

AN EVALUATION OF INTEGRATED DEVELOPMENT PLANS FOR SERVICE DELIVERY AT SELECTED MEDIUM CAPACITY MUNICIPALITIES IN THE FREE STATE PROVINCE

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Abstract

The study covers three medium capacity municipalities in the Free State Province. The municipalities are Phumelela Local Municipality, Mantsopa Local municipality and Kopanong Local municipality. The study was intended at evaluating the Integrated Development Plan (IDP) for service delivery in these municipalities, and focus on issues regarding policy framework, the interpretation and implementation. This study used questionnaires and interviews to identify the gaps and challenges on areas of implementation. The matters of local economic development and job creation also took centre stage. Local economic development is the key in reviving local economy and creating sustainable communities. The level of basic infrastructure was also looked at, so that the study could determine the impact of the IDP in those mentioned municipalities. IDP is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development.

An IDP is an outstanding plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions, problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected.

All municipalities have to produce an Integrated Development Plan (IDP). The municipality is responsible for the co-ordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area. Once the IDP is drawn up all municipal planning and projects should happen in terms of the IDP. The annual council budget should be based on the IDP. Other government departments working in the area should take the IDP into account when making their own plans.

Introduction

The local government is a third sphere of government that is close to the people, it has a constitutional mandate to provide basic services to the people and make sure that they create better life for its local residents.

It has emerged in the past that local government is one of the spheres of government that has been hit most by community protests regarding poor service delivery of which in some cases turned violent. This situation has raised serious questions amongst ordinary people and the academia. One of the burning question was what could have prompted this rapid deterioration of service, without overlooking the issue of leadership or lack of it in some instances.

The medium capacity municipalities which suppose to be at a functional level seems to be facing more challenges in relation to building its own revenue base that can assist them in providing adequate services, but instead the opposite has happened which left these municipalities with a huge financial deficit or service delivery backlog. According to some reports from the auditor general and other resources that are reflected later during the dissertation shows how these municipalities performs at the end of each financial year. The poor results prompt residents to demand value for their money and immediate practical change in their lives.

According to the Auditor General Report (29 June 2011) few municipalities in the Free State Province have performed well and others have regressed from their previous positions and this situation resulted in many communities feeling that some municipalities have no interest in addressing their daily problems.

This dissertation focuses on three medium capacity municipalities in the Free State Province, namely:

(a) Phumelela Local Municipality comprising of the following towns:

- o Verde,
- o Memel
- o Warden

(b) Kopanong Local Municipality comprising of the following towns:

- o Jagersfontein
- o Reddesburg
- o Edenburg
- o Bethuile
- o Trompsburg
- o Phillipolis
- o Springfontein
- o Xhariep Dam

(c) Mantsopa Local Municipality comprising of the following towns:

- o Ladybrand
- o Tweespruit
- o Excelcior

- o Thaba Phatswa
- o Hobhouse

It is a legislative requirement that every municipality should have an Intergrated Development Plan(IDP); this a five year plan reviewed every year that guide development in municipalities, provide time frames and budget allocations on identified areas including allocation of human resources.

In the report of Human Science Research Council (HSRC) (2010-2011) it was indicated that part of the problem in municipalities is the fact that they do not spend their budget adequately and accordingly or there has been a deviation from the original purpose and intention which affects proper service delivery. The report further paint a grim picture in relation to acceptable accounting practices which result in unauthorised expenditure. This funding of the HSRC was again raised conspicuously by the Auditor General Report in June 2011.

This brings to the fold the question that the study is trying to answer and that is whether the problem is related to the following areas:

o Leadership

This study hopes to find out whether the municipalities have capable political leadership that has a clear vision of taking the council forward and also whether they understand their roles and responsibilities as political leaders including the importance of the IDP in improving the livelihoods of ordinary people.

o Administration and Management

The research intends to understand whether there is a proper functional management in place; this will aid the researcher to understand whether people with right skills and competency occupy the relevant positions in assisting the municipality to deliver on its mandate.

o Financial Management

The research establishes whether there are proper financial systems in place and the principles of good governance and accountability are upheld. The research also looks into issues of financial stability in municipality and long term plans for financial viability including methods of using their current revenue base effectively.

o Public Participation and Communication

The study looks into whether the council involves local communities on issues that affect them including the compiling and reviewing of the IDP, and also budget process are followed and are transparent. The research also identifies the source for the stumbling blocks in their area of communication and perhaps provides some alternative. In a real situation if these two processes are transparent and open, it will help the council to take the community into confidence and built trust in whatever they are doing.

o Municipal Turnaround Strategy

The government realised that the project consolidate which was intended to assist municipalities that were in financial distress could not produce the expected outcome. The government also noticed that many municipalities remain in the same situation like before or even deteriorated after project consolidates. The government had to then seek for another alternative.

Kopanong Local Municipality which is in the Xhariep District was one of those municipalities that was put under project consolidates which could not produce any significant changes in problems identified. It is therefore imperative to zoom in and highlight some of the challenges of this intervention strategy. Perhaps, it is important to establish whether there any serious challenges faced by different municipalities in implementing the new strategy.

Mantsopa and Phumelela may provide a case study on how did they managed to improve their situation. This information can be shared with other municipalities in the future.

LITERATURE REVIEW

The constitution of this country provide for a safe environment and equal rights in a bill of rights. (RSA constitution act 108. of 1996) The South African government moved from a segregated type of development after the 1994 democratic dispensation and introduced a more coherent and integrated development approach which is inclusive of all people regardless of their race, colour, sex, religion or political affiliations. This system of development was to be realised at the cast (third tier) sphere of government which is the local government mainly due to the fact that the local government is the sphere of government that is closer to the people.

In 1995, the forum for the effective planning and development (FEDP) defined integrated development planning as: a participating approach to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth equity and the empowerment of the poor and the marginalised.

This approach of development was further entrenched by constitutional imperatives; section 152 of the constitution states the following:

The objectives of local government are:

- o To provide democratic and accountable government for local communities
- o To ensure the provision of service to communities in sustainable manner.
- o To promote social and economic development
- o To promote a safe and healthy environment and
- o To encourage the involvement of communities and community organisation in the matters of local government.

A municipality must strive within its financial and administrative capacity to achieve the objects set out in subsection (1).

Furthermore section 153 of the constitution requires a municipality to:

- o Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community and:
- o Participate in national and provincial development programmes.

The municipalities with this constitutional directive and other legal requirements stipulated in municipal systems act and municipal structures acts including the municipal finance management act had to make sure that basic services are rendered to the communities they serve and make sure that in the long run those services are sustainable; this requirement compels the municipality to have sound and viable financial systems in place, an organisation that is staffed with competent people and finally put into place a plan that will help it to realise this mammoth task and hence integrated development plans introduces for each and every municipalities in the

country. It must also be indicated that IDP are also development tool that is being used by district Municipalities and Metropolitans Municipalities to guide their developmental agenda.

This developmental approach requires the municipality to align all other developmental plans with the IDP including aligning the budget and sectors plans for an example, transport plan, environmental management, rural development plan, local economic plan, water management plan, youth development plan and other related plans.

The new epoch on how development is structure was expected to bring lot of expectation and anxiety amongst people. The people will expect that the level of service will drastically improve and others expecting economic activities that will provide decent jobs for them and bring about change in their livelihood and their social conditions.

The rise of the “new economy”, one principally driven by information and knowledge, is attributed to the increased prominence of intellectual capital (IC) as a business and research topic. Intellectual capital is implicated in recent economic, managerial, technological, and sociological developments in a manner previously unknown and largely unforeseen. (Petty R 2000), But none of the majority of the citizens knew exactly what will the new dispensation deliver for them especially local government.

Chapter 5 of municipal system act, section 25 (1) states the following regarding the IDP

- o 25 (1) each municipal council must within a prescribed period after the start of its elected term, adopt a single, inclusive and strategic plan for the development of the municipality which:
- o Links, integrates and co ordinates plans and takes into account proposals for the development of the municipality.
- o Aligns the resources and capacity of the municipality with the implementation of the plan
- o Form the policy framework and general basis on which annual budgets must be based
- o Complies with the provisions of this chapter and:
- o Is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.

This dictates that the operations are organised around four related premises:

- o that a strategy must be in place, as opposed to a tactical view of operations,
- o that there must be some synergistic process of integrating delivery and operational strategic issues,
- o that there must be a clear operations decisions or policy areas which demonstrate strategic opportunities, and
- o That conceptual structure exists by which to target and focus operations strategy. This will ensure that the institution does not struggle regarding the issues of implementation and monitoring.

This creates a platform for municipalities to then involve all relevant stakeholders to plan for the following or rather embark on a process that will help the council:

- o Identify its key level development priorities
- o Formulate a clear vision, mission and values.
- o Formulate appropriate strategies
- o Develop the appropriate organisational structure and systems to realise the vision and mission and
- o Align resources with the development priorities.

The council has to follow this process and adhere strictly to the requirements so that their IDP's can be regarded as credible and a viable developmental tool that can also help the municipality to lobby for additional resources from other government department and implement relevant plans and above all it must create an environment that will attract private investors within the area of jurisdiction of the municipality.

The IDP management process seeks to ensure that every individual especially within the administration understand their roles and responsibilities. This piece of legislative directive tries to avoid a situation whereby when the plan is not co-ordinated accordingly which of office or people has to take the full responsibility.

The management of the process has to be handled in such a way that the expected results are achieved within a specified time frame. Planning process can be demanding and exhausting, so there is a need to make sure that the co-ordination of human and capital resources are done correctly to avoid any fallback and improper completion of the task.

