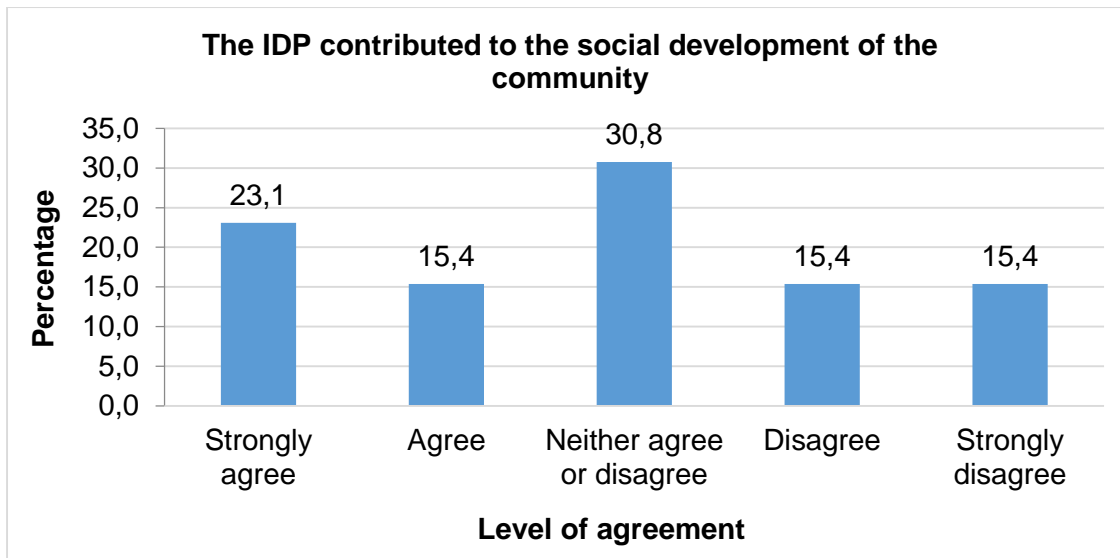


Figure 4.9: Level of agreement by the respondents that the IDP contributed to the social development of the community (n = 13)

In order to discuss the findings from Figure 4.9 in a simple and meaningful way a response of strongly agree or agree was combined and referred to as agree and a response of disagree or strongly disagree was combined and referred to as disagree. A total of 38.5% of the respondents agreed that the IDP has contributed to the social development of the community, a fairly large proportion (30.7%) were undecided and 30.8% disagreed that the IDP has contributed to the social development of the community. Thus, the majority of the respondents agreed that the IDP of the municipality contributes to the social development of the community.

Figure 4.10 below indicated the level of agreement of the respondents that the municipality has the capacity to implement the IDP effectively.

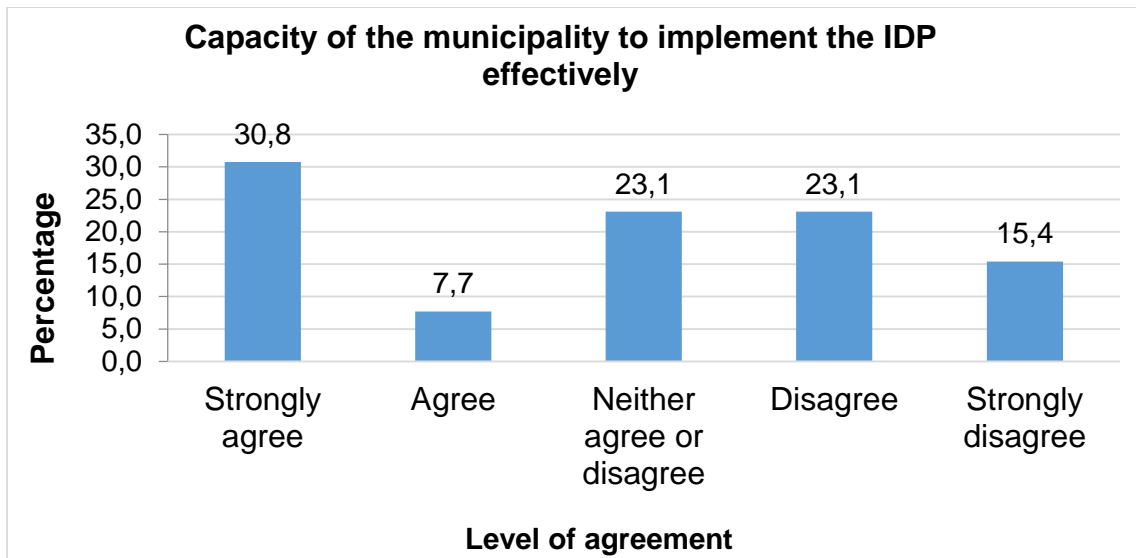


Figure 4.10: Level of agreement by the respondents that the municipality has the capacity to implement the IDP effectively (n = 13)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and referred to as agree and a response of disagree or strongly disagree was combined and referred to as disagree. From the Figure 4.10, 38.4% of the respondents agreed that the municipality has the capacity to implement the IDP effectively, whilst 23.1% were undecided and 38.5% disagreed that the municipality has the capacity. Thus, one could argue that almost the same percentage of ward councillors disagree and agree that the municipality has the capacity to implement the IDP. A possible reason for this is that concerns differ from one ward to the other and generally it depends on the dynamics of a specific ward. Some wards have more significant issues that require more capacity to deliver services.

4.3.2.6 Provision by the municipality for funds to implement the IDP effectively

Figure 4.11 below indicated the level of agreement of the respondents that municipality makes provision for funds to implement the IDP effectively.

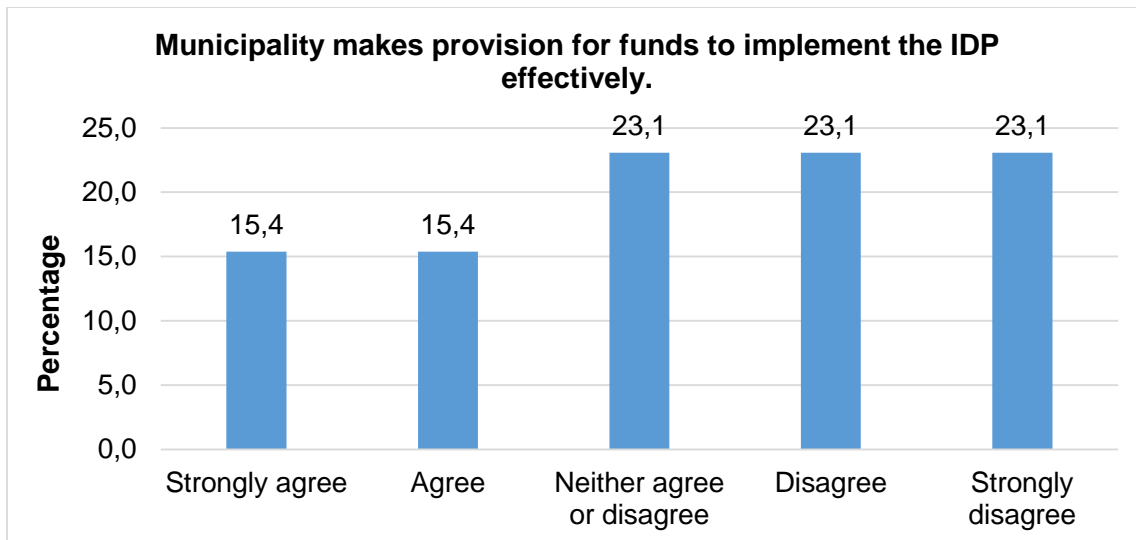


Figure 4.11: Level of agreement by the respondents that the municipality makes provision for funds to implement the IDP effectively (n = 13)

In order to discuss the findings as demonstrated in Figure 4.11 above in a simple and meaningful way a response of strongly agree or agree was combined and referred to as agree and a response of disagree or strongly disagree was combined and referred to as disagree. A total of 30.8% of the respondents agreed that the municipality makes provision for funds to implement the IDP effectively, whilst 23.1% are undecided. A total of 46.2% of the respondent's councillors disagree that the municipality makes provision for funds to implement the IDP effectively. Chapter 2, Section 2.16.2 of the study explained that as soon as a municipality identifies its projects or programmes it should make provision for the funding of these projects. Furthermore, Chapter 2, Section 2.17 of the study indicated that the allocation of resources to implement the IDP occurs through the budgeting process. Therefore, the budget of the municipality must be informed by the strategies contained in the IDP. A municipality's IDP must, however, be informed by the availability of financial resources. The results reflected that the respondents were of the opinion that the municipality does not make sufficient funding available to implement its IDP.

4.3.2.7 Contribution of the IDP to improve the social and economic development of the area

Figure 4.12 below indicated the level of agreement of the ward councillors that the IDP has contributed to improve the social and economic development of the area. One respondent did

not complete this question. As mentioned a possible reason for this could be that the respondent did not understand the question.

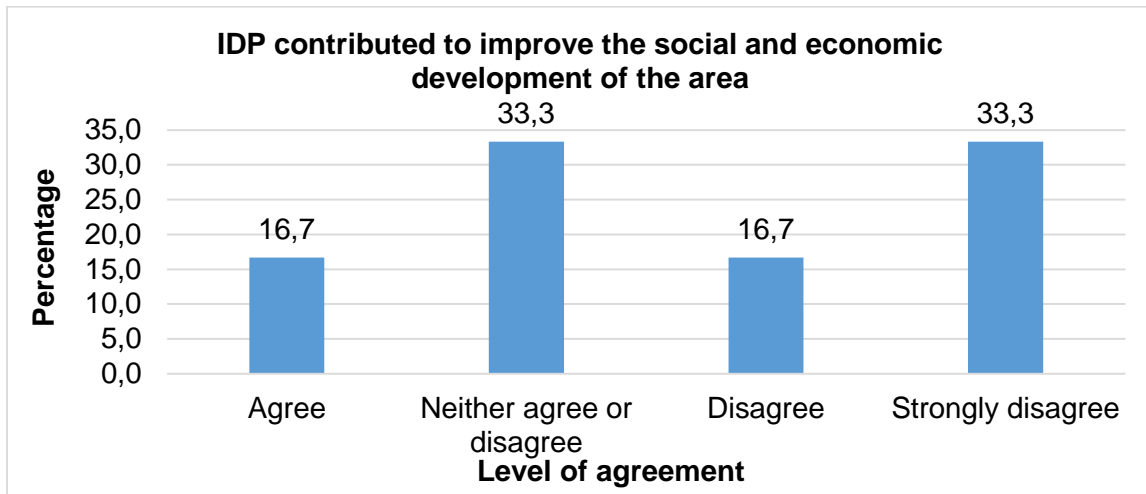


Figure 4.12: Level of agreement of the respondents that the IDP has contributed to improve the social and economic development of the area (n = 12)

In order to discuss the findings of Figure 4.12 in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and referred to as disagree. Only 16.7% of the respondents agreed that the IDP contributes towards the improvement of the social economic development of the area, 33.3 % are undecided and 50% disagreed. The responses indicated that the majority of the respondents were of the opinion that insufficient improvements in the social and economic development of the area took place.

4.3.2.8 The reflection of the inputs and needs of the community in the IDP

Figure 4.13 below indicated the level of agreement of the respondents that the IDP of the municipality reflects the inputs and needs of the community.

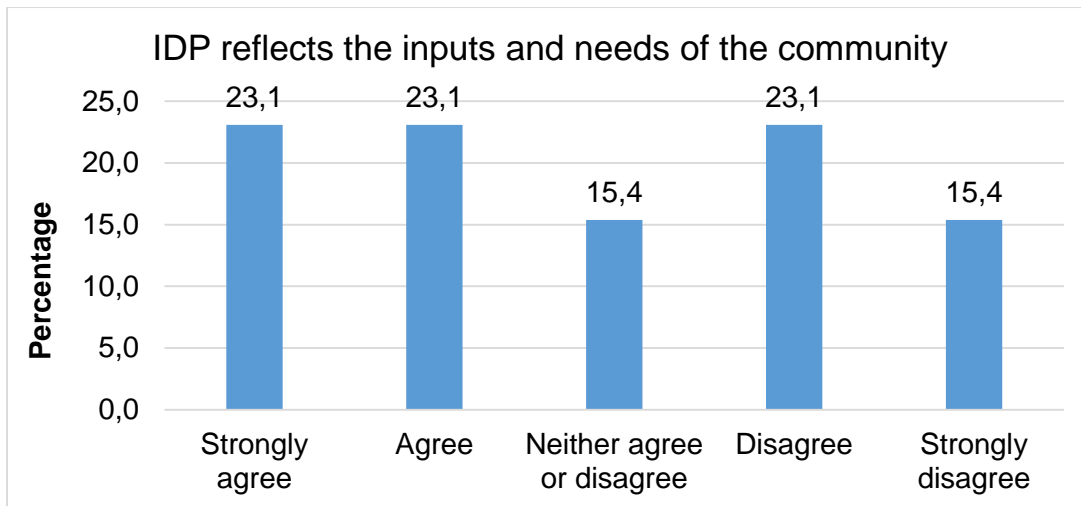


Figure 4.13: Level of agreement of the respondents that the IDP reflects the inputs and needs of the community (n = 13)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. The majority (46.1%) of the respondents agreed that the IDP of the municipality reflects the inputs and needs of the community. A total of 15.38% of the respondents were undecided and 38.5% disagreed that the IDP reflects the inputs and needs of the community.

4.3.2.9 Involvement of ward councillors during all phases of the IDP process

Figure 4.14 below indicated the level of agreement of the ward councillors that they are involved in all phases of the IDP processes at the municipality. One respondent did not complete this question. A possible reason for this could be that the respondent did not understand the question.

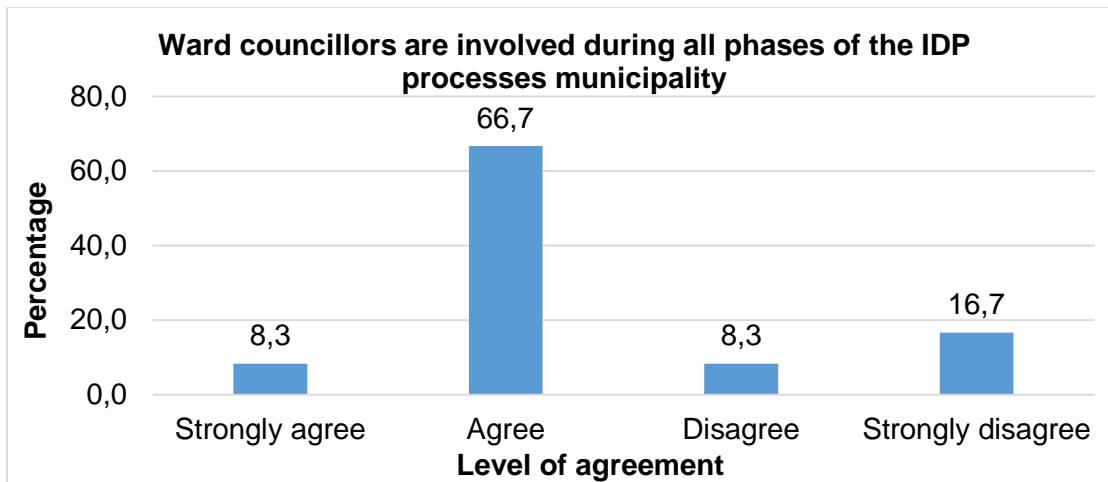


Figure 4.14: Level of agreement of the respondents that they are involved in all phases of the IDP processes (n = 12)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. In Figure 4.14 above the majority (75%) of respondents agreed that they are involved during all phases of the IDP processes. A total of 25% of respondents disagreed that they are involved during all phases of the IDP processes. Thus, in an indication that more needs to be done by the municipality to involve ward committee members in all phases of the IDP process.

4.3.3 Social and local economic development (LED)

This section sought to determine the factors that have a perceived impact on social and economic development circumstances on the communities within the municipality. These factors include the perceived role and importance of LED in promoting social and economic development; the credibility of the LED strategy of the municipality; the incorporation of LED projects in the LED strategy; LED initiatives or projects and programmes that were undertaken successfully; current social development projects and programmes listed in the IDP of the municipality; the level of success with which the municipality addresses the social development needs of the community; current problems that hamper social and economic challenges; factors that have a negative impact on the social and economic development; provision for funding to implement the social and economic development projects and programmes; and lastly suggestions by the ward councillors to overcome challenges to address the social and economic needs of the community.

4.3.3.1 The role and importance of LED in the social and economic development in the municipality

Figure 4.15 below indicates the perception of the respondents regarding the role and importance of LED in promoting the social and economic development in the municipality. One respondent councillor did not complete this question. As mentioned a possible reason could be that the respondent did not understand the question.

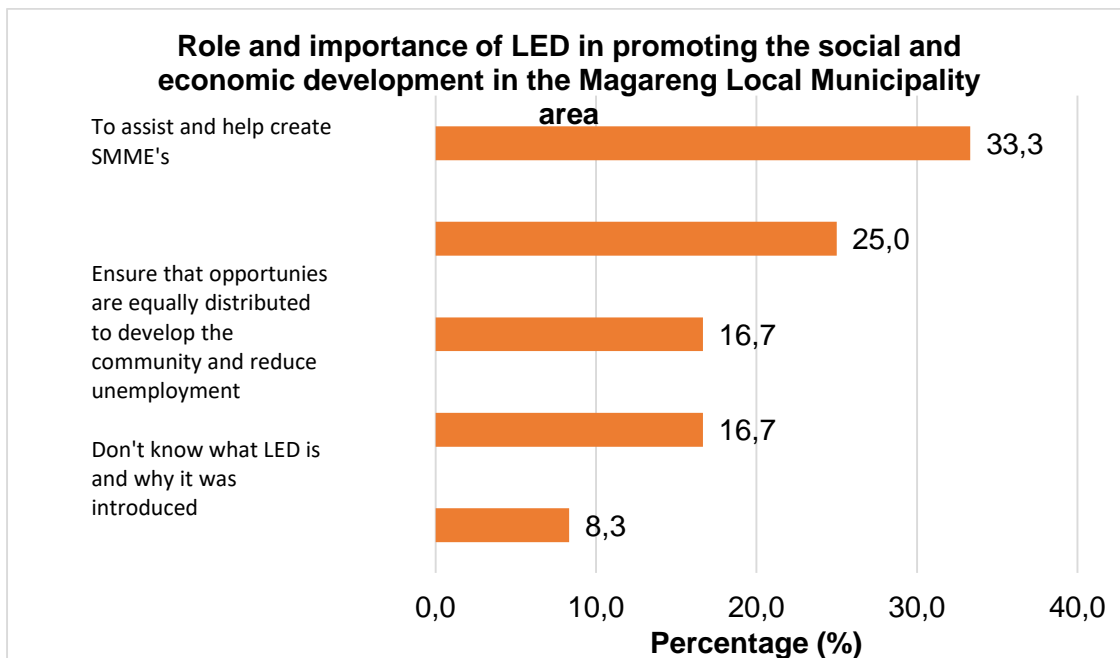


Figure 4.15: The role and importance of LED in promoting the social and economic development in the Magareng Local Municipality area (n = 12)

A majority 33.3% of the respondent's indicated that LED assists and helps create SMMEs whilst 25.0% stated that the role of LED is to ensure that opportunities are equally distributed to develop the community and reduce unemployment. In addition, 16.7% of the respondents stated that the role of LED is to plan projects and request funding to implement the projects. While 8.33% stated that the role of LED is to create long term and short term employment. Lastly, 16.7% indicated that they don't know what LED is and why it was introduced. The above table accentuated the disjuncture that exists among the ward councillors on what LED entails. From the responses it was clear that the respondents have a fair understanding and knowledge and are familiar with the concept of the LED and how it is related to them.

4.3.3.2 Credibility of LED strategy in the municipality

The level of agreement of the respondents that the municipality has a credible LED strategy in place was demonstrated in Figure 4.16 below.

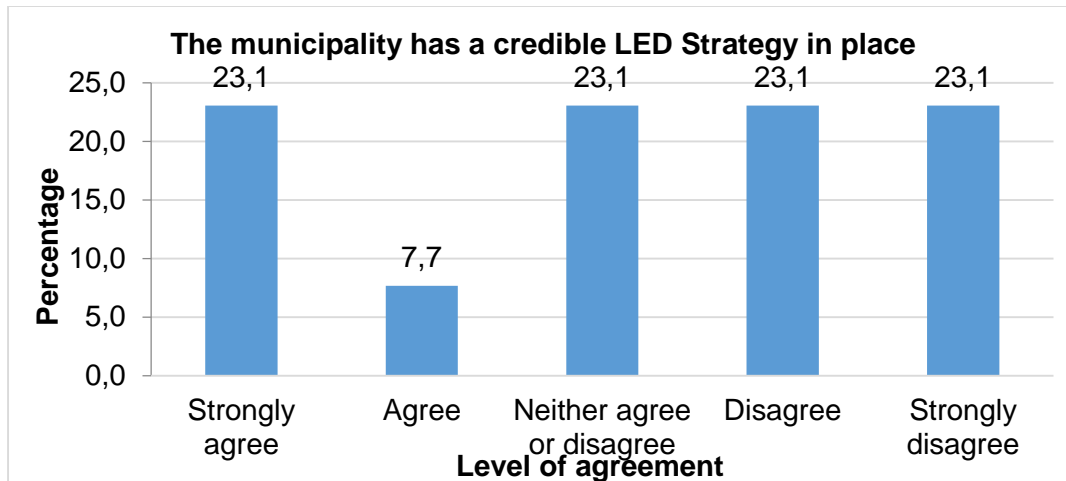


Figure 4.16: Level of agreement of the respondents that the municipality has a credible LED strategy in place (n = 13)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. Figure 4.16 demonstrated that only 30.8% of the respondents agreed that the municipality has a credible LED strategy in place while 23.1% are undecided. A majority (46.2%) of the respondent's disagreed that the municipality has a credible LED strategy in place. One could argue that the municipality should ensure that the ward councillors are properly informed about the contents of the municipalities' LED strategy to ensure that all ward councillors have a clear understanding of the municipalities LED matters.

4.3.3.3 Incorporation of LED projects by the municipality in the LED strategy

The level of agreement of the respondents that the municipality incorporates LED projects in the municipality's LED strategy was shown in Figure 4.17 below. One respondent did not complete this question. A possible reason for this could be that the ward councillor did not understand the question.

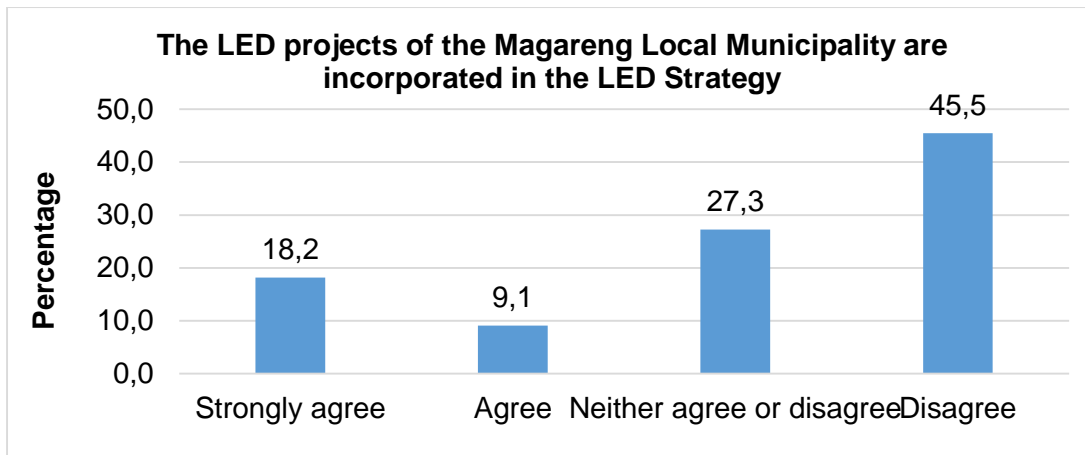


Figure 4.17: Level of agreement of the respondents that the municipality incorporates LED projects in their LED Strategy (n = 12)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. A total of 27.3 % of the ward councillors agreed that the municipality incorporates LED projects in the municipality's LED strategy and 27.3% were undecided while a majority (45.4%) indicated that the respondents were of the opinion that LED projects are not incorporated in the LED strategy of the municipality. From the above one could argue that the municipality needs to do more to ensure that LED projects are incorporated in the LED strategy of the municipality.

4.3.3.4 LED initiatives, projects and programmes successfully undertaken by the municipality

In Table 4.2 below the respondents listed LED initiatives, projects and programmes that were successfully undertaken by the municipality.

Table 4.4: LED initiatives or projects/programmes undertaken successfully by the Magareng Local Municipality

LED initiatives or projects/programmes undertaken successfully by the Magareng Local Municipality	Frequency	Percentage
No projects	4	30,8%
Projects were undertaken by the municipality but did not last long	3	23,1%

SMME community work programme: Super chicken	1	7,7%
SMME community work programme: Cheese factory / Chicken farm / Community work programme	1	7,7%
Needle work projects	1	7,7%
Only registration of companies	1	7,7%
Infrastructure projects: SANRAL project / Eskom electricity project/ Mofomo water project	1	7,7%
SMME Community work programme: Super chicken / Community bakery	1	7,7%

The above Table 4.2 indicated that 30.8% of the total respondents indicated that there were no projects that were successfully undertaken by the municipality whilst, 23.07% of the respondents did not mention any projects that were successfully implemented but merely that there were projects undertaken by the municipality which did not last long. Another 7.7% mentioned SMME projects such as Super Chicken and Community Bakery, whilst 7.7% listed SMME projects like the cheese factory, chicken farm as well as community works programme. A further 7.7% highlighted infrastructure projects such as the SANRAL project, the Eskom electricity project and the Mafomo water project. In addition, 7.7% indicated SMME projects like the needle work programme and another 7.7% specified the registration of companies. From the above one could argue that the majority of the participants either indicated that there were no LED projects or that the LED projects implemented by the municipality did not last long. Thus, the limited LED projects undertaken by the municipality did not make any real impact on the social and economic condition of the local communities of the municipality.

4.3.3.5 Current social development projects and programmes listed in IDP to address social development needs

In Table 4. 3 below the respondents listed LED projects and programmes that were listed in the IDP of the municipality to address the social developmental needs of the community. One respondent did not complete this question. A possible reason for this could be that the respondent did not understand the question.