It must be noted that integrated development plan process must be aligned to the municipal budget cycle. The process of the integrated development plan can take up to six months to compile given the intense consultation process that is involved in this regard. As soon the integrated development plan is formulated and adopted by the council, it will serve as a five year developmental plan for the council which will be subjected to annual review process.

There have been a number of other government initiatives and programmes to advance service delivery and institutional support. These include the former planning and implementation management support (PIMS) centres, the ISRDP and the URP nodal programmes, the IDP analysis and training weeks, the bucket eradication programme, siyenza manje, the illima project (old mutual) and the donor supported consolidation municipal. Transformation programme (CMPT) for policy review on provincial and local government was also undertaken by department of local government. Numerous other smaller programmes and projects have also taken place, largely in the local sphere of government (COGTA 2009)

Turnaround Strategy

In 2009, the cabinet of the South African government approved a turnaround strategy for local government.

The strategy has been distilled into local government 10 point plan, which includes:

- o Improving the quantity and quality of basic services for all people in terms of water, sanitation, electricity, waste management, roads and disaster management ;
- o Enhancing the municipal contribution to job creation and sustainable livelihoods through LEDs, and utilising cooperatives in every ward.
- o Deepen democracy through a refined ward committee system that will be based on the will of the people;
- o Ensuring that the municipality have and implemented reliable and credible integrated development plans (IDPs);
 - o Creating a single window of coordination, support, monitoring and intervention to deal with unconditional interaction by other spheres of government with municipalities, including unfunded mandates.

- o Rooting out corruption, nepotism and maladministration in the system of local government;
- o Developing a coherent and cohesive system of governance and more equitable intergovernmental fiscal system;
- o Develop and strengthen a stable system of municipalities;
- o Restoring the institutional integrity of municipalities.

Therefore the municipalities has to be seen more with a coordinated and a professional way of dealing with critical issues affecting communities and ensure that the issue of poor services or lack of services is the issue of the past. It is incumbent upon the municipalities to reflect in their development plans ways and means that will help in reducing the service backlog and improve living conditions of its people.

The individual municipality will seek to ensure that, firstly as a matter of principle the do a thorough diagnostic of the current challenges (short term) and future challenges (long term) in order to map a clear strategic objective that will help the municipality to coordinated and implements its developmental agenda in a more coherent and acceptable manner. That developmental programmes do not just provide basic services to the residents but it also provides an opportunity for economic activities to thrive and empower the communities to create better life for them. So it is important that the LED Strategies should be based on the overall vision outlined in the IDP and should take into account the result of the analysis done to identify problems and prioritise development projects. It should also look at things like integrating our residential and work areas, building development corridors between areas and supporting the economy with good public transport.

RESEARCH METHODOLOGY

The method used to gather the information tries to adhere to all required principles in any research. The questionnaires and data that was compiled from different sources was also verified for the purposed of accuracy.

The geographical area where the study was conducted, the design and population and sample are described. The instrument used to collect the data, including methods implemented to maintain validity and reliability were described.

RESULTS, DISCUSSIONS AND THE INTERPRETATION OF THE FINDINGS

Introduction

In the research methodology it was indicated that as part of collate the information; questionnaire will be used as one of the methods. This questionnaire where categorised into two parts, namely section which was dealing specific with the demographic of the respondents. Then section B was specifically for the information required to address all areas raised in the literature review and for the completion of this research.

Some of the municipalities use stats from data collected from different sources for their purpose of planning such as STATS SA and surveyors that they have conducted amongst the communities. In this document acknowledgement is made regarding the sources of information used herein to look into various issues of infrastructure levels in different municipalities.

Section A: Demographics

The section that start the questionnaire for this was designed in such way that the respondent provide specific particular regarding his/her position this included gender, title, qualifications, age and the duration in the position.

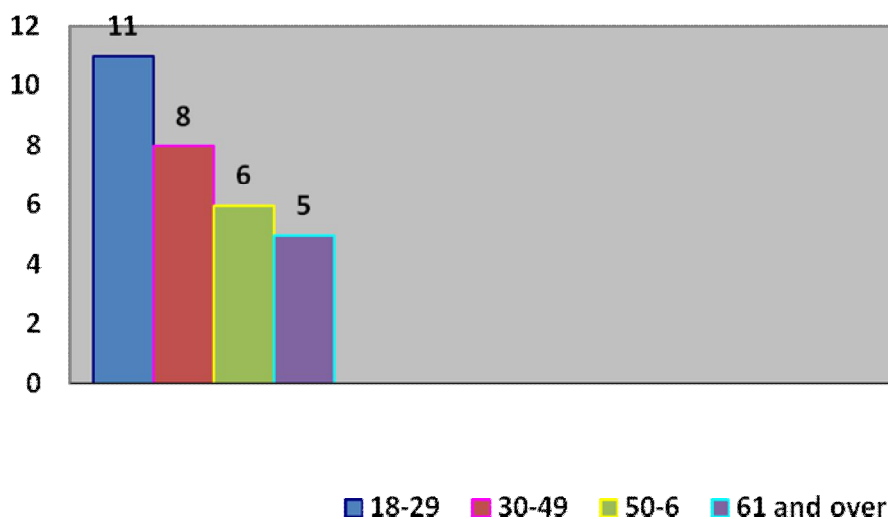
Age

The responded age as requested in the questionnaire are listed below

Table 4. 1. 3. Age

Age	Number of Responded	%
18-29	11	36,67
30-49	8	26.67
50- 60	6	20
61 and over	5	16.67
Total	30	100 %

Figure 4.1.3. Age



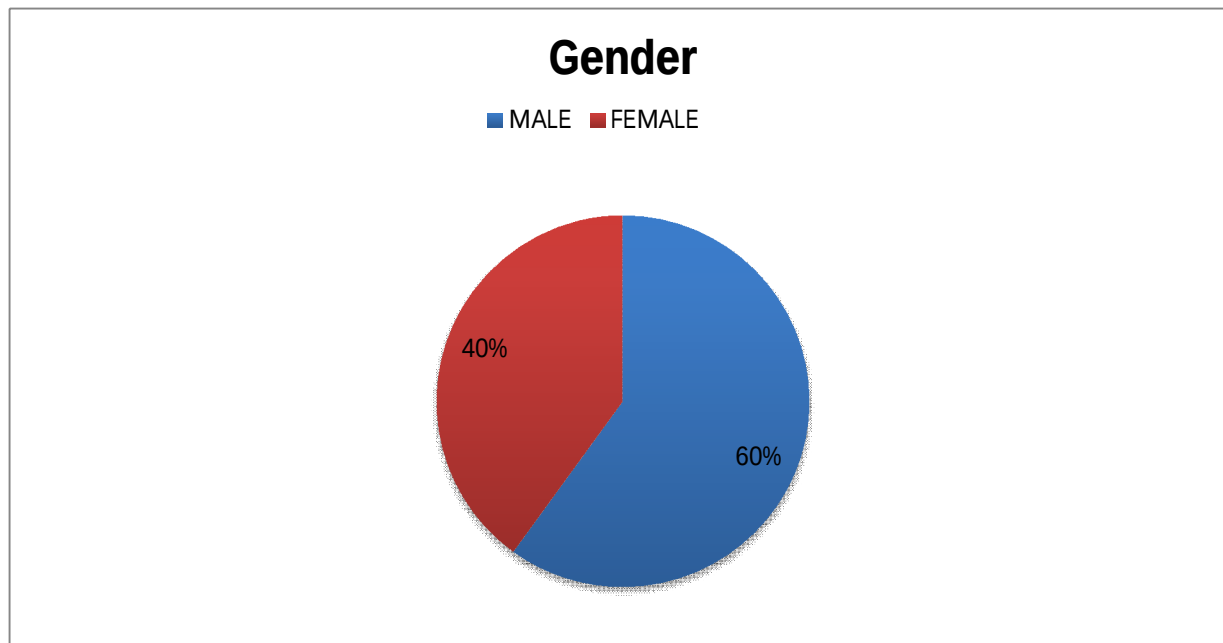
The youth are fairly represented in this research. The middle age group is also well represented.

Table 4.1.4. Gender

This table represent the gender balance within the respondents

Gender	No of Respondent	%
Male	18	60
Female	12	40
Total	30	100

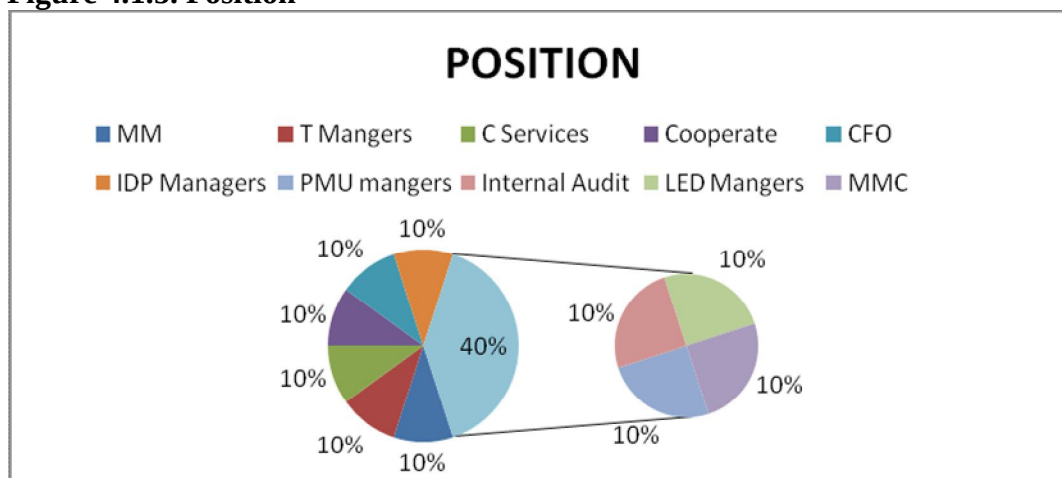
Figure 4.1.4.



The male population dominate the structure of these municipalities. The gender parity will have to be seriously discussed in future to address this gender disparities.

Table 4.1.5. Position: This table indicate the positions held by individuals.

Position/Title	No of Respondents	%
MM	3	10
T Mangers	3	10
C Services	3	10
Cooperate	3	10
CFO	3	10
IDP managers	3	10
PMU managers	3	10
Internal Audit	3	10
LED managers	3	10
MMC	3	10
Total	30	100

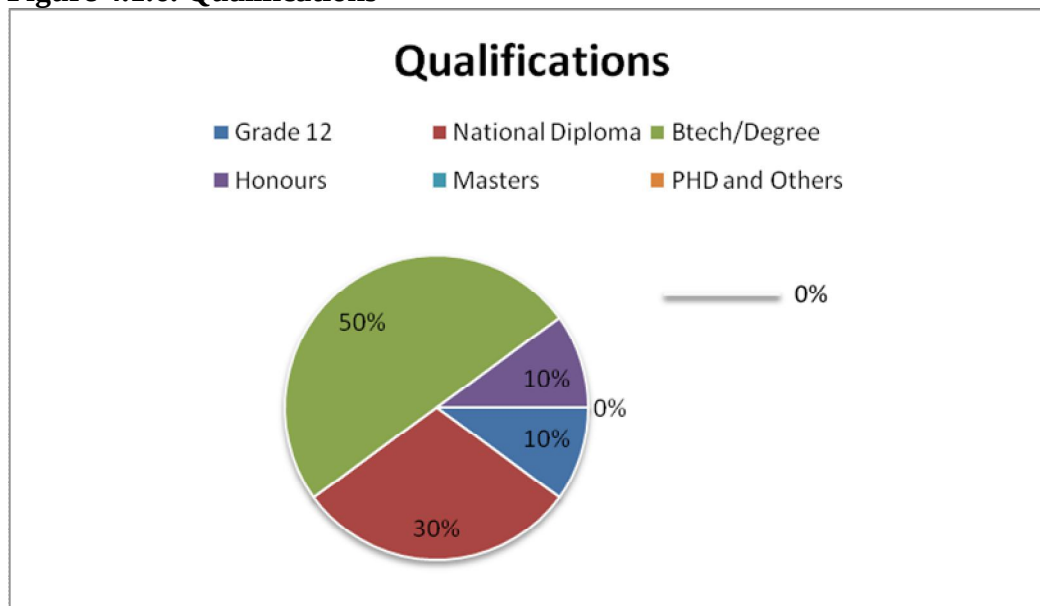
Figure 4.1.5. Position

It is clear that all critical and essential position that must help the municipality in delivery of service is filled. Therefore there will less disruption in terms of command structures to ensure that the function of the municipality is carried out.

Table 4.1.6. Qualifications

The table below indicates the level of education of different respondents

Level of Education	No of Respondents	%
Grade 12	3	10
National Diploma	9	30
Btech/Degree	15	50
Honours	3	10
Masters	0	-
PHD and others	0	-
Total	30	100

Figure 4.1.6. Qualifications

The respondents are fairly aware about the content of their jobs given the qualifications and credentials that they possess.

Section B

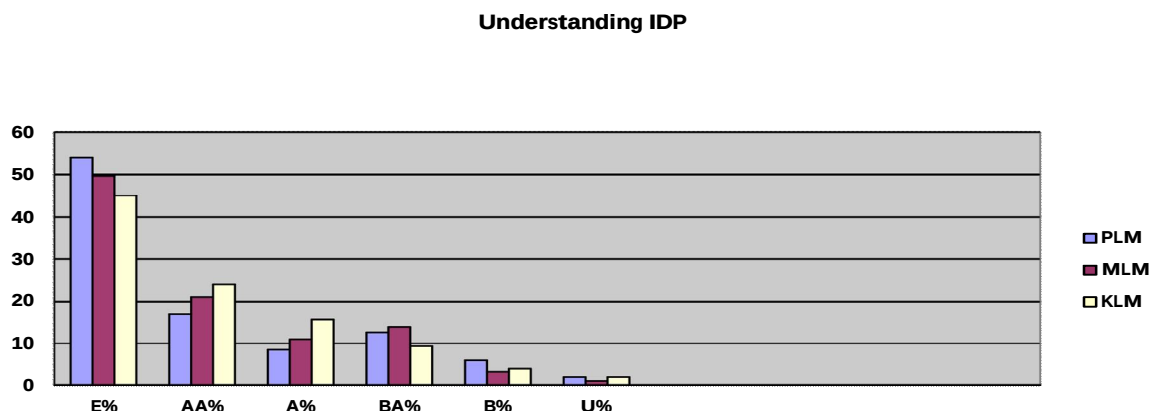
This section provided questioners to the respondent to indicate whether do they have a clear understanding of some of the basic operational issues that make the IDP to work in improving service delivery and look at the different structure and components of such delivery instrument, such as consultation, implementation and to see whether the expected results are achieved.

Table 4.1.7. Understanding IDP

Source: own compilation: E- Excellent: AA- above Average: A- Average: BA: Below Average: B-Bad: U-Unknown

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
1& 2							
	PLM	54	17	8.5	12.6	5.9	2
	MLM	49.7	21	11.0	14	3.2	1.1
	KLM	45	24	15.6	9.3	4.1	2.0

Figure 4.1.7. Understanding IDP



The two questions were based on the following:

Question 1

Integrated development plan, how do you rate your understanding?

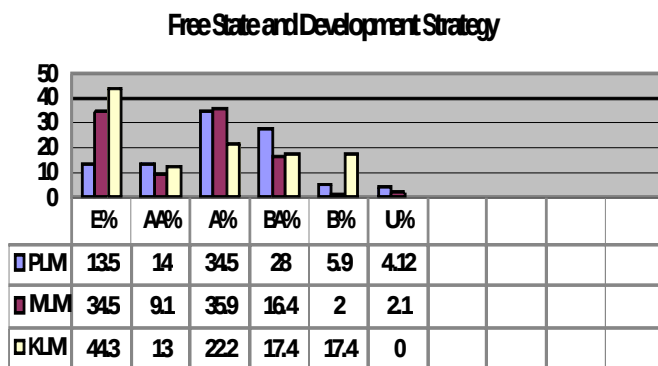
Question 2

How does the integrated development plan assist in addressing issues of service delivery?

This shows that many officials and people in the municipalities do have the knowledge of the integrated development plan. Despite this there is still a small portion who do not have a clear understanding of the IDP due to the fact that they are new to their position and they come from a total different work environment

Table 4.1.8. Free State Growth and Development Strategy

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
3							
	PLM	13.5	14	34.5	28	5.9	4.12
	MLM	34.5	9.10	35.9	16.4	2	2.1
	KLM	44.3	13	22.2	17.4	3.1	0

Figure 4.1.8. Free State Growth and Development Strategy

The question in this subject was; Question 3: Free State Growth and Development

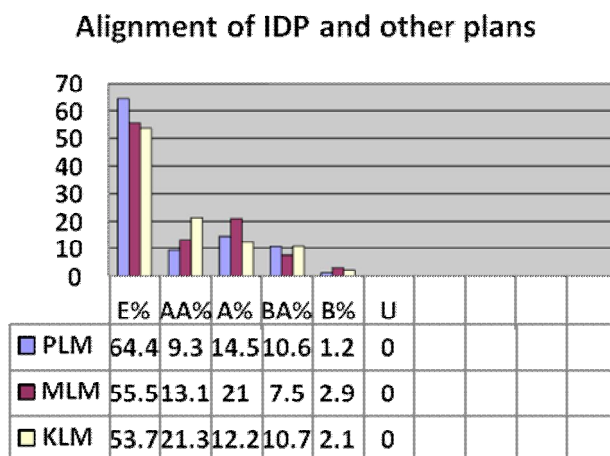
Strategy, do you understand it clearly

The average percentage of the respondent does understand the strategy, but they could not understand what was its relevance in the developmental issues in the municipality areas. There was a perception that the strategy is only intended at dealing with issues affective provincial government directly.

In the majority of people, there were no copies of this strategy in their offices or even some they have never seen the document before. Some have heard about it in some provincial meetings and that was the last time it was spoken about.