Table 4.5: Current social development projects and programmes listed in IDP to address social development needs (n = 12)

Current LED projects and programmes	Frequency	Percentage
Address unemployment with job creation	3	25.0%
Municipality doesn't communicate the projects to the community	3	25.0%
Service delivery – Water provision	3	25.0%
Chicken farm	2	16.7%
Service delivery - Flash lights	2	16.7%
Service delivery – Housing	2	16.7%
Service delivery - Maintenance of roads	2	16.7%
Service delivery – Electricity	2	16.7%
Service delivery – Sanitation	2	16.7%
Soup kitchen	2	16.7%
EPWP (Expanded Public Works Programme)	1	8.3%
Cheese factory	1	8.3%
CPWP (Community Works Programme)	1	8.3%
EDNP (Energy-dense nutrient food programme)	1	8.3%
Magareng Silo project	1	8.3%
Needle work	1	8.3%
Projects are on hold because of service providers / NGO	1	8.3%

From the above Table 4.3, a total of 25.0 % of the respondents mentioned that the municipality address unemployment with job creation related projects, the same number (25%) of the respondents further stated that the municipality do not communicate projects to the local community, whilst 25.0% of the respondents further indicated that they were aware of service delivery projects related to water provision. A total of 16.7% of the respondents were aware of service delivery related projects such as, flashlights, housing, maintenance of roads, electricity and sanitation. A total of 16.7% of the respondents indicated a soup kitchen project whilst 8.3% of the respondents referred to the Expanded Public Works Programme and Community Works Programme. A total of 8.3% of the respondents mentioned the EDNP, the Magareng Silo project and a needle work project. The respondent's revealed during the

administration of the questionnaire that they were not satisfied with the way that projects provided in the municipality's IDP were constructed and implemented. Thus, one could argue that although the IDP makes provision for job creation and service delivery related projects, more needs to be done to ensure that these projects are successfully implemented to address the social development needs of the community. The municipality should ensure that the local communities are involved in the IDP process and informed about the projects listed in the municipality's IDP to promote their social development needs.

4.3.3.6 Success of municipality to address the social development needs of the community

The level of agreement of the respondents that the municipality successfully addresses the social development needs of the community was shown in Figure 4.18 below. One respondent did not complete this question. A possible reason for this could be that the responded did not understand the question.

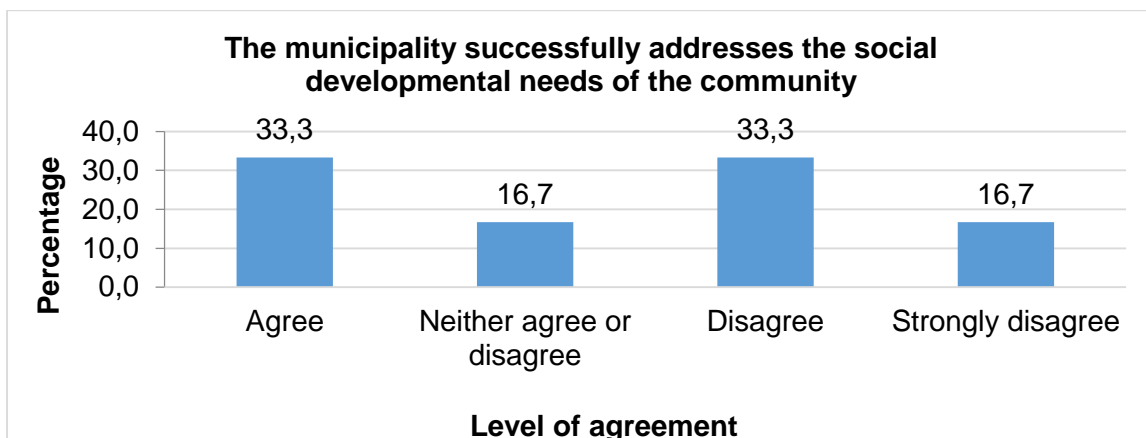


Figure 4. 18: Level of agreement of the respondents that the municipality successfully addresses the social development needs of the community (n = 12)

In order to discussed these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. A total of 33.3% of the respondents agreed that the municipality successfully addresses the social development needs of the community while, 16.7% are undecided and a majority (50%) disagrees. The above findings supported the findings discussed in Section 4.4.3.5 above that although the municipality's IDP makes provision for job creation and service delivery related projects, more needs to be done

to ensure that these projects are successfully implemented to address the social development needs of the community. Therefore, from the findings of Figure 4.14 one could argue that the majority of the respondents were of the opinion that the social development needs of the local communities were not addressed by the municipality.

4.3.3.7 Problems or challenges that hamper the social and economic development needs of the community

Tables 4.4 and Table 4.5 below revealed the main and other problems or challenges that hamper the social and economic development of the community respectively.

Table 4.6: Main problems or challenges that hamper the social and economic development of the community (n = 13)

Main problems or challenges	Frequency	Percent
Corruption	3	23.1
Unemployment	2	15.4
Lack of service delivery: Water	2	15.4
Lack of youth development	1	7.7
Unsustainable skill development	1	7.7
Lack of service delivery: Electricity	1	7.7
Limited resources	1	7.7
Lack of investment in the community by new business owners	1	7.7
Facilities for old age homes, orphanages and homes for the disabled	1	7.7
Discrimination of information to farm members	1	7.7

Table 4.5 indicated that a total of 23.1% of the respondents were of the opinion that corruption is one of the main challenges hampering the social and economic development of the community whereas 15.4% mentioned unemployment. A total of 15.4% mentioned provision of water and 7.7% indicated service delivery issues such as lack of electricity. Another 7.7% indicated lack of youth development, limited resources, and facilities for old age homes, orphanages and homes for the disabled, and unsustainable skill development, including lack of investment in the community by new business owners. One could argue that corruption, high

levels of unemployment and lack of effective service delivery can be seen as the main challenges hampering the social and economic development of the local community.

Table 4.5: Other problems or challenges that hamper the social and economic development needs of the community (n = 13)

Other problems or challenges	Frequency	Percent
Lack of service delivery: Electricity & street lights	4	31%
Unemployment	4	31%
Lack of housing	3	23%
Poor communication	3	23%
Dumping sites	2	15%
Education (Overcrowded classrooms)	2	15%
Lack of service delivery: Sanitation	2	15%
Staff Shortage	2	15%
Crime	2	15%
Lack of skills	2	15%
Capacitating the qualifying beneficiaries to form their own SMMEs	1	8%
Corruption	1	8%
Cultural barriers	1	8%
Ethnic minorities	1	8%
Governance failure	1	8%
Lack of information from LED office	1	8%
Lack of innovation	1	8%
Lack of leadership that put needs of community first	1	8%
Lack of municipal accountability	1	8%
Lack of public participation	1	8%
No commitment from provincial and national government in making sure the local municipality adhere to regulations and laws that guide them	1	8%
No transparency	1	8%
Political unrest	1	8%

Price control	1	8%
Private property rights	1	8%
Self-serving nation	1	8%
Skills retention	1	8%
Social mobility	1	8%
Uncompleted projects	1	8%

Table 4.5 above provided that 31% of the respondents indicated lack of service delivery: electricity and street lights as other problems or challenges that hampers the social and economic development of the community whereas 31% indicated unemployment. A total of 23% of the respondents mentioned lack of housing and poor communication whilst 15% highlighted dumping sites, education (overcrowded classrooms), and lack of service delivery: sanitation, staff shortage, crime, and lack of skills. Another 8% indicated capacitating the qualifying beneficiaries to form their own SMMEs, corruption, cultural barriers, ethnic minorities, governance failure, lack of information from LED office, lack of innovation, lack of leadership that put needs of community first, lack of municipal accountability, lack of public participation, political unrest, price control, private property rights, self-serving nation, skills retention, social mobility and uncompleted projects. Thus, the majority of the respondents were of the opinion that lack of service delivery, high levels of unemployment, lack of housing and poor communication can be seen as other aspects that hampers the social and economic development of the local community.

4.3.3.8 Suggestion on what needs to be done to overcome the challenges to promote social and economic development

Table 4.6 below indicated the suggestions of the ward councillors on what needs to be done to overcome the challenges to promote social and economic development in the municipality.

Table 4.6: Suggestion on what needs to be done to overcome the challenges to promote social and economic development (n = 13)

What needs to be done to overcome the challenges to promote social and economic development in the Magareng Local Municipality	Frequency	Percent
The municipality must engage with the community through the IDP process and inform the community about any development within the municipality	4	30.8%
An enabling economic environment must be created / job creation / Good governance / Youth development programmes / Improve quality of life	4	30.8
Whole system of governance should be replaced from national down to local	1	7.7%
Train people with relevant skills to enable them to sustain their own small businesses	1	7.7%
Work together with Francis Baard District Municipality	1	7.7%
The council must have a plan and know how to prioritise	1	7.7%
Communication / work together at all times / not exclude one another on political grounds / Municipality must give land to registered businesses in order to create jobs within the community	1	7.7%

The above Table 4.6 indicated that 30.8% of the respondents indicated that the municipality must engage with the community through the IDP process and inform the community about any development within the municipality. A total of 30.8% of the respondents highlighted that the municipality must create an enabling economic environment for job creation. A total of 7.7% of the respondents indicated that the municipality must work together with the FBDM whereas another 7.7% of the respondents stated that the municipality should train people with relevant skills to sustain their small businesses. Thus, the majority of the respondents were of the opinion that the municipality must engage and inform local communities about the IDP processes and related social and economic developmental projects and programmes, and that the municipality must create an enabling economic environment for job creation.

4.3.3.9 Factors that have a negative perceived impact on the social and economic development in the municipality

Figure 4.19 and Figure 4.20 below indicated the main and other factors that have a negative perceived impact on the social and economic development of the community respectively.

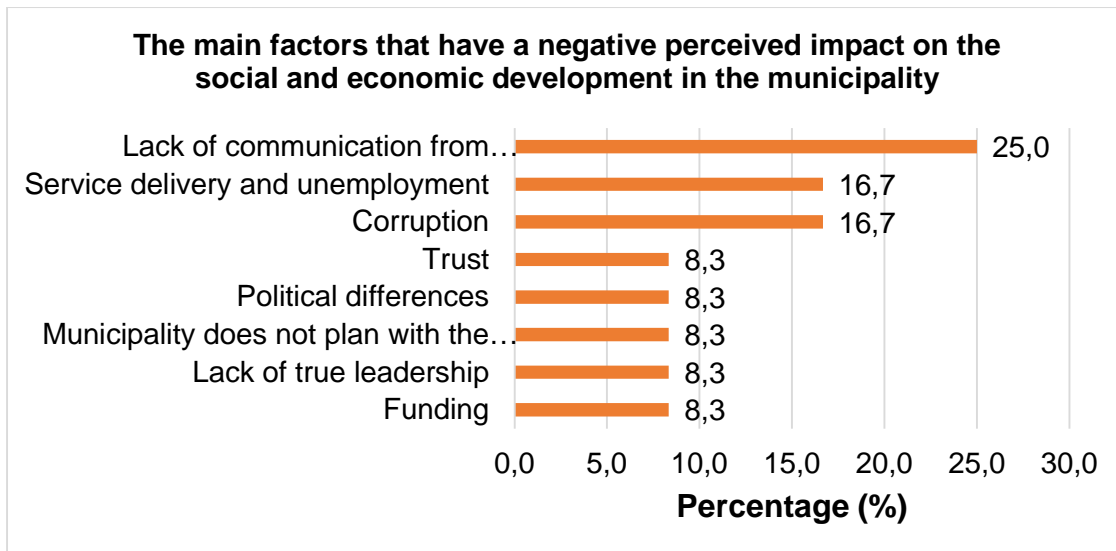


Figure 4.19: Main factors that have a negative perceived impact on the social and economic development in the municipality (n = 13)

The above Figure 4.19 illustrated that 25.0% of the respondents indicated lack of communication from the municipality to community as the main factors that have a negative perceived impact on the social and economic development of the communities within the municipality. A total of 16.7% of the respondents stated service delivery and unemployment, whilst, 8.3% of the respondents indicated trust, and 8.3% indicated funding as the main factors that have a negative perceived impact on the social and economic development of the communities within the municipality.

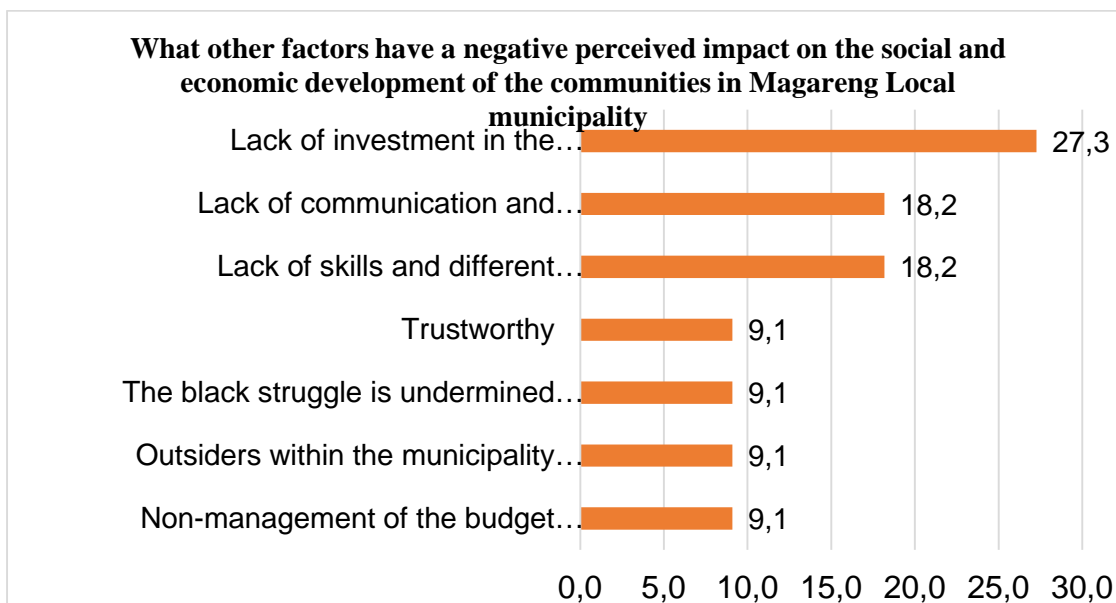


Figure 4.20: Other factors that have a negative perceived impact on the social and economic development in the municipality (n = 13)

From Figure 4.20 above it was depicted that 27.3% of the respondents indicated lack of investment and aging infrastructure as other factors that have a negative perceived impact on the social and economic development in the municipality. Whilst a total of 18.2% of the respondents highlighted lack of skills and different business ideas. Another 9.1% of the total respondents indicated trust.

4.3.3.10 Provision by the municipality for funds to implement the social and economic development projects and programmes

The level of agreement of the respondents that the municipality makes provision for funds to implement the social and economic development projects and programmes effectively was shown in Figure 4.21 below. One ward councillor did not complete this question. As mentioned it could be that the respondent did not understand the question.

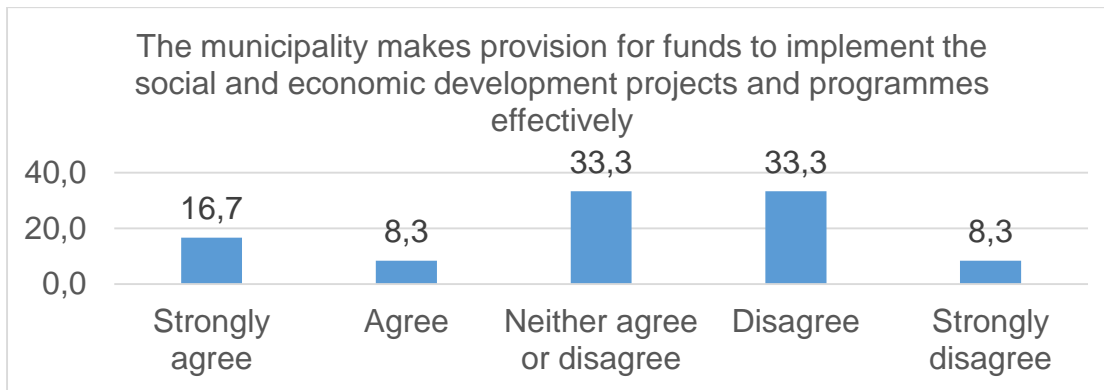


Figure 4.21: Level of agreement of the respondents that the municipality makes provision for funds to implement the social and economic development projects and programmes effectively (n = 12)

In order to discuss these findings in a simple and meaningful way a response of strongly agree or agree was combined and was referred to as agree and a response of disagree or strongly disagree was combined and was referred to as disagree. A total of 25% of the respondents agreed that the municipality makes provision for funds to implement the social and economic development projects and programmes effectively, 33.3% were undecided and a majority of 41.7% disagreed. Thus, the majority disagreed that the municipality makes provision for funds to implement the social and economic development projects and programmes effectively.

4.3.4 Public participation

This section contains the results of the 13 respondents' knowledge and observations regarding public participation in the municipality. Specifically the mechanisms used to engage the community in the IDP process; the involvement of community members in decision making; efficiency of the municipality to communicate with the community; how the community participates in the planning process of the municipality; level of awareness of the community to participate in planning and the IDP process; frequency of regular IDP meetings; challenges that prevent public participation of community members in the IDP process and developmental projects; and lastly suggestions by the respondents to improve public participation in the IDP process.

4.3.4.1 Mechanisms used to engage the community in the IDP process

The mechanisms the municipality use to engage communities in IDP process were shown in Figure 4.22 below. One respondent did not complete this question. A possible reason could be that the respondent did not understand the question.

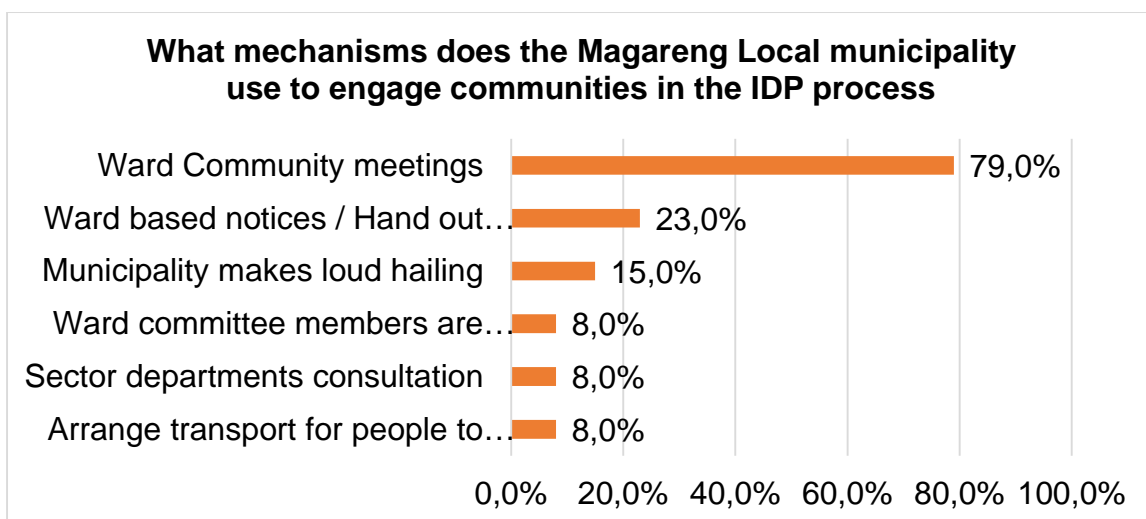


Figure 4.22: Mechanisms used by the municipality to engage the community in the IDP process (n = 12)

The above Figure 4.22 demonstrated that 79.0% of the respondents indicated that the municipality used ward community meetings to engage communities whereas 23.0% highlighted ward based notices. A total of 15.0% of the respondents stated loud hailing whilst

8.0% sector departments' consultation and that the municipality arranges transport for people to attend. Thus, the majority of the respondents mentioned that the municipality used ward community meetings as a mechanism to engage with local communities.

4.3.4.2 Involvement of members by the municipality in decision-making

The frequency of the municipality involving members of the community in decision-making was presented in Figure 4.23 below.

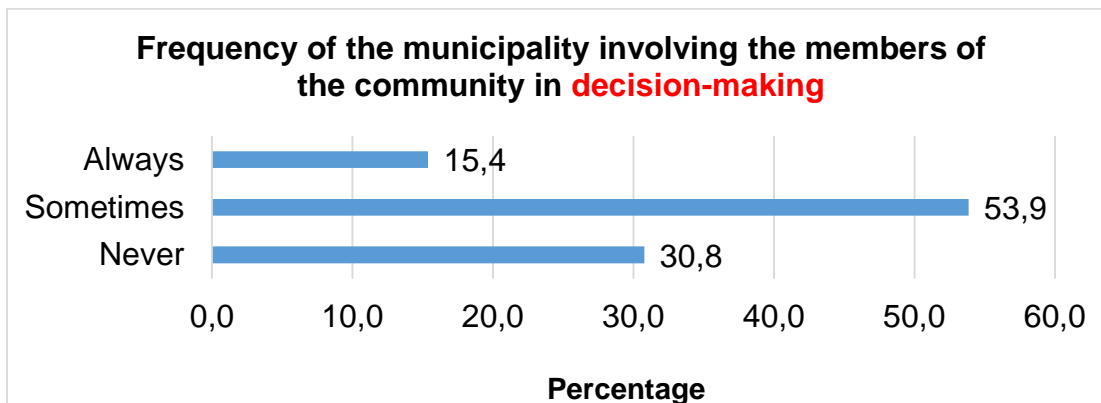


Figure 4.23: The frequency of the municipality involving members of the community in decision-making (n = 13)

Figure 4.23 indicated that only 15.4% of the respondents believed that the municipality always involved the community members in decision-making processes, while 53.9% of community members stated sometimes involved and 30.8% never involved in decision-making processes of the municipality. From the above responses one could argue that there is very little consultation to determine the needs and priorities of the community. Owing to limited participation, most of the IDP projects were not informed by ward based priorities. As discussed in Chapter 2, Section 2.19 and 2.19.1 of this study, the Municipal Structures Act, 1998 provides for the establishment of ward committees. The objective of ward committees is to facilitate and enhance participatory democracy at local government level.

4.3.4.3 Efficiency of the municipality to communicate with the community

The efficiency of the municipality to communicate with the community was shown below in Figure 4.24.

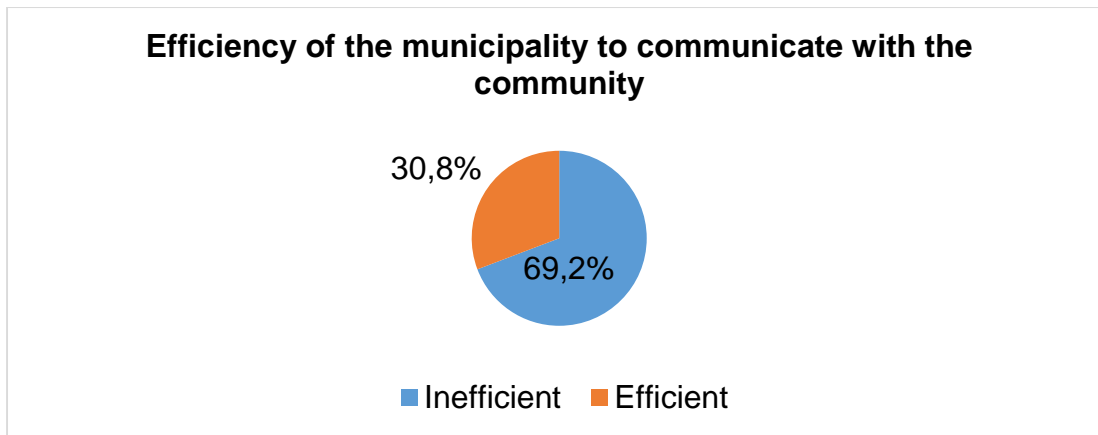


Figure 4.24: Efficiency of the municipality to communicate with the community (n = 13)

The findings from Figure 4.24 demonstrated that the majority (69.2%) of the respondents indicated that the municipality’s communication with the community is inefficient whilst 30.8% of the respondents mentioned that the municipality’s communication with the community was efficient. The respondents were asked to provide reasons why they indicated that the municipality effectively or ineffectively communicate with the community. The results were shown below in Table 4.7.

Table 4.7: Reasons for effective or ineffective communication by the municipality with the community

Effective communication (n = 4)		Ineffective communication (n = 9)	
Reason	Percentage	Reason	Percentage
Municipality communicates effectively but the community does not attend the meetings	50.0%	Municipality only communicates when there are challenges	44.4%
Community is informed at ordinary council meetings	25.0%	Community is not involved in the affairs of the community	33.3%
They involve the community in the IDP process	25.0%	No transparency by the municipality	11.1%
		Failure to address certain problems affecting the community	11.1%

From the first column concerning effective communication as demonstrated in Table 4.7 above a total of 50.0% of the respondents indicated that the municipality communicates effectively. In addition, a total of 25% of the respondents responded that the community is informed

through ordinary council meetings whilst 25% of the respondents indicated that the municipality involved the community in the IDP process. On the opposite side concerning ineffective communication a total of 44.4% of the respondents indicated that the municipality communicates only when there are challenges, 33.3% responded that the community is not involved in the affairs of the municipality, 11.1% indicated that there is a lack of transparency whilst another 11.1% stated that the municipality failed to address certain problems affecting the local community. From the findings of Table 4.7 above it was depicted that the majority of the respondents indicated that municipality communicates effectively but the community does not attend the meetings. A concern is that a total of 44% of the respondents mentioned that the main reason why communication with the community is ineffective is that the municipality only communicates with the community when there are challenges. One could argue that effective communication with local communities is a requirement to give effect to the constitutional requirement of Section 152 of the Constitution, 1996 as provided in Chapter 2 of this study, to involve the community in the affairs of the municipality. It was further argued that the municipality must pay attention to the factors that hampers effective communication as listed in Table 4.7 above.

The manner in which the community participates in the planning processes of the municipality was illustrated in Figure 4. 25 below.

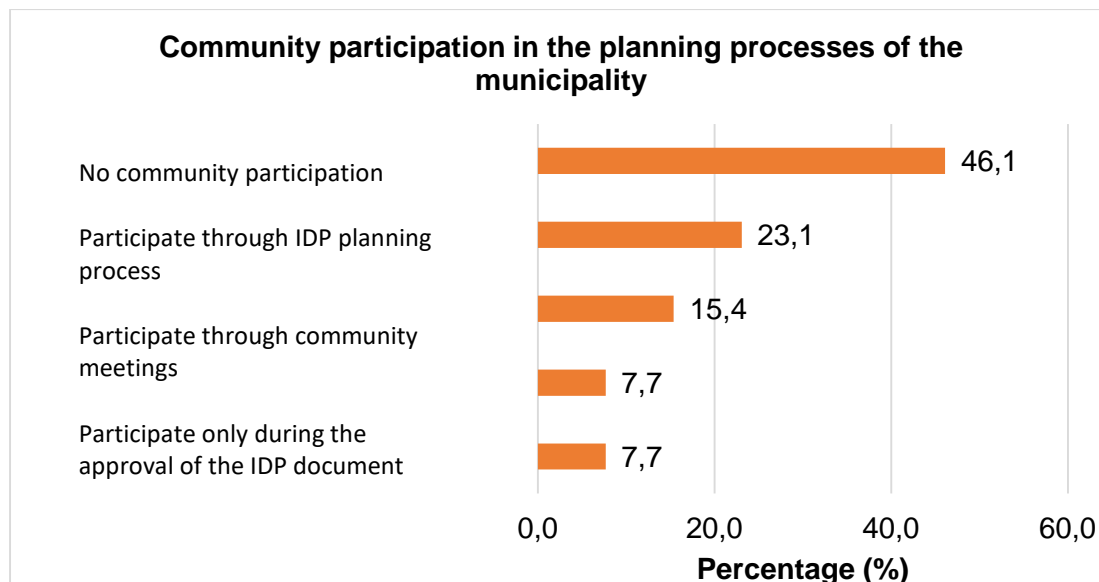


Figure 4.25: Community participation in the planning processes of the municipality (n = 13)

The above Figure 4.25 demonstrated that the majority (46.1%) of the respondents indicated that no community participation took place in the IDP processes of the municipality whilst 23.1% noted community participation takes place throughout the IDP planning process and 15.4% noted community participation takes place through community meetings. A total of 7.7% of the respondents mentioned that participation only took place during the approval of the IDP document whilst 7.7% of the respondents indicated that participation took place once the IDP was advertised in the local newspaper. In Chapter 2, Section 2.19 of this study it was mentioned that participation by the communities must take place through all phases of the IDP process. One could argue that the municipality has to ensure that public participation of local communities takes place throughout the analysis, strategies, projects, integration and approval phases of the IDP by using various methods of communication.