Table 4.1.9. Alignment of IDP and other plans

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
4							
	PLM	64.4	9.3	14.5	10.6	1.2	0
	MLM	55.5	13.10	21.0	7.5	2.9	0
	KLM	53.7	21.3	12.2	10.7	2.1	0

Figure 4.1.9. Alignment of IDP and other plans

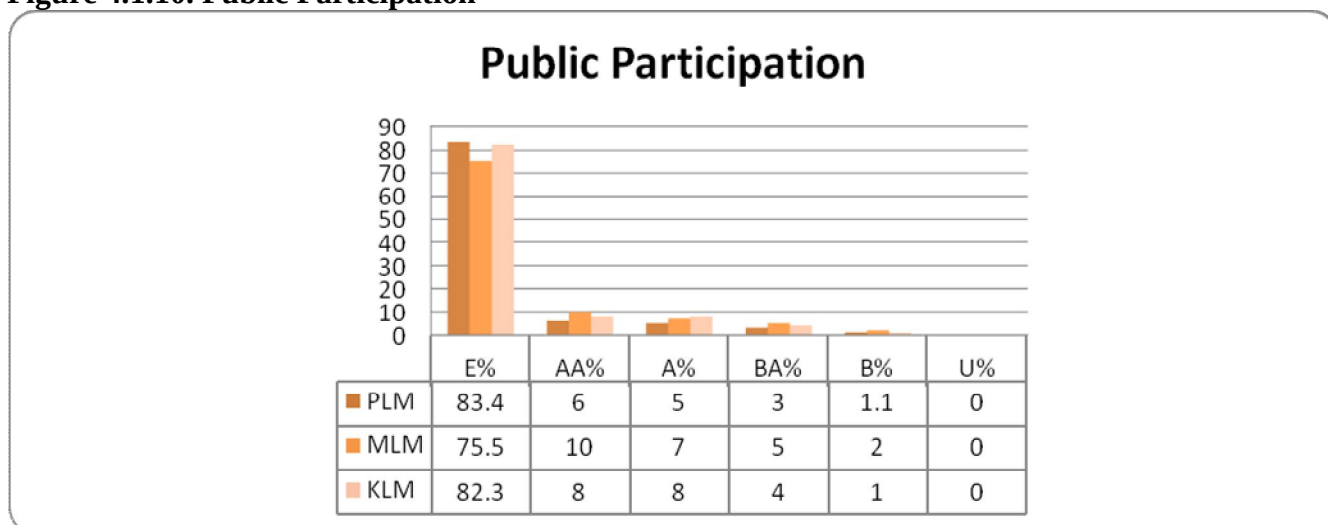
The question for this topic was;

Question 4: What is the alignment of integrated development plan to other national and provincial plans? I.e. Free State Growth and Development Strategy and National spatial framework?

The majority of people in management are well conversant about the alignment that has to take place with other development plan. The only thing that was not clear to them from the onset was whether does this relate to only local plans such integrated roads plan, environmental plan, rural development etc.

Table 4.1.10. Public Participation

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
5							
	PLM	83.4	6	5	3	2.6	0
	MLM	75.5	10	7	5	2.5	0
	KLM	75	8	8	4	1	0

Figure 4.1.10. Public Participation

The question for public participation was;

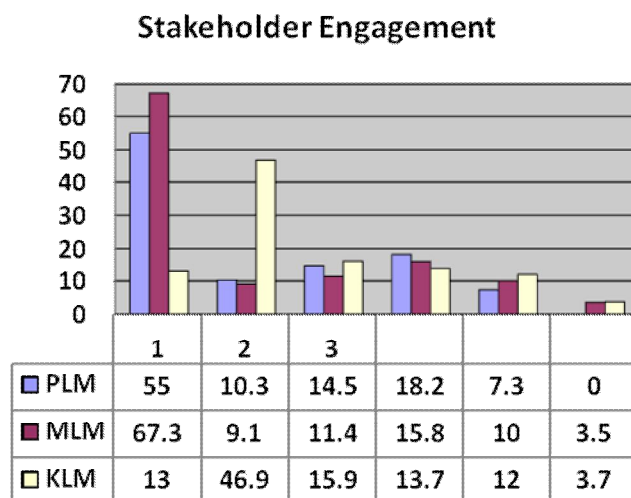
Question 5: How is the participation of the community in drafting the integrated development plan?

There is a general high level of agreement in many areas in the municipalities that the community is participating fully in the drafting and development of the integrated development. There are a low number of people who seems not happy with the level of public participation, but they do not reject the fact that the community do participate fully in issues of integrated development plan.

The law compel the municipality to ensure that they involve local people when they draft and adopt the IDP so that community needs can be accommodated in such a document.

Table 4.1.11. Stakeholders Engagement

Question (s) 6	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	47.4	10.3	14.5	18.2	7.3	2.3
	MLM	50.19	9.1	11.4	15.8	10	3.5
	KLM	41.7	13	15.9	13.7	12	3.7

Figure 4.1.11. Stakeholder Engagement

This part was addressing stakeholder engagement, and the question was as follows;

Question 6: How does integrated development plan engagement process with other stakeholder's works?

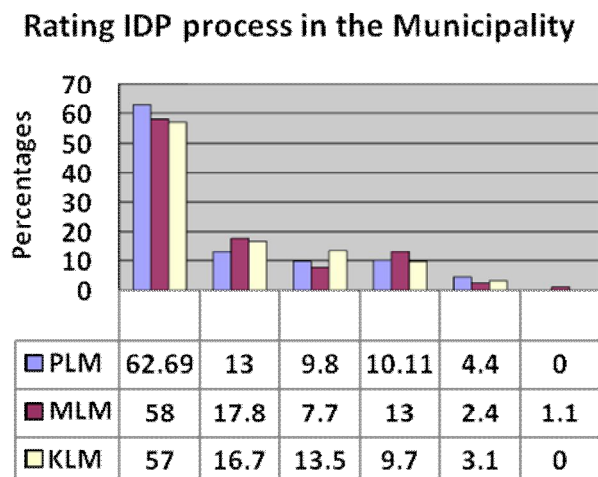
Again in this matter the law requires that municipality must engage with other stakeholders when developing the integrated development plan. These stake holders including community organisations, churches or church leaders, traditional leaders, business organisation, civic structures, youth and women organisation and other important stakeholders that exist such that specific community.

Clearly from the report of the responded most of them are excepting the fact that there is a fairly engagement with the stakeholders and it is not in all case that all stakeholders are engaged. There is a level of proper consultation with relevant people in relation to developmental issues, according to the respondents.

Table 4.1.12 Rating IDP process in the Municipality

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
7							
	PLM	62.69	13	9.8	10.11	4.4	0
	MLM	58	17.8	7.7	13	2.4	1.1
	KLM	57	16.7	13.5	9.7	3.1	0

Figure 4.1.12. Rating IDP process in the Municipality



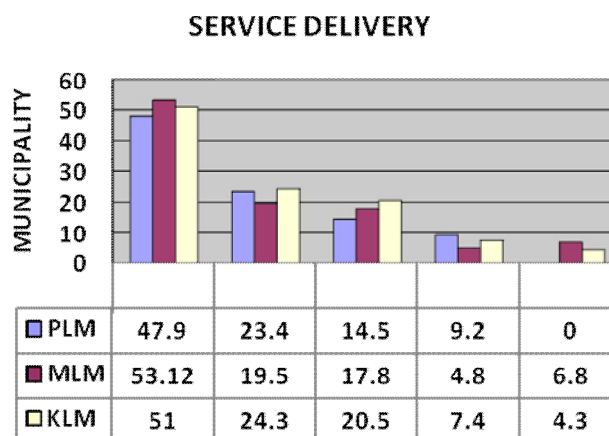
The question on this topic was;

Question 7: How do you rate the integrated development plan engagement process in your municipality?

The respondent on the matter agrees that the process of engagement is fair and most of the processes are followed in terms of relevant acts to engage regarding IDP.

Table 4.1.13. Service Delivery

Question (s) 8	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	45.7	23.4	14.5	9.2	2	5.2
	MLM	47.2	19.5	17.8	4.8	3.9	6.8
	KLM	41.3	24.3	20.5	7.4	2.2	4.3

Figure 4.1.13. Service Delivery

This topic was addressing the following question;

Question 8: How is the general level of service delivery in your Municipality? i.e. housing, water, roads, environmental management etc.

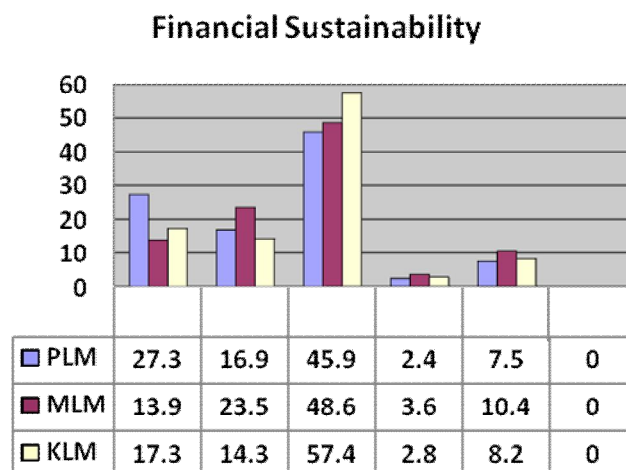
The constitutions direct the municipalities to provide its residence with proper and sustainable basic services. Amongst those services include water provision, sanitation electricity and refuse removal.

The responded indicate that the level of service are not hundred percent satisfactorily. There is however acceptable and improved level of services rendered to residence by various municipalities. The level of services amongst the three municipalities in terms of the excellent rating differ between five and six percent on average. The majority of respondent feels that what their respective municipalities provide as services is above the average.

Table 4.1.14. Financial Sustainability

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
9							
	PLM	27.3	16.9	45.9	2.4	7.5	0
	MLM	13.9	23.5	48.6	3.6	10.4	0
	KLM	17.3	14.3	57.4	2.8	8.2	0

Figure 4.1.14. Financial Sustainability



The question on this topic is;

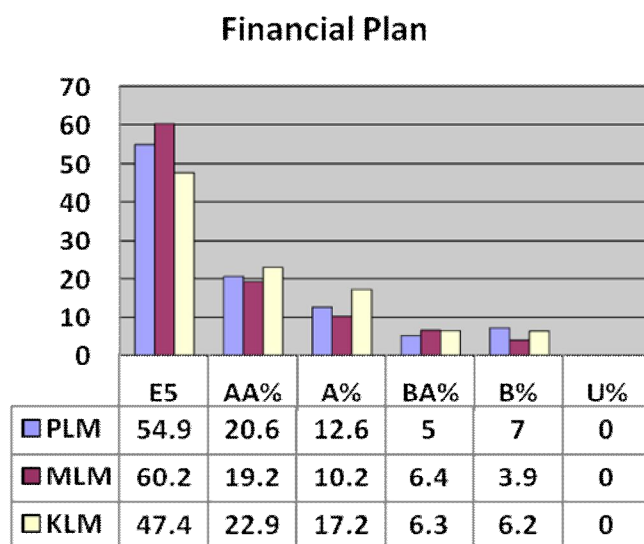
Question 9: What is the level of financial sustainability in your municipality?

The municipality have to be self-sufficient and be able to carry on their operational cost and other running cost. But due to issues raised earlier in the literature review most the three municipalities have an averaged financial situation. The respondents indicate that the municipality's finances are not excellent but are in the position to keep them in operation.

Table 4.1.15. Financial Plan

Question (s) 10	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	54.9	20.6	12.5	5.0	7	0
	MLM	60.2	19.2	10.3	6.4	3.9	0
	KLM	47.4	22.9	17.2	6.3	6.2	0

Figure 4.1.15. Financial Plan



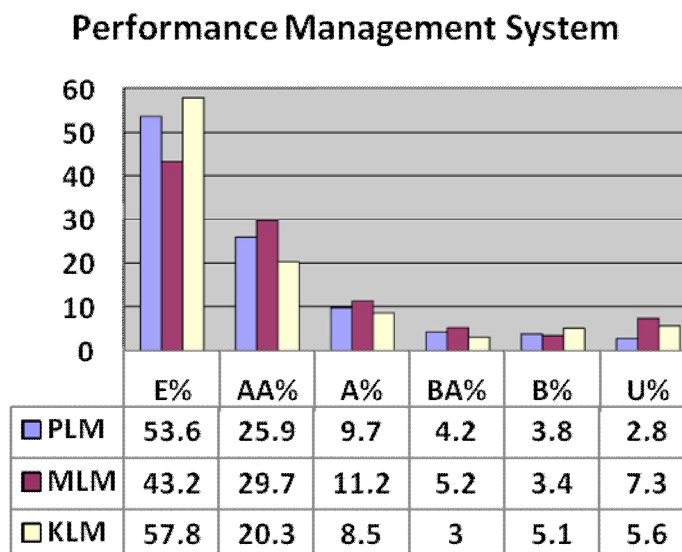
The question was addressing the financial plan;

Question: How is the plan to turn the financial situation of your municipality working?

The financial viability of a municipality is important to ensure that they can continue to provide basic service as required by the law. It is clear here that there is an excellent plan which performs above forty percent, and seemingly the results can be measured above average, meaning that it can help the municipalities to change their financial situation in the near future.

Table 4.1.16. Performance Management System

Question (s) 11	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	53.6	25.9	9.7	4.2	3.8	2.8
	MLM	43.2	29.7	11.2	5.2	3.4	7.3
	KLM	57.8	20	8.5	3	5.1.	5.6

Figure 4.3.16. Performance Management System

The topic here addresses the following question;

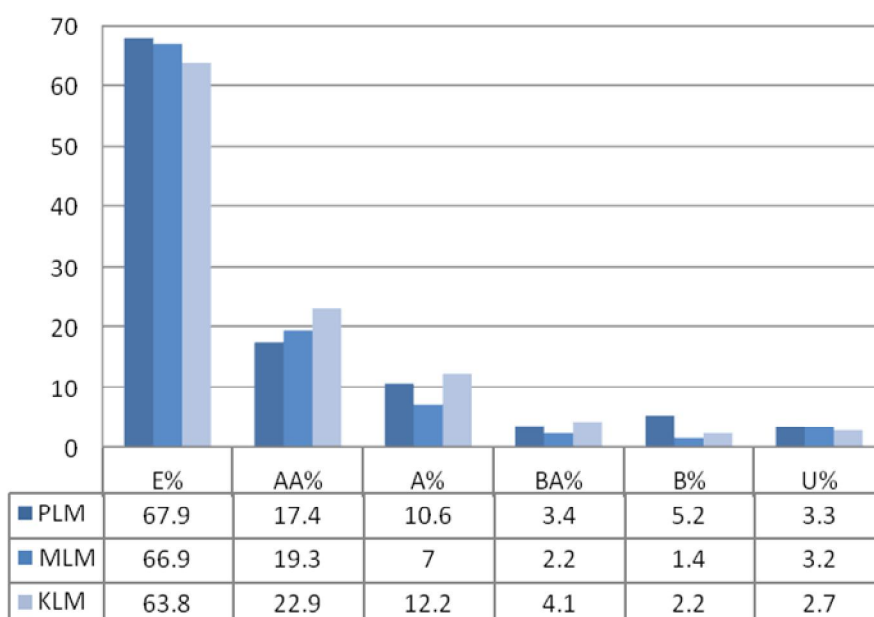
Question 11: Is performance management system helping to improve the financial situation in your municipality?

The legislation requires that all senior managers who are called section 57 managers enter into a performance contract with the council in order to measure their performance. Part of the things that are included in the contract is to make sure the help the municipal to improve and perform better on certain identified areas, including finance.

The majority of the respondent which is above fifty percent indicates that the performance management system is in place and operates excellently. Less than seven percent of the respondent has no knowledge of the system but they did not indicate whether it exists or not. The performance system also helps with accountability.

Table 4.1.17. Municipal Turnaround Strategy

Question (s) 12& 13	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	60.1	17.4	10.6	3.4	5.2	3.3
	MLM	66.9	19.3	7	2.2	1.4	3.2
	KLM	55.9	22.9	12.2	4.1	2.2	2.7

Figure 4.1.17. Municipal Turnaround Strategy

The questions were;

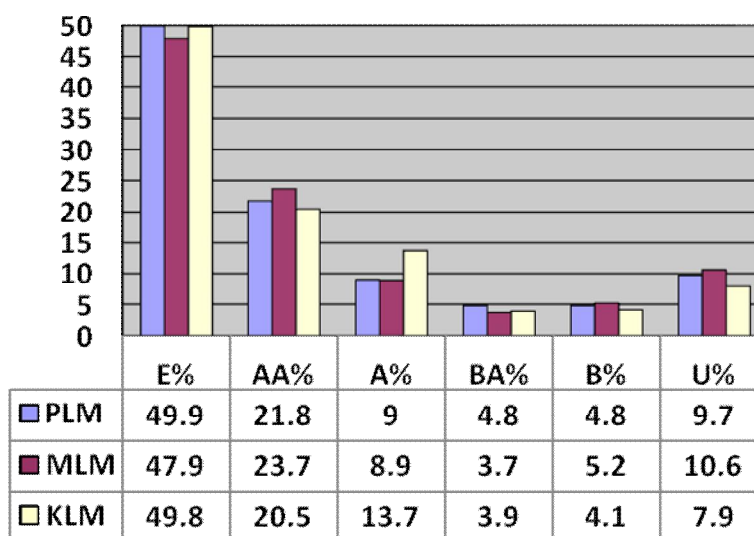
Question 12: Does Municipal turnaround strategy help the council to achieve its objectives? and

Question 13: How effective is the turnaround strategy?

The majority of the respondent which is above sixty percent agrees the turnaround strategy which was introduced in 2009 helps municipalities to achieve its objectives in terms of service delivery. There is also high number of people who say the strategy which replace project consolidate in municipalities works better above average, which indicate that things will change in the near future regarding the implementation of the integrated development plans as a master plan for each and every municipality.

Table 4.1.18. Individual Participation

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
14							
	PLM	49.9	21.8	9	4.8	4.8	9.7
	MLM	47.9	23.7	8.9	3.7	5.2	10.6
	KLM	49.8	20.5	13.7	3.9	4.1	7.9

Figure 4.1.18 Individual Participation

The question for this topic relate was;

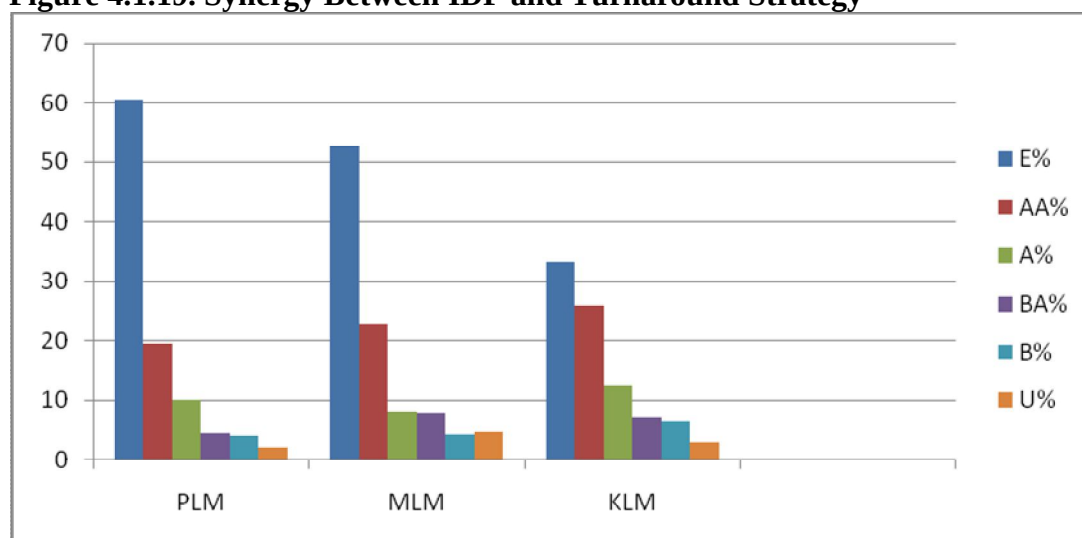
Question 14: How effectively do you participate in the development of this strategy?