4.3.4.4 Awareness by the community of their rights to participate in planning and IDP process

The awareness of the community of their rights to participate in planning and IDP processes were shown below in Figure 4.26. One respondent did not complete this question. A possible reason for this could be that the respondent did not understand the question.

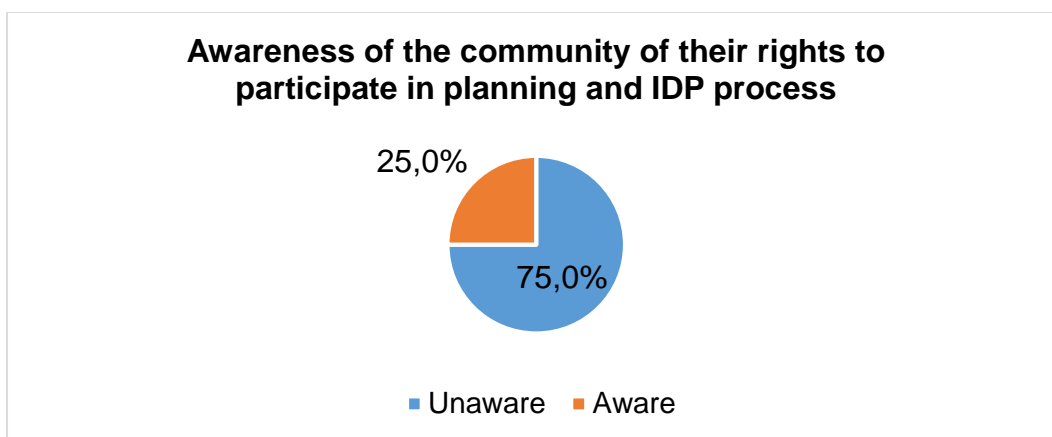


Figure 4.26: Awareness by the community of their rights to participate in the planning and IDP process (n = 12)

The above Figure 4.26 illustrated that 75.0% of the respondents indicated that the community is unaware of their rights to participate in the planning and IDP process whilst 25.0% are aware. The high number of negative responses is a warning that residents have made little contribution to IDP processes and budgeting of the municipality. The latter corresponded with the findings

of Figure 4.24 of this chapter, which demonstrated that the majority (69.2%) of the respondents mentioned that the municipality's communication with the community is inefficient. It further supported the findings of Figure 4.25 above, that 46.1% of the respondents mentioned that no community participation takes place in the planning processes of the municipality. In Chapter 2, Section 2.14 of this study it was accentuated that Section 5 of the MSA, 2000 set out the roles and responsibilities of communities in the IDP process. Section 5 of the MSA, 2000 further provides that local communities must participate in the decision-making processes of the municipal council and may be allowed to submit written and oral recommendations and complaints to the municipal council. It was further highlighted in Chapter 2, Section 2.19 of the study that in terms of Section 18(1) of the MSA, 2000 provides that a municipality must communicate to its community information about public participation and the available mechanisms, processes and procedures in order to encourage and facilitate participation. Thus, the MM and the municipal council must ensure that members of the local community be consulted and be involved in the municipalities IDP process.

4.3.4.5 Compliancy by the municipality to hold regular IDP meetings

The compliancy by the municipality to hold regular IDP meetings was shown in Figure 4.27 below. One respondent did not answer this question. As mentioned a possible reason could be that the respondent did not understand the question.

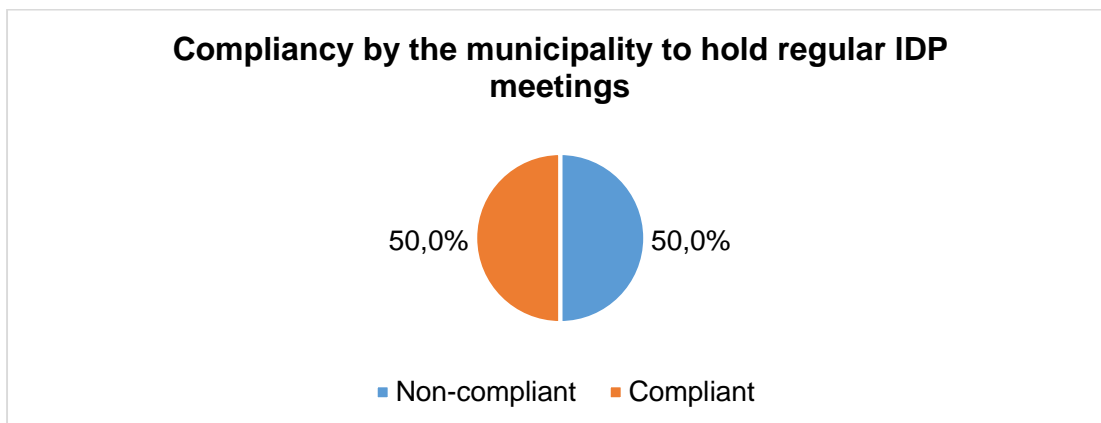


Figure 4.27: Compliancy by the municipality to hold regular IDP meetings (n = 12)

As indicated in Figure 4.27 above there is no clear distinction whether there is compliance or non-compliance by the municipality as 50% of the respondent's indicated that the municipality hold regular IDP meetings and 50% indicated that the municipality does not hold regular IDP

meetings. In Chapter 2, Section 2.19.6 of this study it was mentioned that municipalities must encourage public participation during the different phases of the IDP process by using different methods of participation, such as through the IDP representation forums, community meetings organised by the ward councillor, public debates, and public discussions and consultations with communities and stakeholders. In particular, the IDP representative forum was established to encourage the participation of local communities and other stakeholders in IDP processes. It was further mentioned in Chapter 2, Section 2.19.6 of this study that public participation is not equally important and appropriate during each stage of the IDP process, therefore, to limit participation cost, avoid participation fatigue, and enhance the impact of participation, mechanisms of participation will have to differ from stage to stage of the IDP process. Thus, the municipality has to ensure that regular meetings take place with local communities concerning the municipalities IDP and budget processes.

4.3.4.6 Challenges that prevent public participation of community members in the IDP process and developmental projects

Table 4.8 and Table 4.9 below indicated the main and other challenges that prevent public participation of community members in the IDP process and developmental projects respectively. One participant did not complete these two questions. As mentioned a possible reason could be that the respondent did not understand the questions.

Table 4.8: Main challenges that prevent public participation of community members in the IDP process and developmental projects (n = 12)

Main challenges	Frequency	Percent
Poor communication between municipality and community	4	33.3%
Community is only called once for the IDP and that tends to make members forget what is in the IDP document	1	8.3%
Determine through evaluation of the latest annual review report as well as through structure turn around (LGTAS) on public participation and good governance	1	8.3%
Lack of communication from municipality to the community	1	8.3%
Lack of regular meetings based on IDP	1	8.3%

Municipality council don't do their jobs	1	8.3%
Municipality don't implement what is recorded at meetings	1	8.3%
Unemployment	1	8.3%
Vastness of the ward causes a problem for certain people to be able to participate	1	8.3%

From Table 4.8 it was depicted that a total of 33.3% indicated poor communication between the municipality and the community as the main challenge that prevents members of the community from participating in the IDP process and developmental projects while 8.3% stated that the community is only called once for the IDP and tends to make members forget what is in the IDP document. A total of 8.3% determined through evaluation of the latest annual review report as well as through structure turn around (LGTAS) on the public participation and good governance. A further 8.3% indicated factors such as lack of communication from municipality to the community, lack of regular meetings based on IDP, municipality council do not do their jobs, municipality do not implement what is recorded at meetings, unemployment, vastness of the ward causes a problem for certain people to be able to participate. In Chapter 2, Section 2.19.6 of this study it was mentioned that various obstacles still exist such poor communication, consultation fatigue, general lack of knowledge by local communities. These and other challenges were confirmed in Table 4.9 below.

Table 4.9: Other challenges that prevent public participation of community members into the IDP process and developmental projects (n = 13)

Other challenges	Frequency	Percentage
Lack of information	4	30.8%
Political differences	3	23.1%
Not implementing the priorities of the IDP	2	15.4%
Not implementing/using the inputs from the community	2	15.4%
Lack of mechanisms to give feedback to the community	2	15.4%
General public is excluded and only those with political association participate.	1	7.7%

Implore policies, systems, structures, approaches and operation on the implementation of the local government turnaround strategy (LGTAS) with respect to public participation and good governance of the IDP process	1	7.7%
Lack of knowledge	1	7.7%
Lack of skills	1	7.7%
Lack of transportation	1	7.7%
Meetings are out of hand	1	7.7%
Municipal governance is more politically orientated and not community orientated	1	7.7%

As indicated in Table 4.9 above a total of 30.8% mentioned lack information whereas 23.1% indicated political difference as the other challenges that prevent public participation of community members into the IDP process and developmental projects. A total of 15.4% highlighted the municipality not implementing the priorities of the IDP whilst another 15.4% mentioned not implementing or using inputs from the community. Another 15.4% mentioned lack of mechanisms to give feedback to the community and a total of 7.7% indicated that the general public is excluded and only those with political association participate, implore policies, systems, structures, approaches and operation on the implementation of the local government turnaround strategy (LGTAS) with respect to public participation and good governance of the IDP process, lack of knowledge, lack of skills, lack of transportation, meetings are out of hand including municipal governance is more politically orientated and not community orientated. The negative responses indicated that the community made little contribution into the IDP priorities. In Chapter 2, Section 2.19.7 of this study, it was accentuated that municipalities should make use of public meetings, consultative sessions, report back meetings advisory meetings, the media, community radio and community press to inform local communities of the affairs of the municipality.

4.3.4.7 Proposals to improve public participation in the IDP process

Proposals or recommendations by the ward councillors to improve public participation in the IDP process is shown in Table 4.10 below

Table 4.10: Propositions to improve public participation in the IDP process (n = 13)

Propositions	Frequency	Percentage
Communities must be better informed and educated about the IDP process and the importance of the IDP process	5	38.5%
Effective communication by the municipality	2	15.4%
Implementing the priorities of the IDP as requested by the community	2	15.4%
Community involvement in making decisions and planning in the IDP process	1	7.7%
Everyone in government should be fired as long as there are still poor black people. Otherwise, what is the reason for democracy?	1	7.7%
Implementing youth programs	1	7.7%
Job creation	1	7.7%
Learnership for skills	1	7.7%
Ongoing engagement with the community in order for them to participate effectively in the process	1	7.7%
Transportation	1	7.7%

From Table 4.10 above a total of 38.5% of the respondents indicated that communities should be better informed and educated about the IDP process and the importance of the IDP process whereas 15.4% indicated effective communication by the municipality. A total of 15.4% mentioned implementing the priorities of the IDP as requested by the community whilst 7.7% highlighted community involvement in making decisions and planning in the IDP process. A further 7.7% indicated factors such as community involvement in making decisions and planning in the IDP process, and that ‘everyone in government should be fired as long as there are still poor black people, otherwise, what is the reason for democracy?’ Further factors were implementing youth programs, job creation, learnership for skills, ongoing engagement with the community in order for them to participate effectively in the process and transportation. The above results suggested that the municipality must improve community participation structures.

Figure 4.28 below indicated whether the municipality reports back on the challenges they come across when they are implementing the IDP.

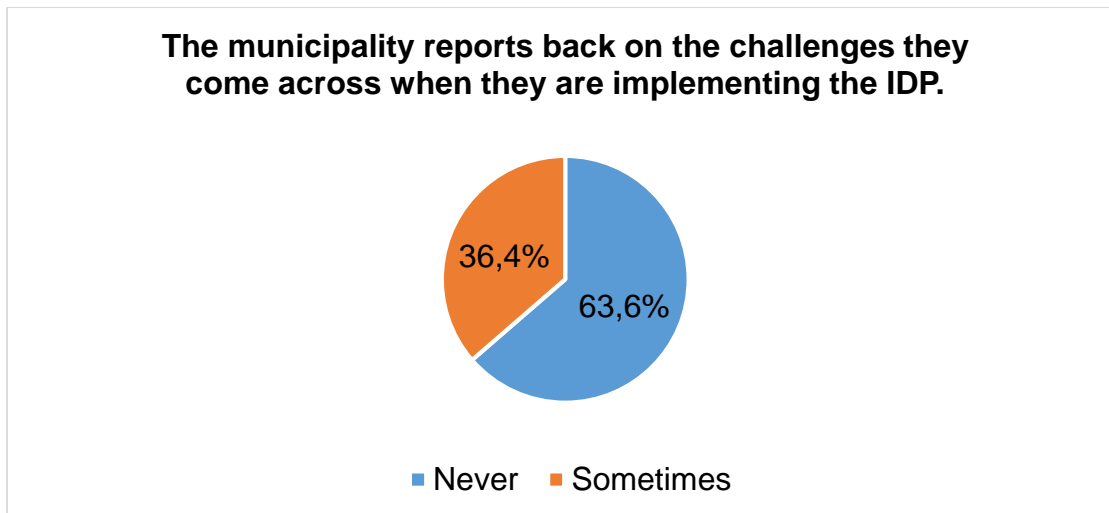


Figure 4.28: The municipality reports back on the challenges they come across when they are implementing the IDP (n = 11)

Figure 4.28 above demonstrated that 63.6% indicated that the municipality never reports back on the challenges they come across when they are implementing the IDP, whereas 36.4% believed it sometimes happens. As discussed in Chapter 2, Section 2.19 of this study, it is the responsibility of a municipality to disseminate certain information to its community. As mentioned in Chapter 2, Section 2.19, of this study the MSA, 2000 provides in Section 5 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
- be informed of decisions of the municipal council
- regular disclosure of the affairs of the municipality, including its finances.

From the above findings discussed in this study and as accentuated in Chapter 2 of this study, the municipality has to ensure that local communities be consulted and participate in the municipalities IDP processes on a continuous basis. The findings showed that the limited LED projects and programmes of the municipality did not make any impact on the social and economic condition of the local community. It was further found that although the IDP makes provision for job creation and service delivery related projects, the municipality needs to be done to ensure that these projects are successfully implemented to improve the social development conditions of the community. It was further accentuated that the majority of the respondents were of the opinion that the social development needs of the local communities were not addressed by the municipality. It was further argued that the municipality should

ensure that the local communities are involved in the IDP process and informed about the projects listed in the municipality's IDP to promote their social development needs. It was further emphasised that the municipality has to make use of community radio stations and other mechanisms to inform local communities about consultation meetings to ensure that members of the local community contribute to the decision-making processes of the municipality.

4.4 RESULTS AND INTERPRETATION OF FINDINGS OBTAINED FROM THE SEMI-STRUCTURED INTERVIEW SCHEDULE COMPLETED BY MUNICIPAL OFFICIALS IN THE MAGARENG LOCAL MUNICIPALITY

In this section the findings relating to the analysis of the semi-structured interviews with the Magareng Local Municipality officials, namely the MM, IDP manager, and the LED manager was presented and discussed. The analysis of the semi-structured interviews was grounded on the interpretation of the responses from the interviewees. Except for the biographical information the interpretation of the research findings was divided into three themes and various sub-themes, namely the IDP (Theme 1, and sub-themes 1-8), social and economic development including LED (Theme 2, sub-themes 1 - 9), and public participation in the affairs of the municipality (Theme 3, sub-themes 1-6). For the remainder of the section the researcher referred to the MM, LED manager and the IDP manager as officials, the Magareng local municipality was only be referred to as the municipality and the community of Magareng Local Municipality was only referred to as the community.

4.4.1 Biographical Information of Officials- Section A

This section contains the results of the three officials' biographical information which includes their gender, age, ethnicity, home language, level of education, institution where highest qualification was obtained, current position, and duration of current position. The tables and figures reported on the frequencies and percentages or means and standard deviations for each variable.

4.4.1.1 Gender

The gender profile of the municipal officials was illustrated below in Figure 4.29.

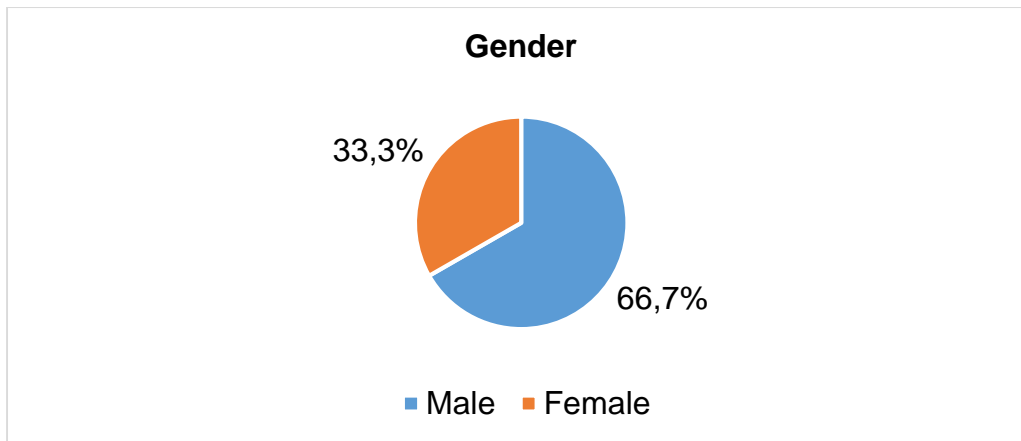


Figure 4.29: Gender of the officials (n = 3)

Figure 4.29 above indicated that 66.7% of the municipal officials were males and 33.3% were females.

4.4.1.2 Age

The descriptive statistics of the age of the municipal officials was shown below in Table 4.11. The mean age of the municipal officials were 35 years (± 4 years) where the youngest person was 30 years and the oldest 38 years.

Table 4.11: Age (in years) of the municipal officials (n = 3)

Mean	Standard deviation	Minimum	Maximum
35	4	30	38

4.4.1.3 Ethnicity

All (100%) of the municipal officials were African.

4.4.1.4 Home language

The home language of the municipal officials was shown below in Figure 4.30

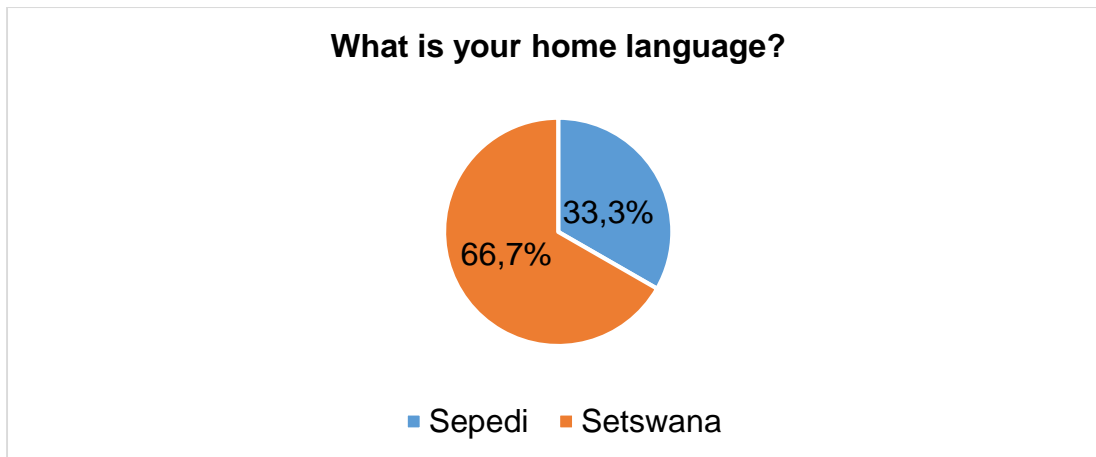


Figure 4.30: Home language of the municipal officials (n = 3)

Figure 4.30 above indicates that the majority (66.7%) of the municipal officials were Sepedi speaking and 33.3% were Setswana speaking.

4.4.1.5 Educational level

The highest level of education obtained by the municipal officials was illustrated below in Figure 4.31.

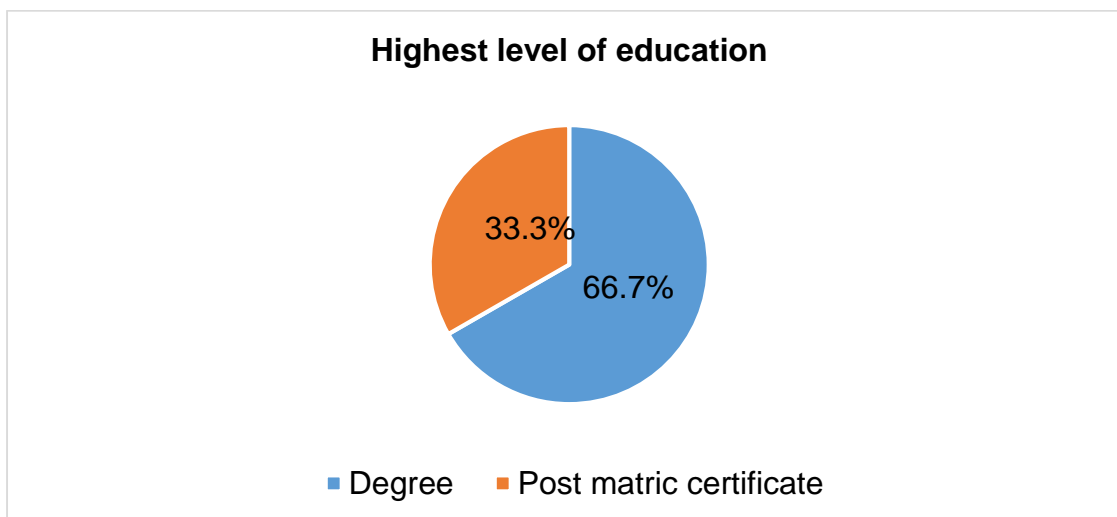


Figure 4.31: Highest level of education of the municipal officials (n = 3)

Figure 4.31 above indicates that 66.7% of the municipal officials attended tertiary education and have obtained a degree whilst 33.3% obtained a post-matric qualification.

4.4.1.6 Educational institution

The institution where the municipal officials obtained their highest qualification was shown below in Figure 4.32.

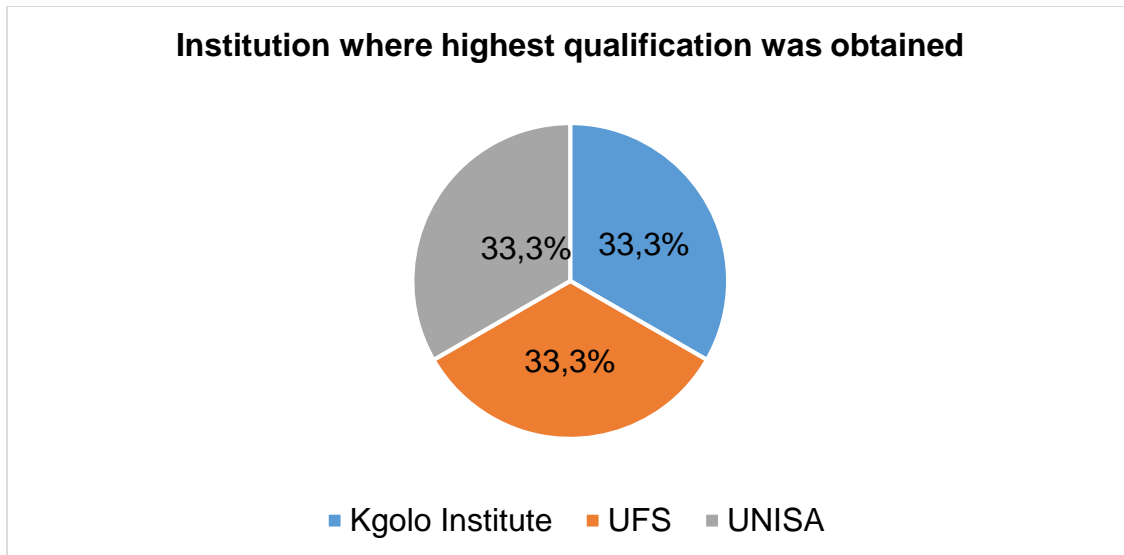


Figure 4.32: The institution where the municipal officials obtained their highest qualification (n = 3)

Figure 4.32 indicates that 33.3% of the municipal officials obtained their qualifications at University of South Africa (UNISA) and 33.3% at the University of the Free State (UFS) whilst 33.3% obtained their qualifications at Kgolo Institute.

4.4.1.7 Current position in the municipality

The position currently held by the municipal officials at the municipality was shown below in Figure 4.33.

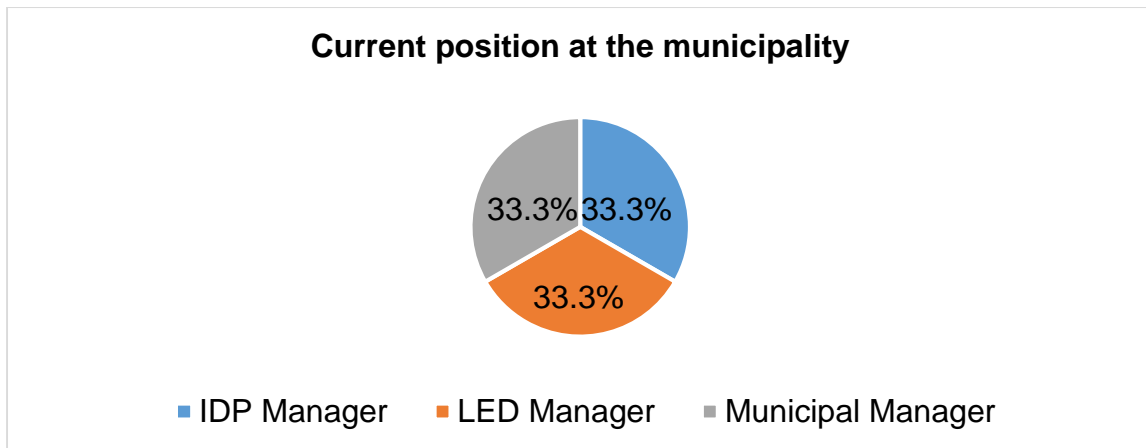


Figure 4.33: Current position held by the municipal officials at the municipality (n = 3)

Figure 4.33 shows that one (33.3%) of the municipal officials hold a MM position, one (33.3%) hold an IDP manager position and one (33.3%) hold a LED manager position.