Above forty percent of the respondents participate in the development of the turnaround as individuals and make their contribution representing their respective departments or sections. The majority also agrees that their participation on the matter is above average.

There is a portion of the respondent less than eleven percent that really does not understand the process and have rarely participated in the development of this strategy. The main point here is that for the strategy to be implemented successful they have to make sure especially top management do participate in its development.

Table 4.1.19. Synergy Between IDP and Turnaround Strategy

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
15							
	PLM	60.6	19.3	10	4.2	3.9	2
	MLM	52.6	22.9	8	7.8	4.1	4.6
	KLM	33.2	25.8	12.2	6.8	6.3	2.9

Figure 4.1.19. Synergy Between IDP and Turnaround Strategy

Here the topic was addressing the following question;

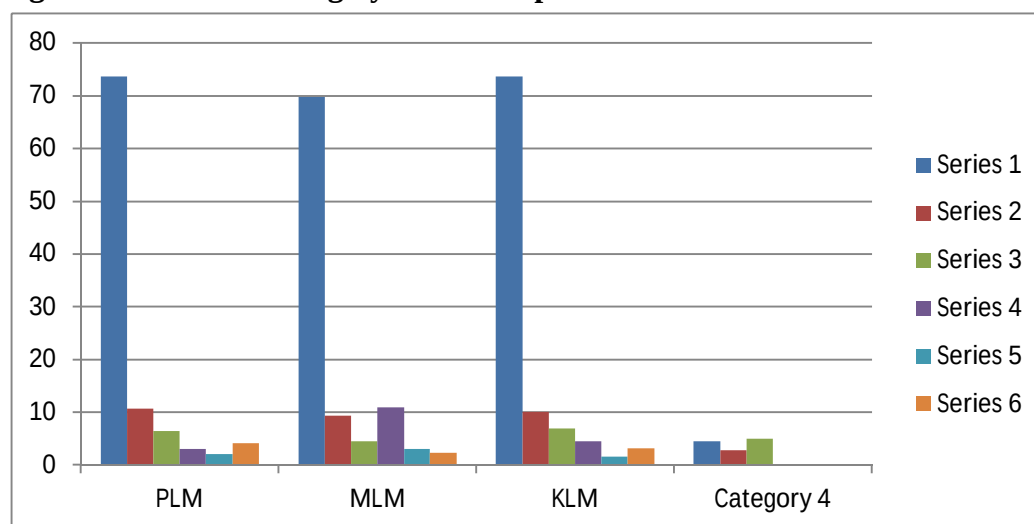
Question 15. How is the synergy between turnaround strategy and integrated development plan?

The majority of the responded above fifty five percent indicated that the synergy between the two documents is there, but however they could not elaborate whether is this working properly, because less than four percent were not aware of how the process work which is a small number of the responded.

The turnaround strategy works as an implementation plan for the broader IDP, and therefore their programs has to communicate to each other.

Table 4.1.20 Monitoring by Department of Cooperative Governance

Question (s) 16	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	73.6	10.7	6.4	3.1	2	4.2
	MLM	69.8	9.4	4.5	10.9	3.1	2.3
	KLM	73.7	10.1	6.9	4.5	1.6	3.2

Figure 4.1.20 Monitoring by the of Cooperative Governance

The topic was answering the following question;

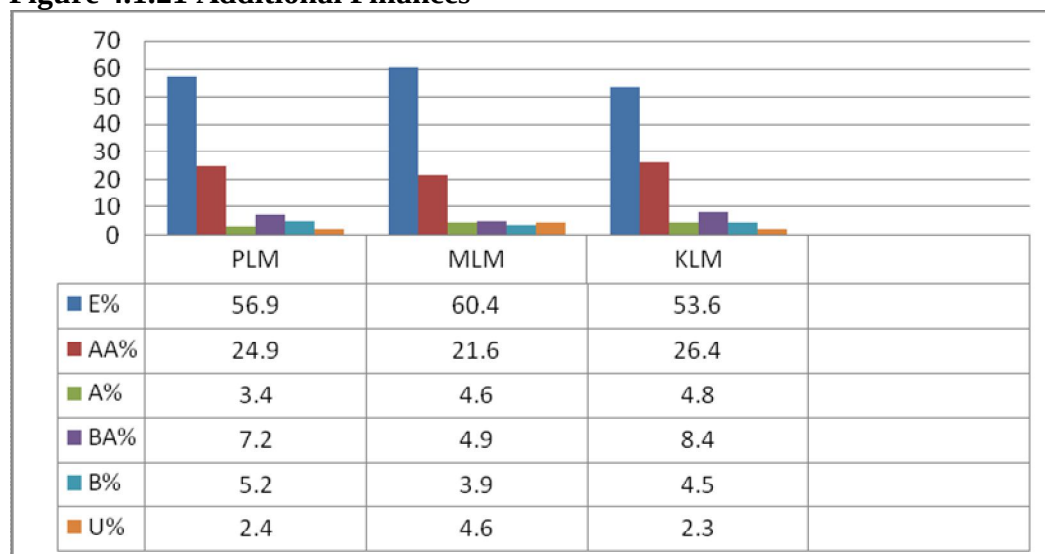
Question 16: How is the mechanism and plans to monitor the implementation of both IDP and turnaround strategy by the department of cooperative governance?

The department of cooperatives governance both national and provincial has the responsibility of supporting municipalities.

Above sixty eight percent of the respond acknowledges the support from this sphere of government. The general respond indicate that the proper communication with municipalities, the only thing that could not be confirmed by a small number of less than four percent were not sure about the level of support from the department.

Table 4.1.21 Additional Finances

Question (s) 17	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	56.9	24.9	3.4	7.2	5.2	2.4
	MLM	60.4	21.6	4.6	4.9	3.9	4.6
	KLM	53.6	26.4	4.8	8.4	4.5	2.3

Figure 4.1.21 Additional Finances

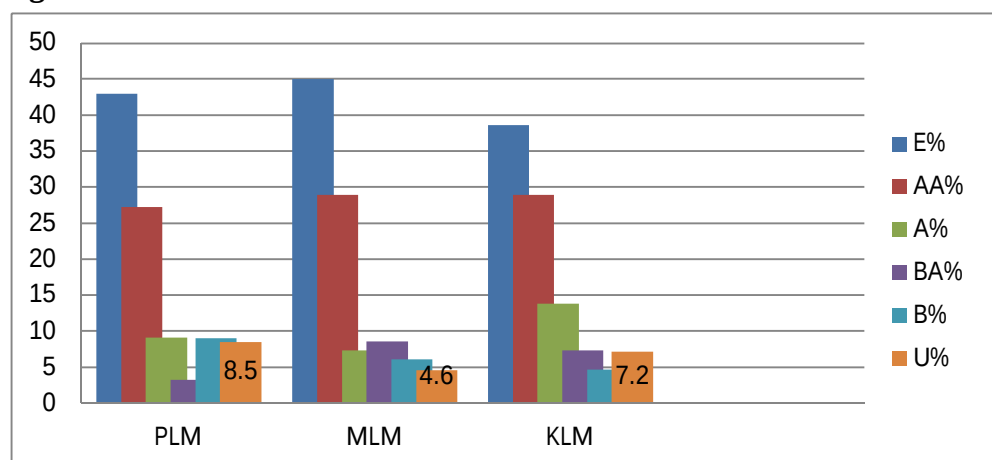
The topic addresses this: Question 17: How is the plan to lobby and mobilise more financial resources for the municipality working?

The municipalities are required to put in place systems that will help them to improve their revenue collection and be able to sustain themselves. Currently these municipalities rely on equitable shares allocated them based on the formula designed by the national treasury that also include the number of the indigent in that specific municipality. The second fund is the municipal infrastructure grand.

There is a general agreement amongst the respondent that municipality have plans to lobby funds from different sources such Development Bank of Southern Africa. They also indicate that there is an above average understanding that this plan can work.

Table 4.1.22 Infrastructure Level

Question (s) 18	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	43	27.2	9.1	3.2	9	8.5
	MLM	45	28.9	7.3	8.6	6.1	4.6
	KLM	38.6	28.4	13.8	7.3	4.7	7.2

Figure 4.1.22 Infrastructure Level

This topic addresses this question;

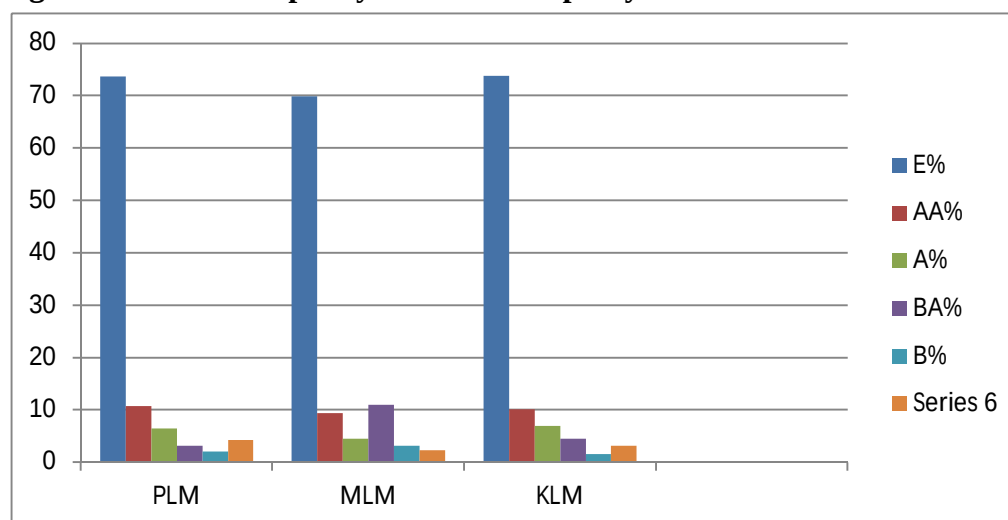
Question 18: How is the level of the infrastructure in your municipality?