4.4.1.8 Length of employment in current position

The length of employment in the current position of municipal officials was shown below in Figure 4.34.

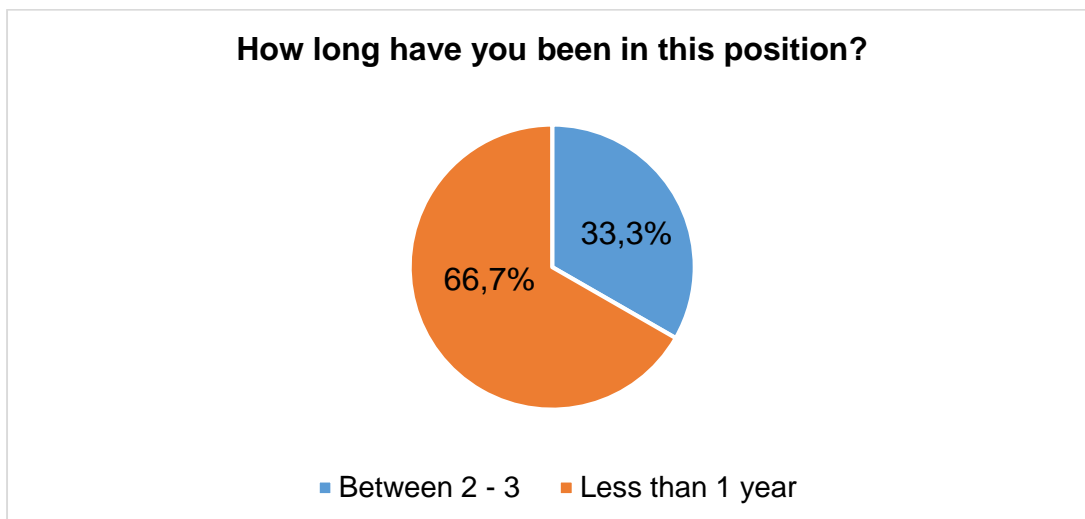


Figure 4.34: Length of employment in the current position of municipal officials (n = 3)

Figure 4.34 above demonstrated that two (66.7%) of the municipal officials have been employed in their current position for less than one year and one (33.3%) municipal official has been employed in the current position between two to three years.

4.4.2 Integrated Development Planning, Section B: Theme 1 and sub-themes 1-8

This section contained the results of the municipal officials' involvement, knowledge and observations regarding the factors that have a perceived impact on the IDP, in particular to promote the social and economic development conditions of the Magareng Local Municipality. The following presentation outlined the verbatim responses of the interviews with the municipal officials employed at Magareng Local Municipality. Open ended questions were presented to the participants during the interview by using the semi-structured interview schedule and their responses were recorded by the interviewer using a voice-recording device (Dictaphone). Field notes were also made of the behaviour and feelings of the respondents. The recordings were then transcribed by an expert statistician.

Table 4.12 below provides the verbatim responses concerning Theme 1, IDP, and the identified sub-themes (Sub-themes 1-6) of the semi-structured interview schedule

Table 4.12: Verbatim responses of municipal officials concerning Theme 1, IDP

Theme 1 – IDP (Section B of the Semi-structured interview schedule)		Codes/Meaning units
Sub-Theme	Responses/Quotes from participants	
The role of the IDP to promote sustainable development in the area (Sub-Theme 1)	Inclusion of LED component into the IDP Ensures that LED projects are linked to the IDP I am the IDP manager Inclusion of LED component in the municipal IDP	Majority of the officials understand their role in the IDP process
Role concerning the IDP of the municipality (Sub-Theme 1)	The IDP guides and informs all planning, budgeting decision making. IDP serves as the municipal road map to promote the involvement of the community regarding social and economic development	Official understands the role of the IDP to promote social and economic development
The level of success of the role of the municipality to promote developmental local government (Sub-Theme 2)	One municipal official responded that the municipality is successful by promoting development local government. Two of the municipal officials responded that the municipality is unsuccessful in its role to promote developmental local government	Municipality understands its developmental role, but it is not clear to what extent the municipality is successful to promote developmental local

<p>Funding of IDP projects in your municipality (Sub-Theme 3)</p>	<p>All municipal officials responded that most of the projects are funded by the grants, such as. MIG grant funded and sector development support. Funding of LED remains a challenge.</p>	<p>government in local communities</p> <p>Except for MIG grants and sector development support the municipality is unable to generate more revenue to fund the IDP and LED projects of the municipality</p>
<p>Main challenge regarding funding of IDP and LED projects (Sub-Theme 4)</p>	<p>Lack of adequate funding Lack of counter funding from the municipality Some sector departments are reluctant to fund local municipality projects and programmes</p>	<p>Insufficient funding to implement IDP and LED related projects and programmes</p>
<p>Use of IDP as a development tool to address inequalities in social and economic development (Sub-Theme 5)</p>	<p>Ensure that priorities like job creation, eradication of extreme poverty and hunger, improve access to basic services were listed in IDP. Other aspects listed in IDP are to improve administrative and financial capacity. Other aspects that were listed in the IDP refers to investment promotion for purpose of local economic development, skills development and LED</p>	<p>The priority needs of the community are listed in the IDP. The IDP makes provision for LED to address inequalities in social and economic development.</p>
<p>The adequacy of the skills and capacity of the municipality to implement the IDP and LED (Sub-theme 6)</p>	<p>Two of the municipal officials responded that the municipality does not have the adequate skills and capacity to implement its IDP. One municipal official responded that the municipality is adequate to implement its IDP effectively.</p>	<p>The municipality does not have the capacity to implement its IDP and LED projects</p>
<p>Measures used to ensure the appropriate implementation of the IDP (Sub-theme 7)</p>	<p>Measures in place are the communication plan, IDP Assessments and Mid-term assessments, involvement of the public. The Mayor is in the forefront of the IDP process. Performance management system like SDBIP</p>	<p>Measures are available to ensure proper implementation of the IDP. No mentioned were made of proper financial measures</p>
<p>Recommendations to improve the impact of IDP and</p>	<p>Ensure that the overall financing situation of the municipality is sound and healthy</p>	<p>The municipality must pay attention to financial situation of</p>

<p>LED on social and economic development needs (Sub-theme 8)</p>	<p>Ensuring prudent financial measures are in place. Full participation of sector departments is required. Make plans that will attract investments, create a conducive environment for business to invest in the communities. Senior officials must attend the IDP forum meetings. Give preference to service delivery to the communities</p>	<p>the municipality due to the fact that there are no proper financial measures are in place to promote social and economic development of local communities. Sector departments must be involved. Investments to promote social and economic development of communities is a challenge. Attendance of IDP forum meetings by senior officials requires attention</p>
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From the above Table 4.12 one could argue that there is a lack of capacity to effectively deliver plans. The fact that there is a five-year plan (IDP) does not suggest that the projects and programmes will be effectively implemented. Funding and investments was also mentioned as a major challenge, as there were insufficient funds to execute the projects. The majority of the municipal officials mentioned that the municipality is not successful to promote developmental local government effectively. A concern is that the officials observed that the main challenge in the municipality is the lack of funding to implement the LED projects. Another concern is that there were no proper financial measures in place to monitor the implementation of IDP and LED projects effectively. It was argued that the municipality does not have the adequate skills and capacity to implement IDP or LED projects. The discussion below illustrated the descriptive statistical analysis of the responses concerning the role of the IDP to provide a detailed and meaningful analysis and interpretations. The role of the municipal officials concerning the IDP of the municipality was shown below in Figure 5.35.

4.4.2.1 Role of the IDP (Sub-theme 1)

Except for the verbatim responses of the municipal officials concerning Theme 1 the findings of the sub-theme 1 were illustrated in Figure 4.3

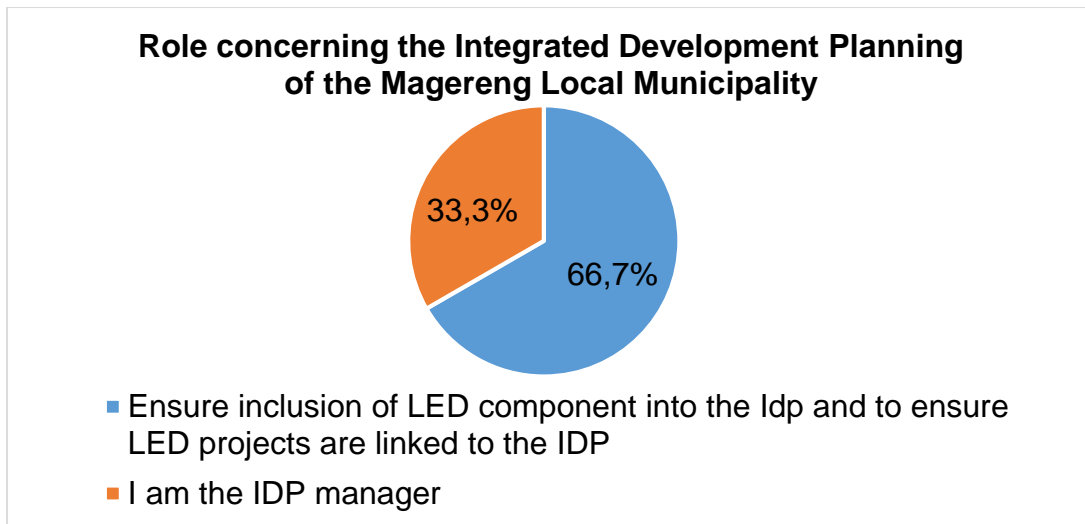


Figure 4.35: The role of the municipal officials concerning the IDP of the municipality (n = 3)

Figure 4.35 demonstrated that 66.7% (2) of the municipal officials indicated that it is their responsibility to ensure inclusion of LED into the IDP to ensure LED projects are linked to the IDP. One municipal official (33.3%) indicated that he/she is the IDP manager without clearly explain his/her role concerning IDP. From the results presented above, it can be concluded that the IDP manager cannot clearly explaining his role concerning the IDP, whereas the other officials display an understanding of their role concerning the IDP.

4.4.2.2 Role of the IDP to promote sustainable development in the municipal area (Part of Sub-theme 1)

The role of the IDP to promote sustainable development in the municipal area was shown below in Figure 4.36.

Figure 4.36: The role of the IDP to promote sustainable development in the municipality

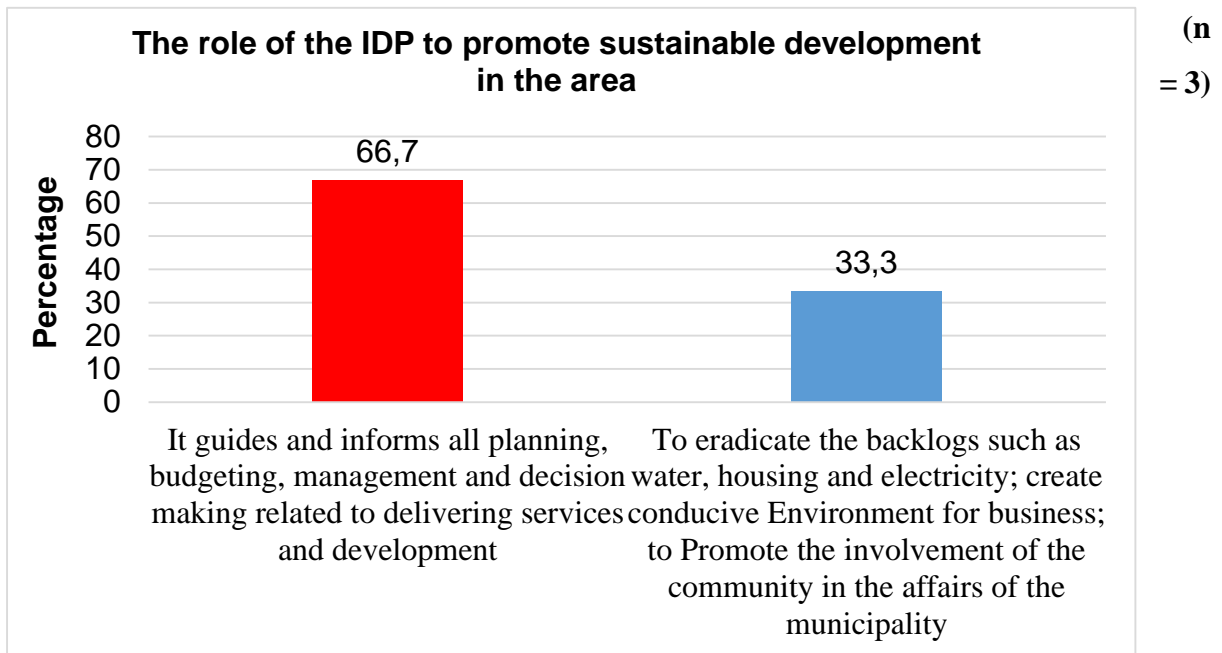


Figure 4.36 demonstrated that 66.7% of the municipal officials indicated that the role of the IDP is to guide and inform all planning, budgeting, management and decision making related to delivering services and development in the municipality. One (33.3%) of the municipal officials' stated that the role of the IDP is to eradicate backlogs such as water, housing and electricity; create a conducive environment for business; and to promote the involvement of the community in the affairs of the municipality. From the above results one could argue that the municipal officials understand the role of IDP to promote sustainable development in the municipality.

4.4.2.3 Level of success to promote developmental local government (Sub-theme 2)

The level of success of the role of the municipality to promote developmental local government according to the municipal officials was illustrated below in Figure 4.37

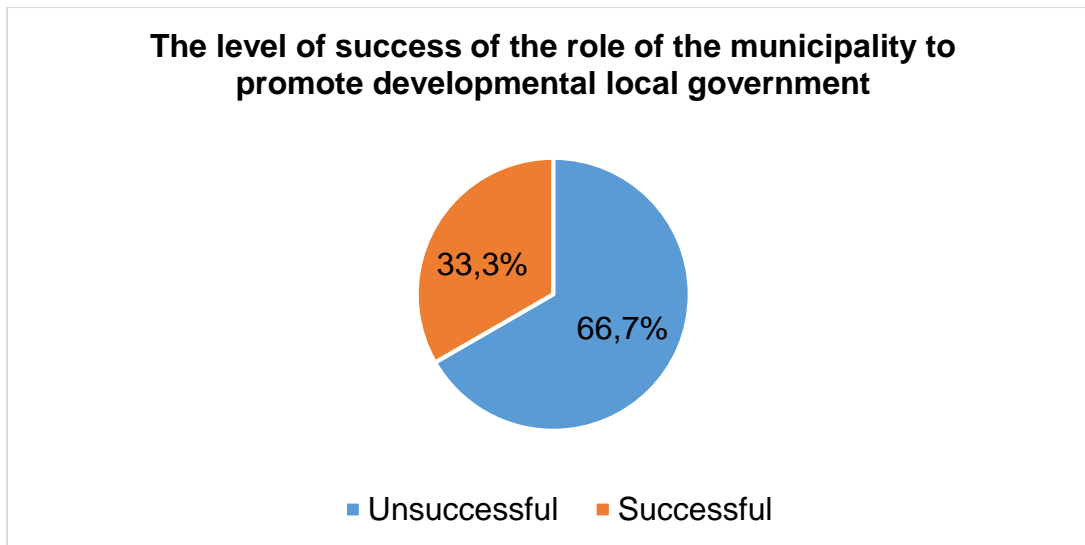


Figure 4.37: The level of success of the role of the municipality to promote developmental local government according to the officials (n = 3)

Figure 4.37 above indicated that the majority (66.7%) of the municipal officials were of the opinion that the municipality is unsuccessful in its role to promote developmental local government. Reasons provided for the unsuccessful role is that due to the low collection rate, the municipality is unable to execute its developmental mandate and that the municipality only partially succeeded in promoting development. One (33.33%) of the municipal officials' indicated that the municipality is successful to promote developmental local government. One could argue that the majority of the municipal officials agreed that the municipality is unsuccessful to promote developmental local government effectively.

4.4.2.4 Funding of IDP projects (Sub-theme 3)

Funding of IDP projects in the municipality was illustrated below in Figure 4.38

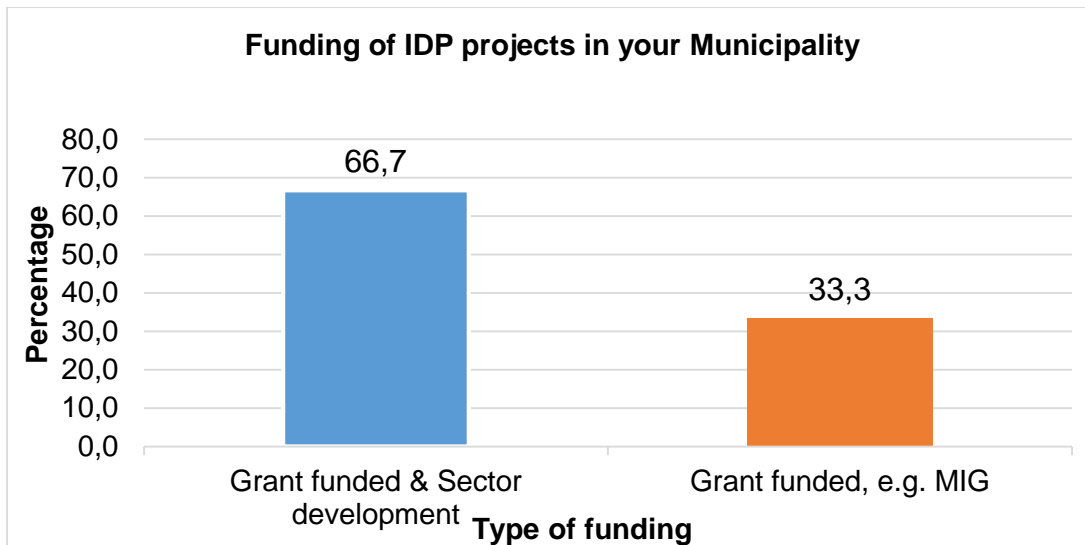


Figure 4.38: Funding of IDP projects in the municipality (n = 3)

Figure 4.38 illustrated the majority (66.7%) of the municipal officials indicated that the IDP projects of the municipality are funded by grants and sector departments. One (33.33%) of the municipal officials' indicated that the IDP projects of the municipality are funded by grants only. The literature review presented in Chapter 2, Section 2.17 stated that Section 26(h) of the MSA, 2000 determines that an IDP must reflect a financial plan that includes a budget projection for the following three years. Furthermore, the IDP requires that the financial plan of a municipality should make provision for interventions to ensure sustainability. From the above results it can be concluded that the municipality is struggling to raise enough revenue to finance its own IDP projects and thus, cannot successfully improve the social and economic conditions of the community.

4.4.2.5 Challenges regarding the funding of IDP projects (Sub-theme 4)

Other challenges faced by the municipality regarding the funding of IDP projects was illustrated in Figure 4.39 and Table 4.12 respectively.

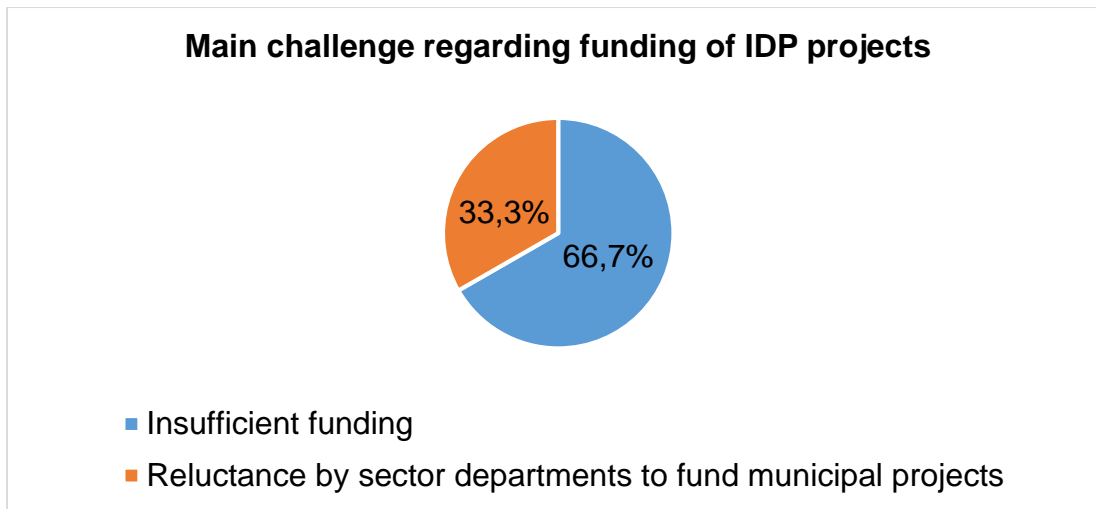


Figure 4.39: The main challenge faced by the municipality regarding the funding of IDP projects (n = 3)

The majority (66.7%) of the municipal officials indicated that insufficient funding is the main challenge faced by the municipality to implement their IDP projects whereas 33.3% indicated that reluctance by sector departments to fund municipal projects is the main challenge.

Table 4.13 below indicates other challenges regarding the funding of IDP projects. A total of 66.7% of the municipal officials indicated that lack of revenue collection by the municipality is a challenge followed by low allocation of funds to municipalities, lack of complete funding from sector departments and the turnaround time to complete projects, due to funding models, for example the multi-year funding models. The municipal officials were allowed to provide more than one other challenge and therefore the percentages in the table add up to more than 100%.

Table 4.13: Other challenges regarding the funding of IDP/LED projects (n = 3)

Other Challenges	Frequency	Percentage
Lack of revenue collection by the municipality	2	66.7%
Allocation of funds to municipalities are low	1	33.3%
Lack of complete funding from sector departments	1	33.3%
Turnaround time to complete projects, due to funding models	1	33.3%

Table 4.13 shown that a total of 66.7% of the municipal officials mentioned that the lack of revenue collection by the municipality is one of the main challenges of the municipality followed by other aspects such as turnaround time to complete projects, due to funding models, lack of complete funding from sector departments, and that allocation of funds to municipalities are low. The literature review presented in Chapter 2, Section 2.17 stated that in terms of Section 33(1)(a) of the MFMA, 2003 long-term budgetary commitments are required for the implementation of IDPs but also require a broad range of support across all spheres of government. Even though a municipal council may enter into a contract which may impose a financial obligation on the part of the municipality beyond the three years as provided in the annual budget of that year, it may do so only after receiving the support of the national and provincial treasuries, the national department responsible for local government, and if the contract involves the provision of services such as water, sanitation, electricity or any other prescribed service, the responsible national department. From Table 4.13 above it can be concluded that a host of role players must be consulted in long term contracts responsible for the provision of basic services such as water and sanitation, and electricity. Lack of funding can therefore lead to the delay in the implementation of the IDP and LED projects and programmes.

4.4.2.6 Use of the IDP as a developmental tool (Sub-theme 5)

The use of the IDP as a developmental tool to address inequalities in social and economic development in the municipality was illustrated below in Figure 4.40. The municipal officials were allowed to provide more than one use and therefore the percentages in the figure adds up to more than 100%.

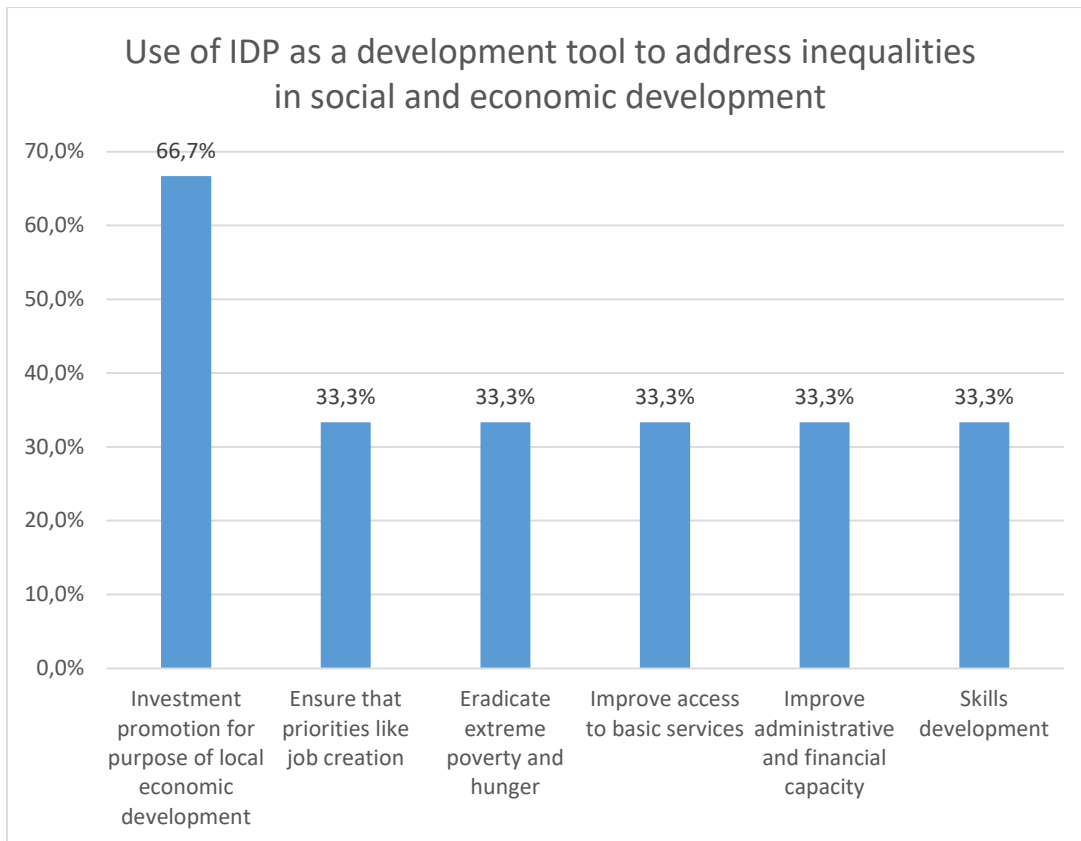


Figure 4.40: The use of the IDP as developmental tool to address inequalities in social and economic development in the municipality (n = 3).

Figure 4.40 demonstrated that 66.7% of the municipal officials indicated that the municipality uses the IDP to promote investment in LED. One municipal official (33.3%) mentioned that the use of the IDP as a developmental tool to address the inequalities in social and economic development includes the following; to ensure job creation; to eradicate poverty and hunger; to improve access to basic services; to skills development; and to improve the administrative and financial capacity of the municipality. One could argue that the majority of the municipal officials agreed that the municipality uses the IDP to promote investments relating to LED. While the usage of the IDP to promote job creations, eradicate poverty and hunger, and to improve access to basic services was supported by only one of the respondents (33,3%).

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire conducted with the selected ward committee members. The findings from the responses of the ward councillors corresponds with the above findings from the semi-structured interviews conducted with the municipal officials. Although a total of 83.3% of the respondents (ward councillors) of the semi-structured questionnaire agreed that the IDP is an

appropriate tool to address the social and economic development of local communities, only 38,5% of the ward councillors agreed that the IDP has contributed to the social development of the local communities. The latter supported the above findings of the semi-structured interviews where (33.3%) of the municipal officials' responded that the municipality's IDP was used as a developmental tool to address the inequalities in social and economic development to ensure job creation; to eradicate poverty and hunger; to improve access to basic services; and to promote skills development of the community.

4.4.2.7 Skills and capacity to implement the IDP (Sub-theme 6)

The adequacy of the skills and capacity of the municipality to implement the IDP was demonstrated below in Figure 4.41.

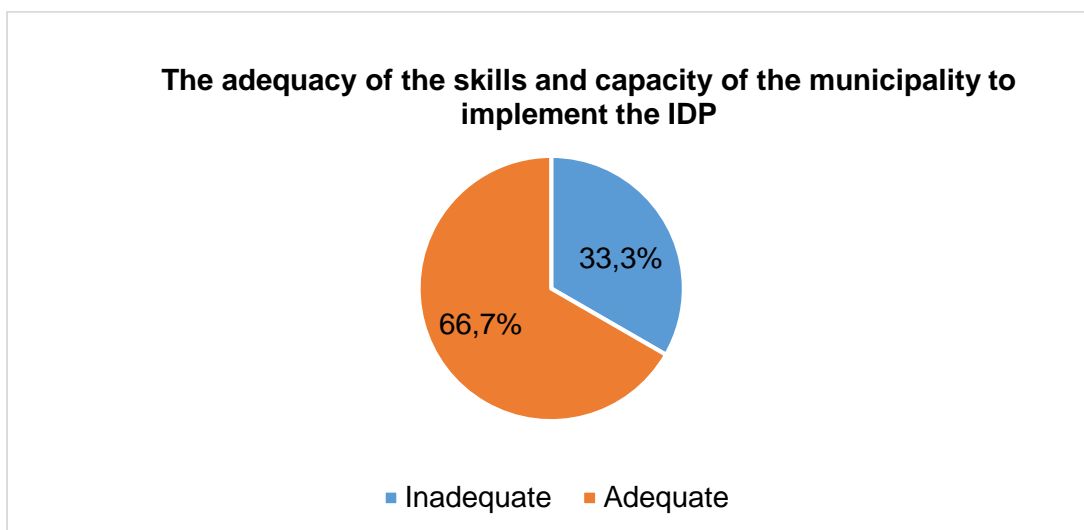


Figure 4.41: The adequacy of the skills and capacity of the municipality to implement the IDP (n = 3)

The Figure 4.41 above demonstrated that 66.7% of the municipal officials stated that the municipality does not have the adequate skills and capacity to implement the IDP. One municipal official (33.3%) indicated that the municipality is inadequate. One could argue that the majority of the municipal officials agreed the municipality does not have adequate skills and capacity in the municipality to implement the IDP effectively.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire. The results as indicated in Figure 4.10 from the findings of the semi-structured

questionnaire differ with findings from the interview schedule with the municipal officials. A possible reason could be that ward councillors are not involved in the day to day administration and strategic level of implementation. The other reason has to do with the level of education of the ward committee councillors and lack of communication between the ward councillors and the municipal officials. It is possible that the ward councillors do not discuss the institutional position of the municipality to determine whether the municipality has adequate skills and capacity to implement its developmental objectives through the IDP. The other reason for this is that concerns differ from one ward to the other and generally depend on the dynamics of a specific ward. Some wards have more significant issues that require more capacity to deliver services.

4.4.2.8 Measures used to ensure appropriate implementation of the IDP (Sub-theme 7)

The measures used by the municipality to ensure appropriate implementation of the IDP were shown below in Figure 4.42. The municipal officials were allowed to provide more than one measure and therefore the percentages in the figure add up to more than 100%.

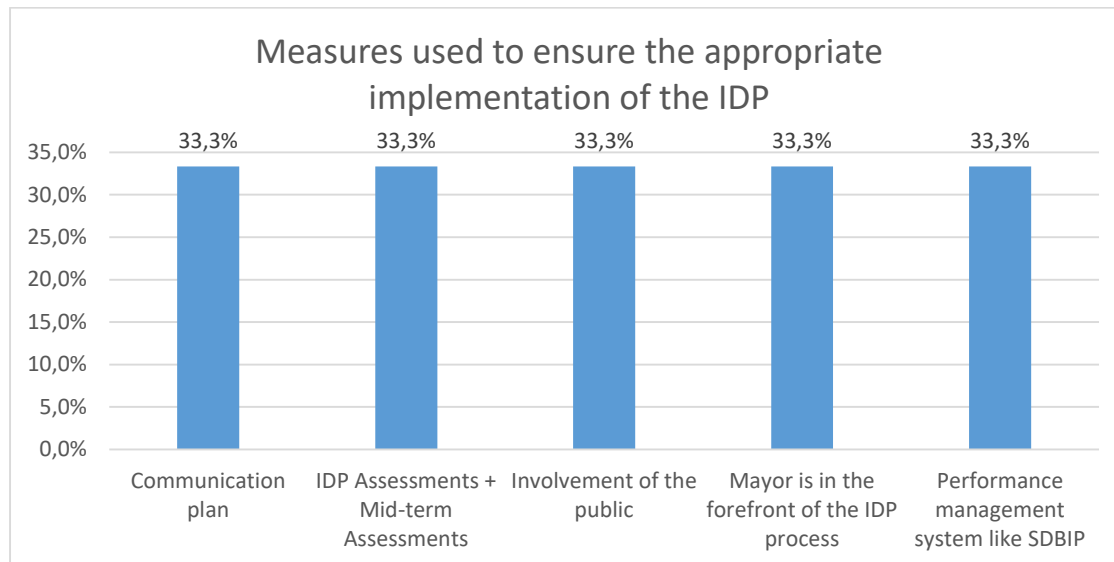


Figure 4.42: Measures used by the municipality to ensure appropriate implementation of the IDP (n = 3)

The Figure 4.42 above illustrated that the following measures ensure the appropriate implementation of the IDP; communication plan; IDP assessments and mid-term assessments; involvement of the public; the mayor leads the IDP process; and performance management

system like the Service Delivery Budget and Implementation Plan (SDBIP). As mentioned in Table 4.12 of this chapter, the municipal officials mentioned that there are measures in place to ensure the appropriate implementation of the IDP, but except for the SDBIP, no proper financial measures were mentioned by the officials.

4.4.2.9 Recommendation to improve the impact of the IDP (Sub-theme 8)

Recommendations by the municipal officials to improve the impact of the IDP on social and economic development needs were illustrated below in Figure 4.43. The municipal officials were allowed to provide more than one measure and therefore the percentages in the figure add up to more than 100%.

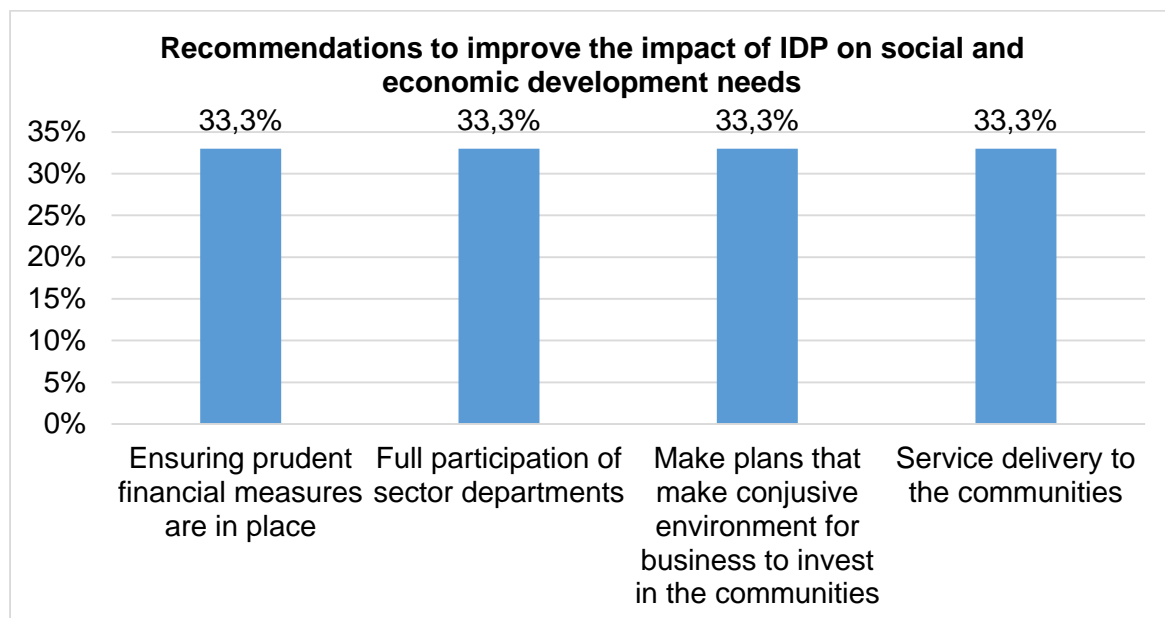


Figure 4.43: Recommendations by the municipal officials to improve the perceived impact of the IDP on social and economic development needs (n = 3)

The above Figure 4.43 demonstrated that the following suggestions or recommendations were made by the municipal officials to improve the impact of the IDP on social and economic development needs: prudent financial measures; full participation of sector departments; conducive environment for businesses to investment and adequate service delivery to communities. In Table 4.12 of this study it was mentioned that the municipality must pay attention to financial situation of the municipality, due to the fact that except for the SDIP there are no proper financial measures in place to promote social and economic development of local

communities. The involvement of sector departments, and the attendance of IDP forum meetings of senior officials was also recommended by the municipal officials to improve the impact of the IDP on social and economic development.

4.4.3 Social and Economic Development and LED, Section C: Theme 2 and Sub-themes 1 - 9

This section consists of question that seek to determine the factors or sub-themes that have a perceived impact on the IDP on the social and economic development circumstances on the communities within the municipality. These factors comprise of the credibility of the LED strategy of the municipality (Sub-theme 1); the incorporation of LED projects in the LED strategy (Sub-theme 2); LED initiatives or projects and programmes that were undertaken successfully (Sub-theme 3); current social development projects and programmes in place to promote social development (Sub-theme 4); inclusion of current social development projects and programmes in the IDP (Sub-theme 5); perceived impact of municipal LED initiatives on the quality of life of community members (Sub-theme 6); measure to ensure optimal implementation of LED, funding of LED projects (Sub-theme 7); challenges and suggested solutions regarding the funding and implementation of LED projects (Sub-theme 8); and factors that have a positive and negative impact on the social and economic development of the community (Sub-theme 9). Table 5.14 provides the verbatim responses of the municipal officials concerning the social and economic development including local economic development (LED) in order to identify the various themes and sub themes and to create meaningful interpretations.

Table 4.14: Verbatim responses of the officials about social and economic development including LED

Theme- Social-and economic development including LED- Section C - Theme 2		Codes/Meaning units
Sub-Category/Themes	Responses/Quotes from participants	
Credibility of the LED Strategy (Sub-theme 1)	All municipal officials agreed that there is a credible LED strategy	The municipality does have a LED strategy
Incorporation of LED	All municipal officials agreed that LED projects are incorporated in the LED strategy.	LED projects are incorporate in LED

<p>projects in the LED strategy (Sub-theme 2)</p> <p>LED Initiatives or projects undertaken successfully (Sub-theme 3), and current social development projects and programmes in place to promote social development (Sub-theme 4) and inclusion of current social development projects and programmes in the IDP (Sub-theme 5)</p>	<p>LED initiatives or projects are; IDP Grain Silo, and Milling Plant Project. Other initiatives include the following; Super Chicken LED forum LED strategy; District LED forum Magareng Local Municipality has developed a LED strategy to ensure conducive environment for LED to thrive AgriPark Hub to be implemented. Arts & Craft Centre (progress) Call Centre (due to start) Erection of Grain Silo facility and mining plant Heritage Park, Home Based Care, Mosaic Sculptures, Silos project, Skills development through partnership with SETAs, Soup Kitchen, Bankable projects in the pipeline. There is a commitment from council and co-operation with local groups</p>	<p>strategy of the municipality</p> <p>There are LED projects and Initiatives, but it is not clear whether all these LED projects/initiatives were successfully implemented by the municipality to promote social development of local communities</p>
<p>Perceived impact of LED initiatives in the quality of lives of the local community (Sub-theme 6)</p>	<p>The municipal officials mentioned some positive perceived impacts include funding from sector departments and FBDM; investments by the private sector; involvement of local communities in decision-making processed and job creation opportunities through LED initiatives</p>	<p>Investments from private sector and funding from sector departments contribute to funding of LED projects. Some of LED projects or initiatives contribute to job creation, local economic growth, small business opportunities, and up- skilling to establish own business. Not clear whether the perceived impact is only on a few people of the community or on the community at large</p>
<p>Measures to ensure optimal implementation of LED, funding (Sub-theme 7)</p>	<p>The municipal officials mentioned the following measures that were in place; creation of a conducive environment for LED to flourish. Implementation of the LED strategy, investment incentive programme/policy. Involvement of the business community and community. LED should become a funded mandate.</p>	<p>There are measures in place to ensure implementation of LED, but it is not clear how these measures ensure optimal implementation of LED</p>

<p>Challenges and suggested solutions concerning funding and implementation of LED projects and initiatives (Sub-theme 8)</p> <p>Factors that had have a positive and negative impact on social and economic development of the community (Sub-theme 9)</p>	<p>Municipal budget must reflect provision for LED initiatives and programmes. SDBIP and communication plan serves as measures to measure optimal implementation of LED</p> <p>The municipal officials mentioned that the challenges regarding funding and implementation of LED projects include investment promotions, lack of own funding lack of coordination of funding. The municipal officials mentioned that the suggested solutions include the following; Allow access to developers to already available land. Assistance by the Office of the Premier to assist in co-ordination. Attract investors from the private sector. Engage the sector department at inter-governmental forums (e.g. district and provincial IGR). Ensure implementation of municipal revenue policy. Use existing strengths in the municipality</p> <p>The municipal officials mentioned that the following factors had a positive impact on the social and economic development of the local community; job creation (temporary and permanent), local economic growth, small business opportunities, sustainable livelihoods and up- skilling for purpose of establishing own business. Funding of LED projects and initiatives remains a negative aspect</p>	<p>Funding and coordination concerning funding remains one of the main challenges. Engage IGR forums, involved sector departments and district municipalities to assist with the funding of LED projects. Ensure implementation of revenue collection policy.</p> <p>Not clear how many members of the community benefitted from LED initiatives, and how many jobs were created and how many small businesses were established through LED initiatives or how many members of the community gain skills through LED projects/initiatives</p>
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From the above Table 4.14 one could argue that despite that the municipality having a credible LED strategy, it will not be able to effectively implement its projects and programmes. This is due to the lack of coordination of different role players within the municipality and the provincial departments. It was mentioned in Table 4.14 of this study, that although the municipality has a few LED projects and LED initiatives, it was not clear whether all these LED projects/initiatives were successfully implemented by the municipality to promote social development. A concern is that the municipality is unable to generate own revenue to fund its LED projects and depends entirely on the conditional grants. Although there are measures in

place such as the communication plan, and the SDBIP to ensure optimal implementation of LED projects, programmes and initiatives, more needs to be done to ensure that LED projects are implemented to enhance the social and economic development of local communities. The discussion below provides the detailed descriptive data analysis of the responses to provide more detailed and meaningful analysis and interpretations of the data.

4.4.3.1 Credibility of the LED strategy (Sub-theme 1)

As depicted in Table 4.14 all (100%) of the municipal officials indicated that the LED strategy of the municipality is credible. The literature review presented in Chapter 3, Section 3.2.4 revealed that Koma (2014:41) argues that the IDP incorporates development priorities such as objectives of each municipality and LED included within the IDP of municipalities. These LED related priorities must be incorporated in the LED strategy of the municipality and credible LED projects and programmes must be implemented to promote the social and economic condition of the municipality.

4.4.3.2 Incorporation of LED projects in the LED strategy (Sub-theme 2)

Table 4.14 above indicated that all (100%) of the municipal officials indicated that the LED projects of the municipality are incorporated in the LED strategy. It was argued in Table 4.14 of this chapter that the municipality does have LED projects which are incorporated in the LED strategy. However, one could argue that it was not clear whether all these LED projects/initiatives were successfully implemented by the municipality to promote social development.

4.4.3.3 LED Initiatives undertaken successfully (Sub-theme 3)

It was accentuated in Table 4.14 of this chapter that the municipality does have a number of LED projects and LED initiatives, but it is not clear whether all these LED projects and initiatives were successfully implemented by the municipality to promote social development of local communities. LED projects, programmes and initiatives that were undertaken successfully by the municipality are shown below in Figure 4.44.

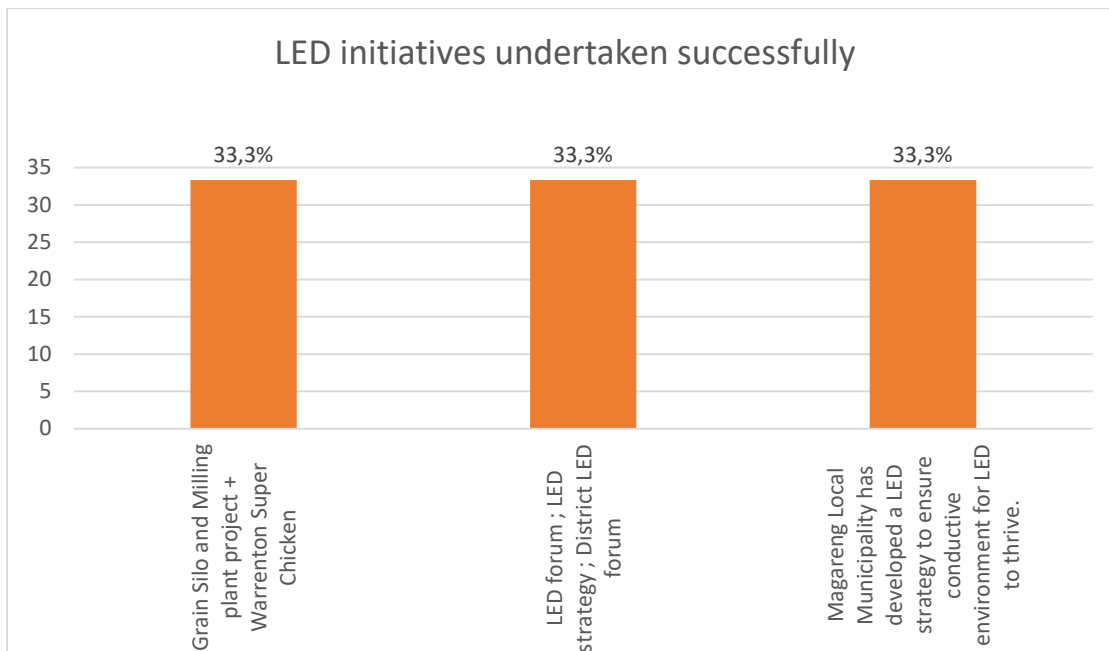


Figure 4.44: LED initiatives that were undertaken successfully by the municipality (n = 3)

The above Figure 4.44 demonstrated that one (33.3%) municipal official indicated that the grain silo, milling plant project and Warrenton Super Chicken project are LED initiatives that were undertaken successfully by the municipality. One (33.3%) municipal official stated that a LED forum, LED strategy, and District LED forum are LED initiatives that were successfully implemented by the municipality. Lastly, one (33.3%) municipal official mentioned that the municipality has developed a LED strategy to ensure a conducive environment for LED projects to thrive in. It was argued in Table 4.14 of this chapter that the municipality implemented a number of LED projects and initiatives and that the municipality established different LED forums. It was further mentioned in Table 4.14 of this chapter, that it is not clear whether all LED projects or initiatives were successfully implemented by the municipality to promote social development of local communities.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire conducted with the selected ward committee members. The results indicated above in Figure 4.44 from the findings of the interview schedule (Semi-structured interviews conducted with municipal officials) differ from the findings from the semi-structure questionnaire (conducted with selected ward-councillors). A possible reason is that ward

councillors do not provide feedback to the communities in terms of the LED projects that were prioritised for a particular financial year. The other reason is that the ward councillors were not involved during the project development phase to ensure that listed projects were identified in the IDP. Furthermore, there is lack of communication between the ward councillors and the municipal officials.

4.4.3.4 Current social development projects and programmes that are in place to promote social development and included in the IDP (Sub-theme 4)

Social development plans, projects and programmes that are currently in place to promote social development in the municipality were listed below in Figure 4.45. The municipal officials were allowed to provide more than one plan, project or programme and therefore the percentages in the figure add up to more than 100%.

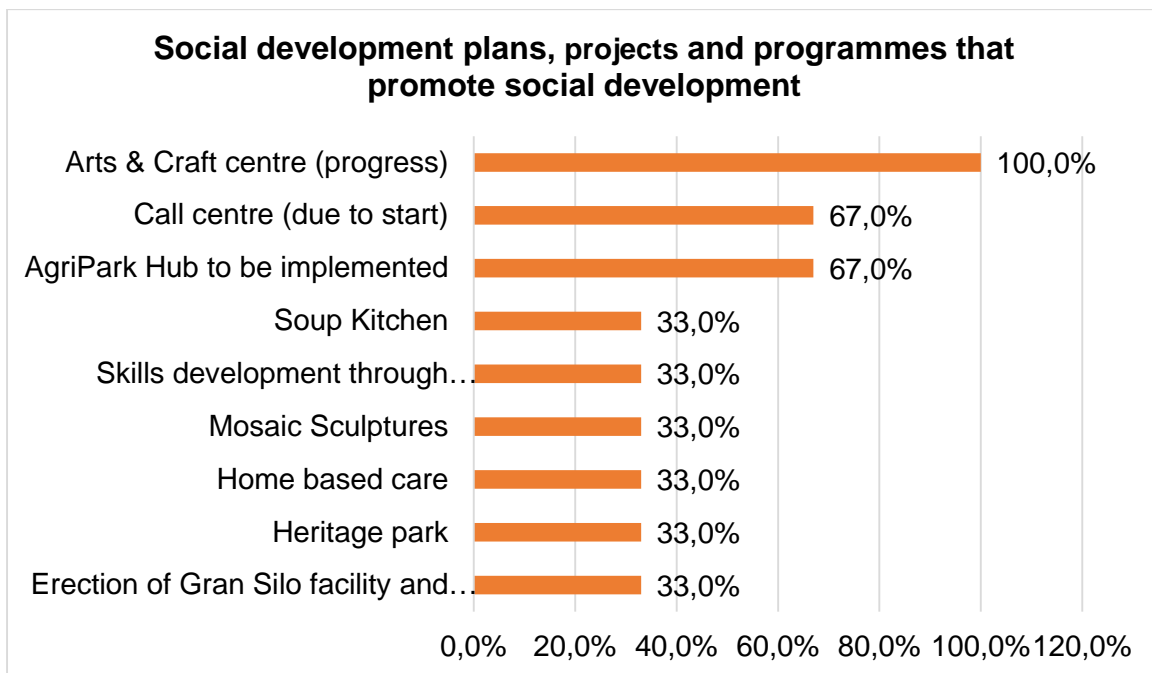


Figure 4.45: Social development plans, projects and programmes that are currently in place and listed in the IDP to promote social development in the municipality (n = 3)

Figure 4.45 illustrated that all (100%) of the municipal officials mentioned the arts and craft centre (in progress) as a LED programme intention is to promote social development. A total of 67% of the municipal officials indicated that other LED related projects, included the call centre (due to start) and Agri-Park hub (due to be implemented). One (33.33%) municipal

official mentioned that other development plans, projects and programmes that were implemented to promote the social development of the communities of the municipality are a soup kitchen, skills development programmes, mosaic sculptures, home-based care, Heritage Park and the grain silo project, as well as mining.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire (conducted with selected ward councillors). The results as indicated in Figure 4.45 above form the findings of the semi-structured interviews conducted with municipal officials differ from the findings of the semi-structured questionnaire (conducted with selected ward councillors) provided in Table 4.2 of this chapter. The majority of the ward councillors mentioned that no LED projects were successfully undertaken by the municipality, whilst three of the ward councillors mentioned that although LED projects were undertaken by the municipality these projects did not last long. It was further argued that although the municipality identified LED projects and initiatives it was not clear whether all the LED projects and initiatives were successfully implemented by the municipality to promote social development of local communities.

4.4.3.5 Impact of LED initiatives on the quality of lives of the community (Sub-theme 5)

Figure 4.46 below demonstrated that all (100%) of the municipal officials indicated that the LED initiatives had a positive impact on the quality of lives of the community. Figure 4.46 further illustrated the specific areas where a positive impact was noticeable. The municipal officials were allowed to provide more than one area impacted and therefore the percentages in the figure add up to more than 100%.

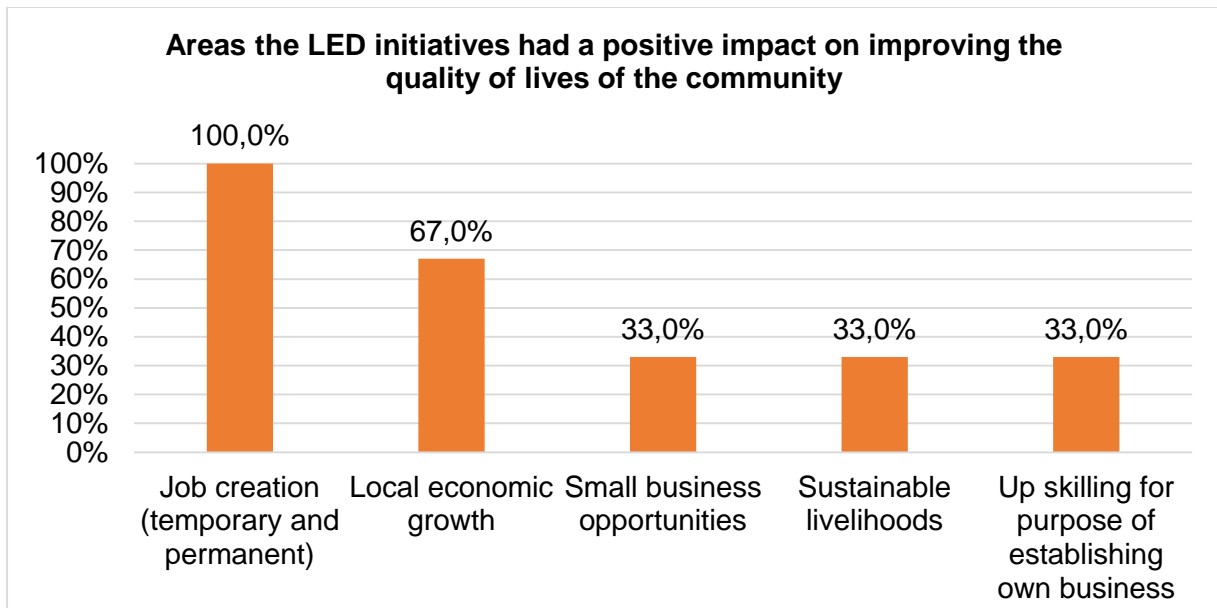


Figure 4.46: Areas were the LED initiatives had a positive perceived impact on the quality of lives of the community (n = 3)

The following areas were mentioned by the municipal officials where the LED initiatives had a positive impact on the quality of lives of the community, all (100%) of the municipal officials indicated job creation; 67.0% indicated growth in the local economy. One (33%) municipal official indicated opportunities in small business, while one (33%) of the municipal officials' indicated sustainable livelihoods, and lastly one (33%) of the municipal officials mentioned development of skills. One could argue that the majority of the municipal officials mentioned that of the here are LED initiatives in place in the municipality that had a positive impact on the local economy. However, it is not clear how many members of the local community benefitted from these LED initiatives, and how many jobs were created, and how many small businesses were established through LED initiatives, or how many members of the community gained skills through LED projects and initiatives.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire conducted with the selected ward committee members. In Section 4.4.3.1 of this chapter it was mentioned that the majority (33.3%) of the municipal councillors agreed that LED initiatives assisted to create SMME's. The latter corresponded with the findings of the semi-structured interview schedule above, where a total of 33% of the municipal officials' mentioned that LED assisted to create SMME's.