The respond was giving an indication about the level and status of their infrastructure. In most cases it was discovered some of the infrastructure in the municipalities is old and dilapidated and even not properly maintain.

Above fifty percent of the responded indicated that the level of their infrastructure is on excellent state. This means that internal roads or streets, storm water drainage systems are in acceptable condition. The might be some cases of leakages of water there an there looking at less than nine percent of respondents indicated that the state of in infrasture might be in bad conditions. However there was no proper indication of new infrastructure plan and the maintenance of the existing one.

Table 4.1.23 The Capacity of the Municipality

Question (s)	Municipality	E %	AA %	A %	BA %	B %	U %
19							
	PLM	34.6	33.2	10.4	8.6	11	2.2
	MLM	36.5	25.6	16.2	10.3	7.4	4
	KLM	40.6	23.7	15.7	9.8	8.1	2.1

Figure 4.1.23 The Capacity of the Municipality

The topic above is about;

Question 19: What is the level of the capacity of the municipality to deal with any infrastructure challenges?

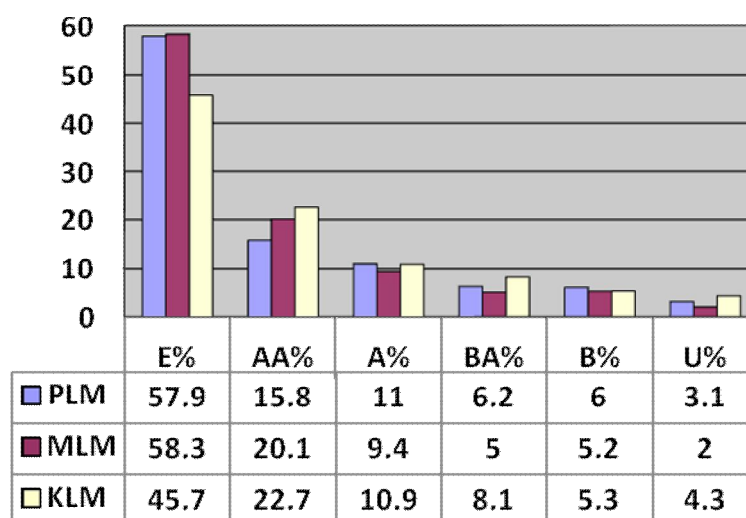
The municipalities should have a clear organogram with specific departments that include technical. The army of human resources must ensure that there are material and necessary equipments to attend to any challenges that might arise from the infrastructure.

The responded indicate that the capacity of the municipalities is well above average and it is on excellent condition. It is only less than eight percent of the responded that indicates is below average, of which it does not pose any serious challenge.

Table 4.1.24 Feedback from the Communities

Question (s) 20	Municipality	E %	AA %	A %	BA %	B %	U %
	PLM	57.9	15.8	11	6.2	6	3.1
	MLM	58.3	20.1	9.4	5	5.2	2
	KLM	45.7	22.7	10.9	8.1	5.3	4.3

Figure 4.1.24 Feedback from the Communities



The topic above addresses this question;

Question 20: How is the report back from the community on the level of services in your municipality?

The majority of the responded above fifty seven percent of the respondent indicates that there is general satisfaction with the services that is provided to the communities. Most of the communities are happy with the way they receive their services. Less than six percent on average complains with the poor level of services which is not the majority of people. The services that are rendered by these municipalities do meet the expectations of the residence they serve.

Discussions and interpretation of findings

The study through a structured set of questionnaires, interviews and including interaction with documents evaluated the integrated development on service delivery for three selected municipalities which are medium capacity in the Free State Province and managed find the basis in which these municipalities run their affairs from day to day administration function to community developmental initiatives.

The constitution of 1996 establishes local government as autonomous sphere of government and gave it a new independents mandate, and this was translated as one of the structures of government that is close to the people that has to fulfil their immediate demands and needs, hence it was important to establish during the process of questionnaires what is the feedback which the officials receive from the communities. It has become apparent from the study that the levels of services the community receive are of a quality that is acceptable to any human being living in a normal environment.

The basic service provided by the municipalities in terms of their obligation and as experienced by residence requires infrastructure and organisational arrangements that proves that this institution is capable of discharging their mandate, and with the relevant expertise and skills. There is acknowledgement that there is no sufficient budget to carry out all intended programs and projects at the local level, but at least the support that is provided in the form of MIG and

equitable share by the national treasury goes a long way in sustaining municipality and making sure that they do not compromise their essential mandate.

The other level that the study looks at was the level of engagement and community participation in the development and implementation of the integrated development plan. It has become evident that most of the communities are involve the development of the IDP, however not much can be said regarding the involvement of the same communities in the implementation of IDP. Cornwall (2006:63) has already expressed serious worries on the way participation has navigated the development industry. For its part, she argues, "...contemporary participation discourse represents a reflux of strikingly similar policies, sentiments and pronouncements from a barely-remembered colonial past. Alongside the significant continuities in discourse and practice that span the colonial and post-colonial eras, the genealogy of participation in development reveals discontinuities and dissonances, broken records and broken promises" Within Cornwall's concerns, this study sought to understand the degree in which tendencies of top down approaches might still thrive Integrated Development Plan discourse in regards to small businesses, despite policy commitments to participatory planning and governance. The findings suggest an urgent need to revisit the conceptualization of participation mechanisms, to ensure that public participation it is not just a matter of compliance but it reaches the intended objectives.

The other serious area that was look at is the synergy between different plan that exist in both provincial and national level. These programs relate to the core issues raised in the integrated development plan, such as water, roads, integrated environmental management etc. Notwithstanding the unsurpassed planning efforts, municipalities nationally seem to be losing their battle in pursuit of sustainable development. South African municipalities find themselves confronted with a harsh reality and that is that after many years of legislated Integrated Development Planning (IDP), poverty remains widespread and persists alongside affluence, while inequalities are increasing. The mechanism of service delivery in municipalities is hampered by bureaucratic settings within Local Government and the ambiguity attached to some of the projects. The service and infrastructural developments targeted for the poor, and the involvement of communities in the affairs of the Local Government might be seen as a partial panacea for poverty alleviation in South Africa, however the capacity of Local Governments to effectively carry out this developmental challenge assigned to them might be a new twist in the developmental challenge facing Local Governments in South Africa. The study reveals that these three medium capacity municipalities have embarked on various programs as report in the AG's report but their impact on boosting economic situation and creating sustainable jobs cannot be traced, except temporary and short term economic spinoffs.

The commonly-employed approach to local development to the challenges of co-ordinating and integrating efforts has revealed clear evidence of the usefulness of sustainable local development which helps to promote effective planning methods based on a multi-sectorial approach to poverty reduction and community development for an integrated local development planning process.

Conclusion

The important aspect of the research to establish the evaluation of the integrated development plan in selected municipalities has brought many things to light that will be look at the finding and conclusion of this study. Most of the respondent in this study demonstrated that high level knowledge of local government and the subject rose during the interaction.

The primary task of evaluating different systems in municipalities including how they relate with issues of service delivery in various aspects has been covered, and will be dealt with sufficiently in chapter five.

CONCLUSION AND RECOMANDATIONS

Introduction

In this section much emphasis is placed on the findings of the study and try to answer the question that where earlier identified in chapter one. This will also include the synopsis of critical areas as mentioned in the aim and objective of the study and proposed workable recommendation that can be used in future by these three municipalities and other interested government department including stakeholders.

Finding from the primary research

The basic operations structures in these municipalities are in existence. Many critical posts (very important according to their organograms) at the managerial level have been filled, and some of them have been filled in recent times.

The political leadership in these municipalities have been changing from time to time due to the fact that elected councillors sometimes represent their political parties or they are independent candidates. The electoral system allows councillors to be elected through their political parties of they can stand as independed candidates.

The evaluation for integrated development for service delivery exposes certain organisational dimension with the three municipalities which in some cases differ from area to area. The critical areas for communication with the structure of the municipalities seem to short of clear and proper monitoring process. The IDP office which are situated in the office of the municipal manager are the ones that are allocated the overall responsibilities of coordinating the function of the IDP, including the drafting and adopting such a plan. The office of the IDP will only communicate the process of the plan when it has to do so as required by the law, but in between communication becomes absent and every person operate outside the program of the IDP, and they coordinate their activities without verifying them within the context of the main plan. In some areas people embarked on campaigns such as greening the townships, initiating vegetable gardens for job creation, or even planning to build recreational facilities which do not appear in any IDP priority areas or sectoral plan such as local economic development plan.

The study also found that the administration component of the IDP seems to be creating challenges for many people in different departments (sections) within the municipalities. The staff components of IDP office in all three municipalities are only one person responsible for IDP function without any support staff. Looking at the nature of these functions, at some time requires monitoring and implementation thus also stretch issues to coordination of activities. One person coordinating this huge part of work is resulting in some delays in coordination of activities and put pressure in this office in its overall responsibility of monitoring the activities of this component.

The research was confined to the evaluation of the integrated development plan for service delivery, amongst other things that were to be attended to, where broad policy framework, the institutional capacity of the municipality in implementing IDP programs and also to look at ways and mechanism that are implemented to address key issues such as the implementation, communication, monitoring, financial viability and the linkage between various policy coordination in these municipalities.