4.4.3.6 Measures to ensure optimal implementation of the LED (Sub-theme 6)

Figure 4.47 below demonstrated the measures suggested by the municipal officials to be undertaken to ensure optimal implementation of LED in the municipality. The municipal officials were allowed to provide more than one measure and therefore the percentages in the figure add up to more than 100%.

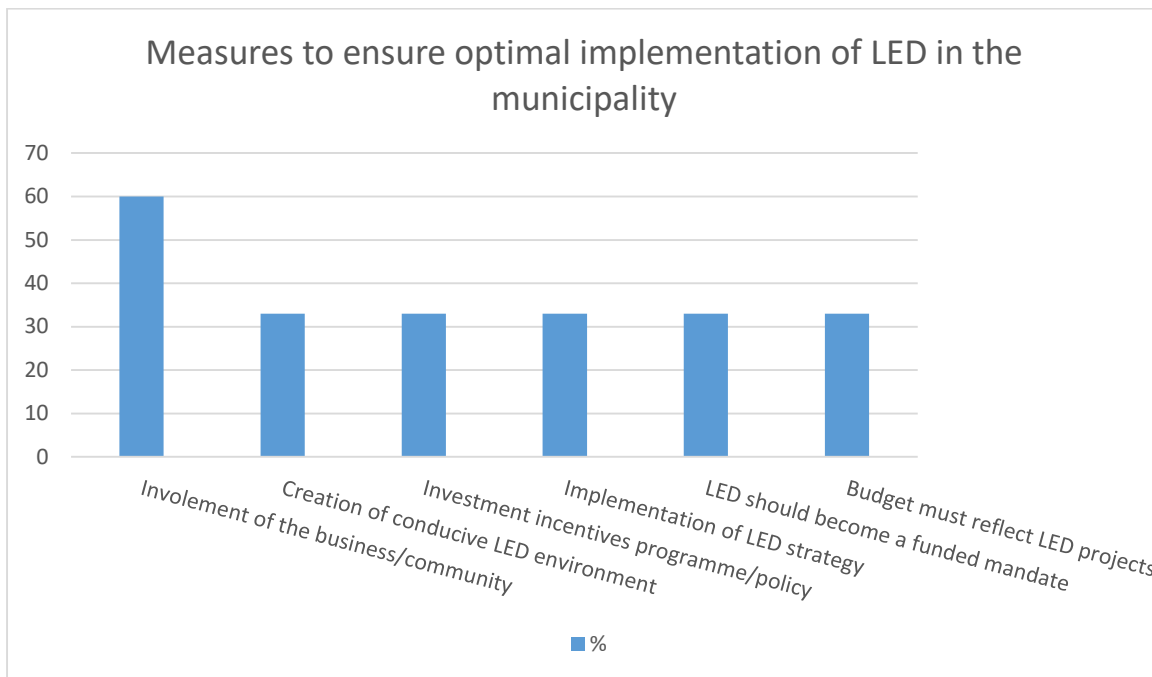


Figure 4.47: Measures to ensure optimal implementation of LED (n = 3)

The above Figure 4.47 demonstrated that 66.0% of the municipal officials indicated that involvement of the business and the community will ensure the optimal implementation of the LED. One (33.0%) municipal official stated the creation of a conducive environment for business to thrive. One (33.0%) municipal official highlighted investment incentives whilst one (33.0%) municipal official mentioned that LED should be made a funded mandate. One (33.0%) of the municipal officials' indicated that the municipal budgets must reflect LED initiatives whereas one (33.0%) of the municipal officials' stated that LED strategies must be implemented successfully. In Table 4.14 of this chapter it was mentioned that there were measures in place to ensure implementation of LED, but it is not clear how these measures ensure optimal implementation of LED.

4.4.3.78 Funding of LED projects (Part of Sub-theme 7)

All (100%) of the municipal officials indicated that the funding of LED projects in the municipality is a combination of funding from the FBDM, sector departments and the private sector. All (100%) of the municipal officials indicated that the budget is insufficient to run the projects in the LED strategy. As seen in Chapter 3, Section 3.17 of the study the National LED Framework, 2006 provides that funding LED strategies and programmes has many challenges. One of these challenges is that municipalities do not have enough funds to pursue the LED process unaided. In addition, the Mogale City Local Municipality LED Strategy, 2011 emphasised that it is important for a LED unit to coordinate the involvement of different role players as a result of the limited funds available for LED projects and programmes. In Table 4.12 and Table 4.14 of this chapter, it was argued that most of the funding of LED projects comes from grants, sector departments and FBDM. It was further argued that funding of LED projects remains a challenge. It was further mentioned that there is a lack of coordination to fund its LED projects.

4.5.3.8 Challenges regarding funding and implementation of LED projects (Part of Sub-Theme 7)

Figure 4.48 below indicated the main challenges with regard to funding and implementation of LED projects.

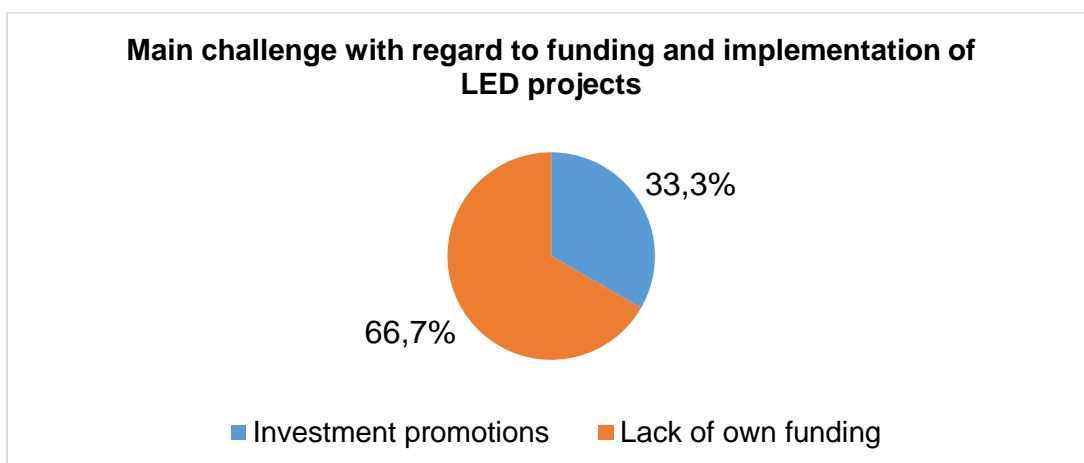


Figure 4.48: Main challenge with to regard to funding and implementation of LED projects (n = 3)

Figure 4.48 illustrated that a total 66.7% of the municipal officials indicated lack of funding as the main challenge facing the municipality while one (33.3%) municipal official indicated that investment promotions remains one of the main challenge.

Table 4.15 below provided the recommendations or suggestions by the municipal officials to resolve these main challenges regarding the funding and implementation of LED projects (Sub-theme 8). The municipal officials were allowed to provide more than one suggestion and therefore the percentages in the figure add up to more than 100%.

Table 4.15: Suggestions to resolve the main challenges regarding the funding and implementation of LED projects (n = 3)

Suggestion to resolve the main challenges	Frequency	Percent
Attract more investment in the community	2	66.7%
Ensure the provision of a credible budget for LED initiatives and to improve or strengthen the public private relationship	1	33.3%
Have effective and implementable LED strategy	1	33.3%
Have effective LED forum	1	33.3%

Table 4.15 above demonstrated that a total of 66.0% of the municipal officials indicated that the municipality must attract more investment in the community to resolve the main challenge regarding the funding and implementation of LED projects; one (33%) municipal official provided the municipality must ensure the provision of a credible budget for LED initiatives and to strengthen the relationship between the public and private sectors. One (33%) of the municipal officials' suggested that the municipality must have an effective implementable LED strategy whilst one (33%) of the municipal officials stated that the municipality must establish an effective LED forum.

Table 4.16 below indicated other challenges in regards to funding and implementation of LED projects in the municipality.

Table 4.16: Other challenges to fund and implementation of LED projects (n = 3)

Other challenges to fund and implement LED projects	Frequency	Percent
Ageing infrastructure and not enough funding for infrastructure projects	1	33,3
Lack of investment from private sector; lack of training and skills	1	33,3
Revenue collection or lack thereof poses a serious challenge	1	33,3

Table 4.16 above indicated that one (33.3%) municipal official indicated that ageing infrastructure and lack of funding for projects were some of the other challenges regarding the funding and implementation of LED projects. One (33.3%) municipal official highlighted lack of investment from the private sector and lack of skills and training. One (33.3%) municipal official mentioned that a lack of revenue collection from the municipality is a challenge regarding the funding and implementation of LED projects. As seen in Chapter 3, Section 3.12 of the study the Mogalakwena Local Municipality, 2006 also emphasised that the IDP forms a coordination between the LED initiatives and the programmes of different departments by pulling together aspects such as priorities, objectives, strategies, budgets and funding. It was argued in Table 4.14 and in the discussions above that funding of LED projects in the municipality remains a challenge.

Table 4.17 below listed recommendations by the municipal officials to resolve these main challenges regarding the funding and implementation of LED projects. The municipal officials were allowed to provide more than one suggestion and therefore the percentages in the table add up to more than 100%.

Table 4.17: Solutions or recommendations to resolve the other challenges regarding the funding and implementation of LED projects (n = 3)

Recommendations	Frequency	Percentage
Allow access to developers to already available land	1	33.3%
Assistance by the office of the premier to assist in co-ordination	1	33.3%
Attract investors from the private sector	1	33.3%
Engage the sector department at your inter-governmental forums (e.g. district and provincial IGR)	1	33.3%
Ensure implementation of municipal revenue policy	1	33.3%
Job creation through LED	1	33.3%

Use existing strengths in the municipality	1	33.3%
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The above Table 4.17 indicated that one (33.3%) of the municipal officials’ suggested that the municipality should allow access to available land, assistance by the Office of the Premier to assist in co-ordination. One (33.3%) municipal official mentioned that the municipality attract investors form the private sector. One (33.3%) municipal official indicated that the municipality must engage with sector departments by using appropriate IGR forums such as district and provincial IGR forums including engagements with the Office of the Premier to assist with coordination. Another one (33.3%) of the municipal officials’ indicated that job creation should be prioritise and that the municipality should use their strengths to attract more funding. The above suggested that the municipality needs to do more to attract investors from the private sector to fund LED projects. It was further suggested that the municipality should use the IGR structures to promote coordination and to involve the district and provincial governments to attract more funding to fund the municipality’s LED projects.

4.4.3.9 Monitoring and evaluation of LED programme and projects (Part of Sub-theme 8)

Ways that the municipality monitor and evaluate LED programme and projects were illustrated in Figure 4.49 below.

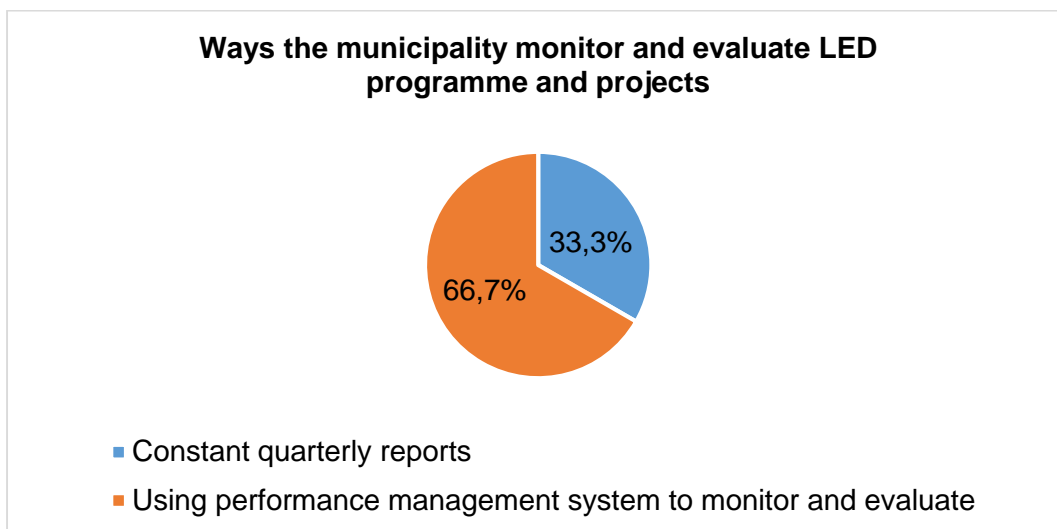


Figure 4.49: Ways in which the LED programme and projects are monitored and evaluated (n = 3)

In the above Figure 4.49 the majority (66.7%) of the municipal officials indicated that the municipality uses a performance management system to monitor and evaluate LED programmes and projects. One (33.3%) of the municipal officials' highlighted that quarterly reports can be used to monitor and evaluated the LED programmes and projects.

4.4.3.10 Factors that have a positive or negative perceived impact on the IDP and social and economic development (Sub-theme 9)

According to the perception of the municipal officials Table 4.18 below indicated the main factors that have a positive and negative perceived impact on the IDP and social and economic development circumstances. The values in brackets in the table were frequencies.

Table 4.18: Main positive and negative factors that have a perceived impact on the IDP and social and economic development circumstances (n = 3)

Positive factors		Negative factors	
Main factors			
Involvement of the community (2)	66.6%	High rate of unemployment (1)	33.3%
Provision of budget (1)	33.3%	Perception of corruption (1)	33.3%
		Reluctance of investors to invest (1)	33.3%
Other factors			
Bankable projects in the pipeline	33.3%	Lack of adequate funding	66.7%
Commitment from council	33.3%	High rates of poverty and low economic growth	33.3%
Co-operation with local groups	33.3%	Lack of adequate participation of sector departments	33.3%
Funding from sector development and the district municipalities	33.3%	Lack of proper infrastructure	33.3%
Investment by private sector	33.3%	Unavailable land audits	33.3%
Involvement of sector departments	33.3%	Late submission of project plans	33.3%
Involvement of the community in decision making process	33.3%	Limited access to basic household and community services	33.3%
Job creation	33.3%	Low levels of skills development and literacy	33.3%
Non-governmental organisations in the municipal affairs	33.3%	Nepotism	33.3%
		Unskilled staff	33.3%

The above Table 4.18 indicated that 33.3% of the municipality officials mentioned that the involvement of the community can be seen as a positive perceived impact, whereas 33.3% highlighted provision of the budget as main positive factor that have a perceived impact on the IDP and social and economic development circumstances. One (33.3%) of the municipal officials mentioned high rate of unemployment, perception of corruption, including reluctance of investors to invest as the main negative factors that have a perceived impact on the IDP and social and economic development circumstances of the municipality. One (33.3%) of the municipal officials' indicated factors such as bankable projects in the pipeline, commitment from council, co-operation with local groups, funding from sector development and the district municipalities, investment by private sector, involvement of sector departments, involvement of the community in decision making process, job creation and non-governmental organisations in the municipal affairs as the other positive factors that have a perceived impact on the IDP and social and economic development circumstances. One (33.3%) of the municipal officials' indicated lack of adequate funding, high rates of poverty and low economic growth, lack of adequate participation of sector departments, lack of proper infrastructure, unavailable land audits, late submission of project plans, limited access to basic household and community services, low levels of skills development and literacy, nepotism, unskilled staff as the other negative factors that have a perceived impact on the IDP and social and economic development circumstances of the community.

As part of methodological triangulation the main positive aspect, namely involvement of the community in the IDP process as indicated in Table 4.18 above was in contradiction with the findings of the semi-structured questionnaire conducted with selected municipal councillors. In Figure 4.25 of this chapter it was demonstrated that the majority of the ward councillors indicated that no community participation took place during the municipality's IDP process. This could be due to a lack of effective communication between the municipality and local community and due to a lack of sufficient involvement of members of the local community in the affairs of the municipality, including the IDP process.

As illustrated in Table 4.18 above, one could argue that the municipality should pay attention to the negative factors such as corruption, high rate of unemployment, high rates of poverty, low levels of literacy and lack of skills of the community, and reluctance of investors to invest and fund LED projects to promote social and economic development of the local communities of the municipalities. The municipality should further pay attention to aspects such as lack of

funding to fund LED projects, lack of participation by sector departments, poor service delivery, unskilled staff and nepotism. One could further argue that if the municipality do not address these negative factors, it will not be able to improve the social and economic conditions of the local communities.

4.4.4 Public Participation in the IDP Process, Category D: Theme 3 and Sub themes 1-6

This section focused on public participation in the IDP process. Specifically the mechanisms the municipality used to engage the community in the IDP process (Sub-theme 1); if the municipality involves the community in decision making concerning social and economic development (Sub-theme 2); if the municipality encourages the community to participate in IDP projects and meetings (Sub-theme 3); adherence by the municipality to regularly hold IDP meetings (Sub-theme 4); challenges that prevent public participation of the community in the IDP process (Sub-theme 5); and lastly recommendations to improve public participation in the IDP process (Sub-theme 6). Table 4.19 below outlined the verbatim responses of the municipal officials concerning the role of public participation in the IDP process.

Table 4.19: Verbatim responses of the officials concerning the role of public participation in the IDP process

The role of public participation in the IDP process – Theme 3- Section D		Codes/Meaning units
Sub-Category/Themes	Responses/Quotes from participants	
Mechanisms to engage with the local community about the IDP (Sub-theme 1)	The municipal officials mentioned that the following mechanism exist to engage with the community concerning the IDP processes; the municipalities communication plan; IDP representative forums; public notices, public participation, website and local newspaper, and ward based community meetings	There are mechanisms in place to engage with local communities about the IDP process. It is not clear how effective the mechanisms were to effectively promote public participation of local communities in all of the IDP processes.
Involvement of the community in decision-making processes concerning their	Majority of the municipal officials indicated that municipality always involves the community in decision- making processes about their social and economic development. One municipal official	The municipality needs to do more to engage with communities about their social and

<p>social and economic development (Sub-theme 2)</p> <p>Encouraged the community to participate in IDP projects and meetings (Sub-theme 3)</p> <p>Adherence by the municipality to regularly hold IDP meetings (Sub-theme 4)</p> <p>Main challenge that prevent public participation into the IDP process and developmental projects (Sub-theme 5)</p> <p>Other challenges that prevent public participation into the IDP process and developmental projects (Sub-theme 5)</p> <p>Recommendations to improve public participation in the IDP process (Sub-theme 6)</p>	<p>mentioned that the municipality sometimes involves the community in the municipalities decision-making process about their social and economic development matters</p> <p>All of the municipal officials indicated that the municipality always encouraged the community members to participate in IDP meetings to discuss IDP projects. An IDP forum exist.</p> <p>All of the municipal officials indicated that the municipality adhered to hold IDP meetings</p> <p>The municipal officials mentioned the following as the main challenge to prevent public participation into the IDP process and developmental projects; despondence and slow delivery of the IDP and the fact that IDP meetings are turned into political meetings are the main challenges. One municipal official mentioned that there are no challenges that prevents the community to in the IDP</p> <p>The municipal officials mentioned that communities do attend IDP meetings, the IDP meeting becomes a complain sessions due to lack of service delivery or inadequate service delivery. One of the officials mentioned that there is there is no challenge. One municipal official mentioned that wrong perceptions can be seen as a challenge</p> <p>The municipal officials recommended that there must be continuous community awareness campaigns delivered within a reasonable timeframe. One of the municipal officials recommended that senior management must participate in the public participation meetings, the</p>	<p>economic development</p> <p>The municipality encouraged local communities to participate in IDP meetings to discuss IDP projects</p> <p>The municipality holds regular IDP meetings. Not clear how many members of the community attended the IDP meetings</p> <p>Despondence, slow delivery of IDP are the main concerns. Another concern is that IDP meetings are turned into political meetings limit public participation</p> <p>There are opportunities for public participation. Inputs from the community are not taken seriously, it is seen as a complaining sessions.</p> <p>Ensure continuous awareness campaigns are delivered within a specific timeframe. Involve senior management in public participation meetings.</p>
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	municipality must allocate resources for participation meetings and Imbizo's and must provide regular feedback to local communities	Allocate resources for participation meetings and Imbizo's. Ensure regular feedback is provided to local communities to strengthen public participation in the IDP and developmental matters
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From the above Table 4.19 one could argue that the municipality does have mechanisms to promote and engage communities. However, the municipality needs to do more to ensure that there is maximum involvement by the community of the municipality. A concern is that the inability of the municipality to improve community participation may lead to limited participation and thus result in little contribution to the IDP. It was recommended that the municipality must ensure that regular feedback is provided to local communities to strengthen public participation in the IDP and developmental matters. The discussion below illustrates the descriptive statistical analysis of the responses of the municipal officials concerning the role of public participation in the IDP process to provide a more detailed data analysis and interpretations.

4.4.4.1 Mechanisms to engage the community in IDP process (Sub-theme 1)

Figure 4.50 below indicated the mechanisms used by the municipality to engage with local communities about the IDP process. The municipal officials were allowed to provide more than one mechanism and therefore the percentages in the figure adds up to more than 100%.

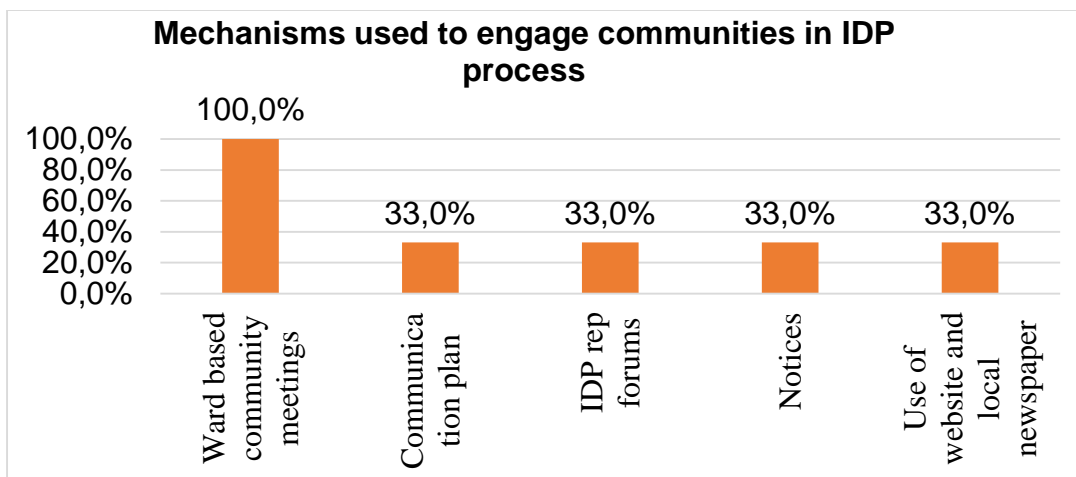


Figure 4.50: Mechanisms used by the municipality to engage the community in IDP process (n = 3)

From Figure 4.50 it is clear all (100.0%) of the municipal officials indicated that the municipality uses ward based community meetings to engage members of the community in the IDP process. One (33.0%) municipal official mentioned that the municipality has a communication plan to promote community participation. One (33.0%) of the municipal officials' mentioned that the IDP Representative Forums can be seen as a mechanism to ensure that the communities are engage in the IDP process. One (33.0%) municipal official mentioned that public notices are used and lastly, one (33.0%) official indicated that the municipality uses its website and local newspapers to inform local communities about the IDP process. In Table.4.19 of this chapter, it was argued that there are mechanisms in place to engage with local communities about the IDP process. It is not clear how effective the mechanisms were to strengthen public participation of local communities in all of the IDP processes or phases.

As part of descriptive triangulation a similar question was asked in the semi-structured questionnaire (conducted with ward councillors). The results as indicated in Figure 4.50 above were similar to the findings from the semi-structured questionnaire (conducted with selected ward councillors). The results further prove the reliability of the data instruments used.

4.4.4.2 Involvement of the community in the municipality decision- making (Sub-theme 2)

Figure 4.51 below indicated whether the municipality involved the community in the decision-making concerning the social and economic development needs within their community.

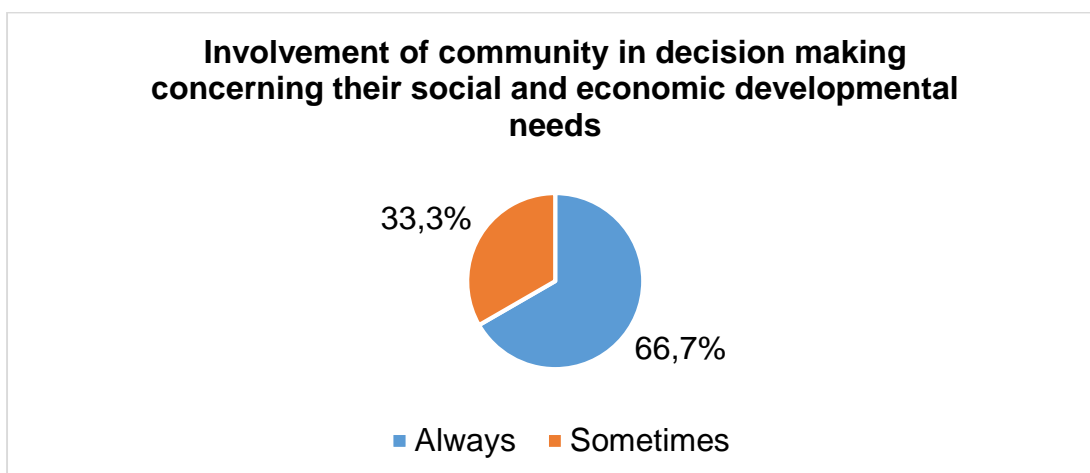


Figure 4.51: Involvement of community in decision making concerning their social and economic developmental needs

Figure 4.51 illustrated that a total 66.7% of the municipal officials indicated that the municipality always involves the community in decision-making concerning their social and economic developmental needs. Only one (33.3%) municipal official mentioned that the municipality sometimes involves the community. In Table 4.19 it was argued that the municipality needs to do more to involve and to engage with communities about their social and economic development needs.

4.4.4.3 Encouragement of the community by the municipality to participate in IDP projects and meetings (Sub-theme 3)

All (100%) of the municipal officials indicated that the municipality always encourages the community members to participate in IDP projects and meetings. In Table 4.19 it was argued that the municipality encouraged local communities to participate in IDP meetings to discuss IDP projects.

4.4.4.4 Adherence by the municipality to regularly hold IDP meetings (Sub-theme 4)

All (100%) of the municipal officials indicated that the municipality adheres to hold IDP meeting regularly as it should. In Table 4.19 of this chapter it was argued that it is clear that the municipality holds regular IDP meetings however, it is not clear how many members of the community attended the IDP meetings.

4.4.4.5 Challenges that prevent public participation into the IDP process (Sub-theme 5)

Figure 4.52 and Figure 4.53 below illustrated the main and other challenges that prevent public participation of community members in the IDP process and developmental projects, respectively.

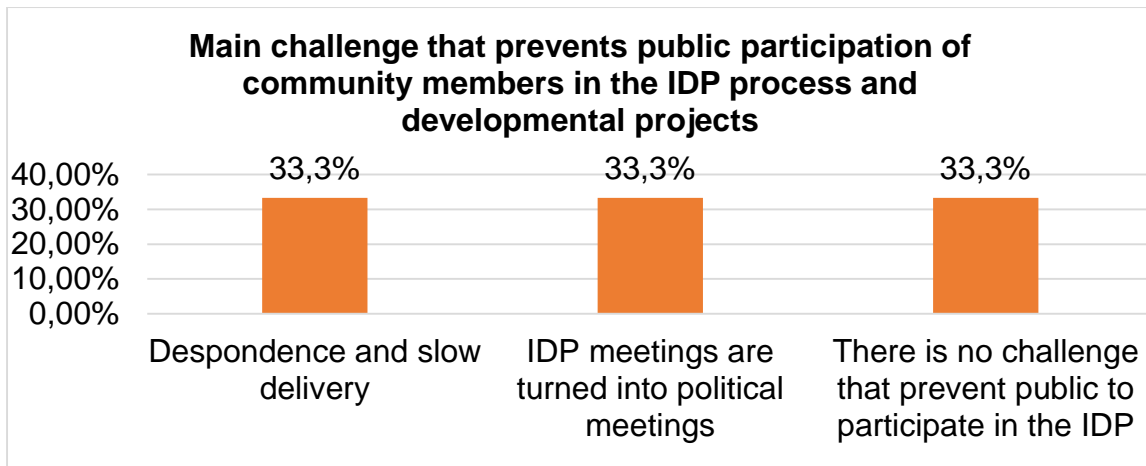


Figure 4.52: Main challenges that prevent public participation in the IDP process and developmental projects (n =3)

From Figure 4.52 above it was depicted that one (33.3%) of the municipal officials' indicated that despondence and slow delivery are the main challenges that prevent public participation of community members into the IDP process and developmental projects. One (33.3%) municipal official mentioned that one of the main challenges are that IDP meetings are turned into political meetings. Another one (33.3%) of the municipal officials' indicated there is nothing that prevents the public from participating in the IDP process and developmental projects.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire (conducted with selected ward councillors). The results as indicated in Figure 4.52 differ from the findings of the semi-structured questionnaire. In Table 4.8 the ward councillors mentioned that poor communication between the municipality and the community can be seen as the main challenge that prevents members of the community from participating in the IDP process and developmental projects. Other main challenges listed by the ward councillors were the lack of regular meetings based on IDP; the fact that the municipality does not implement what is recorded at meetings; unemployment; vastness of the ward also limit the community to participate in IDP process. One could argue that the main challenge is a lack of effective communication between the municipality and members of the local communities concerning the IDP and developmental projects.

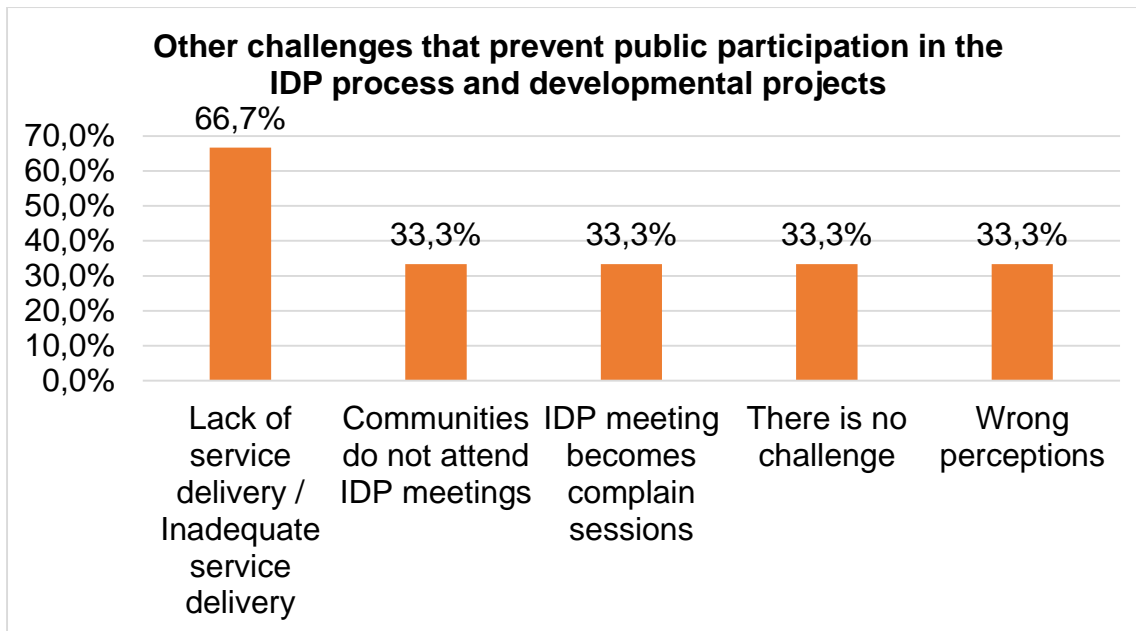


Figure 4.53: Other challenges that prevent public participation into the IDP process and developmental projects (n =3)

Figure 4.53 above illustrated that the majority (67.7%) of the municipal officials indicated lack of service delivery as another challenge that prevents public participation of community members in the IDP process and developmental projects whilst one (33.3%) municipal official stated that communities do not attend IDP meetings. One (33.3%) of the municipal officials' mentioned that one of the challenges is that IDP meetings of the municipality are turned into complaint sessions. Another one (33.3%) of the municipal officials' mentioned that there are no other challenges whilst another of the municipal officials' mentioned that wrong perceptions that the communities have about the municipality can be seen as another challenge. The latter could be due to a lack of communication with local communities.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire conducted with selected ward councillors. The findings from the semi-structured questionnaire differ from the findings as illustrated in Figure 4.53. In Table 4.9 it was illustrated that the majority of the ward councillors mentioned that a lack information, political differences and a lack of mechanisms to give feedback to the community concerning the IDP process can be seen as other challenges that prevent public participation of community members into the IDP process and developmental projects. One could argue that the municipality has to do more to ensure that members of the local communities actively participate in the IDP process and developmental projects. The municipality has to provide

accurate and reliable information to the local communities to promote public participation in IDP and developmental projects of the municipality.

4.4.4.6 Recommendations to improve public participation in the IDP process (Sub-theme 6)

Recommendations by the municipal officials to improve public participation in the IDP process in the municipality was shown below in Table 4.20.

Table 4.20: Recommendations to improve public participation in the IDP process

Recommendation	Frequency	Percent
Feedback and continuous community awareness campaigns	2	66.7%
Stakeholders should deliver within a reasonable timeframe	1	33.3%
Participation of senior management in the public participation meetings	1	33.3%
Allocation of resources at meetings	1	33.3%
Izimbizo's	1	33.3%

The above Table 4.20 has shown that 66.7% of the municipal officials indicated that the municipality should provide continuous feedback to improve public participation in the IDP processes of the municipality. One (33.3%) municipal official mentioned that involvement and participation of senior management in public meetings could improve public participation, one (33.3%) mentioned allocation of resources and another (33.3%) of the municipal officials' stated that the municipality must use Izimbizo's as a method to improve public participation. In Table 4.19 of this chapter it was argued that the following recommendations were recommended by the municipal officials to improve public participation in the IDP process of the municipality. Firstly, the municipality must ensure that awareness campaigns are delivered within a specific timeframe. Secondly, the municipality must involve senior management in public participation meetings. Thirdly, the municipality must allocate resources for participation meetings and Imbizo's and lastly, the municipality must provide regular feedback to local communities to strengthen public participation concern the municipality's IDP and developmental projects.

As part of methodological triangulation a similar question was asked in the semi-structured questionnaire (conducted with selected ward councillors). The findings from Table 4.20 differ from the proposals or recommendations provided by the ward councillors to improve public participation concerning the IDP and developmental projects, as indicated in Table 4.10 of this chapter. The recommendations made by the ward councillors were as follows; the majority of the ward councillors indicated that members of the community should be better informed and educated about the importance and about the IDP process in general. Other recommendations made by the ward councillors include the following; effective communication by the municipality; implementation of the priorities of the IDP as requested by the community; involvement of the communities in IDP decision-making and planning processes. Other proposals include implementation of youth programmes, job creation, learnership for skills development, and ongoing engagement with the community. Thus, one could argue that the municipality has to more to promote effective participation by members of the local communities in the IDP and developmental projects of the municipality.

4.6 SUMMARY

This chapter examined the appropriate research methods and designs that were employed for data collection. The researcher used the convenience and purposive selection methods to select the respondents who were relevant to collect data based on the research topic. A semi-structured questionnaire and a semi-structured interview schedule were used to collect data about the respondent's perceived impact of the IDP on the social and economic development of the local communities of the Magareng Local Municipality. Before the commencement of the semi-structured interviews and distribution of semi-structured questionnaire the respondents consent was obtained. The anonymity and confidentiality of the respondents were assured. The chapter provided the findings of the semi-structured questionnaire conducted with selected ward councillors, and the findings of the semi-structured interviews conducted with the selected municipal officials from Magareng Local Municipality in the Northern Cape that were presented and interpreted. In this study methodological triangulation was used, to compare the findings of similar statements or questions of the semi-structured questionnaire and the semi-structured interview schedule. The findings of the methodological triangulation were discussed in Section 4.5 of this chapter.

The findings of the semi-structured questionnaire emphasised that the majority of the respondents (ward committee members) were of the opinion that the social development needs of the local communities were not addressed by the municipality. From the findings of the semi-structured interviews the majority of the municipal officials were of the opinion that the municipality was unsuccessful in its role to promote developmental local government. The findings from the semi-structured questionnaire further showed that not all ward committee members and ward councillors have a sufficient understanding of the municipality's IDP. It is therefore unlikely that all ward committee members and ward councillors of the Magareng Local Municipality will be able to communicate effectively to the community who must be consulted on the affairs of the Magareng Local Municipality. The results obtained from the semi-structured interviews conducted with selected municipal officials also revealed that there is a general lack of communication between the municipality and the local community. Owing to limited participation, the study showed that members of the local community are not sufficiently involved in decision-making processes concerning the IDP and developmental projects of the Magareng Local Municipality.

In addition, the data analysis from the semi-structured interview schedule showed that the municipality is unsuccessful in its role to promote developmental local government. It was further argued that the inability of the municipality to generate sufficient revenue to finance its own capital and related LED projects hampers the municipality's ability to improve the social and economic conditions of the local community. The findings further showed, that there was a contradiction between the findings from the semi-structured questionnaire distributed to selected ward committee members and the findings from the semi-structured interviews conducted with municipal officials, about involvement of the community regarding the IDP process. The majority of the ward councillors mentioned that no participation took place by community members in the IDP process, while the municipal officials accentuated community participation as one of the positive factors that have a perceived impact on the IDP and social and economic development circumstances. It was argued that the latter was an indication of a lack of effective communication between the municipality and the local community, and due to a lack of sufficient involvement of members of the local community to participate in the IDP process and LED projects of the municipality.

It was found that although the municipality has a LED strategy and a few LED projects and programmes it was not whether all the LED projects listed in the LED strategy were

successfully implemented by the municipality to promote social and economic development of local communities. It was further argued, that the municipality should pay attention to the negative factors such as corruption, high rate of unemployment, high rates of poverty, low levels of literacy and lack of skills of the community, and reluctance of investors to invest and fund LED projects to promote social and economic development of the local communities of the municipality. The ward committee members emphasised that the municipality should improve the delivery of basic service delivery such as water and electricity provision for poor communities. Except for the above the municipality should invest and implement youth development programmes, job creation programme and learnership for skills development programmes to improve the social and economic development needs of local communities. The next chapter provided the conclusions and recommendations of this study.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter commenced by focusing on the summary of Chapters 1, 2, 3, and 4. The problem statement of the study, as explained in Chapter 1, was as follows: The Magareng Local Municipality is struggling to implement its Integrated Development Plan (IDP) in a sustainable way to promote the social and economic development of its community. This chapter reiterated the research objectives and questions and an overview on how these objectives have been achieved were provided. Lastly, the chapter proposed a number of recommendations based on the literature study and research findings to promote effective and efficient implementation of the IDP of the Magareng Local Municipality to promote the social and economic development of the community.

5.2 SUMMARY OF THE CHAPTERS

The main aim of this study was to identify specific challenges with the IDP of Magareng Local Municipality in Northern Cape Province to contribute more to the socio-economic development of its community.

Chapter 1 provided a brief literature overview of the topic under investigation, the background to the problem, the problem statement, research objectives and questions, the research methodology, design, population and sampling, research instruments, data collection and data analysis, the ethical considerations and limitations of the study, and the provisional layout of the study.

Chapter 2 provided a theoretical overview of IDP and developmental local government. It was accentuated in this chapter that IDP can be seen as a strategic planning tool prescribed at a local governance level. Fundamentally, it was argued that local government as the closest sphere of government to the people fulfil a critical role to give effect to developmental local government. The chapter discussed the importance of the IDP, powers and functions of local government including categories of local government. Literature on the character and nature of the

developmental local government was assessed. The different phases and processes followed in the preparation of the IDP at municipalities was outlined.

This chapter explored the relationship which exists between a municipality's IDP and the budget process. It was emphasised that the IDP is informed by the resources which can be afforded and allocated through the budget process in a municipality. The budget in turn, must be aligned with the IDP and its objectives and strategies. This chapter further accentuated that the IDP provides a framework for municipal management, budgeting, delivery and implementation. This means that the IDP provides a framework that aligns all forms of planning at local government level. As indicated, the budget is the tool for implementing the strategies in the IDP through the SDBIP. It was strengthened that monitoring is necessary to ensure the achievement of the set targets provided in the budget as many municipalities continue to treat IDP and budgeting as separate processes.

The role of local government has been examined as it has been restructured to enhance and deepen democratisation and public participation in developmental programmes to close the gap in terms of socio economic development backlogs. The rising number of service delivery protests are a reflection of the community's frustrations that the government needs to encourage effective local participation to promote active citizenry, including strengthening participatory governance and accountability. The social and economic conditions in South Africa are varied and it was also revealed that the economic and social processes are vital mechanisms in local government. Even the NDP, 2030 indicates that the state requires a well-run and coordinated government institution staffed by skilled public servants to achieve the goals of developmental local government. It has also been identified that the IDP is guided by the principle of proper participation by the community and other local stakeholders within the municipality. Based on the discussions in this chapter, it was concluded that IDP is an important strategic tool to address the social and economic backlogs and development challenges of municipalities.

Chapter 3 outlined the theoretical overview and explored the interface between the IDP and LED. The chapter further outlined the specific statutory and legislative frameworks created to plan and implement LED at a local sphere. This chapter concluded that local government in particular has a responsibility to create a favourable business environment for potential investors and for existing businesses to expand. It is also important for a developing country like South Africa to adopt some of the best practices and strategies in LED from other parts of

the world where localities have managed to grow their economies and have created lasting and sustainable institutions, and a supportive business environment. In line with such reforms is the need to review existing institutional arrangements to ensure flexibility in supporting business growth and in promoting the locality as a preferred investment haven. The chapter argued that economic development was traditionally viewed as a role of the national and provincial levels of government. Recently, local authorities are being recognised as an important player in the pursuit of the country's economic interest. Hence, the recent focus on LED. It was emphasised that national sphere of government a broad policy and legislative framework for local economic development. However, the concrete planning and implementation of local projects and programmes remains the responsibility of local government.

This chapter provided that the provincial governments have a key role to fulfil in the LED process. Given the capacity constraints at the local sphere of government, the necessity for external guidance, direction, support and facilitation is critical. It was emphasised that an approach, in which local government performs a facilitating LED role together with the private sector and community partners, might achieve desired outcomes. However, the national policy has not been prescriptive on the question of the institutions needed to pursue LED. It was mentioned that municipalities must have a LED strategy linked to the municipality's IDP

This chapter highlighted that even though there is no specific legislation that clearly sets out the duty of municipalities to plan and facilitate LED, as it is one of the pillars of the new developmental local government approach, LED is reinforced by a number of policy and regulatory mandates. The chapter argued that the MSA, 2000 is one such important piece of legislation that provides the platform for IDP, the result of which is the IDP. It was further stressed in this chapter that LED requires the involvement of local communities, community organisations, and private sector in the LED processes to create sustainable employment opportunities for local communities.

The chapter argued that the IDP identifies the intricate relationships between several facets of development such as social, political, economic, environmental, spatial and infrastructural. The IDP also recognises that every successful strategy must address all of these components in a coordinated way based on an analysis of the underlying structural factors that sustain economic growth, poverty and inequality. Furthermore, a range of constraints will, prevent the

widespread application of the ideas as embodied in the WPLG, 1998. One constraint relates to administrative issues and is aggravated by constraints inherent within most local authorities such as bankruptcy of many local governments, deficiency of skilled staff and the absence of any major organisation to offer better support and advice to local governments moving into the LED field.

Lastly, the chapter argued that the Department of Provincial and Local Government (DPLG) now known as Cooperative Governance and Traditional Affairs (COGTA) has also generated important LED documents to guide municipalities in LED matters. In addition, the DPLG has established an LED Fund to finance and support local job creation and poverty alleviation projects that may be undertaken at a municipal level by local stakeholders. There are also many development finance institutions in South Africa that provide financial assistance and support to the funding of LED initiatives. Some of these include the DBSA, IDC, and NDA.

Chapter 4 presented the research methodology, research design, sampling techniques, data collection, data analysis, followed by discussion about validity and reliability in qualitative studies as used in the study. Finally, it concluded by presenting the data which was gathered from the selected ward councillors by using semi-structured questionnaire as well as the data gathered from the semi-structured interviews conducted with selected municipal officials, by using a semi-structured interview schedule. It concluded by presenting the data which was gathered as well as an analysis of the findings.

It was accentuated in this chapter that from the findings of the semi-structured questionnaire it was found that the majority of the ward councillors were of the opinion that the social development needs of the local communities were not addressed by the municipality. From the findings of the semi-structured interviews the majority of the municipal officials were of the opinion that the municipality was unsuccessful in its role to promote developmental local government. It was found that, there was a contradiction between the findings from the semi-structured questionnaire distributed to selected ward councillors and the findings from the semi-structured interviews conducted with municipal officials, about involvement of the community regarding the IDP process. The majority of the ward councillors stressed that no participation took place by community members in the IDP process, while the municipal officials maintained that community participation in the IDP process can be seen as one of the positive factors of the municipality. It was argued that the latter was an indication of a lack of

effective communication between the municipality and the local community that hampers social and economic development of local communities.

It was further emphasised that although the municipality has a LED strategy and a few LED projects and related initiatives in place, it was not clear how many members of the local community been advanced from these LED initiatives. It was argued that it was not clear and how many jobs were created, and how many small businesses were established through LED initiatives, or how many members of the community gained skills through LED projects and initiatives. It was found that the lack of ability of the municipality to generate sufficient revenue to finance its own capital and related LED projects hampers the municipality's ability to improve the social and economic conditions of the local community. It was further argued, that the municipality should pay attention to the negative factors such as corruption, high rate of unemployment, high rates of poverty, low levels of literacy and lack of skills of the community, and reluctance of investors to invest and fund LED projects to promote social and economic development of the local communities of the municipality. It was further found that the municipality should further pay attention to aspects such as lack of funding to fund LED projects, lack of participation by sector departments, poor service delivery, unskilled staff and nepotism to ensure that the municipality will be able to fulfil its developmental role in an effective manner.

Chapter 5 concluded the study by discussing the conclusions drawn from the study, and suggesting some recommendations and highlighted the limitations of the study.

5.3 RESEARCH OBJECTIVES

The main objective of this study was to analyse the perceived impact of the IDP on the social and economic development circumstances of the community within the Magareng ng Local Municipality in the Northern Cape Province.

The following primary objectives were posed in Chapter 1 of the study:

- To provide a theoretical overview of the IDP process and the developmental role of local government.

- To explore policies, structures, role players and approaches relative to IDP and LED and social development within municipalities.
- To determine the factors that have a perceived impact on the IDP and the social and economic development circumstances on the communities of the Magareng Local Municipality.
- To determine current positive contributions and current challenges concerning the IDP in particular the social and economic development circumstances on the communities of the Magareng Local Municipality.
- To propose a number of recommendations based on research findings to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community.

5.3.1 Objective 1: To provide a theoretical overview of the Integrated Development Planning (IDP) process and the developmental role of local government

A question was asked in Chapter 1, Section 1.6.6 of this study as to what the theories, principles and best practices associated with the Integrated Development Planning (IDP) process and the developmental role of local government is? 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.

5.3.2 Objective 2: To explore policies, structures, role players, processes and approaches relative to IDP and LED and social development within municipalities

A question was posed in Chapter 1, Section 1.6.6 of this study on the extent of the existing policies, structures, role players, processes and approaches relative to IDP, LED and social development within municipalities. This was outlined in Chapter 2 and Chapter 3 of this study. Chapter 2 provided an overview of the powers, functions, and structures of local government. An overview of the IDP process, role players in the IDP process, importance of the IDP, the IDP and budgeting and an overview of social development in the context of local government were provided. The statutory and legislative framework for LED were discussed in Chapter 3. Chapter 3 further provided an overview of LED, roles of the three spheres of government relating to LED, the strategies, institutional arrangements for LED, and municipalities' capacity to formulate and implement IDP's and LED in a sustainable manner were discussed.

5.3.3 Objective 3: To determine the factors that have a perceived impact on the IDP and the social and economic development circumstances on the communities of the Magareng Local Municipality

A question was asked in Chapter 1, Section 1.6.6 of this study as to what were the factors that have a perceived impact on the IDP and the social and economic development circumstances on the communities of Magareng Local Municipality. This objective was achieved by conducting empirical research by means of a semi-structured questionnaire distributed to selected ward councillors, and by conducting semi-structured interviews with selected municipal officials to determine the factors that have a perceived impact on the social and economic conditions of the Magareng Local Municipality.

In Chapter 4, Section 4.4.3.8 the findings from the municipal councillors perceptions about the factors that have a negative perceived impact on the social and economic development of local communities in the municipality were discussed. The majority of the of the ward councillors mentioned that the municipality's lack of communication with the community can be seen as the main factor that have a negative perceived impact on the social and economic development of the communities within the municipality. The municipal councillors further emphasised that other main factors that have a negative perceived impact on the social and economic development of the communities within the municipality include the following; lack of effective service delivery, lack of trust, lack of investments and finding, lack of skills, aging infrastructure and levels of unemployment in the area.

The findings from the municipal official's responses concerning the factors that have a perceived impact on the IDP and social economic development circumstances of the local communities were discussed in Chapter 4, Section 4.5.3.12 of this study. The municipal officials responded that the high rate of unemployment, perceptions of corruption, including reluctance of investors to invest can be seen as the main negative factors that have a perceived impact on the IDP and social and economic development circumstances of the municipality. The municipal officials responded that other factors that have a negative perceived impact on the IDP and social and economic development circumstances of the community include the lack of adequate funding, high rates of poverty and low economic growth, lack of adequate participation of sector departments, lack of proper infrastructure, unavailable land audits, late submission of project plans, limited access to basic household and services, low levels of skills

development and literacy of the community, nepotism, and unskilled staff. The municipal officials responded that the involvement of the community and the provision of the budget were identified as the as main positive factors that have a perceived impact on the IDP and social and economic development circumstances of the local communities.

5.3.4 Objective 4: To determine current positive contributions and current challenges concerning the IDP, in particular the social and economic development circumstances on the communities of the Magareng Local Municipality

A question was asked in Chapter 1, Section 1.6.6 of this study as to what the current positive contributions and current challenges concerning the IDP, in particular the social and economic development circumstances on the communities of the Magareng Local Municipality. This objective was achieved by conducting empirical research by means of a semi-structured questionnaire distributed to selected ward councillors, and by conducting semi-structured interviews with selected municipal officials to determine the challenges that have a perceived impact on the social and economic conditions of the Magareng Local Municipality.

In Chapter 4, Section 4.4.3.6 the positive contributions were identified by assessing the level of agreement of the ward councillors perceptions on whether the municipality successfully addressed the social development needs of the local communities. The majority of the ward councillor disagreed that the municipality successfully addressed the social development needs of the community. The findings of the ward councillor's perceptions concerning the main and other challenges that hampers the social and economic development needs of the community were discussed in Chapter 4, Section 4.4.3.7. The ward councillors identified the following main challenges, that hampers the social and economic development needs of the community are corruption; corruption; levels of unemployment; lack of service delivery including access to water and electricity; unsustainable skills development, lack of youth development; limited resources, lack of investment in the community by new business owners; facilities such as old age homes, orphaned and homes for the disabled, lack of information provided to farm communities; and unemployment. The ward councillors further mentioned that other challenges that hamper the social and economic development needs of the community include the following; lack of service delivery such as water, electricity and street lights; lack of sanitation and sewerage facilities; unemployment, lack of housing; poor communication; dumping sites; education (overcrowded classroom facilities); crime; lack of skills, capacitating

the qualifying beneficiaries to establish their own SMME's; lack of information from LED office, lack of municipal accountability; lack of participation; no commitment from provincial and national government in making sure that the local municipality adhered to regulations and laws; no transparency; political unrest, private property rights; and uncompleted projects. In Chapter 4, Section 4.4.4.7 the municipal councillors feedback concerning the main challenges that prevent public participation of community members in the IDP process and developmental projects were discussed. The municipal councillors identified the following main and other challenges which prevents effective public participation regarding the municipalities IDP and developmental projects; poor communication between the municipality and the community; the community was called once to attend a meeting about the IDP; lack of regular IDP meetings; municipality do not implement what was recorded at meetings; vastness of the ward causes problem for certain people to participate; lack of information; political indifferences; not implementing the priorities listed in the IDP; not using the inputs from the community; lack of mechanisms to give feedback to the community; general public is excluded and only those with political associations participate; lack of knowledge, skills, and the municipal governance is more political orientated and not community oriented.