- o The reality is lack of or under staff of the office the IDP's in these municipalities is a concern. The issue of staff is also complicated by the fact that there is no dedicated budget assigned to this office except for Review purpose.
- o The fragmentation of policy coordination is a problem; this can be seen by the two processes like the IDP processes and the development of the turnaround strategy. This lead to duplicate of resources
- o The report back mechanism is not in place especially about the implementation of the IDP, except in situation where the council has to be given an update
- o Inadequate budget for the municipality raises fundamental challenges regarding the implementation of the IDP, these municipalities rely on the national treasury for funding, and there is a very low level mechanism for revenue collection as indicated in result of the questionnaires.

The resource that is allocated in the IDP general program is from different sources such as MIG and equitable share that is provided by the national treasury. Both provincial and national sector department have specific program which will be identified in the IDP, but those program they are not core components of the municipalities, these programs include building of schools, hospitals (clinics) libraries etc. Despite the fact that they are not the core components of the municipalities they have to be identified in the IDP, and be reflected in the spatial development framework for the purpose of sites to be earmarked and proper services can be installed by the municipalities. Services such as water supply, electricity provision, sanitation are the core function of the municipalities thus they have to be provided as soon as such development are identified and constructed. Therefore the budget for development in the municipality is not allocated in the office of the IDP. The IDP offices in these municipalities are allocated a budget vote that only entails the drafting of the IDP and the review that takes place annually. The IDP office does not have funds to specifically monitor the implementation of its program and thus render this office as a coordinating structure only.

Literature review Inputs

The integrated development plan is a mandate that is bestowed to the all local and district municipalities to carry out and ensure that this document exist when every new council is appointed to take over the reins of governance. The municipal system's act chapter five indicate that, "Each municipal council must within a prescribed period after the start of its elected term, adopt a single, inclusive an strategic plan for the development of the municipality" In the three municipalities, PLM, MLM and KLM their IDP's are in place as required by the law, they have even went to extended of developing a summary version of the plan to make it easy for ordinary people to interact with it and understand it better. There is evidence in all municipalities that public participation process does take place and the office of the mayor does take initiatives to convene much of these meetings, despite this, there are no adhoc committees that has to review the technical work of the IDP such as the IDP steering committees, except when there are important IDP announcement that have to be made, such as the introduction of the process plan. The research find it difficult that such an important structure as the IDP do not have existing permanent staff and budget to carry its functions. The is a general agreement in municipalities that the IDP office is an important one to ensure that there adequate service delivery, therefore it must be fully equipped to be equal to the task and assist in the implementation of important programs. The IDP office must have proper support and staff to ensure that there is proper communication and implementation.

The introduction of the municipal turnaround strategy was found to be very important aspect that complements the implementation of the IDP. The turnaround strategy, the research found it has clear and practical propositions that an enables different components and directorates to implement programs identifies in the IDP, and the time frames are easy to monitor to ensure effectiveness of certain program. The research found that the weakness in relation to this program is that there is no dedicated of that is coordinating it except that the provincial department of COGTA have responsible people to help municipalities to draft their turnaround strategies. The research acknowledges the turnaround strategy, but do not agree with the fragmented approach which is currently use to developed IDP and the strategy differently, as it consumes time for officials and councillors to sit in different meetings that has to deal with almost to similar issues that have to develop and create the implementation of projects.

Recommendations

Service delivery around the country has become a concern, not only for the people who are affected such as residence, but also the government has become worried because lack of services results in various communities embarking on protest actions that lead to the destruction of property mainly government property. In these three municipalities during the time of this research there was no evidence that poor service delivery has sparked any violent protest action. Secondly, in this research service delivery or integrated development issues where not narrowly located in the provision of basic services, but it went on to look at the local economic aspect and job creation for sustainable livelihood as indicated in Chapter two, of the literature review. The gaps and weakness that have been identified will have to be addressed in order to build sustainable communities

The important aspect of the research was to evaluate the integrated development plans for service delivery at selected medium capacity municipalities in the Free State Province and look into both policy and legislative framework. The objective in the research regarding policy framework have amongst other things identified that;

- o It is a legal directive that local municipalities in South Africa have to use "integrated development planning" as a method to plan future development in their areas.
- o The plan must address racially divided business and residential areas
- o It must change badly planned areas to cater for the poor - with long travelling distances to work and poor access to business and other services.
- o It must attend to differences in level of services between rich and poor areas
- o It must also provide alternatives to sprawling informal settlements and spread out residential areas that make cheap service delivery difficult.
- o The three municipalities are dominated by rural areas, and therefore rural areas were left underdeveloped and largely subserviced.
- o The new approach to local government has to be developmental and aims to overcome the poor planning of the past.

Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development.

On issues of infrastructure and development and other important key developmental priorities in these three municipalities

- o An Integrated Development Plan is a super plan for an area that gives an overall framework for development.
- o It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area.
- o It should take into account the existing conditions and problems and resources available for development.
- o The plan looked at economic and social development for the area as a whole.
- o It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected
- o All municipalities have produced an Integrated Development Plan (IDP).
- o The municipality is responsible for the co-ordination of the IDP and must draw in other stakeholders in the area who can impact on and/or benefit from development in the area.
- o Once the IDP is drawn up all municipal planning and projects are happening in terms of the IDP.
- o It has become easy to coordinate other infrastructure programs such roads, electricity, sanitation.

Proposed Solutions (Recommendations)

Support and Capacity Building

Both National and Provincial departments of local government and cooperatives affairs must at least have a dedicated team of experts ranging from engineers, finances, town planners, human resources to at least provide guidance and assistance to municipalities twice a month. This must include evaluating performance reports and review individual activity plans or schedules to make sure that the remain focus on their work and the expected results are achieved. The national department must investigate the possibility of establishing local government academy that will provide accredited training for both councillors and officials. This process must involve LGSETA and other tertiary institutions who may be interested on the subject. The training must identify training key elements such financial management, general management and project management as components of the training module.

Staff and Human Resources

The municipalities are viewed as vital sphere of government that is close to the communities and has to ensure that it always portrays a positive image. The municipalities must review their current organogram with the view of including more personnel in the office of the IDP, even if they can be regarded as officers for specific functions, such programs, monitoring and implementation.

The deployment of enough human resources in this office will ensure that this office does not become overburden, and it changes into a very effective components that will ensure proper planning.

Electronic filing

Institutional memory is important for present and future planning of municipality, and if this memory cannot be traced it means that data will have been lost. During this research it was difficult to trace some of the information. It is important that it becomes a policy directive

that all document of municipalities be stored in both hard and soft copies so that it becomes easy to have a backup file in an event that one get missing. Information management system should have a vote so that people responsible should be send for training to kept abreast of new development in this issues.

Community Participation

The importance of community/public participation as a means of galvanising communities behind their municipalities cannot be over-emphasised. IDASA(2001: 2) further supports this view by claiming that “good governance dictates that government operations and decisions should be made openly and with the active participation of those influenced by them” because the “the public will be better able to hold the executive to account if they have information on its policies, practices and expenditure”. Whereas the National Framework on Public Participation which was produced by the Department of Cooperative Governance and Traditional Affairs is commendable, it still remains a matter of concern that many municipalities are yet to implement these guidelines hence their communities are not adequately participating in their municipal affairs. The implementation of the framework would ensure that residents are kept abreast of developments in their community, including participating in the drafting of performance management criteria as anticipated in the Local Government: Municipal Systems Act. It is obvious from the report of the National Indaba that poor communication has been highlighted as one of the reasons for the upsurge in violent protests against certain local authority personnel.

The ward committees and office of the speaker must partner with provincial Departments of Local Government in strengthening the roll-out of community participation by empowering municipal managers and community participation practitioners. In essence, a district-wide approach to community participation would be advocated and adopted for economies of scale and avoiding confusion at community level around issues of powers and functions between local and district municipalities.

IDP and Turnaround Strategy

The different two processes of engagement and development of the IDP and turnaround strategy should be done simultaneously so that these processes do not run parallel and must inform each other. This must be done also with the view of saving money and financial resources.

Integrated Development Plan

Many officials and consultants have also made the process so cumbersome that it became virtually impossible to implement as a strategy, especially in municipalities with no capacity. A policy decision has to be made on whether to use an IDP or a turnaround strategy and how either of these two planning documents can be simplified for purposes of implementation.

A serious drive for effective consultation of the major stakeholders such as business, community groups, educators, political parties and major institutions needs to be embarked upon to work out a common vision for municipal areas. The dearth of credible IDPs has been exacerbated by the

failure of various national and provincial departments and state-owned enterprises to attend IDP forums and/or attendance thereof by junior officials who do not have decision making powers to commit their organisations. This state of affairs needs to be reversed through the participation of senior national and provincial officials in the IDP forums and clear commitments made by their departments/organisations through sector plans of IDPs.

CONCLUSION

On the whole, the Local Government Turnaround Strategy as proposed by the Minister of Cooperative Governance and Traditional Affairs is commended and supported. Synergy of different government programs policy is important so that service delivery can be prioritised at the local level.

NOTE

This paper was extracted and compiled from the Master of Business Administration (MBA) dissertation, submitted by the principal author in 2013 to the Regent Business School in partial fulfilment for the award of the degree.

The dissertation was supervised by Nadia Omar who is an external examiner attached to the school.

The manuscript was edited and compiled as a journal article for purposes of publication by Professor Anis Mahomed Karodia, senior academic and Researcher at the School.

Request for the full dissertation can be forwarded to the following Email address:

The entire bibliography is cited in this paper and those references used in this paper are contained within the full bibliography cited hereunder:

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