In Chapter 4, Section 4.5.2.5 the responses from the municipal officials concerning the main and other challenges faced by the municipality regarding funding of IDP projects were discussed. The municipal officials mentioned that insufficient funding and reluctance by the sector departments of fund municipal projects can be seen as the main challenges; whilst other challenges include the lack of revenue collection by the municipality; allocation of funds to the municipality are low; lack of complete funding from sector departments; turnaround time to complete projects due to funding models remains a challenge. The challenges as identified by the municipal officials that prevent public participation of community members in the IDP and developmental projects were discussed in Chapter 4, Section 4.5.4.5. The municipal officials responded that the challenges that prevent public participation of community members in the IDP and developmental projects include the following; lack of service delivery; despondence and slow delivery; IDP meetings are turned into political meetings or complaining sessions; and wrong perceptions that the communities have about the municipality.

5.3.5 Objective 5: Proposing a number of recommendations based on research findings to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community

A question was posed in Chapter 1: “What recommendations may be made to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community?”

In Section 5.5 of this chapter the recommendations to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community were provided.

5.4 RESEARCH FINDINGS AND SUMMARY OF THE EMPIRICAL FINDINGS

It was summarised in Chapter 4 Section 4.6 that it was evident from the research that effective and efficient implementation of the IDP would not be achievable if ward committee councillors of the Magareng Local Municipality are not conversant with the major aims and objectives of such an important intervention of government. It is, therefore, unlikely that the ward committee councillors will be able to communicate the correct objectives to the community who must be consulted on the affairs of the Magareng Local Municipality.

The following is a summary of the findings in Chapter 4 of the study:

- It was found that the majority of the ward councillors were of the opinion that the social development needs of the local communities were not addressed by the municipality.
- It was found that the majority of the municipal officials were of the opinion that the municipality was unsuccessful in its role to promote developmental local government to local communities.
- It was emphasised that although the municipality has a LED strategy, and a few LED projects and programmes incorporated in the IDP it was not clear how many members of the local community benefitted from these LED initiatives, how many jobs were created, how many small businesses were established, or how many members of the community gained skills through LED initiatives.

- It was found that ward committee members of Magareng Local Municipality do have an idea of the purpose and aims of the IDP. However, the municipal council needs to ensure that there is common understanding of the IDP of the Magareng Local Municipality among all stakeholders including the ward committee members to obtain a clear understanding of the role of IDP.
- The ward councillors mentioned that there was no or little involvement during the IDP process. This was an indication of a lack of proper planning nor enough time for consultation with ward committees as members of the local community. It is therefore clear that there must be a more laborious and integrated planning strategy and continuous consultation with the community members when decisions are taken.
- The ward councillors raised their concern that the IDP projects are not informed by ward-based priorities.
- Insufficient funding, lack of investments by private sector and reluctance of sector departments to fund IDP and LED related projects are the main funding challenges, while other challenges were the lack of revenue collection by the municipality; turnaround time to complete projects and allocation of limited funds to the municipality that could have a negative perceived impact on implementation of IDP and LED related projects and programmes to promote social and economic development of local communities.
- The lack of funding can therefore lead to the delay in the implementation of the IDP and LED related projects and programmes.
- It was found that there is limited support in terms of capacity that the provincial governments including sector departments provide to Magareng Local Municipality to achieve its developmental objectives.
- There is a shortage of guidance provincial government and sector departments to provide guidance regarding the successful implementation of the Magareng Local Municipality's IDP and other sectoral plans.
- A further concern was raised that corruption and lack of communication, can be seen at the main factors that have a negative perceived impact on the social and economic development of local communities.
- It was accentuated by the ward committee members that the main challenges that hampers the social and economic development needs of the community include high level of corruption; lack of access to basic service delivery such as water and electricity;

unsustainable skills development of local communities, lack of youth development; limited resources, lack of funding and investment in the community by new business owners; lack of facilities including old age home, orphaned and homes for the disabled, lack of information provided to farm communities; and high levels of unemployment of local communities. Other challenges that hamper the social and economic development needs of the community that were identified include the following; lack of service delivery such as electricity and street lights; lack of sanitation and sewerage facilities; unemployment, lack of housing; poor communication; dumping sites; overcrowded classroom facilities; high rates of crime; lack of skills of beneficiaries to establish their own SMME's; lack of information from LED office, lack of accountability; non-compliance of municipal laws and regulations; lack of transparency; political unrest, and uncompleted projects.

- The municipal councillors emphasised that that following main and other challenges that prevents effective public participation regarding the municipalities IDP and developmental projects; poor communication; lack of effective consultation and involvement of communities and ward councillors concerning the IDP; do not implement what was recorded at meetings; distance between the various ward causes a problem for certain people to participate; lack of information; political indifferences; not listed or implementing the ward- based priorities in the IDP; lack of mechanisms to give feedback to the community; general public is excluded and only those with political associations participate; the municipal governance is more political orientated and not community oriented.
- The municipal officials mentioned that lack of effective service delivery; despondence and slow delivery; wrong perceptions that the communities have about the municipality; and ineffective IDP meetings can be seen as the challenges that prevent effective public participation in the municipality's IDP and developmental matters.

5.5 RECOMMENDATIONS

The main purpose of this study was to analyse the perceived impact of the IDP on the social and economic development circumstances of the communities within the Magareng Local Municipality of the Northern Cape Province. It was found during the literature review that although the IDP is an important strategic tool to address the socio-economic backlogs and

development challenges of municipalities, more still needs to be done in order to ensure that the medium-term and long-term priorities are effectively implemented to promote effective service delivery and socio-economic conditions of communities in the Magareng Local Municipality. Based on the theoretical and empirical research undertaken, the following serve as recommendations to promote the effective implementation of the IDP as well as to promote social and economic conditions in the Magareng Local Municipality:

- The municipal council has to ensure that effective and continuous consultation with local communities takes place through its community engagement or public participation structures and mechanisms, such as open council meetings, ward committees, izimbizo's, IDP meetings, local newspapers and radio stations.
- It is recommended that continuous feedback meetings through the established committee structures must play an essential role to inform members of local communities about the affairs of the municipality, including, service delivery, IDP and LED related projects and programmes to enhance the level of service delivery and the standard of living of the local communities. This will assist the municipality to recognise challenges concerning service delivery, social and economic development challenges, as well as to rectify the disparities and gaps.
- The South African Local Government Association (SALGA) who is responsible for the training of ward councillors will find the recommendations useful to ensure that they implement relevant training interventions to capacitate ward committee members and ward councillors concerning their role in the IDP and LED related processes. In addition, the Magareng Local Municipality should develop a well-defined and explicable guiding document and processes to support the ward committee members in knowing their responsibilities, procedures as well as channels in order to improve public participation in the Magareng Local Municipality.
- The Magareng Local Municipality must ensure that all municipal officials assigned with the implementation of the IDP and LED projects and programmes receive training to ensure that public participation and involvement of local communities in the affairs of the municipality be maximised.
- The vigorous implementation and execution of IDP and LED related projects and programmes need to be at the forefront of all social and economic development initiatives.

- The Magareng Local Municipality must devise a strategy to increase its revenue collection to be able to fulfil its developmental role.
- It is recommended that the provincial government and sector departments provide support, guidance and sufficient funds to ensure that Magareng Local Municipality will be able to implement its IDP and LED related projects and programmes effectively. This will assist the municipality to complete and reduce the turnaround time of LED related projects and programmes.
- The Magareng Local Municipality must view its LED function and mandate as a cross-cutting phenomena. This will assist the municipality to incorporate the LED priorities into their IDP. Thus, this calls for greater synchronisation on policy development and implementation with regards to LED which seems to be insufficient at the moment.
- It is recommended that the Magareng Local Municipality devise a short-term and long-term infrastructure development and maintenance strategy, linked to the IDP and budget. This will enable the municipality to make provision for delivery of basic services such as water, electricity, street lights, sewerage systems, refuse removal to all communities.
- It is recommended that the Magareng Local Municipality focus more on ward-based social and economic developmental needs and priorities such as poverty alleviation, job creation, youth development and local economic growth related LED projects and programmes. This could be done by attracting investments from business partners and other stakeholders. The Magareng Local Municipality should also create a favourable atmosphere for the private sector to invest in LED related projects and programmes. The Magareng Local Municipality must view its LED function and mandate as a cross-cutting phenomena. This will assist the municipality to incorporate the LED priorities into their IDP.
- The Magareng Local Municipality must keep track of the success and perceived impact of social development and LED related projects and programmes on the lives of local communities.
- The mayor and the municipal council must ensure that council meetings are open to public when the IDP, annual report and audit reports are approved.
- The recommendations of the Auditor-General concerning the annual audit report must be implemented to ensure compliance with MFMA, 2003 and other municipal legislation and regulations as well as to promote accountability and to fight corruption.

No social and LED related projects and programmes can be implemented successfully without an effective, efficient and accountable municipal and financial administration.

5.6 CONTRIBUTION OF THE STUDY

The study identified specific factors and challenges concerning the IDP of Magareng Local Municipality that hampers the social and economic development of its local communities. Based on the findings of the study, recommendations were made in order to promote the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community. The South African Local Government Association (SALGA), responsible for the training of councillors, will find the recommendations valuable in ensuring suitable training interventions are implemented for municipal councillors about their role in the IDP and LED related matters. The Department of Cooperative Governance, Human Settlements and Traditional Affairs (CoGHSTA) of the Northern Cape Provincial Government will also be able to use specific findings and recommendations to assist municipalities to effectively implement their IDP's and LED related projects and programmes to improve the social and economic conditions of local communities. The Magareng Local Municipality will also be able to become aware of the findings and recommendations of this study for possible implementation. This could assist the municipality to promote the effective implementation of its IDP and to increase the perceived impact of social and economic development related projects and programmes on the lives of local communities.

5.7 LIMITATIONS

As provided in Section 1.9 of Chapter 1 of this study the following were the limitations of this study:

- **Generalisation of findings.** The findings of the study are restricted to respondents based in one particular geographical location, namely the Magareng Local Municipality. Therefore, caution should be exercised regarding the generalisation of the findings to other provinces or municipalities in the country and beyond.
- Other external factors influence the study, with regard to the commitment and willingness and honesty of respondents to participate in the semi-structured interviews

or to complete the semi-structured questionnaire. Certain respondents were either engaged or reluctant to participate in the research. Respondents were disheartened because they believed that no social and economic development will occur in their locality, even after the research. The researcher motivated the respondents to take part in the investigation as their contribution was paramount to determine the perceived impact of IDP on the social and economic circumstances of communities in the Magareng Local Municipality.

5.8 SUMMARY

The chapter focused on the summary of the entire study and summarised the findings made in Chapter 1, 2, 3 and 5 based on the research objectives. The study accentuated that the social development needs of the local communities were not addressed by the municipality. It was also found that the Magareng Local Municipality was unsuccessful in its role to promote developmental local government to local communities and to promote social and economic development of its local communities effectively.

Based on the findings, conclusions were drawn and recommendations made pertaining to the effective and efficient implementation of the IDP of the Magareng Local Municipality to add value to the social and economic development of the community. This dissertation was completed in the hope that the findings recorded here and recommendations made will be useful to promote effective and efficient implementation of the IDP of the Magareng Local Municipality to increase the perceived impact of social and local economic development related projects and programmes on the lives of local communities. In addition, the findings and recommendations could be used by the South African Local Government Association (SALGA) and by the Department of Cooperative Governance, Human Settlements and Traditional Affairs (CoGHSTA) of the Northern Cape Provincial Government to assist the Magareng Local Municipality to improve the effective implementation of its IDP in a sustainable manner to enhance the social and economic development of its community.

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ANNEXURE A: CONSENT LETTER



CONSENT LETTER TO CONDUCT INTERVIEWS AND TO MAKE USE OF A SEMI-STRUCTURED QUESTIONNAIRE

To: Whom it may concern

From: Prof T van Niekerk (Promoter) and Mr. T. Masilo

Master of Public Management student of the Department of Government Management, Faculty of Management Sciences, Central University of Technology Free State

10 October 2017

PERMISSION TO CONDUCT SEMI-STRUCTURED INTERVIEWS AND TO DISTRIBUTE A SEMI-STRUCTURED QUESTIONNAIRE

Title of my research: The perceived impact of Integrated Development Planning (IDP) on the social and economic development of communities: The case of the Magareng Local Municipality (Northern Cape)

I am Mr. T. Masilo a Master of Public Management student at the Department of Government Management, Central University of Technology, Free State with student number 9519483; hereby request permission to conduct semi-structured interviews with the following officials of the Magareng Local Municipality by using an interview schedule:

- Municipal Manager of the Magareng Local Municipality;
- IDP Manager of the Magareng Local Municipality;
- LED Manager

I also request permission to distribute a semi-structured questionnaire to the selected Ward Committee members of the Magareng Local Municipality by using a semi-structured questionnaire. The intention is to identify best practices and where applicable some challenges. I also confirm that I will make every effort to safeguard the confidentiality of the respondents with whom I will conduct semi-structured interviews and who will complete the structured questionnaire.

The overall research aim or contribution of this study is to make a positive contribution concerning the Integrated Development Plan of Magareng Local Municipality in the Northern Cape Province with specific reference to the socio-economic development of the community. The study has therefore the following objectives:

- Providing a theoretical overview of the Integrated Development Planning (IDP) process and the developmental role of local government.
- Exploring policies, structures, role players and approaches relative to Integrated Development Planning (IDP) and Local Economic Development (LED) and social development within municipalities.
- Determine the factors that have a perceived impact on the Integrated Development Planning on the social and economic development circumstances on the communities of the Magareng Local Municipality.
- Determine current positive contributions and current challenges concerning the Integrated Development. Planning in particular the social and economic development circumstances on the communities of the Magareng Local Municipality.
- Proposing a number of recommendations based on research findings to promote the effective and efficient implementation of the Integrated Development Planning (IDP) of the Magareng Local Municipality to add value to the social and economic development of the community.

Kind Regards



.....
MR T MASILO

ANNEXURE B SEMI- STRUCTURED QUESTIONNAIRE – WARD COUNCILLORS

Respondent number

SEMI-STRUCTURED QUESTIONNAIRE

EXPERIENCES AND PERCEPTIONS OF WARD COUNCILLORS OF THE MAGARENG LOCAL MUNICIPALITY ABOUT THE PERCEIVED IMPACT OF INTEGRATED DEVELOPMENT PLANNING (IDP) WITH REGARD TO PUBLIC PARTICIPATION AND LOCAL ECONOMIC DEVELOPMENT ON THE SOCIAL AND ECONOMIC DEVELOPMENT OF COMMUNITIES.

Purpose of the structured questionnaire:

The purpose of the semi-structured questionnaire is to determine the perceived impact of Integrated Development Planning on social and economic circumstances of communities in the Magareng Local Municipality.

Note to respondent:

- *I would appreciate your willingness to assist in this research project;*
- *You are not compelled to participate;*
- *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.*
- *Thank you for your participation.*

SECTION A: BIOGRAPHICAL INFORMATION

Where applicable mark with an X.

1.1 What is your Gender?

Female	<input type="checkbox"/>	Male	<input type="checkbox"/>
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1.2 What is your age? _____years

1.3 Indicate the ward of which you are a ward councillor?

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SECTION B: INTEGRATED DEVELOPMENT PLANNING:

This section consists of questions about the IDP

Where applicable mark with an X.

2.1 What is your understanding of Integrated Development Planning?

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.....

2.2 Are you involved by the municipality when preparing the IDP?

Not at All	One, maybe two community meetings	Several meetings and a chance to comment	Deeply involved and the ideas of ward councillors are used

2.3 Do you think there is a good working relationship between the Community and the Magareng Municipality?

Yes		No	
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2.3.1 Kindly motivate your answer in question 2.3

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2.4 In your opinion is the IDP an appropriate tool to address social and economic development?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
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2.5 In your opinion has the IDP contributed to the social development of the community of Magareng Local Municipality.

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
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2.6 In your opinion does the Magereng Local Municipality have the capacity to implement the IDP effectively?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

2.7 In your opinion does the Magareng Local Municipality make provision for funds to implement its IDP effectively?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

2.8 In your opinion does the Magareng Local Municipalities IDP contribute to improve the social and economic development of the area.

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

2.9 In your opinion does the IDP of the Magareng Local Municipality reflect the inputs and needs of the communities of the Magareng Local Municipality

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	--------------------	----------	-------------------

2.10 In your opinion are ward councillors involved during all phases of the IDP processes at Magareng Local Municipality?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	--------------------	----------	-------------------

SECTION C: SOCIAL AND ECONOMIC DEVELOPMENT INCLUDING LOCAL ECONOMIC DEVELOPMENT (LED)

This section consists of questions that seek to determine the factors that have a perceived impact on social and economic development circumstances on the communities of the Magareng Local Municipality.

Where applicable mark with an X

3.1 What is the role and importance of LED in promoting the social and economic development in the Magareng Local Municipality area?

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3.2 In your opinion the Magareng Local Municipality has a credible LED Strategy in place?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

3.3 The LED projects of the Magareng Local Municipality are incorporated in the LED Strategy?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

3.4 What LED initiatives or projects/programmes were undertaken successfully by the Magareng Local Municipality?

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3.5 What current social development projects/programmes are listed in the IDP of the Magareng Local Municipality to address the social developmental needs of the community?

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3.6 In your opinion does the Magareng Local Municipality successfully addresses the social developmental needs of the community?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	-----------------------	----------	----------------------

3.7.1 What is the **MAIN** current problem/challenge that hampers the social and economic development of the communities within Magareng Local Municipality? (*May only give one answer*)

3.7.2 What are the **OTHER** current problems/challenges that hamper the social and economic development of the communities within the Magareng Local Municipality?

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3.8 In your opinion what needs to be done to overcome the challenges to promote social and economic development in the Magareng Local Municipality?

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3.9.1 In your opinion what is the **MAIN** factor that has a negative impact on the social and economic development of the communities within Magareng Local Municipality? (*May only give one answer*)

3.9.2 In your opinion what **OTHER** factors have a negative impact on the social and economic development of the communities within the Magareng Local Municipality?

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3.10 In your opinion does the Magareng Local Municipality make provision for funds to implement the social and economic development projects and programmes effectively?

Strongly agree	Agree	Agree nor disagree	Disagree	Strongly Disagree
----------------	-------	--------------------	----------	-------------------

3.11 What should be done to overcome the current challenges to address the social and economic development needs of the Magareng Local Community?

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SECTION D: PUBLIC PARTICIPATION
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This section consists of questions about public participation.

Where applicable mark with an X

4.1 What mechanisms does the Magareng Local Municipality use to engage communities in the IDP process?

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4.2 Do you think the Magareng Local Municipality involves members of its community in decision making?

Always		Sometimes		Never	
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4.3 Do you think the municipality effectively communicates with the community?

Yes		No	
-----	--	----	--

4.3.1 Motivate your answer in question 4.3:

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4.4 How do communities participate in the planning processes of the Magareng Municipality?

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4.5 Are communities aware of their rights to participate in planning and the IDP process?

Yes		No	
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4.6 Does Magareng Local Municipality hold IDP meetings regularly as it should?

Yes		No	
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4.7.1 What are the **MAIN** challenges that prevent public participation of community members in the IDP process and developmental projects? *(May only give one answer)*

4.7.2 What are the **OTHER** challenges that prevent public participation of community members in the IDP process and developmental projects?

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

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4.9 Does the municipality report back on the challenges they come across when they are implementing the IDP?

Always		Sometimes		Never	
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4.10.1 What are the **MAIN** challenges that prevent public participation of community members in the IDP process and developmental projects? *(May only give one answer)*

4.10.2 What are the **OTHER** challenges that prevent public participation of community members in the IDP process and developmental projects?

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

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THANK YOU!!!

ANNEXURE C: SEMI-STRUCTURED INTERVIEW SCHEDULE FOR MUNICIPAL OFFICIALS

Respondent number:

Purpose of the Semi-structured Interviews:

My name is Tshidi Gershwin Gideon Masilo, a Master of Public Management Student at the Central University of Technology’s Department of Government Management, Faculty of Management Sciences. The title of my research study is “The perceived impact of Integrated Development Planning (IDP) on the social and economic development of communities in Magareng Local Municipality (Northern Cape).” The semi structured interview schedule will be used to elicit information from the selected officials of the Magareng Local Municipality during semi-structured interviews. The purpose of the semi-structured interview schedule is to determine the factors that have a perceived impact on the Integrated Development Planning, in particular the social and economic development conditions including LED on the communities of the Magareng Local Municipality. The semi-structured interview schedule further aims to determine during semi-structured interviews the respondent’s opinion or perception about current positive contributions and current challenges concerning the Integrated Development Planning, in particular the social and economic development conditions on the communities of the Magareng Local Municipality.

Note to the respondent

- *I would appreciate your willingness to assist in this research project.*
- *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.*

Thank you for your participation.

SECTION A: BIOGRAPHICAL INFORMATION
--

Mark with an X mark where applicable.

1.1 What is your age? _____years

1.2 What is your gender?

Male		Female	
------	--	--------	--

1.3 What is your race? (For research purposes only)

African	
Asian	

Coloured	
White	

1.4 What is your home language?

Sesotho	
Setswana	
Afrikaans	
English	
IsiXhosa	
IsiZulu	
Tshwane	
Other (please specify: _____)	

1.5 What is your highest level of education?

Primary education	
Secondary education	
Post matric certificate	
Diploma	
Degree	
Honours/Postgraduate diploma	
Masters	
Doctorate/PhD	

1.5.1 Indicate the institution where you obtained your highest qualification:

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.....

1.5.2 At which municipality you are currently employed/holding office?

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.....

1.6 What position do you hold?

Chief Financial Officer	
Municipal Manager	
Mayor	
Executive Mayor	
IDP Manager	
LED Manager	
Other	

1.6.1 If listed other above clearly indicate your current position:

.....

.....

.....

1.7. How long have you been in this position?

Less than 1 year	
Between 2 - 3	
Between 4 - 5	
Between 6 - 7	
Between 8 - 9	
Over 10 years	

SECTION B: INTEGRATED DEVELOPMENT PLANNING THEME 1
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This section deals with questions about the IDP

2.1 Provide a brief description of what your role is concerning the Integrated Development Planning of the Magereng Local Municipality?

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2.2 In your opinion what is the role of the IDP plan in the Magareng Local Municipality to promote sustainable development in the area?

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2.3 In your opinion has the Magareng Local Municipality succeeded in its role to promote developmental local government?

Yes		No	
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2.3.1 Kindly provide a motivation for your answer above:

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2.4 How are the IDP Projects Funded in your Municipality?

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2.5.1 What is the **MAIN** challenge facing the Municipality with regards to funding IDP Projects? *(May only give one answer.)*

2.5.2 What **OTHER** challenges are the Municipality faced with, with regards to funding IDP Projects?

2.6 How is the Municipality using the IDP as a development tool to address social and economic development inequalities in Magareng Local Municipality?

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2.7 Do you think Magareng Local Municipality has adequate skills and capacity to implement the IDP?

Yes		No	
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2.8 What measure or measures do the municipality use to ensure the appropriate implementation of the IDP?

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2.9 What recommendations would you suggest to improve the impact of IDP on communities social and economic development needs?

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<p>SECTION C: SOCIAL AND ECONOMIC DEVELOPMENT INCLUDING LOCAL ECONOMIC DEVELOPMENT (LED). THEME 2</p>
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This section consists of questions that seeks to determine the factors that have a perceived impact on the integrated development planning on particular the social and economic development circumstances on the communities of the Magareng Local Municipality.

3.1 Does the Magareng Local Municipality have a credible LED Strategy in place?

Yes		No	
-----	--	----	--

3.2 Are the LED projects of the Magereng Local Municipality incorporated in the LED Strategy

Yes		No	
-----	--	----	--

3.3 What LED initiatives were undertaken successfully by the Magareng Local Municipality?

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3.4 What social development plans/projects/programmes are in place to promote social development in the Mangareng Local Municipal area?

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3.5 Are these social development plans/projects/programmes incorporated in the IDP of the Magareng Local Municipality?

Always		Sometimes		Never	
--------	--	-----------	--	-------	--

3.6 In your opinion what is the impact of municipal LED initiatives towards improving the quality of lives of the local citizenry?

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3.7 In your opinion what measures should be undertaken to ensure optimal implementation of LED in the Magareng Local Municipality?

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3.8.1 How are the LED projects funded within the Municipality?

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3.8.2 Do you think the budget is sufficient to run the projects in the LED strategy?

Yes		No	
-----	--	----	--

3.9.1 What is the **MAIN** challenge facing the Municipality with regard to funding and implementation of LED projects? *(May only give one answer)*

3.9.2 How do you resolve this challenge?

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3.9.3 What are the **OTHER** challenges facing the Municipality with regard to funding and implementation of LED projects?

3.9.4 How do you resolve the challenges?

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3.10 How does the Municipality monitor and evaluate LED programmes and projects?

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3.11.1 In your opinion what is the **MAIN** factor that have a perceived positive impact on the integrated development planning and social and economic development circumstances on the communities of the Magareng Local Municipality? (*May only give one answer*)

3.11.2 In your opinion what are the **OTHER** factors that have a perceived positive impact on the Integrated Development Planning and social and economic development circumstances on the communities of the Magareng Local Municipality?

3.12.1 In your opinion what is the **MAIN** factors that have a perceived negative impact on the Integrated Development Planning and social and economic development circumstances on the communities of the Magareng Local Municipality? *(May only give one answer)*

3.12.2 In your opinion what are the **OTHER** factors that have a perceived negative impact on the Integrated Development Planning and social and economic development circumstances on the communities of the Magareng Local Municipality?

<p>SECTION D: THE ROLE OF PUBLIC PARTICIPATION IN THE IDP PROCESS. THEME 3</p>
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4.1 What mechanisms does the Magareng Local Municipality use to engage communities in the IDP process?

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.....

.....

4.2 In your opinion does the Magareng Local Municipality involve members of its community in decision making concerning their social and economic developmental needs?

Always		Sometimes		Never	
--------	--	-----------	--	-------	--

4.3 Does Magareng Local Municipality encourage community members to participate in IDP projects and meetings?

Always		Sometimes		Never	
--------	--	-----------	--	-------	--

4.4 Does Magareng Local Municipality hold IDP meetings as regularly as it should?

Yes		No	
-----	--	----	--

4.5.1 What is the **MAIN** challenge that prevents public participation of community members into the IDP process and developmental projects? (*May only give one answer*)

.....

4.5.2 What are the **OTHER** challenges that prevent public participation of community members in the IDP process and developmental projects?

.....

4.6 What should be done to improve public participation in the IDP process in the Magareng Local Municipality?

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THANK YOU!!!